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SUMMER TRAINING AND EDUCATION PROGRAM (STEP)

CASE STUDIES ON THE SUMMER 1985 EXPERIENCE

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A list of publications and further information about P/PV are available from: The Resource Center, Public/Private Ventures, 399 Market Street, Philadelphia, PA, 19106. Telephone: 215-592-9099.

BOSTON SUMMER TRAINING AND EDUCATION PROGRAM

1985 SUMMER DEMONSTRATION

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I. OVERVIEW OF THE BOSTON STEP PROGRAM

In Boston, STEP is sponsored and operated by a large number of organizations and individuals who see it as a catalyst of changes in the summer youth program and a way to begin to deliver remediation to students at risk of dropping out of school.

Boston served as a STEP pilot test site during the Summer of 1984 and began the full demonstration in 1985. This case study describes how the STEP demonstration was implemented in Boston during the Summer of 1985.

A. Site Selection and Entry Into STEP

Despite the fact that Boston participated successfully in the 1984 STEP pilot test, the decision to continue into the full-scale demonstration was not an easy one. While Boston was committed to continuing remediation as part of the summer youth program, there were some questions about whether they wished to continue in STEP. The key actors needed to decide whether P/PV's program design requirements were too demanding and if the burden of the research was too great. From September 1984 until February 1985 Boston representatives debated whether the cost of continuing as a research site outweighed the benefits of Ford Foundation and P/PV support. At the same time, while P/PV had an interest in retaining Boston as a site, they needed to be certain that Boston would implement a program that satisfied the needs of the demonstration, in addition to their own.

Boston's primary concerns based on their pilot study experience were:

- Sample size. The STEP committee had grave concerns about its ability to enroll two more cohorts of 500 youth each, as had been done in 1984.
- Continued service to the 1984 pilot test cohort. Boston asked if they could consider the pilot test youth to be the first demonstration cohort -- so that they could enroll a new sample in 1985, but not in 1986. This would lessen the burden of the sample size requirement.
- Targetting/selection. In 1984, Boston selected youth who had either failed a grade or tested at least a year behind. They questioned the validity of choosing kids on the basis of grade retention and said they would prefer to just use test scores. Furthermore, they wished to select only eighth graders who would be about to make the difficult

transition into high school. They explained that this strategy would mesh very nicely with the Boston Collaborative programs which begin in the 10th grade.

- Life Skills. The life skills classes had gone very well and the curriculum was widely praised. However, Boston representatives were questioning if/how it should be incorporated into the program in the future. They were very concerned about the questions asked on the post-test and the fact that they had not been adequately prepared during the pilot. They spoke about a need to make the consent form much more clear.
- Remediation. Boston representatives recognized the need to strengthen this area of the program and felt that a uniform curriculum developed by P/PV could be acceptable if: (1) they could be included in the decision-making process; (2) BPS educators could review and approve it; and (3) the resource commitments required were consistent with P/PV's level of funding.
- Computers. Boston STEP committee members were concerned about their ability to provide computer-assisted instruction, as required by P/PV in 1985.

During the late fall and early winter, P/PV addressed these concerns and decided that sites could be given some latitude in operating the demonstration. This meant, for example, that the targetting criteria proposed by Boston were deemed to be consistent with the overall project objective of identifying youth at risk of not completing high school. Furthermore, the sample size requirement was dropped from 500 to 300 youth per year -- but the 1984 pilot test youth could not be considered as the first demonstration cohort.

In February, the Boston PIC and Neighborhood Development Agency (NDEA) -- two of the agencies involved in STEP -- reviewed the revised demonstration design with key actors at Boston Public Schools (BPS). Since a primary motivation to participate in STEP is to work jointly with the BPS on issues regarding remediation and dropout prevention, continued participation by Boston was contingent upon BPS' acceptance of the program design and research requirements. In fact, a great deal of support was expressed by BPS for the project. Boston's desire to continue into the full demonstration phase of STEP was expressed verbally in mid-February. P/PV decided to designate Boston as one of the demonstration sites almost immediately.

B. Project Structure and Management

The STEP demonstration was sponsored in Boston by the Neighborhood Development and Employment Agency (NDEA) and the Private Industry Council (PIC). They contracted with Action for Boston Community Development (ABCD), to take applications for STEP, to place control group youth in regular summer jobs, to assign treatment youth to one of three remediation sites, to conduct the LSO courses, to provide counseling to the participants, to monitor all remediation and worksites, and to handle the payroll function.

Remediation was provided by three local universities: Boston University, Northeastern University and the University of Massachusetts/Boston. The Boston Compact Office helped P/PV obtain data from the Boston Public Schools and is responsible for the support program during the academic year.

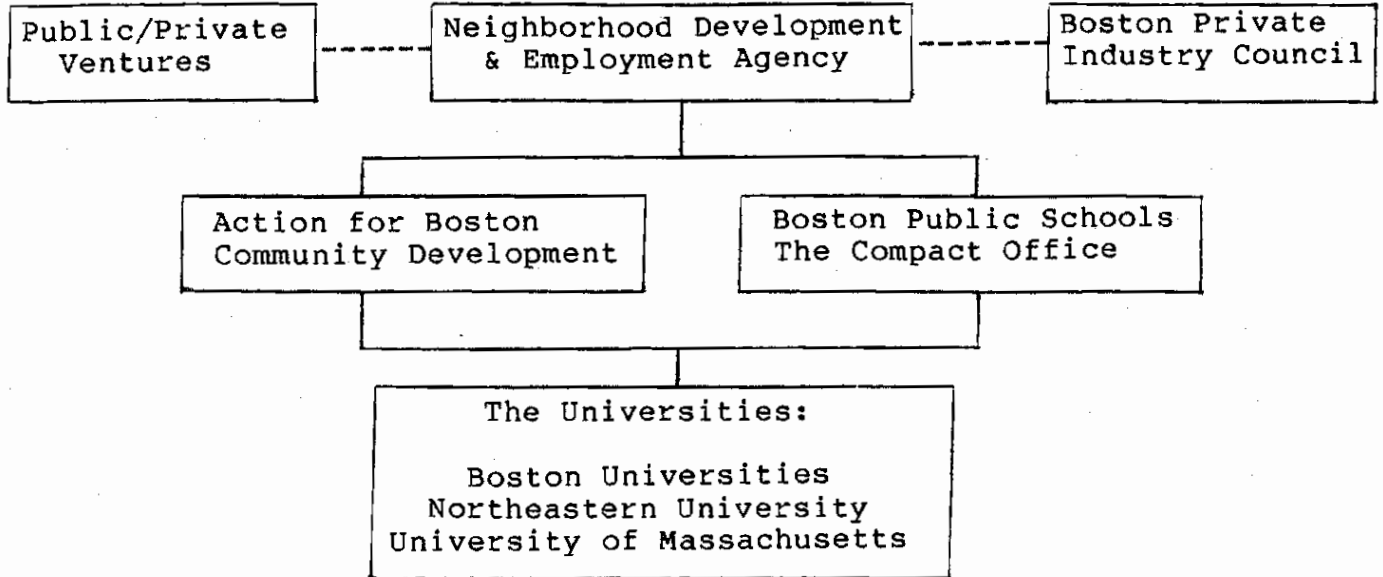
The key institutional partners joined together to form a policy or oversight committee for STEP. An organizational chart is presented as Exhibit 1. A brief description of the committee members follows below:

- Neighborhood Development & Employment Agency (NDEA). Until November 1985, NDEA was the designated Service Delivery Area (SDA) grant administrator for the City of Boston. As such, NDEA received funds from the U.S. Department of Labor under the Job Training Partnership Act (JTPA) and had responsibility for administering employment and training programs. Community Development Block Grant (CDBG) funds also flowed directly to NDEA. Recently, NDEA has been reorganized. The human service and employment and training functions will be housed in the Mayor's Office of Employment and Community Services. NDEA is the primary signator of the Memorandum of Agreement with P/PV during the demonstration.
- Boston Private Industry Council. The PIC assumed a major role in the STEP program design and oversight, along with NDEA. During 1985, a PIC staff member was a regular participant in meetings of the STEP committee.

The PIC has had considerable experience in serving some of the same youth who participated in the STEP program: economically disadvantaged residents of Boston who attend the public schools. Historically, PIC clients have been somewhat older and have been selected on the basis of personal recommendations

Exhibit 1

STEP Project Organization in Boston



from teachers and others. For example, all youth placed in the PIC's Summer Jobs Program must be at least 16 and have demonstrated good performance in school.

- Action for Boston Community Development (ABCD). ABCD is Boston's official antipoverty agency. Founded 23 years ago by grants from the Ford Foundation, the Permanent Charity Fund, and other private sources, ABCD is a non-profit human services agencies servicing low-income residents through a central office and a decentralized citywide network of Area Planning Action Councils, Neighborhood Service Centers, Head Start Centers, and many other neighborhood-based, delegate community agencies.

ABCD has operated Summerworks, the summer youth program for the City of Boston for the past 19 years. It is primarily responsible for all phases of operations: intake, selection, worksite recruitment, placement, payroll, etc. It works in accordance with a contract from NDEA.

- The Boston Compact. The Boston Compact has been a concept, a series of documents, and an office within the Boston Public Schools (BPS). Recent, Compact Office staff have been reassigned throughout BPS as part of a systemwide reorganization accomplished by Boston's new superintendent.

The Boston Compact concept represents a major initiative by the school department, city government, the business community, and others to improve the public schools. The Compact has two central elements:

1. A bargain between the schools and the business community (over 300 firms have signed the Compact to date) in which both parties commit themselves to measurable goals, including: an increase in the number of students who graduate (i.e., a reduced dropout rate); improved reading and math skills as a condition of graduation; and an increase in the number of graduates who are placed in jobs or in future education.
2. A broad-based compact in which the full array of external organizations agree on a common plan of action with the school department. Special agreements include: the social service providers agreement, the union agreement, and the higher education agreement.

Compact staff have represented the Boston Compact on the STEP committee. They have arranged for other input from BPS when needed, have helped P/PV obtain data from the schools and have taken the primary responsibility from the school-year support program.

- The Universities. Treatment youth were assigned to receive both their work experience and remediation at one of three local universities: Boston University, University of Massachusetts/Boston and Northeastern University. These are three of the 25 Boston educational institutions that have pledged to work with designated high schools (or "pairings") to improve the quality of education offered to Boston residents. It is under the aegis of the Boston Compact's higher education agreement that the universities were asked to participate as the deliverers of remediation in STEP.
- Public/Private Ventures. P/PV's local site coordinator attended all meetings of the STEP committee and operated as P/PV's agent on a day-to-day basis. Her responsibilities included: communication liaison; provision of technical assistance; monitoring of site operations; collection of data and evaluation.

II. SETTING UP STEP IN BOSTON

A. Participant Recruitment and Eligibility Determination

The process of recruiting youth eligible for STEP, taking applications, obtaining parental consent, screening for eligibility, and assigning youth at random to the treatment or control group is described in this chapter.

In Boston, the extraordinary time and energy devoted to participant recruitment and selection was a significant diversion from all the other activities that needed to happen simultaneously, including: curriculum planning, training the staff, testing the students and beginning summer operations. Everyone expected the participant selection process to go smoothly since Boston had experience with these tasks during the 1984 pilot test. This was not the case, and there remain many opportunities for improvement next year.

Consistent with the design guidelines for the STEP model, Boston STEP is targetted on youth who:

- meet JTPA eligibility criteria for the summer youth program;
- are 14 and 15 years old on the date that the program begins; and
- are educationally disadvantaged.

Boston interpreted the educational deficiency criteria as follows:

- scored between 25 and 47 on the Degrees of Reading Power Test (DRP)¹ administered June, 1984; and
- scored in the 20 to 40th percentile on the reading portion or the math portion of the Metropolitan Achievement Test (MAT) administered Spring, 1984.

Youth in bilingual programs with program codes .1 and .2 were excluded because it was felt that their language barrier would preclude them from participation. Special Needs youth with scores of .5 and above were screened out for similar reasons.

¹DRP is a norm-referenced test which is administered annually in Boston to students in grades 4-12. When promotion standards are implemented this year, 8th graders scoring below 48 on the DRP will not be promoted.

All of the test scores and other data needed were readily available from the BPS Management Information System.

Sites were free to impose additional targetting criteria to further specify who they wished to serve provided such criteria were evenly applied to both treatments and controls. Initially Boston decided to restrict STEP eligibility to eighth graders because they felt that STEP could help such students to make the difficult transition from middle school to high school. Furthermore, the school year follow-up would be more manageable if all youth were attending Boston high schools between their first and second summers. As documented later in this chapter, this restriction had to be lifted when it became evident that Boston could not achieve the enrollment target without accepting some seventh and ninth graders.

A final restriction involved the need to exclude all members of the 1984 pilot test cohort from the pool of STEP eligibles as they were not eligible to be selected for the demonstration. Last year's treatment youth were specially recruited and urged to re-enroll for a second summer. They were served under a special "set aside," not as part of the 1985 cohort. Last year's control youth were free to apply for another summer job and were treated as all regular applicants for the summer youth program. They could not, however, be selected for the STEP 1985 cohort.

B. Outreach and Application-Taking

The purpose of outreach and recruitment for the STEP program is to ensure that a sufficient number of youth eligible for STEP apply for the summer youth program. While localities generally have thousands of applicants for their summer jobs program, STEP imposes special eligibility criteria regarding educational deficiency and focuses its service to 14 and 15 year olds. The need for special outreach was highlighted during the pilot test when one site failed to meet the enrollment quota and Boston achieved its target only with tremendous effort.

This year, Boston designed a highly targetted, efficient outreach and application-taking procedure aimed at recruiting STEP eligibles. It was a procedure that involved the Boston Public Schools directly, as described below:

- First, BPS produced a listing of youth who met the STEP eligibility criteria -- in terms of the educational deficiencies described above. JTPA eligibility could not be determined at this point. 1319 names were on this first list -- from which we wished to enroll a target of 330 eligible youth for the 1985 cohort. The list was sorted according to the school attended.

- On April 4th, the list was sent out to each school. ABCD met with guidance counselors on April 11th and handed out summer jobs applications and STEP consent forms packages for each of the students on the list. Guidance counselors were asked to contact each student and encourage them to apply for SYETP and STEP. Although teachers and guidance counselors wished to recommend students not on the list, they were told that STEP eligibility criteria had been set by BPS and had to be based on the standardized test scores.
- Applications and consent forms were to be turned in to ABCD by each school on April 26th. This deadline was extended to collect as many completed applications as possible.
- P/PV's site staff logged in applications received from BPS and also screened the whole pool of SYETP applications to identify STEP eligibles.

This outreach and application procedure did not yield a sufficient number of STEP eligible applicants as of May 20th. From May 20th to late June, extraordinary efforts were needed to reach the enrollment target. These included:

- obtaining missing consent forms;
- completing incomplete applications; and
- expanding the eligibility criteria to include ninth graders and seventh graders from four middle schools.

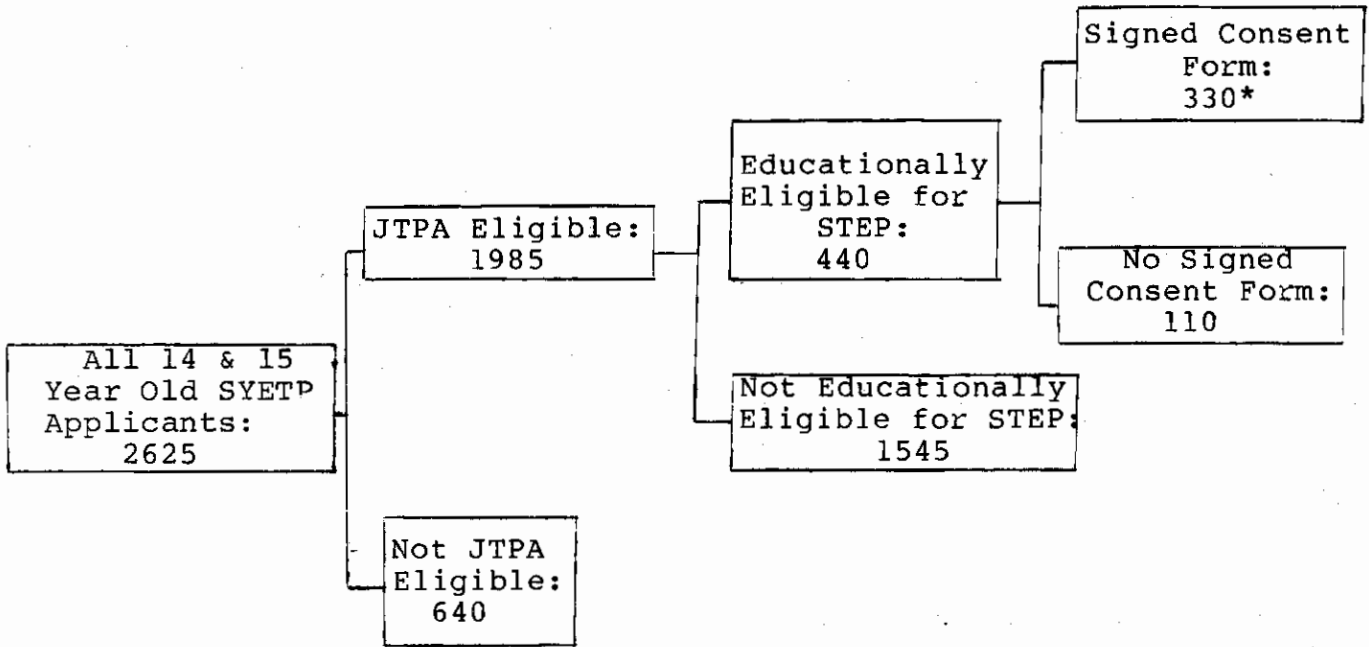
By the end of June, as a result of all three steps Boston was able to achieve the enrollment quota. The graphs that follow provides some summary information about the 14- and 15-year old application pool.

As shown in Exhibit 2, 1985 of the 2625 applicants (76%) were from low income families determined to be JTPA-eligible. Of these, 440 (22%) met the STEP definition of educational deficiency. Parental consent forms were eventually submitted by 75% of these eligible applicants.

The second graph (Exhibit 3) illustrates in another manner how the 1985 STEP cohort resulted from the SYETP application pool. It shows that 654 youth were educationally deficient and eligible for STEP (25% of all 14 and 15 year old applicants). However, just 440 (67%) of these youth were JTPA-eligible. This is lower than the overall SYETP rate of JTPA-eligibility and is due to the fact that Boston's targetted outreach recruited students who were

Exhibit 2

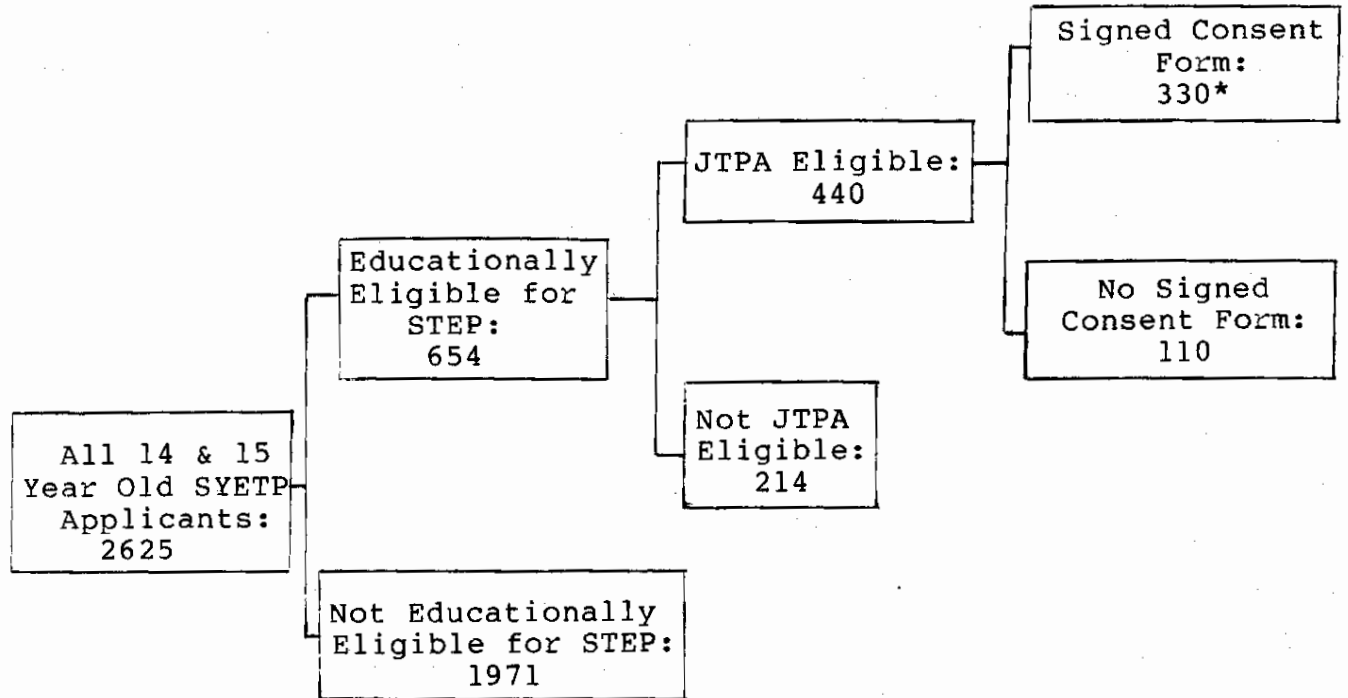
The Boston 1985 STEP Cohort: How the Research Sample
Resulted from the SYETP Applicant Pool



*These 330 youth comprise the 1985 STEP cohort.

Exhibit 3

The Boston 1985 STEP Cohort: How the Research Sample
Resulted from the SYETP Applicant Pool



*These 330 youth comprise the 1985 STEP cohort.

known to be educationally deficient, but whose family income was not known at the time. Many of these youth would probably never have applied for a summer job without special outreach through the schools.

Nevertheless, a pool of 330 enrollees was identified at the very last minute prior to program start-up. All of these youth were specially identified in the computer so that they would not be placed in non-STEP summer jobs.

C. Random Assignment

The basic purpose of random assignment is to ensure that the youth assigned to receive the STEP treatment are in every way comparable to the youth assigned to the control group (regular summer jobs). This meant that youth could not volunteer for one group rather than the other. Also, no one else (such as school guidance counselors or STEP staff) could purposely assign an applicant to one particular group.

P/PV onsite staff performed all tasks associated with the random assignment process and notified ABCD as to which youths were assigned to the treatment group and which would be in the control group.

Four rounds of random assignment were accomplished, as shown in the table below:

	<u>DATE</u>	<u>NUMBER ASSIGNED</u>
First Round	June 19, 1985	259
Second Round	June 24, 1985	39
Third Round	June 26, 1985	26
Fourth Round	July 1, 1985	6
		<u>330</u>

Although the full target of 330 could not be assigned on June 19th, the first round of random assignment took place on that date so that there would be no further delay in notifying the vast majority of students that they had been accepted, in making work assignments, and in scheduling youth for testing. Subsequent rounds of random assignment occurred as soon as there was a sizeable batch of applicants who were identified as eligible for the pool. This continued until 330 youth were all randomly assigned.

In summary, the process of recruiting youth, taking applications, obtaining parental consent, screening for eligibility, and assigning youth at random to the treatment or control group was successfully accomplished in Boston. However, the cost of doing this work was high in terms of time, energy and frustration.

D. Testing

Testing of STEP youth occurred twice during the summer of 1985: just prior to the start of the program and at its conclusion. To avoid repetition, alternative forms of the MAT (Forms JS and KS) were used at pre-test and post-test. The remainder of this chapter describes the pre-test and post-test.

Despite the many lessons learned during the 1984 pilot test, testing remained a major logistical nightmare in Boston. Although problems were anticipated, the management structure and administrative supports were not capable of handling all of the testing responsibilities. This was particularly true because of the many other STEP activities that occurred at about the same time and the fact that ABCD was asked to plan and operate a major new summer Conservation Corps program with less than one month's notice. The same ABCD staff member was responsible for both STEP and the Corps project.

- Scheduling. In response to pilot test recommendations, testing was held on July 1st, prior to the start of the program. This was preferred so that the universities could give their students a good orientation and help them form a positive impression of STEP on the first day.² Furthermore, control group members were able to begin work on the first day, rather than having to attend testing sessions and thereby miss their worksite orientation.
- Location. Three sites were used to test students: Boston University, Roxbury Community College, and Burke High School. Youths were assigned to the location closest to their homes. Both treatment and control students were tested at each site. This arrangement differed from the pilot test, when treatment students were tested at the seven universities and control group members were divided among seven community schools for testing. A smaller number of testing sites was thought to be more desirable to maintain consistency of test administration. Unfortunately, testing locations were not set until the very last minute, which placed additional stress on an already-complex process.
- Notification. As described above, the first round of random assignment occurred on June 19th. These

²Nevertheless, the CORE diagnostic tests were administered on the first day. Some thought is being given to ways of avoiding this duplicative testing.

259 participants were assigned to the closest test location. Letters were sent on June 21st announcing their acceptance into the STEP program and notifying them of where to report for testing. Youth were told that they would learn their job assignment after they completed the test. Subsequent letters were sent on June 24th (39 youth) and June 26th (26 youth). The last few students who were selected into STEP on July 1st had to be scheduled for a make-up test.

ABCD representatives were responsible for calling all youth to remind them of the test location, give directions, and answer any questions that youth or parents might have.

- Proctors. Responsibility for administering the tests was divided among ABCD's STEP counselors -- who spent the summer working full-time with treatment youth at the universities -- and worksite monitors supplied by ABCD and NDEA -- who had no other association with STEP. It was very difficult to communicate the importance of the testing to these borrowed staff members. Despite careful training by P/PV, several problems arose that almost threatened the validity of the testing. The most important are described below.
- Procedures on the Day of the Test. P/PV provided detailed instructions on how to conduct the testing session. These procedures were followed with the following major exception: student testing materials were given to the wrong youth.

All of the testing materials for each student were contained in a pre-numbered, large envelope. This included contact sheets, baseline questionnaires, and MAT answer sheets. Proctors were expected to check-in each youth, look up his/her correct ID, find the envelope with that number, and hand it to the student. In one test location, the proctor simply handed out envelopes without regard to ID numbers. Luckily P/PV staff uncovered the problem while the test was taking place and in time to correct all of the confused IDs. Otherwise, test scores and questionnaire responses might have been attributed to the wrong participant.

Another logistical problem arose when pay for testing and job assignments were not available for the students following the test. All of the enrollees had been told that after the test they would be paid \$10 and they would receive their job assignments. At some of the test locations, the

money was late in arriving and job assignments were missing for many students.

- Summary. In conclusion, 303 (92%) of the 330 enrollees were pre-tested and completed the baseline questionnaire. According to agreed-upon procedures, those who were not tested were not eligible for a job placement. This rule was well enforced for those assigned to the treatment group -- only one absentee did work during the summer. It was not followed as well for control group members. Over half of the 15 control group absentees did, in fact, work.

Post-Test Procedures and Experience

Post-testing at the end of the summer went somewhat more smoothly than the pre-testing. This is attributable to the counselors' ability to communicate with the students in-person at their work-sites, not just by mail or telephone. Furthermore, all students who were still participating in the summer program were told that they would not receive their final paycheck until they completed the test. Special efforts were made by P/PV to secure the cooperation of youth who had dropped out of the program.

The post-test was held on Monday, August 19th. The citywide graduation exercises were held for treatment youth on Wednesday, August 21st. Make-up exams were held on August 20th, 23rd and 28th.

- Treatment Youth. Youth participating in the remediation were tested at the treatment sites. The test was proctored by the remediation instructors, rather than the ABCD and NDEA worksite monitors who had been borrowed to administer the pre-test. One problem with this arrangement was the difficulty finding time to meet with the teachers and discuss post-test procedures.

The other major problem encountered in testing treatment group youth was the difficulty of reaching the youth who were no longer attending classes. Counselors and remediation staff made no effort to contact those youth whom they considered to be drop-outs. This became the responsibility of P/PV onsite representatives.

- Control Youth. Control group youth were tested at two neighborhood locations by the ABCD STEP counselors and teaching aides. The students were notified about the test by letter and by their counselors. Again, those students who had no hours

in the final, fourth pay period were the hardest to locate and test.

- Make-up Tests. P/PV staff logged in all completed tests and notified ABCD who had been absent. As agreed, the final paychecks for all absentees were held up until the youth reported for testing. University staff called their own absentees and ABCD asked the Area Coordinators to call the absent control group youth. P/PV updated the list of absentees following each make-up test, sent letters to the absent students, and called everyone. Certified letters were sent when the youth or his/her parents could not be reached by phone. In terms of proctors, all make-ups were understaffed. Two P/PV staff members checked in youth and administered the tests.
- Summary. One hundred forty-five (145) of the treatment youth (88%) and 147 of the controls (89%) were post-tested. Ninety-six percent of the sample that had originally been pre-tested were successfully post-tested. All but two of the students who were still active in the program (i.e., worked in the final two weeks) were post-tested.

III. IMPLEMENTATION OF STEP IN BOSTON

A. Overview

This chapter describes how the Summer Training and Education Program operated in Boston during the first year of the demonstration, i.e., the summer of 1985.

The STEP program began on July 8th and continued for six and a half weeks until the graduation exercises on August 21, 1985. Participants were paid for 30 hours per week or a total of up to 198 hours for the summer. For youth in the treatment group, this broke out as approximately: 90 hours of academic remediation, 18 hours of LSO classes, and 90 hours of work experience. The control group spent all of their time on-the-job.

This chapter focuses on who was served and each of the major components of the program: academic remediation; life skills; and work experience. At the end of the chapter, plans for the 1985-86 school year support component are presented.

B. Participant Characteristics

As discussed in Chapter II, Boston recruited and selected 330 youth who met both JTPA and STEP eligibility criteria. They were randomly assigned to the treatment or control group and scheduled for pre-testing. A total of 303 of these enrollees were actually tested. The demographic and educational characteristics of these pre-tested youth are described below.

- Race. Black youth comprised the majority of the Boston sample -- 64%. White and Hispanic youth were about evenly represented: 15% and 16% respectively. About 2% of the participants were Asian.
- Family Composition. STEP youth came from large families -- with an average of over five members. The majority (56%) have female-heads. Only 40% have two-parent households.
- Age. Boston was successful in recruiting 14 and 15 year old youth, as required by the design: 58% were 14 and 42% were 15-year olds. This emphasis on younger youth arose from Boston's priority targeting on exiting 8th graders.
- Sex. About half of the participants in Boston were male (51%) and about half were female (49%).

- Educational Characteristics. The STEP participants tested well below their grade in school. On average, they scored at the grade equivalent of 6.4 (fourth month of the sixth grade) in both reading and math. Over 43% reported that they had failed a grade in the past. This is much higher than any of the other STEP sites -- and curious, since unlike some of the other sites, Boston did not consider prior grade retention an eligibility factor for STEP.

C. The Remediation Component

Remedial education was delivered by three local universities: Boston University, the University of Massachusetts/Harbor Campus, and Northeastern University. The treatment youth were each assigned to one of the universities. In this part of the chapter, the curriculum development process is explained and the programs they operated are described.

1. CORE Planning Process

Boston, like the other four STEP sites, utilized CORE -- Community Organized Remedial Education -- as a foundation to plan and implement the academic remediation component. CORE was designed jointly by P/PV and The Network, Inc. in response to the needs expressed by the 1984 pilot test sites for more assistance in designing and implementing the STEP remediation.

As stated in the CORE manual, "CORE is a model for planning a remediation program and includes: a set of required competency areas in the basic skills of reading and math; a CORE blueprint..." [with] specific competencies for each of the reading and math competency areas; and a listing of recommended instructional materials and assessment exercises related to the competency areas; standards and criteria for choosing alternative competencies, diagnostic/locator instruments, materials and assessment devices; a documentation package; and logistical information.

Sites were given great latitude to develop their own remediation programs within the CORE framework. For example, sites could use an existing locally developed remediation program if it met CORE standards, they could purchase a complete system such as the Comprehensive Competencies Program (CCP), or they could design a new program specifically for STEP. Boston chose this final option.

In early March, P/PV offered to provide a senior educational consultant who could act as a facilitator during the CORE planning process. P/PV asked all of the sites to designate a planning team who would work with this consultant and take responsibility for CORE planning. Boston decided that all members

of the STEP committee would participate in designing the educational component and agreed to hire an educational coordinator who would take the lead in planning the curriculum, ordering the materials, training the teachers, and supervising the implementation of STEP's educational component. An excellent job description was developed and the job was advertised in early April. ABCD did not hire the educational coordinator until early May. Furthermore, since he was employed full-time by BPS, he could devote only a few hours each day to the project. This late start-up and limited availability caused serious problems that could never really be overcome.

In terms of their university partners, the STEP committee decided not to get them involved in the CORE planning process. Instead, they were given the curriculum and the educational materials at the training sessions one week in advance of the start of the program. In retrospect, this was an unfortunate decision since the university coordinators and teaching staff had gained experience during the 1984 pilot test and could have provided useful input. Later problems of miscommunication and controversies over program requirements would probably have been avoided by involving the universities much earlier.

The CORE planning process began in early April with a meeting focused on the CORE Site Assessment Survey. P/PV's remediation consultant led the Boston STEP committee members through the questions and recorded their responses. While answers regarding program organization and management were available -- and had already been discussed at prior meetings of the committee -- program implementation issues could not be addressed at the meeting. Boston staff recognized the urgency to move ahead, but were unwilling to do so until the educational coordinator was on board. The key outstanding issue (in addition to the need to hire the educational coordinator) was the whole question of computer hardware and software availability.

The next meeting with P/PV's remediation consultant did not take place until May 8th. At this point Boston was seriously behind any reasonable schedule for designing their curriculum and ordering materials. The meeting was not productive for several reasons. The purpose of the meeting was confused. It was meant to be a working session organized around the CORE Program Survey instrument, which had been left with the Boston STEP committee at the conclusion of the April meeting. However, the educational coordinator was just starting to be oriented to the project and could not be expected to contribute to any planning decisions. However, the committee members felt that this was his responsibility and wished to defer to him. The meeting adjourned with a sense of great frustration and an acknowledgement that P/PV's remediation consultant would need to meet individually with Boston's new educational coordinator in order to bring him up to speed and to make up for lost time. Such meetings took place almost weekly during May and June, and frequent phone contacts in

between. The STEP committee did not meet again regarding curriculum issues -- this became ABCD's responsibility.

A first draft of the curriculum was presented by the educational coordinator in early June. The competencies were drawn from the CORE manual and matched those of the BPS. For this reason, it received a positive review by Boston Public School representatives. The curriculum was based on a mastery learning model which organized the program into three units of 11 days duration. Although mastery learning is similar to the CORE-mandated competency-based approach, the scheme presented by Boston was much more teacher directed, depended upon group instruction, and required that students in the classroom all move together through the materials. P/PV was unable to accept the draft curriculum as a competency-based program consistent with CORE requirements.

Revisions to the curriculum were made by Boston's educational coordinator in time for the June 13th visit of P/PV's Project Director. While the text was improved, the presentation of the curriculum made it clear that the approach was still not individualized and self-paced. Further refinements to the curriculum that were agreed to at the meeting were never made.

At the last minute, P/PV's educational coordinator was asked to cross-reference the print materials into the competencies and prepare the documentation package. These materials are available for review from P/PV.

2. Teacher Selection and Training

The responsibility for selecting teachers was left to the university coordinators. While most of the staff were BPS teachers, this was not a requirement for selection. Many of the teachers had participated in the pilot test during the summer of 1984.

Boston's educational coordinator was assigned responsibility for the teacher training. By all accounts the two-day teacher training was a frustrating and unproductive experience. A detailed training plan was never developed. The books and other materials were not all available for examination. None of the software had been received. In fact, although the educational coordinator had responsibility for locating a specialist who could conduct training on the computer-assisted instruction (CAI), this never happened. Representatives from the Merrimack Educational Training Center were called by P/PV at the last minute to present a half-day orientation to CAI. In summary, the training clearly suffered from inadequate preparation and a lack of vision in terms of how to translate CORE's conceptual design into the classroom context. The in-service sessions that were held three times during the summer were equally as inadequate.

3. Staffing and Organization

As mentioned above, remediation occurred at three sites in Boston: Northeastern University, Boston University and the University of Massachusetts. Approximately 50 youth were assigned to each University. Classes were held in the morning for three hours per day, with the exception of one CAI session on Friday afternoon at Northeastern. All of the sites had separate teachers for math and for reading and the students rotated among the classrooms. The staffing pattern at each university consisted of: one university coordinator, two ABCD counselors, two reading teachers (except one at Northeastern), two math teachers (except one at Northeastern) and four teaching assistants.

Supervision on each campus was provided by the university coordinator -- a permanent university staff member who was responsible for the work experience component in addition to the remediation. ABCD supplied two Summerworks counselors for each university to assist with student payroll, worksite liaison, discipline or attendance problems, one-on-one counseling, etc. In addition, the counselors conducted the Life Skills workshops.

Classes were held in college classrooms on the university campuses. With the exception of BU, the rooms were used for other purposes in the afternoon and/or evenings. This meant that student folders and educational materials had to be packed up and moved to a central storage space at the end of the morning. Teachers could not put anything on the walls which made the rooms bare and unstimulating. None of the university coordinators had offices in the same buildings as classes. The ABCD counselors at UMass and Northeastern also had offices that were not nearby the classrooms. Some of these space and logistical problems may be open to change with earlier planning for this coming summer.

4. Initial Diagnostics

One of the primary concerns expressed by pilot test teachers was their need for more information about the students prior to program start-up. They asked for information from Boston Public Schools that would enable them to generally assess their students' basic skills and to begin preparing individual learning plans. The Boston consent form was specifically modified to allow: "Boston Public Schools through the Boston Compact Office to give information on 1984 test scores and school year attendance to universities... to help plan the educational program." Such information was received from BPS but was never made available to the teachers as planned.

In the absence of BPS data, teachers had to give their own diagnostic exams in order to determine where to place each

student in the program. Most of the sites used P/PV's recommended diagnostics which took 45 minutes to administer in each subject (i.e., reading and math). BU substituted the two hour Stanford Achievement Test in reading.

5. Print Materials

The ordering and distribution of print materials also illustrates poor planning and caused logistics problems throughout the start-up period. According to his job description, the educational coordinator was responsible for selecting, ordering and distributing materials. Since the coordinator was hired late and was unfamiliar with the recommended CORE materials, P/PV's remediation consultant made specific suggestions. Although her recommendations were agreed to -- they were never followed. This meant that the wrong books were ordered, and those that were ordered arrived late. Instead of ordering a wide variety of materials, whole classroom sets were ordered of the same book. Instead of ordering materials with selections with a varied range, selections focused primarily on the intermediate level. This meant insufficient coverage for the most basic and more advanced levels.

Teachers complained bitterly that materials that were referenced in the curriculum (prepared by P/PV's educational coordinator) were not available in the classroom. This is explained by the fact that they had not been ordered as agreed. The teachers felt that some materials were of interest to the students -- especially the Jamestown reading series that presented chapters from famous novels. They were generally unfamiliar with the materials, since Boston had purposely stayed away from using in-school materials. Most were drawn from alternative education programs developed specifically for adolescents. Most had been used in the 1984 pilot test. In any case, there had been no teacher input in the selection of materials. This is particularly unfortunate since there were many teachers who had gained experience in the 1984 pilot test.

6. Computer-Assisted Instruction

The amount and scheduling of computer-assisted instruction differed by site largely due to physical and access constraints. CAI classes at all three universities were held in computer labs housed in separate buildings.

The University of Massachusetts utilized approximately 11 Apple IIs in the computer lab at the University library. Each of the students participated in one hour of computer instruction per week, plus optional extra hours during the week. These CAI sessions were led by an experienced computer instructor (who has been involved with STEP since its inception), one aide, and one remediation instructor. At this site the students showed

enthusiasm for the computer sessions and worked diligently on the exercises.

Northeastern University utilized up to 12 Apple IIs located in a special computer lab in the same building as the Life Skills classes. Each student participated in an hour and a half of CAI every Friday. These sessions were led by the remediation instructors and aides. Two of the aides were very experienced with personal computers -- which proved extremely valuable.

Boston University used 12 IBM PCs, housed in a separate computer facility. Treatment youth at BU attended an hour and half of math CAI and an hour and a half of reading CAI each week. Each class was instructed by two teachers and two aides. The BU CAI component began several weeks late due to delays in ordering and receiving the software. BU teachers were unfamiliar with the PCs and not pleased with the software, which further delayed implementation.

In general, the educational coordinator did not reference the computer software in the curriculum he prepared, he was personally unfamiliar with the software, and could provide no instruction in its use. When one site had difficulty utilizing the software, aides from another university had to provide assistance. In May, P/PV's remediation consultant had asked Boston to find a CAI specialist to assist in integrating CAI into the curriculum and helping teachers learn how to use the software. They were unable to locate anyone within BPS and the option of hiring a consultant to work with each university was not pursued.

7. Teaching Strategies

The basic teaching approach mandated by CORE was individualized, self-paced instruction. Program operators and P/PV lacked a common understanding of what this approach involved. This misunderstanding began in the planning phase and carried through most of the summer. As stated in the CORE manual, "instruction needs to be targetted to the individual needs of students as diagnosed initially through ongoing assessment. Often this takes the form of one-to-one instruction or tutorial instruction. However, where several students have similarly defined needs, instruction can be conducted in group settings."

While teacher training and the curriculum materials appeared consistent with this teaching strategy, many of the teachers never "bought in" to this methodology. They were never comfortable with this individualized, self-paced approach since they were most familiar with group instruction methods that they use during the school year. They felt that their creativity was stifled by this requirement of CORE.

There is a great need to redefine the possible teaching strategies and make improvements prior to next summer's program that will make the teachers more comfortable and offer the students a more interesting learning experience.

D. The Life Skills and Opportunities (LSO) Component

As described above, the remediation curriculum was developed by the Boston STEP staff, with guidance and assistance from P/PV. By contrast, the LSO curriculum was developed by consultants to P/PV and was presented to the local STEP staff for review and comment. LSO was included in the STEP program because of the critical need for youth to understand the relationship between the world of work and the choices they make regarding social and sexual behavior. The curriculum emphasizes the close link between parenthood decisions and vocational choice.

Members of the Boston STEP committee were familiar with the life skills component of STEP because of their participation in the pilot test. This component of STEP operated smoothly and successfully in 1984. However, as documented in the Pilot Test Case Study, there was general concern that this portion of the program might be more visible and controversial in 1985 for several reasons:

- Boston and P/PV agreed to present more complete information in advance to parents as part of the consent package;
- the new curriculum included a visit to a comprehensive health clinic which offered family-planning services; and
- sensitive feelings from the prior summer might be carried over into this year.

Despite these concerns, the life skills component continued to be one of the most successful parts of the STEP program. This component was administered smoothly and was received well by the students.

1. The Curriculum

The success of the life skills component can be attributed in large part to the complete and self-contained curriculum package which was prepared by two consultants to P/PV. The curriculum used in 1985 incorporated lessons learned in the pilot test -- and was very similar in terms of: structure of the curriculum; topics covered; organization of the curriculum; and teaching techniques.

The only major change in 1985 was the field trip to the comprehensive health center. The visit was for informational purposes only. Students were introduced to the wide range of services that are available, how to obtain needed services, actual clinic practices, the cost of various services, and the confidentiality of services. As part of the consent form, parents were asked to indicate whether or not their children could attend the clinic visit. In other words, it was a portion of the life skills planning course that required separate parental consent. In Boston, 128 parents of treatment youth said "yes," 16 said "no," and 21 left the question blank. Those who skipped the question were asked to sign a permission slip just prior to the field visit.

2. Staffing and Organization

In the 1984 pilot test, three special instructors were hired who rotated among the university campuses to deliver the life skills classes. Other university staff complained that these LSO specialists were not familiar with the students and that it was difficult to coordinate the LSO program with other activities onsite.

By contrast, in 1985, the six full-time counselors who were assigned by ABCD to the three universities were asked to assume responsibility for LSO. This change responded to the concerns expressed during the pilot test and was a less expensive option. The counselors were familiar with each student and available on a daily basis for follow-up questions and informal discussion. The drawback of this approach was that while most of the counselors had prior teaching experience and were familiar with the operation of the summer program, they had no special expertise in the topics that were being taught or in human sexuality or adolescent development, in general. Nevertheless, for the most part, these counselors enjoyed their expanded teaching role. The university coordinators and ABCD were both pleased with this reorganization of the LSO responsibilities.

The university-based counselors were assisted by representatives of the ABCD Family Planning Program in arranging the clinic visit, in setting up the panel of teen moms, and in delivering two of the more technical lectures included in the curriculum.

3. Training for Life Skills Instructors

In addition to the well-developed curriculum and the reorganized teaching responsibilities, another strength of the LSO component was the two-day training offered onsite by the two P/PV consultants who had developed the curriculum. On June 27th and 28th, all of the LSO instructors were introduced to the

curriculum at an intensive training seminar held at the downtown offices of ABCD.

All of the ABCD counselors were enthusiastic about the training sessions. Their only suggestion was that training should be expanded to three days -- which is consistent with the comments from the 1984 pilot test. Unfortunately, the time of the P/PV trainers must be divided among all the sites and is, therefore, limited. Also, the training occurred at a time when the counselors were badly needed for help in last minute program set-up and it is difficult to see how they could be freed up for an extra training day.

4. Implementation of the LSO Curriculum

The STEP youth attended remediation classes in the morning -- and since the Boston program was only six and a half weeks long, there was no time to insert the LSO classes into the morning schedule. Therefore, classes met twice a week during the afternoon hours that would have normally been spent at the work-sites. Some Boston observers felt that this caused confusion for the worksite supervisors -- but the university coordinators reported no serious problems in this regard.

Perhaps a greater logistical confusion arose because of the need to share one set of films among the three university locations. This meant that the classes could not be operated on the same schedule. At the beginning of the summer, no one had prepared a master schedule across sites that avoided simultaneous scheduling of the LSO classes. Therefore, during the first week sites had to be asked to change their LSO classes from one day to another -- which undoubtedly resulted in disruption at the worksites until the schedule was finalized.

One staffing problem developed during the first week of the program: one of the LSO teachers said that she did not feel in control of the class. She had no prior teaching experience and was observed to have difficulty in holding the attention of the group and stimulating them to contribute in a positive manner. As a result, ABCD assigned another counselor (who had taught LSO during the pilot test in 1984).

Midway through the summer, the curriculum designers visited Boston to monitor the program and offer technical assistance, as needed. The report prepared at that time summarizes the observed strengths and weaknesses:

"All four teachers [observed] were prepared, seemed comfortable with the materials, articulated key concepts relevant to each session, introduced and processed activities reasonably well, and made good transitions from previous sessions and from one activity to another within a session. No one gave

inaccurate information or conducted an activity so inadequately that its objective could not be met.

Students in all four classes seemed reasonably attentive and generally demonstrated a respectful attitude towards the teachers and one another. Each teacher's style of behavior management was individual, but each seemed to have established good rapport with his or her students and seemed to be in control of the group at all times.

Teachers' primary weaknesses seemed to be (1) a lack of complete familiarity with the materials, necessitating their dependence on the curriculum copy and notes to conduct activities and lead discussions; and (2) a somewhat limited knowledge of the fields of sexuality/sex education and a subsequent limited ability to pick up on cogent comments or points made by the students. In other words, teachers were able to use only the material contained in the curriculum and were generally unable to expand on it. Given the brief period of time prior to teaching that teachers were in possession of the curriculum coupled with a minimal training period of two days, these limitations are to be expected."

E. The Work Experience Component

This part of the chapter describes the process of worksite recruitment, assignment of youth to worksites, and monitoring of worksites. Any distinctions between jobs for treatment youth and for control youth are highlighted.

1. Worksite Recruitment

In the regular summer youth program, ABCD assumes responsibility for worksite development. ABCD mails Agency Request Forms and Worksite Agreements to the agencies that have provided worksites in the prior summer. A few are deleted because they are not deemed acceptable. To attract new worksites, ABCD sends out press releases to local papers and utilizes the services of a job developer who concentrates on the identification of new worksites in the downtown area.

The process of developing jobs for treatment group youth was quite different. Like other special projects run by ABCD, youth attending classes were assigned to part-time jobs at the remediation sites. That is, those who received instruction in reading and math at Boston University also worked at part-time jobs at the BU campus. This approach was adopted in order to eliminate transportation problems and to enable ABCD to maintain

a single timesheet for each enrollee. This meant that the universities developed jobs for treatment youth. This same approach was used in the 1984 pilot test.

In most cases, the universities were successful in arranging part-time jobs on campus. Jobs were generally found in academic departments, athletic facilities, food service areas, and the maintenance department. Generally these jobs involved one single enrollee or a small group.

While the university campuses offer a wide variety of work opportunities, STEP staff at the universities experienced three types of problems in developing jobs:

1. Late start-up. Worksite development began quite late in the spring. ABCD was not able to make firm commitments to the universities until May, so they were unable to secure job openings until after that time. STEP had to compete with other summer job programs to place their youth.
2. Schedule constraints. Boston youth worked in the afternoon only. They worked three hours per day -- except on those days when LSO classes were held. ABCD and some of the universities felt that this schedule of different hours from day-to-day complicated the job development process.
3. Security concerns. The campus security staff at one of the universities wished to limit the access of STEP youth to some parts of the campus. This meant that youth could not be placed with the Buildings and Grounds Department. This was especially unfortunate since these jobs had been among the best during the 1984 pilot test. There is some reason to believe that limitations imposed for "security" reasons were, in fact, the result of racial discrimination.

2. Job Matching

Ordinarily, ABCD uses three sources of information in its placement process to insure that eligible youths get the work assignment of their choice:

- First, youth and jobs are sorted by neighborhood.
- Second, the application form asks youth to indicate their job preferences and particular skills.
- Finally, the Agency Request Form asks the agency to describe the categories of each job it has

available, using the same categories as the job preferences on the application form.

Information from the enrollee applications and the Agency Request Form is put into the computer. Two lists are generated: applicants alphabetically within neighborhood with job/program preferences; and job categories and maximum number of enrollees by worksite. With the use of these printouts and the list of selected applicants, enrollees are matched to worksites. Then, whenever time allows, ABCD notifies the worksite supervisors regarding youth who have been assigned. Supervisors are encouraged to interview the youth prior to the first day of the program to assure that a good match has been made. In this way, any transfers that may be needed can occur before the program begins. This is the process that applied in the summer youth program in general.

By contrast, ABCD counselors worked with university staff to assign treatment youth to jobs available on the campus. Because of the difficulty in developing job opportunities, there was little chance to take into consideration the youths' stated preferences and areas of experience.

Furthermore, there was no possibility for pre-program job interviews for either the treatment or control youth in the STEP program. This was infeasible because youth could not be told about their job assignments until after the pre-testing in keeping with the research requirement. Otherwise, differential attrition might be expected between the treatment and control groups prior to testing.

3. Worksite Monitoring

Four parties monitored worksite and program activity. These included:

- NDEA: Seven full-time monitors and a supervisor visited each worksite at least once. Any site that had a problem was written up for corrective action by ABCD, and then NDEA made follow-up visits.
- ABCD: Seven full-time monitors plus a supervisor visited each site at least once to complete a different (but largely overlapping) form.
- Commonwealth of Massachusetts: State monitors accompanied ABCD and NDEA monitors on a sample of their visits. Their purpose was to "monitor the monitors."
- Massachusetts Division of Employment Security: Checked for conformance with JTPA regulations on

income eligibility. They did only desk audits, not site visiting.

In addition, P/PV's on-site staff visited a sample of the job sites. Structured observation forms were completed for job sites on each of the university campuses and at jobs around the city that were held by STEP control youth. Typical jobs for treatment youth included library assistants; food service workers; library/audio-visual assistants; and maintenance. Control youth jobs were generally in the maintenance and child care areas.

F. The School Year Support Plan

The Boston STEP committee enthusiastically supports the need for follow-up activities that encourage good performance during the school year and build on the success of the school program. An outline of the school year support program was presented to P/PV in August which proposed activities that:

- promote academic skills development among the students in the remediation group;
- emphasize the importance of remaining in school and graduating;
- prepare students for employment opportunities in next year's program; and
- create more ownership by BPS middle and high schools of this school/work link.

1. Organization and Management

The program is managed by the Boston Public Schools, under the direction of a half-time coordinator who reports to the STEP committee.

The three universities that served as the remediation/worksites are actively involved as part of their agreement to expand college enrollment opportunities for BPS graduates. As part of this Boston Compact, the universities share a commitment to improve basic skills education and school retention. The universities have each identified work study students and other students who will maintain contact with STEP youth on a caseload basis. These students are supervised on a day-to-day basis by their respective university coordinators. They will meet bi-weekly with the school support coordinator for update, planning and problem-solving sessions.

Finally, a STEP Leadership Corps was formed from among the students at each university as a way of obtaining peer input to the school year support program.

2. School Year Activities

During the school year, two types of activities will occur: individual contacts and group events.

- Individual Contacts: Individual contacts will occur monthly and consist of telephone calls by work study students to the STEP participants. These calls will identify academic or social problems, offer referral to existing services that serve youth, and inform students about events. It remains to be seen how many of the youth will be able to be reached by phone and will be interested in communicating with the work study students. School site and/or home visits will occur if Boston experiences difficulty reaching particular participants.
- Group Events: Group events will build on the friendships and group identity developed during the summer. Three citywide events will be held as follows: November - movie night; January/February - cultural or sports event; March/April - career preparation workshop. Each of these citywide events will be hosted by one of the three universities. In addition, the universities have planned to hold events of their own group of approximately 50 STEP students from last summer. The STEP Leadership Corps and the university representatives will take primary responsibility for planning these events.

IV. SUMMARY OBSERVATIONS AND RECOMMENDATIONS

The Boston STEP program enjoys a broad support among all of the sponsoring agencies. The extensive interagency coordination that has formed to oversee and operate STEP is one of the key positive outcomes attributable to the project. The local commitment to STEP, per se, and to dropout prevention, in general, is very clear. As experience with STEP grows, the likelihood that it will be institutionalized after the period of the demonstration also grows. This is especially the case because STEP is much in keeping with the new school superintendent's policy direction and fits into a continuum of local employment and training initiatives.

A second, major strength of the STEP experience in Boston is the involvement of local universities. These universities, which serve as subgrantees for the delivery of remediation and work experience, offer the participating students a rich and varied summer environment. STEP youth do not feel that they're attending summer school. They know that they're part of a special program that is opening up doors for them -- now, in high school, and beyond. The university connection helps youth to become familiar with a post-secondary school facility and to consider the option of further schooling beyond high school graduation. The universities are helping to demystify the notion of higher education. They are also able to consider STEP youth for particular programs that they operate for disadvantaged inner city youth, such as transitional year programs and specially-designed freshman year programs.

Despite the very positive experiences to date in Boston, there remain a large number of opportunities for improvement. Some of these are common to all of the sites and are, therefore, generic to STEP itself. Others are site-specific, and relate to problems experienced locally in the way that Boston has operated STEP. A large number of suggestions for improvements are discussed in the remainder of this chapter. All of these points have been discussed among the STEP committee members -- and many are the subject of special efforts as planning for the Summer of 1986 gets underway.

A. Organization and Staffing

While the STEP committee represents the interests of all the parties involved and is evidence of the interagency cooperation that supports STEP in Boston, the program cannot be managed by committee. It is essential that a senior manager be designated as responsible for STEP on a full-time basis, from at least late spring through the summer. The STEP manager will need the early and ongoing participation of an Educational Coordinator. The committee should consider whether the hiring of teachers should

be left to the University Coordinators (as it was last year), or whether the Educational Coordinator ought to participate in the hiring decisions. Finally, it would be desirable to hold one common orientation for all STEP staff so that the full project can be explained and everyone's roles and responsibilities can be clarified.

B. Recruitment and Selection

Boston should build upon the good, targetted outreach strategy that was begun in 1985. As before, Boston staff should obtain a listing of BPS students who meet the educational eligibility for STEP. Direct outreach (by phone and letter) should supplement last year's focus on school-related outreach. Again, head masters should receive a listing of their eligible students and be asked to encourage the youth to apply. This should be coupled with follow-up in certain schools by STEP staff, directly.

Whereas last summer all students were notified of their acceptance into STEP at the last minute, this year we should set up a system of "rolling admissions" -- whereby students who apply would be told that they are eligible for STEP and are guaranteed a summer job. Later, they can be invited for testing and told their job assignment. Perhaps this will minimize the number of students who take other summer jobs before they are accepted by ABCD.

Finally, whereas last summer the eligibility criteria were expanded in late June in order to reach the enrollment target, this year the committee should agree, in advance, as to an earlier date for expanding the criteria beyond eighth graders, if necessary.

C. Testing

Boston should continue to conduct the pre-testing prior to the start of the program. However, the committee should consider whether there are any STEP staff who can be made available to proctor the exams -- rather than the "borrowed" NDEA and ABCD monitors.

D. Remediation

Like the other STEP sites, Boston is looking forward to major changes in the remediation design and implementation. Such changes ought to include: better integration of remediation with work experience and life skills training; clearer and more fully elaborated content and structure to the curriculum; more varied and motivating teaching strategies, beyond last year's emphasis on individual drill and practice; more appropriate and motivating print materials; better integration of the computer-assisted instruction; and greater emphasis on problem-solving and application activities that allow youth to better appreciate the

usefulness of basic skills being taught. Such changes should be introduced via earlier and more comprehensive teacher training. The documentation and recordkeeping requirements should be significantly reduced.

In Boston, there is a need to involve the universities earlier in the process, to seek better classroom facilities (which will be dedicated to the STEP program exclusively), and to arrange better access to computers -- that is, (1) co-location in the classroom or as close as possible and (2) availability for more regular, daily use. Possibilities for donated hardware and software are now being pursued.

E. Life Skills and Opportunities (LSO)

The popular LSO component should continue with few changes -- except for the introduction of a new, second year program. Boston may be able to strengthen the usefulness of the clinic visit through greater preparation of the clinic staff who will host the visit. It might be useful to involve them in the initial training so that they will better appreciate how the visit fits into the overall curriculum.

F. Work Experience

P/PV and all of the sites agreed that there is a need to focus more attention on the work experience component of STEP. In general, there is a need to integrate the students' job experiences into the remediation classes in a way that highlights the applicability of the basic reading and math skills that they are learning. In Boston, it may be desirable to provide the assistance of professional job developers to help the university coordinators identify good part-time work opportunities on their campuses. Earlier commitments by ABCD to the universities will enable them to compete with other summer jobs programs that are vying for job openings for their participants.

G. Summary

In summary, while the list of recommended changes is long, the STEP program in Boston is fortunate that the committee members are committed to run the program as well as possible -- and should be willing to work cooperatively on all of these program design and operational issues.

FRESNO SUMMER TRAINING AND EDUCATION PROGRAM

1985 Summer Demonstration

Prepared by: Gloria Burrola, Richard DeLone

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I. OVERVIEW OF THE FRESNO STEP PROGRAM

A. Site Selection and Entry into STEP

In January 1985, in a response to a request for proposals from P/PV, the Fresno Private Industry Council (FPIC), the Fresno Unified School District (FUSD) and the Fresno County Economic Opportunities Commission (FCEOC) submitted a letter expressing their interest in participating in the STEP demonstration program and outlining their proposed plan. The three groups had collaborated successfully on previous youth employment and training efforts, most recently in Fresno's 1984 federal Summer Youth Employment and Training Program (SYETP) and were intensely interested in continuing that collaboration.

On the strength of this letter of interest, P/PV staff made a site assessment visit to Fresno at the end of February and had two meetings with representatives of the interested agencies. In the first, an information session with agency staff, the P/PV visitors described the STEP goals, the pilot project results and P/PV's generic vision of the roles and responsibilities to be assumed by the collaborating agencies at each site selected for STEP. In another meeting, a working session, P/PV and agency personnel reviewed Fresno's specific STEP design in detail. Fresno participants in these meetings included:

- the FPIC executive director
- FPIC's SYETP youth services coordinator
- FPIC's SYETP supervisor
- FPIC's MIS director
- FUSD's director of vocational educational
- staff of FUSD's evaluation department and CAI lab
- FUSD's employee at Project Pride, a competency-based career education program
- FCEOC's executive director
- FCEOC's SYEP director
- an education coordinator on loan from the FUSD to FCEOC.

Based on these meetings and its review of Fresno's plan, on March 18th, P/PV notified the FPIC (designated as the lead agency) of Fresno's selection as one of the STEP demonstration sites. The search for a site coordinator began almost immediately. On March

20, P/PV's senior consultant made a site assessment visit to Fresno to initiate the development of the remediation component. In a very productive first meeting, the PIC and FUSD representatives impressed the P/PV visitor with their enthusiasm and commitment, asked pointed questions and presented an almost-completed STEP Remediation Program Survey.

P/PV's research and program officers visited Fresno in April to interview candidates for the position of site coordinator, and in mid-April a hiring decision was made.

The legally binding Memorandum of Agreement between P/PV and the Fresno collaborators was not finally executed until July 22nd, just a short time before the August 9 completion of the summer phase of STEP. The MOA was delayed by a number of issues:

- A commitment had to be secured from the EOC to become a "back-up" jobs provider if enough job slots could not be found in the FUSD.
- The PIC had to consent to provide bus tokens and other transportation assistance to participants whose job sites lay far from the remediation site.
- The FUSD would not agree to submit the school year support plan by August 1, as required by P/PV, unless P/PV agreed to provide guidelines for the plan by July 1.
- The PIC had to agree to handle the pre-testing and administration of the baseline questionnaire when the FUSD balked because of the sexual activity questions.

Despite the lack of the Memo of Agreement, the program plans proceeded on good faith and with organizational lines clearly set as discussed in the following section.

B. Project Structure and Management

As mentioned earlier, Fresno's Private Industry Council (FPIC) was designated as the lead agency responsible for the operation of STEP. The Fresno Unified School District (FUSD) and the Fresno Economic Opportunity Commission (FCEOC) collaborated with the PIC to carry out STEP activities. Specifically, responsibilities for STEP activities were assigned among the Fresno collaborators as follows.

The FPIC would be responsible for:

- overall coordination;
- fiscal management; and
- worksite monitoring.

The FCEOC would be responsible for:

- recruitment and intake;
- verifying JTPA eligibility;
- securing worksite commitments;
- making job matches and assignments;
- managing payroll;
- screening teacher aides; and
- providing an Hispanic outreach coordinator for the STEP school year support component.

The FUSD would:

- develop and implement the remediation component;
- verify educational eligibility;
- train FCEOC intake/assessment specialists regarding education criteria;
- provide a remediation site, equipment and instructors;
- supervise the teacher aides; and
- coordinate the school year support component.

There were no specialized STEP staff hired by FPIC or FCEOC. STEP related activities were simply integrated into the work load of existing staff at these agencies. The FUSD's program manager, however, devoted full-time to STEP and was a guiding force in its implementation in Fresno, to the extent that many in the city believed it to be a school district program. The collective experiences of the three agencies working together on STEP led P/PV to feel confident that a well-managed, effective program could be run. These experiences are highlighted below in the discussion of the general mandates of each agency.

The FPIC, as part of its general job training mandate, is Fresno's administrative entity for federal Job Training Partnership Act (JTPA) funds in the Fresno city and county service delivery area. It has received SYETP funds under Title IIB of JTPA since March of 1984 and prior to that under CETA titles. Close to one-third of its \$10.6 million 1985 allocation is earmarked for SYETP. In the summer of 1984, FPIC had provided more than 4500 youth, aged 14 to 21, with SYETP work experience at a range of private non-profit and public worksites. Twenty-six percent of those were 14- and 15-year olds, the STEP target age group.

The FCEOC has a \$20 million operating budget for 1985 to fund a variety of programs for the county's citizens, including youth programs. Under contracts with FPIC, FCEOC has operated outreach, recruitment, worksite development, job matching and referral components of SYETP.

The FUSD, with an enrollment of 55,000 pupils drawn from Fresno City and Fresno County, is California's fourth largest school district. More than 8100 of the district's full-time students

are between the ages of 14 and 15, the STEP target age, and they are enrolled in middle, freshman (Fresno's equivalent of junior high) and senior high schools. As of the fall of 1985, it was the only school district in the state which operated a vocational magnet school (for grades nine through twelve). FUSD has, on a small scale by comparison to the PIC and the FCEOC operated programs with components similar to SYETP's under CETA. It has also for several years conducted orientations to SYETP participants for the FPIC.

Based on all of this, Fresno appeared to offer solid ground on which to rest the complex collaborations required by P/PV in STEP. Though none of the youth employment programs these agencies had previously mounted had included a remediation component such as STEP's, the FUSD from the outset exhibited a firm commitment to developing a strong remediation curriculum, a promise on which, as will be seen they were largely able to deliver.

C. Funding

The majority of Fresno's STEP program costs would be covered by JTPA Title II-B funds. Those costs not allowable under II-B would come from the \$50,000 grant from P/PV.

II. SETTING UP STEP IN FRESNO

From the outset, the Fresno collaborators prepared detailed, timely operational plans for all the administrative aspects of the STEP demonstration -- i.e., recruitment, eligibility determination, testing, etc. By and large, they adhered to their plans, with two major deviations -- the pre-test administration and the eligibility criteria.

A. Participant Recruitment and Eligibility Determination

The Fresno EOC had, as has been noted, taken responsibility for outreach and recruitment; the FUSD had agreed to train two EOC staff to do academic eligibility verification, intake and assessment. Criteria for selection for STEP were these:

- Participants had to be 14 or 15 years old.
- They had to have scored less than 145 in reading on the Basic Skills Assessment (BSA) Test or at least one level below grade, but not below the fourth-grade level in reading on the California Achievement Test (CAT).
- They had to be eligible for the JTPA summer youth program.

Fresno expected to assemble a pool of 330 participants who would be randomly assigned, half to a control group which would work at full-time jobs and half to the treatment group which would work part-time and participate in remediation and life-planning classes.

The first step in the recruitment process was to cross-match a computer listing of 14- and 15-year-old JTPA-eligible youth in the EOC Mainstream project pool with a FUSD list of students identified as meeting the age criteria and reading at least one level below grade, as measured by the BSA or CAT tests. The EOC also cross-matched an FUSD list of 14- and 15-year-olds in Title I schools (schools in EOC service areas with a large number of economically disadvantaged families) with the FUSD academic standing lists. Students identified from these matches as meeting STEP criteria were given or mailed STEP information sheets, application forms and parent consent forms.

Fresno's plans for outreach were fairly detailed and relied largely on processes developed for Fresno's SYETP Mainstream program, the EOC's primary youth employment operation. Efforts included distribution of SYEPT application forms at community agencies and schools and direct recruitment at these sites by the intake/assessment specialists. In addition, STEP flyers were widely distributed. Fresno expected to have assembled, screened

and verified its pool of 318 participants not later than June 12. But by late May, only 99 youth had applied for STEP with just 67 verified for eligibility. Perhaps the Fresno group should have been less surprised by this development, since recruitment for the Mainstream program in 1984 had followed the same procedures and had experienced the same worrisome slow start. One P/PV staffer has suggested that perhaps the P/PV eligibility guidelines were too restrictive. In any event, it became clear that some broad revision was necessary if the full complement of participants was to be enrolled in time for testing and orientation.

Therefore, two weeks before the June 24 program start date, the academic eligibility criterion was revised to allow the inclusion of students who scored at least one level below grade in math.

The fourth-grade minimum CAT reading level did not change and the BSA criterion was not altered. In addition, during these two weeks, the P/PV site coordinator and the FPIC staff joined in the intensive efforts to beef up recruitment. Special arrangements were made to visit classrooms and STEP information and applications were distributed to students.

Finally, by June 7, a cohort of 318 participants was assembled and randomization began on June 14. One-hundred-fifty-eight students were assigned to the treatment group and 160 to the control group. Testing and orientation were scheduled for June 24, with 299 youth ultimately tested and enrolled in the program.

B. Testing and Questionnaire Administration

Despite the difficulties encountered in assembling the participant pool, P/PV was pleased at the relative smoothness of the progress being made in Fresno. But the patina cracked when a P/PV researcher learned during a June visit to Fresno that the baseline questionnaire, scheduled to be administered at the time of the pre-testing on June 24, had become a major issue with the FUSD, despite the high proportion of parents who had signed consent forms.

The consent form was critical to the research component of the STEP demonstration. It gave P/PV permission to have access to an applicant's FUSD records, family income information, and other data vital to an evaluation of STEP. It also gave permission to include the participant in a visit to a comprehensive health clinic, part of the STEP LSO curriculum. Finally, it gave permission to STEP to administer to the participant baseline and endline questionnaires which would include items related to the participant's sexual knowledge and activity. Because Fresno has a significant Hispanic population, consent forms were made available in English and Spanish.

The baseline questionnaire apparently had early approval from PIC and EOC people and it began to make the rounds of FUSD personnel in early May. On June 4, the P/PV research officer had a team meeting in Fresno with the FUSD's vocational education director and its director of evaluation, who asserted that the baseline questions was "frivolous" and intrusive. Despite the fact that parents had already signed the forms and that permission to administer the questionnaire had technically been obtained, the FUSD now refused to administer it. In addition to the angry protest from FUSD staff, the P/PV officer sensed that PIC and EOC approval for the questionnaire might also be eroding in the face of such strong FUSD opposition.

Over the next week, the P/PV research director met with representatives of all three collaborating agencies in an effort to resolve the crisis. She suggested that, since the parents had signed the consent forms, the question of legal access to the information was moot and remained only a political issue for the FUSD superintendent. The FUSD superintendent conceded that consent had been obtained "both in a legal and an ethical sense," but he insisted that the consent form did not compensate for the "political" risks to the FUSD associated with asking questions about sexual knowledge and activity. He rejected P/PV's suggestion to relocate the pre-test to a non-FUSD site, on the grounds that FUSD teachers would still be involved in administering the tests. Suddenly, it appeared to P/PV, the continuation of the Fresno demonstration was in doubt.

On June 5, the chairman and a member of the FPIC board met with the superintendent of schools in an effort to resolve the issue. On June 7, the superintendent agreed that FUSD would remain in STEP if the questionnaire were administered off FUSD property by non-FUSD staff and the PIC agreed to assume sole responsibility for this task. At this point, the only problem remaining was for the PIC to find a testing site and to ready a complement of FPIC/SYETP staff to supervise the process, a minor issue by comparison with the consent crisis.

The Metropolitan Achievement Test required by P/PV was to be administered to treatment and control groups on Monday, June 24, at an FUSD site. The eleventh-hour departure of the FUSD from the testing plan required a somewhat hasty test site relocation, a task complicated by the requirement of providing free lunches for the 318 youth. The Fresno Convention Center Exhibit Hall was finally selected.

Immediately following that test date, PIC staff telephoned those applicants who had not shown up and scheduled "make-up" tests for later in the week. The make-up tests were administered by PIC staff at the PIC office in the presence of the P/PV site coordinator. In all, 299 participants were tested and entered the program.

Once the program started, the FPIC had seven weeks in which to find a place for the required post-testing, and space at Fresno City College was selected. The post-test itself was not as smooth, however, as the pre-test. During the post-test, students seemed to be more restless than they were during the pre-test and proctors reported that two STEP youth had not returned to the testing rooms after the first break. At P/PV's insistence, a concerted effort had been made to post-test all STEP participants, including those who had never shown up for the program, those who had dropped out and those who had been dismissed from the program and it has been suggested that some of the problems which arose during the August 9 test (theft of City College property, false fire alarms and more) were caused by ex-STEPers or non-STEPers.

Fresno also gave diagnostic/locator tests on June 25, the second day of the program. One would be given in reading and one in math, and both would be linked to Fresno's STEP competencies. Fresno selected the Cambridge Pre-GED test for reading and elected to use a P/PV-developed math diagnostic.

C. Data Availability and Access

Access to FUSD data was made available in a number of ways, and the retrieval of school district data was smooth. During the intake and eligibility phases of the program, the district's manager of career and vocational education programs and director of evaluation worked together to provide lists of student test scores to the FCEOC intake/assessment specialists, and the evaluation director trained these specialists in interpreting test data.

P/PV also required that each site complete a school district interview as part of STEP's comprehensive research component. This interview designed to provide information on how the school district maintained its records, how it defined key educational variables and on the make-up of the district. The site coordinator interviewed FUSD's career vocational education program manager and the program analyst from the FUSD's planning and evaluation office.

Access to JTPA information presented some problems. At P/PV's request, the site coordinator asked the SYETP program director for JTPA application forms and originals of consent forms for all STEP participants. The SYEPT director readily produced documents for the treatment group but reported that control group files would be more difficult to retrieve. Since the control group participants were assigned to regular SYETP caseload coordinators, their files had not been separately maintained. A change in SYETP administration during the course of STEP further complicated the retrieval. The problem was solved after several weeks

by assigning extra FCEOC staff to gather and photocopy the needed files outside of regular EOC work hours.

Access to worksite attendance and payroll information similarly required the assistance of extra EOC personnel. Payroll records for control group youth were obtained directly from computer print-outs, but treatment group data had to be gathered from time sheets in order to accurately distinguish between remediation and work experience hours.

III. IMPLEMENTATION OF STEP IN FRESNO

A. Program Overview

From the outset, the Fresno STEP demonstration was characterized by a high level of enthusiasm and cooperation in and among the collaborating entities. Despite the problems -- some of which, such as the baseline questionnaire crisis, loomed large for a time -- the process of assembling and implementing the Fresno components were generally managed efficiently and thoroughly and with a strong commitment to the integrity of the demonstration. Students began work and classes on June 24, and the program ended seven weeks later. While not without some curriculum difficulties, Fresno's remedial and life skills programs were strongly supported by the school system, well run, and generated enthusiastic pupil response. The work experience component in Fresno experienced the most difficulty with many of the youth receiving late job placements or placements offering an insufficient number of hours. More on this problem can be found in the discussion of the work experience component.

Youth in Fresno were offered the opportunity to participate in STEP for a total of 253 hours. For treatment youth these hours were distributed as follows:

● Remediation	94 hours
● Life Skills	18 hours
● Work Experience	128 hours
● Testing and Orientation	<u>13</u> hours
Total	253 hours

As in the other sites, STEP in Fresno started with an orientation session and testing of youth. Orientation to STEP was provided to participants on June 24, the day on which pre-testing was given and baseline questionnaires filled out. The FUSD's career vocational education program manager was designated to have primary responsibility for the orientation with each of the other STEP actors -- EOC, FPIC and P/PV in the person of the site coordinator -- scheduled to make presentations to the youth.

Treatment and control groups were oriented separately. Orientation instructors told participants that each would be responsible for what he achieved and how well he did, that the remediation structure would allow each one to work at his own pace and that they were not expected to compete against each other in STEP. Finally, they were given information about payroll, check-cashing, attendance, employer expectations, proper work attitudes, and so on.

B. Participant Characteristics

As mentioned earlier, a total of 318 youth were randomized to STEP in Fresno, 158 to the treatment group and 160 to the control group. Ninety-four percent of this randomized group (or 299) were pre-tested. The basic demographic characteristics of the 299 pre-tested youth follow.

<u>DEMOGRAPHIC CHARACTERISTICS</u>	<u>PERCENTAGE DISTRIBUTION</u>
<u>RACE</u>	
Black	46.3%
White	3.7%
Hispanic	43.5%
Asian	.3%
Other	6.1%
<u>SEX</u>	
Male	55.9%
Female	44.1%
<u>AGE</u>	
< 14 years old	48.8%
> 15 years old	51.2%

As the above percentages indicate, the overwhelming majority of those served in Fresno were minority -- black and Hispanic. The Hispanic population in Fresno is largely of Mexican origin. Also shown is that Fresno served more males in its program than females. However, the percentage of 14- and 15-year olds served by the program were nearly equal.

C. The Remediation Component

1. Planning and Design Features

Remediation was probably the strongest component of Fresno's summer 1985 STEP demonstration, and this was not by accident. From the presentation to P/PV of the city's letter of interest through the completion of the seven-week program, the FUSD maintained a vigorous interest in and rigorous control over this aspect of STEP, in the person of the district's career vocational education program manager, who coordinated all stages of the development and implementation of remediation in Fresno and who was on-site as STEP's "school principal" throughout the summer.

Much of the actual curriculum development work was done by an FUSD teacher who had been on assignment to the EOC, running its competency-based "Project Pride," a work experience and remediation program for juvenile offenders. This person was scheduled to be released at the beginning of May to work full-time on Fresno's version of the P/PV CORE curriculum -- an arrangement that caused some problems.

Although the FPIC did not receive a final copy of P/PV's CORE manual until the end of April, the Fresno group began to develop its remediation plans in earnest as early as March, when the P/PV consultant made his first visit to the site and reviewed with them a draft of the CORE manual. He left in Fresno a copy of the CORE curriculum blueprint and a sample curriculum, and by the time of his late April site visit substantial progress had been made. Based on this visit he noted that despite the Fresno groups mild expressions of anxiety about the tight planning schedule, they were right on target.

However, when he returned in late May for his third site visit, the picture was not quite as rosy. The remediation curriculum was incomplete and far behind schedule, partly because the EOC had not, in fact, freed its FUSD-loaned staff person from Project Pride to work on STEP. The P/PV consultant urged the PIC director to intervene with the EOC, to secure the release not later than May 28, the latest she could begin full-time work on STEP without seriously jeopardizing the curriculum development. This was accomplished. However, the truncated timelines may have contributed to some of the curricular problems noted below.

The FUSD career vocational education program manager had responsibility for selecting teachers and aides (for remediation and life skills), and his criteria were precise.

- Teachers would have experience in teaching basic skills to the STEP target population.
- They would be representative of Fresno's ethnic composition.
- At least two would have a background in computer-assisted instruction of reading.
- They would be familiar with individualized diagnostic and prescriptive methods.
- Some would be from Tehipite and Sierra Schools, from where came the majority of STEP participants, so that the STEPers would see those teachers throughout the 1985-86 school year.

was equally certain about what kind of aides he would hire.

- They would be college students.
- They would be "non-confrontational."
- They would be able to work as part of a team.
- They would have a strong interest in tutoring young people.

In fact, however, teacher aides in Fresno were older youth working in the SYETP mainstream program. Seven teachers were hired by April 17, the seven aides by June 3. A three-day orientation and training took place just prior to program start-up, with sessions led by FUSD, PIC and EOC staff but run primarily by the FUSD education coordinator released from EOC, who had experience in organizing instructional materials in ways that maximized their usefulness to the teachers.

The Fresno group had been aware since March that teacher training was the site's responsibility but that P/PV wanted them to budget funds for in-service technical assistance to teachers during the summer. The remediation team resisted this from the outset, asserting that such outside assistance would be costly and that there would be no need for in-service training in a program merely seven weeks long. By May, however, they had acceded to P/PV's insistence that they at least line up qualified people to be available during the summer if TA were needed.

They also scheduled weekly staff meetings at which the remediation efforts would be reviewed, specific aspects of the curriculum discussed and student problems analyzed. All instructional staff -- remediation and LSO teachers -- were expected to attend these sessions.

2. Implementation of The Remediation Component

All remediation (and life skills) in Fresno took place at one site, the Tehipite Middle School. The school was easily accessible by bus or foot to most students and it had ample classroom, library and computer capacity for all members of the treatment group. Classes began at 8:00 AM and ended at 11:30; a free sack lunch and milk were provided to those students who wanted them.

Participants spent 17 and one-half hours each week at Tehipite, three hours each week in LSO classes and the rest in reading, math and computer assisted instruction (CAI) classes. Students attended class in each of the three areas every day, in groups of about 25 for math and CAI and small groups of 8 to 15 for reading. Of the seven remediation instructors, one was assigned to each section of math and CAI; the remaining three and two aides had charge of the five small reading groups. Each remediation section had at least one and as many as four aides, so the student/adult ratio never exceeded 13:1.

Each youth had a folder which he collected at the start of the remediation day and carried with him throughout the morning. The folder, designed to ensure coordination among reading, math and computer-assisted instruction components, included his reading and math materials, worksheets for the competencies he was currently at work on and indications of which areas he had already mastered. Teachers consulted the folders regularly to determine each student's competencies and current assignments and to note improvements in a student's mastery levels.

The reading remediation took place in groups of 8 to 15 students, organized according to diagnostic test results. Reading instruction was based on the Cambridge readers. In Fresno, the effort to provide remedial reading instruction in a competency-based format was problematic. An effort had been made to array reading competencies in an hierarchic, sequential fashion, but teachers often found it cumbersome and artificial to follow this format. As a result, the folder system for charting student progress was not always useful. Further, the fit between the diagnostic tests and the curriculum materials was not always good. The materials themselves at times proved too difficult, and at other times too boring.

By contrast, the math program -- which more easily lends itself to the competency-based approach -- was outstanding. Math instruction was self-paced and competency-based, with levels for math competencies established by the FUSD. As a student attained competency in an area, his folder was checked by an instructor or aide and he was allowed to advance to the next mastery level. P/PV's senior consultant observed during a late July visit that math teachers appeared to have a clear understanding of and commitment to competency-based instruction and that there was an impressive variety of instructional materials.

Fresno took what may have been a unique approach to math remediation. Having found in the early days of the program that valuable time was lost at the start of each math class in calls for order and quiet, the teachers instituted the practice of silent reading. For a few minutes at the start of each math class, students read newspapers, comics, magazines or paperbacks until a smooth transition could be made into the day's math activities.

Computer-assisted instruction in Fresno was envisioned as a method to reinforce the math and reading remediation efforts, but the CAI component was not as successful as had been hoped. The software was not well matched to the other curriculum materials, that CAI instructors had not been sufficiently involved in planning the remediation curriculum and the folder system of communication among teachers and aides was inadequate. Though no firm conclusions can be drawn from available observations and data

about the computer instruction component, it is clear -- and curious -- that in the Fresno STEP, CAI was designed as something apart from the reading and math programs and that it was never fully integrated even as a means of reinforcing those classes.

Despite these curricular problems, the remediation program in Fresno had a palpable sense of esprit and coherence, derived in part from the energetic leadership of its coordinator. Fresno incorporated into STEP a variety of incentives throughout the seven-week program. Staff regularly awarded proficiency certificates, gave weekly prizes for perfect attendance, gave rewards to those who did optional math homework, and each Friday named a "student of the week." These were subjective selections, made on the basis of cooperation, attentiveness and/or academic achievement. Teachers hung large banners and printed slogans, along with the names of the "students of the week," in each of the classrooms at Tehipite.

Fresno also made a strong push for parent involvement in STEP. In July, a free parent/student dinner was held at which reading and math proficiency awards were given and which enabled parents to see their children being rewarded for their positive efforts. Students also staged a successful talent show.

Fresno STEP also included a strong counseling component built on the requirements of CORE and the merits of a true competency-based individualized instruction. This included three academic, or "student goal-setting," individual meetings with teachers planned for each participant over the course of the summer and worksite counseling to be made available as needed. The objectives of each in-school session were stated in the operational plans. At the entry interview:

- teacher and student set learning goals for the entire program and immediate goals for the first program segment;
- the student signed a contract identifying his goals;
- the teacher explained the student's current academic status and noted areas which needed work; and
- they assessed the student's learning styles using "Planning Your Learning."

At the midpoint interview:

- student and teacher evaluated the student's progress;
- they identified goals for the next half of the program; and

- they discussed any problems which appeared to be hindering the student's progress.

At the exit interview:

- they summarized the student's progress and special achievements;
- they set goals for the academic year; and
- the teacher explained the school year support and tutorial services which would be available.

Mid-way through the seven weeks, an assessment of the remediation program, based on observations and interviews with staff and students, indicated that:

- Most students could explain what they were working on and, to some extent, why.
- Most found the instruction materials more interesting and understandable than those used during the school year.
- Students felt that teachers gave them adequate help and that the STEP teachers treated them "better" and "more personal" than those in regular school settings.

D. The Life Skills and Opportunities (LSO) Component

Somewhere along the success spectrum in Fresno, and not quite as easy to locate as the successful remediation component, is the life skills program. P/PV visitors felt it to be less well implemented than in the other STEP sites, but the site coordinator (lacking, perhaps, the perspective of visiting other programs), viewed it as effective for several reasons. First, no significant problems were encountered during the LSO design phase and only minor problems occurred along the way. Second, the three LSO teachers appear to have been highly qualified and well-suited to STEP. Finally, the STEP student questionnaire developed locally indicated that students rated life skills highest among the program components in Fresno. However, at least one LSO teacher felt that the curriculum did not focus enough on the problems of economically disadvantaged youth.

STEP's life skills component was to follow strict guidelines developed by P/PV consultants. The curriculum was reviewed by the FUSD's sex education committee, which determined that the

materials met FUSD's classroom standards and proposed no revisions. They did point out that California law required that an opportunity be made for open preview by parents of any films to be used in a sex education context. This was done and the FUSD made its own arrangements to preview the films.

The FUSD hired four life skills instructors, one of whom was carried as a substitute teacher (who did not get an opportunity to teach during the summer). The three LSO instructors appear to have been highly-qualified. One had a background in biology and home economics and had served as birth control consultant for the FUSD, local hospitals and Fresno City College. Another was the family planning coordinator for the Fresno County EOC; she had trained community health educators and coordinated health education at the clinic used for the program site visits. The third was the loaned education coordinator returned from EOC to FUSD, who had been trained in sex education by the EOC, was the FUSD's sex education and personal social living teacher and who had a strong background in teaching birth control values clarification.

P/PV provided a two-day life skills training session in San Diego in June for all STEP LSO instructors. Training was done by the two senior P/PV consultants who had developed the LSO curriculum. The Fresno site coordinator and FPIC youth services director attended, along with the four LSO instructors, and all reported that the sessions were useful, though perhaps weak in the area of approaches for teaching the STEP economically and educationally disadvantaged target group.

The teacher-to-student ratio in LSO classes was about 1:25. At least one teacher found that some classes did not work well in small groups and that not all students could relax in the role-playing sessions.

The visit to the Fresno EOC Family Planning Clinic was a great success. As has been noted, one of the LSO teachers was on the clinic staff; her presence facilitated the visit and made the STEP students feel at ease there. The visit was divided into three activities: a birth control/family planning film, a tour of an examination room and a presentation on birth control methods. Students asked many questions and clinic staff reported that, in the days following the visit, a number of youth came in for consultations.

It may be interesting to note that, during a number of late July conversations between students and P/PV's senior consultant, none of the students interviewed mentioned the LSO objectives as among their goals for STEP participation.

observations indicated that while youth were learning job responsibility they had relatively little to do since they lacked productive skills. In addition, some supervisors reported that they would prefer to work with youth older than STEP participants, who required a lot of supervision and direction.

F. The School Year Support Plan

The school year support plan is designed to reinforce the gains which have been made during the summer months and to encourage STEP participants to return to the program in the summer of 1986. Specifically, the plan is to encourage youth to stay in school through the 1985-86 term, to exhibit responsible sexual behavior and to continue to make academic gains.

Under Fresno's plan, the vocational education program manager who has been the linchpin of the STEP demonstration will act as school year support coordinator, with assistance provided by FPIC whenever necessary. He will supervise four part-time mentor/counselors and a part-time Hispanic outreach worker who will be employed by the EOC.

The STEP treatment group will be divided by geographic location into four cohorts of approximately twenty-five youth. A mentor/counselor will work with each group to organize and plan at least six school-year activities, such as vocational meetings, conferences, field trips and recreational events. One or more of these events will include parents.

The mentors will also have the responsibility of linking participants with a variety of support services, such as tutors, health and other social services. Each mentor must contact each student in his cohort once a month, and six of these contacts must be in person. The Hispanic outreach counselor will establish contacts with the Hispanic community, soliciting support there for STEP. One section of a planned monthly STEP newsletter will feature Hispanic news items.

IV. SUMMARY OBSERVATIONS AND RECOMMENDATIONS

Fresno's STEP demonstration was characterized by good will, a high degree of professionalism and a strong commitment to making the project work. Although there were problems in specific areas of component design and implementation; Fresno was able to run an effective program. A strong sense of program identity was fostered by the program and youth enjoyed participation.

Much of the apparent success of the remedial program is likely due to the strong, centralized control exerted over all aspects -- curriculum design, hiring and training of staff, ordering instructional materials, summer-long on-site supervision and more -- by the FUSD's career vocational education program manager. It is also clear that the program rested on the firm ground of prior successful collaborations among the FPIC, the FUSD and the FCEOC.

In addition, the program was enormously upbeat, with steady and visible positive reinforcement offered to students not just for success in the program but simply for staying in and making the effort. Credit must be given for the decision to locate all remediation and LSO activities at a single school, where a barrage of banners and signs, awards and certificates greeted STEP students and teachers each day.

From the participants' point of view the program was a good one. Eight-nine (89) percent of the treatment group members who completed the Fresno survey said that they would enroll again in 1986 and that they looked ahead to the coming school year with greater expectations than they'd had in other Septembers.

With such a firm base and with the general health of the program so strong, it should be a reasonably simple matter to make the curriculum and operations revisions necessary in Fresno. The program's reading remediation component is weak, with insufficient coordination among diagnostics, materials and classroom practices. To some degree, revisions here may be tailored to conform with P/PV's demonstration-wide decision about the efficiency of individualized instruction; but careful attention should be paid to the selection of readers and supporting software.

The computer-assisted instruction component should be reworked to better complement and reinforce the remediation processes. While there were ample CAI work stations and all CAI teachers and aides were fluent in use of the computers, the CAI segment was curiously independent of the academics, particularly the reading program.

Work experience in Fresno STEP experienced some implementational problems, and that component did not have the same vigor and cohesiveness as the academics. Assignments for a large number of

participants had to be changed in the first week of the program, and by the end of the summer over 16 percent of the participants would change job sites, some as often as three and four times.

Some of the problems in the work experience component may be ascribed to the difficulties faced in identifying appropriate worksites. This area requires closer monitoring next year by both the EOC and the site coordinator. This will, of course, require that lists with job assignments be prepared on a timely basis.

While there are no doubt limits to what can be expected of the work experience component for unskilled 14 and 15-year olds with little or no prior job history, one suspects that application of the same kind of energetic leadership which characterized the remedial component could strengthen this component in 1986 -- perhaps through assigning a work experience coordinator at the EOC with overall responsibility for this aspect of STEP.

PORTLAND SUMMER TRAINING AND EDUCATION PROGRAM

1985 SUMMER DEMONSTRATION

Prepared by: Andrea Baker, Richard DeLone

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I. OVERVIEW OF THE PORTLAND STEP PROGRAM

This case study describes the planning and first summer's implementation of the Summer Training and Education Program (STEP) in Portland, Oregon.

A. Site Selection and Entry Into STEP

Portland's interest in participating in the STEP demonstration was initially communicated through its January 1985 submission of a letter of interest to P/PV. The letter of interest was signed jointly by the PIC Director and the Superintendent of the Portland Public Schools.

In February 1985, P/PV staff visited Portland to determine the feasibility of Portland's participation. During this site visit, a joint meeting was held with the Superintendent of the Portland Public Schools (PPS) and the PIC director. Both reaffirmed their support of the basic STEP concept and willingness to participate. Subsequent meetings were held with a variety of individuals from these agencies whose participation and technical skills were potentially important to implementation of STEP in Portland. These included:

- PIC summer youth coordinator
- PIC youth employment specialist
- PIC youth employment institute director
- PPS director of counseling services
- PPS career/vocational education specialist
- PPS evaluation staff
- PPS management information system staff
- PPS director of curriculum

As a result of these meetings, P/PV concluded that Portland had the capacity and the interest to operate an effective STEP program. Specifically:

- Sufficient 14 and 15-year-old youth (445) had been served in 1984 to make it likely that an adequate pool would exist from which to draw 1985 STEP treatment and control youth.
- The PIC and PPS could work together effectively and were committed to doing so in the STEP demonstration.
- Both PIC and PPS had computerized recordkeeping which would ease extensive data collection required for the demonstration, and PIC maintained its own payroll for summer jobs, an added data source.

- Portland had successful prior experience with research and demonstration programs and their rigorous requirements.

Additionally, Portland's reputation for effective youth employment programming and its history of good collaboration between the city's job training programs and the school system was considered. As a relatively small (pop. 376,000) and homogenous (86 percent white) city, Portland is fertile ground for cooperative efforts. Further, there are a number of formal mechanisms to advance interagency collaboration. The Mayor's office contains a liaison to the Portland Public Schools (PPS) to stimulate city/school cooperation in a number of areas. This position is supported partly by the city, partly by the school system and partly by the Private Industry Council. Portland's private and public leaders meet regularly in a Leader's Roundtable on Youth Employment which brings the Mayor, Superintendent, and other top public officials together with private sector leaders.

The youth unemployment rate in Portland is 24.2 percent for 16 to 19-year-olds, and is higher for minority youth: 41.7 percent for all minority youth and 53.2 percent for black youth, who are the largest minority (8 percent of Portland's total population, followed by 3 percent Asian, 2 percent Hispanic and 1 percent "other"). As part of an effort to strengthen youth employment programming, operation of the summer jobs program was centralized and consolidated under the Private Industry Council in 1985.

In Portland, the Private Industry Council is responsible for all programs supported by the Job Training Partnership Act (JTPA), including the Summer Youth Employment Program (SYEP). The PIC (and, before JTPA, the City's Department of Human Resources, which administered CETA), have frequently worked with PPS in the design and operation of youth employment programs, during the summer as well as the school year.

The Portland School System serves 50,986 youth, of whom some 8,263 are between the ages of 14 and 15, the target group for STEP. The drop-out rate for Portland is 32 percent. The Superintendent of Schools views education for employment as a top priority of the system.

While none of their current programs featured the combination of remediation, life skills and work experience central to P/PV's Summer Training and Education Program (STEP), PIC and PPS officials began discussing the desirability of including an education component in the summer jobs program in the fall of 1984.

The parties agreed that the PIC would assume responsibility for overall management of STEP, including operation of all four major STEP components: work experience, competency-based remedial education, life skills (including sex education), and school

year follow-up and support activities. The school system agreed to support the demonstration by assisting in curriculum development, provision of space for remedial classes and testing, provision of staff for conducting the remedial program, provision of computers for remediation classes, and provision of school system data required by the research design. In addition, the Portland Public Schools agreed to waive tuition which they usually charge for summer education programs for STEP participants (and, as an expression of further commitment, for all disadvantaged students). The schools thus subsidized partially the costs of STEP's remedial program. Both the PIC and PPS contributed dollars and in-kind support to STEP, as itemized later in this chapter.

Considerable early discussion focused on two issues: 1) identification of the basic skills competencies and the curriculum used to teach them, and 2) selection of a test for determining academic eligibility. Members of the PPS evaluation staff persuaded P/PV that Portland's locally-designed achievement tests were valid for student selection. It was agreed in principle that the competency-based curriculum would be a blend of P/PV's CORE curriculum and a competency-based curriculum used by the PIC's Youth Employment Institute. Details of this blend were left to be ironed out, and on March 12 Portland was notified that it would be part of the demonstration.

In the normal course of events, a Memorandum of Agreement should then have been signed between P/PV, the PIC and the PPS, forming the contractual and legal basis for operating STEP in Portland. In fact, because of a series of legal issues, this agreement was not signed until September, 1985. The chief problem was that PPS was in the midst of a major liability lawsuit, and the PPS's legal counsel held that the school system's Workman's Compensation and liability coverage could not be extended to STEP employees working in school. This issue was not resolved until P/PV obtained and paid for separate coverage, so STEP in Portland began on the basis of good faith understandings.

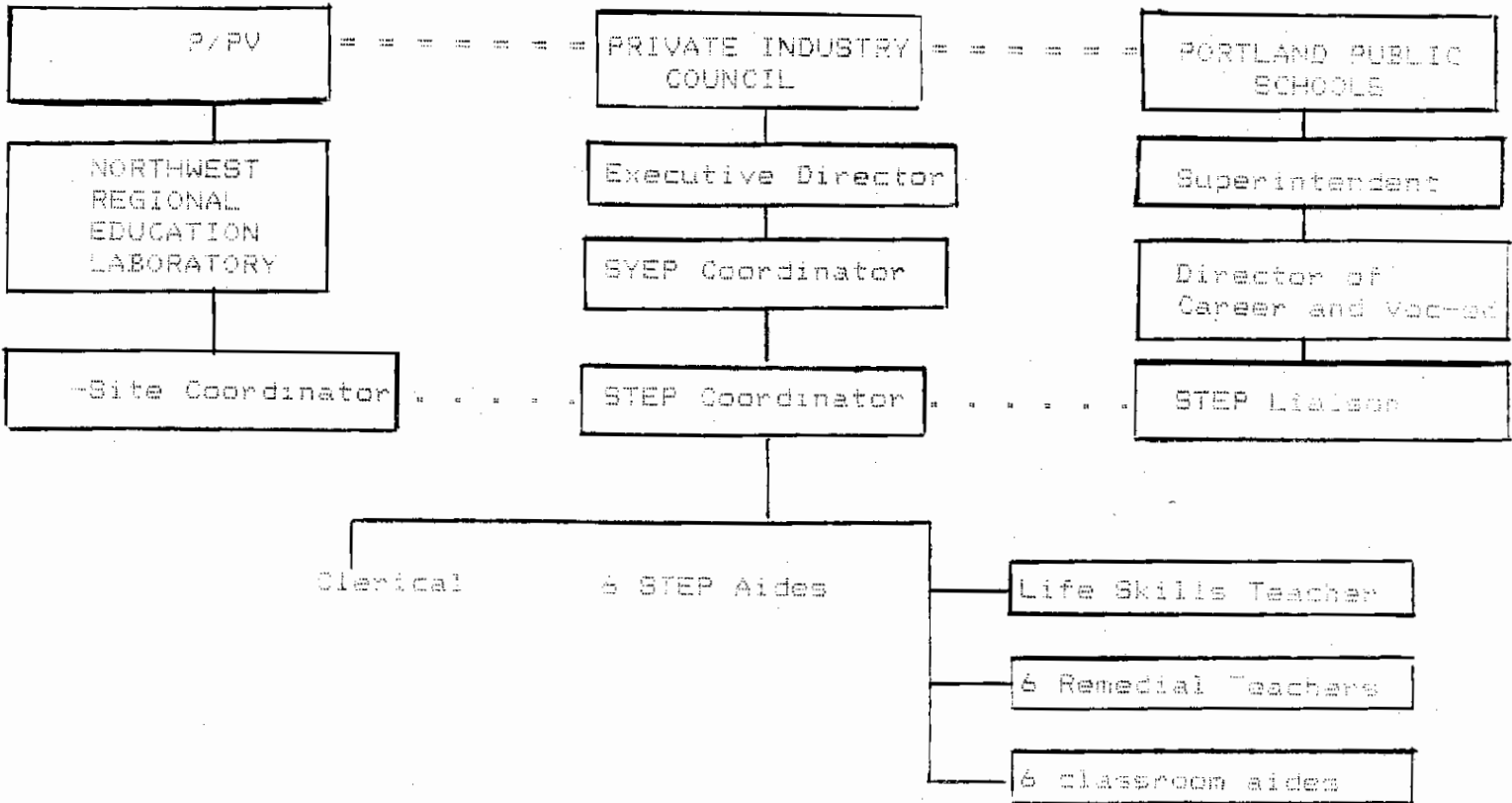
B. Project Structure and Management

As noted, the PIC assumed overall responsibility for management of all STEP components, as part of its newly-consolidated summer youth employment program, with the Portland school system playing a supportive role, as indicated on the table of organization.

In addition, P/PV contracted with the northwest regional educational laboratory (NWREL) to provide on-site coordination of data collection and technical assistance to STEP. (NWREL is a federally-supported education laboratory which, since 1969, has provided assistance to educational and business agencies in curriculum and materials development as well as program planning, training and evaluation services). One NWREL staffer was under

TABLE OF ORGANIZATION

Portland STEP Program



KEY: Reporting relationship -----
 Lines of Communication
 Memorandum of Agreement = = = = =

contract for 75 days as P/PV's site coordinator. A second was under contract to assist in random assignment and other research aspects for five days.

The PIC hired a former county commissioner -- a person knowledgeable about Portland but with limited background in employment and training -- to be the STEP coordinator. The step coordinator reported to the overall SYEP coordinator.

The PIC also hired six aides to work in STEP. Their responsibilities were to include matching of youth with jobs, worksite monitoring, and coordination between the worksite and the classroom.

The Portland school system appointed a career and vocational education specialist to serve as its administrative liaison to the program (a facilitative job). Further, although the PIC and the STEP coordinator were responsible for directing the remediation and life skills components of the program, Portland Public School personnel taught these classes, and were paid by PPS.

Six teachers were hired by PPS to teach remediation in basic math and reading competencies, along with six classroom aides. A seventh teacher, a health instructor, was hired to teach life skills. The teachers, who were referred from the school system's summer school faculty lists, were interviewed and selected by the STEP coordinator and the school system's STEP liaison.

The PIC's designation as lead agency with responsibility for managing all aspects of the demonstration had, on paper, the virtues of simplicity and clear lines of accountability. However, as discussed below, the organizational structure also had some weaknesses which hampered program implementation. The STEP coordinator was in charge of curriculum development, but lacked expertise in this area, and a number of logistical issues (planning time for teachers, delivery and set up of computers, etc.) depended upon school system actions over which the STEP coordinator had no control.

As lead agency, the PIC received a \$50,000 grant from P/PV for conduct of the demonstration. All other costs were absorbed by either the PIC or the school system, in cash or in kind, as follows:

PIC COSTS

- STEP Coordinator
- STEP aides
- Supplies, materials
- Software
- Teacher training costs
- Student wages

PPS COSTS

- Teacher salaries
- Teacher aide salaries
- Space
- Security
- Custodial services
- Computer hardware
- Some curriculum materials

II. SETTING UP STEP IN PORTLAND

Preliminary planning of STEP in Portland was a team effort on the parts of the PIC and PPS. In early April, a STEP coordinator was hired by the PIC and shortly thereafter six step aides were also hired. Further planning was in the hands of this staff. STEP retained throughout the support of the PIC director and the superintendent, but when this staff was hired others who had been part of the planning team largely withdrew to tend to other duties. This left STEP's further implementation to the neophyte project staff. Within the PIC, which was itself pre-occupied with a major reorganization of summer youth programs, STEP became an administrative step-child.

The STEP coordinator and aides were new to the PIC and new to summer jobs programs. They had no prior experience to draw upon in organizing a summer jobs program, none in implementing the fairly complex student selection, assignment and testing procedures required by the demonstration, and little knowledge of the systems, forms and procedures used by the PIC in the overall summer jobs program. Because they were new to summer programs, they did not always recognize problems in their incipient stages. Because they were new to the PIC, they often did not know where to go when problems did develop. The fact that the PIC's summer staffing structure itself was undergoing changes (in procedures as well as personnel) did not help. While staff were hard-working and dedicated to making STEP a success, there were a series of time-consuming procedural and administrative problems which threatened the integrity of the research design. These problems were resolved (with varying success) in time for the program to begin on schedule, but their reverberations affected program start-up in Portland, as we shall see.

A. Participant Recruitment and Eligibility Determination

To implement the STEP research design, the initial goal was to enroll 330 students in STEP, half of whom would be assigned to the treatment group and the remainder to the control population. Selection was to be based on the national demonstration's design criteria: ages 14 and 15, meeting JTPA low-income eligibility standards, and educationally deficient. Initially, educationally-deficient was defined as scoring between two-to-four years below grade level in both reading and math on Portland's locally-designed and locally-normed curriculum-referenced tests. To achieve sufficient enrollment, this definition was altered to one-year below grade level in either reading or mathematics part way through the selection process, a change which considerably expanded the eligible pool of 14 and 15 year-olds.

The sequence for selection was conceptually simple:

1. Student completes application for summer youth employment.
2. JTPA eligibility is determined by PIC.
3. Age eligibility for STEP is determined by PIC.
4. Educational eligibility of all 14-to-15 year old, JTPA-eligible applicants determined by STEP staff, on basis of PPS test scores.
5. Parental consent and medical release forms obtained.

Youth passing through these five screens were to be enrolled in STEP and randomly assigned either treatment or control status. Portland attempted to graft this selection process on its overall summer youth recruitment and enrollment system. The STEP process, while straightforward, differed in several respects from enrollment in the regular summer jobs program, and the graft did not take well.

Outreach for the overall summer jobs program is conducted in a variety of ways: through media spots, through youth centers run by the city and community-based organizations, and through ten high schools. The high school outreach effort was the primary source of STEP participants. PIC summer youth employment program staff visit the high schools and meet with groups of students to explain the summer jobs program. Students receive application forms at these sessions (or from counselors) and submit them to the PIC.

The nature of the STEP program was supposed to be explained at these sessions, but when presentations were made by SYEP staff, they often lacked either the information or the incentive to stress STEP and the response from 14 and 15 years olds were slow.

Further, SYEP staff who processed student job applications were slow in forwarding the names of JTPA-eligible 14 and 15 year-olds to STEP staff to determine if they met the educational criteria for STEP admissions. In part, this may have been because the record-keeping system of the newly consolidated summer youth program had not been "debugged." As one observer put it, "student files were flying around the City of Roses at the speed of light." To make matters worse, the Portland Public Schools were slow in delivering computer print-outs of student test scores needed by STEP staff to determine eligibility--apparently because of poor internal communication about what was needed, and when. STEP staff resorted to the time-consuming process of looking up students in central files.

It was mid-May before the STEP coordinator realized that applications were coming in at a pace which threatened program viability. At this point, the definition of educational need was loosened, as noted above, increasing the pool of eligibles. A list of students at least one grade level behind in reading or math was obtained from PPS. And with this tool, an expanded pool of eligibles, and a crash effort to recruit from middle schools, where many 14-year-olds were enrolled, the program succeeded in enrolling 311 students eligible for random assignment, with some students literally being enrolled up to the day of pre-testing (June 20).

The one aspect of student recruitment which did go smoothly was the obtaining of parental consent forms, which were required to give P/PV access to student school records and to permit student participation in the LSO course and related research. Students were provided these forms with their applications, and most had their parents complete them. Others were obtained after follow-up letters were sent from STEP staff. Only four parents refused to sign them, in all cases because of objections to the life skills and sex education aspects of the program.

B. Random Assignment

P/PV's operations manual spells out the procedure for random assignment to treatment and control groups. It requires the use of random number tables. In Portland, this process was not followed as prescribed; instead a method of alternation -- assigning "every other" applicant to the treatment group -- was used. This was mostly due to the trickle of applicants coming into the program and was a decision made by the NWREL researcher. This should not have been permitted by the P/PV site coordinator, who erroneously deferred to her NWREL colleague's judgment.

C. Testing

The Metropolitan Achievement test is used by P/PV to test the achievement levels of treatment and control students pre and post STEP summer remediation. In addition, students are tested on world of work knowledge and surveyed (confidentially) at the same time on sexual behavior and knowledge.

Prior to test administration, there were two formal and one (unscheduled) "informal" review of test materials, each of which focused on the P/PV designed survey of sexual knowledge and behavior. Because they were involved in its administration, the Northwest Regional Education Laboratory's Protection of Human Subjects committee reviewed and approved the test and the testing procedures with their assurances of confidentiality. The Portland School System also reviewed the survey (and the related Life Skills and Opportunities (LSO) Curriculum). Initially, it

was reviewed by the Director of Career and Vocational Education, who passed it on to the Superintendent, who raised some concerns about its explicit questions about sexual behavior, but delegated its actual review to the school system's home economics consultant. The consultant urged that teachers using the curriculum refrain from using the words "values clarification", which had become a controversial issue in the Portland area. She also urged that drawings of the reproductive system contained in some curriculum materials not be sent home. Overall, however, she judged the curriculum "quite good" and approval for its use and the questionnaire were obtained.

Meanwhile, a community representative on the NWREL Protection of Human Subjects committee had taken the survey instrument to her boss, a County Commissioner, raising concerns that the purpose of the test could be misunderstood and create political problems. P/PV's site coordinator met with the Commissioner to explain the test, its use, the LSO curriculum and STEP. This meeting quelled concerns and the way was clear to administer the battery of tests, as planned.

To secure high participation in the testing, students are paid for taking them. In addition, a lottery with cash prizes was held for all persons taking the tests. The pay and the added feature of the lottery were supposed to be communicated to all STEP enrollees by mail and/or telephone, but the lack of a master list of students with valid addresses and phone numbers -- a casualty of the hurried enrollment process -- leaves it uncertain how many were actually aware of the initial test date or the incentives for taking the test. As a result, on June 20, only 138 students showed up at the two school sites designated for test-taking (73 treatment and 65 controls). One site was for controls and the other treatment students. Some students came to the wrong site, but sites were located a block apart and this problem was solved.

Three make-up exams had to be scheduled in the next week to complete testing, with STEP aides working to round up students already enrolled and complete processing applications of others. A few students were actually not enrolled in STEP until the day of the last make-up exam.

Exam administration itself went smoothly. Six proctors were hired and trained for the occasion by the NWREL research staff member -- four of them teachers who were friends of STEP staff. Training covered the mechanics of test administration, the need for consistency and the need to emphasize confidentiality of surveys of sexual behavior and knowledge. Tests, supplies, and snacks were available (after minor adjustments) in the right numbers.

The final pre-test make-up exam was held on the morning of July 1st. This yielded a total tested of 289, of whom 146 were

treatment group members and 143 were controls. A total of 310 youth had been randomized to participate in STEP in Portland.

Post-tests were administered in August, following identical and now familiar procedures. The process went quite smoothly. Again, three make-up tests were scheduled, but the majority of students (221) attended the first session. A total of 258 students completed the post-tests (134 treatments and 124 controls).

D. Data Availability and Access

The STEP research design requires the collection of extensive data from a variety of sources, including student academic achievement and attendance records, detailed description of the school system and its practices, pre- and post- test scores, records of the hours worked and spent in education, and extensive demographics. Demographic information, other than family income, and test scores were collected directly by P/PV from pre- and post- tests, but cooperation of the PIC AND PPS were and will continue to be essential to collecting the remainder.

All data required are available from those sources, and the PIC and the school system are quite willing to share that data. However, as noted, there were some logistical problems in retrieving data from both in a timely and accurate fashion in this summer. Further, the PIC payroll system, which is the source of hours worked and hours attending remedial classes, did not distinguish between these two sources of earnings. As a result, STEP aides had to go manually through back-up sheets to access these data. With a year's experience and better understanding all around of which data are required when, and why, data collection and information flow should be much less time-consuming and more timely in 1986.

III. IMPLEMENTATION OF THE STEP PROGRAM IN PORTLAND

A. Overview

Work experience and educational classes began on June 24th for most STEP students, 10 days after the close of school. Control group members worked six hours a day. Treatment group participants spent three and a half hours in the morning in classes, received lunch and then worked three hours in the afternoon. All jobs were in the public sector. Over a third of the jobs for both treatment and control students involved maintenance or custodial work. Five job categories accounted for better than 75 percent of all positions: custodial, maintenance, clerical, teacher's aide and recreation aide. The program ran for seven weeks, during which students were paid at the minimum wage (\$3.35 per hour) for 221 hours of activity, which, for treatment group members includes:

● Remediation	99 hours
● Life Skills	20 hours
● Work Experience	<u>102</u> hours
Total	221 hours

Actual hours, of course, depended upon attendance and date of enrollment: since a few students were enrolled as late as July 1st, the program was a six-week experience for them.

As described below, there were difficulties in the first week of both the work experience program and the remediation program. Thereafter, in purely operational terms, the summer ran fairly smoothly. However, there were rough edges in the design and implementation of the remediation curriculum and difficulties in linking the content of remedial classes to skills required on the job, as discussed below. In part, these problems were the result of the excess time and attention which STEP staff paid to student recruitment and data collection, as described in Chapter II.

B. Participant Characteristics

The characteristics of the students who enrolled in STEP and completed the pre-test battery are summarized in below.

Race

Black	59.2%
Hispanic	8.7%
White	18.8%
Asian	9.0%
Other	4.3%

Age

<14	49.8%
>15	50.2%

SEX

Male	53.6%
Female	46.4%

As the table indicates, STEP served a high proportion of minority students, fairly evenly balanced by sex and age. All were between one and four grades behind in reading and/or math, and 21 percent had been retained in grade at least once. All also were from low-income families, as defined by the JTPA legislation.

C. The Remediation Component

Summer remediation, designed to eliminate the deterioration of basic skills which many disadvantaged youth experience in summer months and -- ideally -- advance them, is integral to the STEP demonstration design. Further, P/PV requires that remediation be an individualized, self-paced competency-based curriculum delivered in part by computer assisted instruction. P/PV's Community Organized Remedial Education (CORE) manual sets forth standards and procedures to govern curriculum design, but localities are given flexibility to design or adapt their own curriculum to the CORE requirements.

1. Curriculum Development

In initial discussion with P/PV, PIC staff suggested that a competency-based curriculum being developed by its Youth Employment Institute (YEI) -- a program designed to provide pre-employment services and remediation to JTPA-eligible youth -- could provide the necessary curriculum.

After reviewing the YEI curriculum, however, P/PV education staff rejected this alternative. The YEI curriculum itself was new, still being developed and inadequate in scope. Further, the YEI curriculum was anchored in functional competencies (passing the test for a driver's license, job interviewing skills, etc.), with

academic skills taught only as they related to these competencies. P/PV's CORE program requires that the competencies be academic outcomes (reading and mathematics skills), although it does not rule out functional material as part of the curriculum.

The initial understanding was that the school system would help develop the curriculum, although ultimate responsibility for it, as with all aspects of the demonstration, lay with the PIC and the STEP coordinator. But with no direct accountability, short timelines and other priorities, no individual in the school system was assigned this task. While a (shifting) number of PPS teachers and curriculum staff were available for intermittent consultation and advice, no concerted assistance was forthcoming. As a result, the formation of the curriculum fell to the PIC's STEP staff. Two aides, energetic and capable but with limited backgrounds in education, took on the job, following procedures set forth in the CORE planning manual.

The CORE program specifies that approximately 25 percent of instruction be computer-assisted. After reviewing available software and CAI, the PIC aides selected the MILLIKEN program for this aspect of the curriculum. This program was recommended by PPS personnel in part because it includes a computerized instructional management system. In the opinion of P/PV staff, this program is fairly effective in mathematics for a limited range of competencies, but less good in reading.

Using MILLIKEN as a starting point, the remainder of the competencies required by the CORE curriculum were addressed through a variety of materials and tests which the PIC aides selected after consultation with a variety of teachers and curriculum staff from PPS, including teachers from an alternative educational program which used some competency-based instruction, as well as consultation with P/PV education staff.

Individualizing the CORE curriculum depends upon a process of diagnostic testing and individualized prescription. A local middle school mathematics diagnostic test was administered in the first week of the program, as was the Cambridge diagnostic test, which is recommended in P/PV's CORE planning manual. After initial pegging of student levels, tests for attainment of competency were embedded in the curriculum materials and software.

A curriculum was produced which, on its face, met the CORE requirements (see Appendix A for the competencies addressed by Portland's curriculum). However, it was an untested, unproven, patchwork affair developed by rookies. Further, by June 17th when teacher training was scheduled to begin, just a week before classes, parts of the curriculum were still in rough form, and teachers (who had no prior knowledge of the curriculum and, as it turned out, limited experience with computer-assisted or

competency-based instruction) were asked to select or develop materials required to flesh it out.

2. Teacher Training

The teachers assigned to the STEP program were given a brief orientation to the basic program and its approaches on May 8th. On May 17th, they met as a group to review and react to the curriculum which was still very much a work-in-progress -- a meeting which did more to raise anxiety about what they were expected to teach in the summer than anything else.

Their next contact with STEP was June 17th, a week before classes were to begin, when they were to receive training (in a hot, unair-conditioned room in a high school). In Portland (uniquely among STEP sites), remedial teachers were to be involved in teaching the LSO curriculum, so the first two days of training were devoted to LSO, with three half days scheduled for the remediation training.

Remediation training was conducted by P/PV's site coordinator who, while not involved in the development of the curriculum, has extensive background in teacher training. However, the training sessions were chaotic, for two primary reasons.

First, the curriculum at this stage was still in skeletal form. Competencies were listed and there was a collection of materials referenced to each competency, but the materials had not been fully assembled and integrated into a complete, ready-to-use curriculum. There were some gaps. Some materials still needed to be referenced. And there was no system for documentation of student progress.

Secondly, the P/PV site coordinator was still involved in the demi-crisis of scheduling and running the pre-test. Throughout the training, she was frequently interrupted or called away to tend to details of the pre-testing. So were the PIC aides, who were supposed to participate in the training since they were supposed to assist in implementing the curriculum.

In fact, what happened was not training but a crash effort by teachers to complete the referencing of materials and begin figuring out, pretty much on their own, how to use them. At week's end, the teachers and aides had, in fact, managed to complete most of the referencing, but consternation was rampant. Further, there was still no system of documentation, without which a competency-based curriculum cannot run.

In a salvage operation, P/PV sent a consultant to Portland the following week to help develop the documentation system. Classes began that week too, so teachers taught in the morning and spent afternoons developing the documentation system, which was in place by the end of the week.

Since the teachers were hired to work half-days, P/PV agreed to pay them for the time they spent planning in the first week. The procedure agreed upon was that the PIC, which was handling payroll for STEP staff and teachers as well as students, would pay the teachers and bill P/PV, which would advance the money. In fact, the PIC did neither, and four weeks later the teachers (whose first pay check had been delayed by citywide payroll problems at the PIC) still had not been paid -- a matter of growing irritation to them. P/PV intervened with the PIC and teachers were finally paid for their extra planning work at the summer's end.

3. Implementation of the Remediation Program

Students participating in the remediation program were divided into six classes of 25 students each. Classes met for three and a half hours each morning, with a 10 minute break. Each class was supposed to be staffed by three adults: a teacher, an instructional aide, and a STEP aide, providing a ratio of one adult to eight students to permit small group work and individualized attention. (As noted below, STEP aides were sometimes pulled away for other chores, so ratios were often higher.)

Half of each morning was devoted to reading and the balance to mathematics. At any given time, instruction would be occurring in three formats: small group work, when students were addressing a similar set of competencies, individual work with the computer or individualized work with written materials. Teachers and the aides worked with the small groups or individuals as appropriate.

Despite the problems in curriculum development and training, after the first chaotic week, teachers were able to settle in and operate a professional educational program. For the most part, classes were well-attended and students proceeded in a self-paced, individualized program, with small group work a necessary complement to solo time with the computer or written materials and tests. The great majority of time was devoted to the math and reading competencies, although there were some other activities. Several teachers required that students maintain a daily journal to develop writing skills; one class held a two-day "career fair," and a number of students worked (with palpable enthusiasm) on development of a STEP newspaper.

By the end of the summer, most teachers expressed considerable satisfaction with the program and the approach. Classroom observations by the site coordinator revealed a high level of student engagement, with the productive hum of "time on task" evident most of the time. All but one teacher and one classroom aide have expressed interest in working in STEP next year. Some typical comments from teachers at the end of the summer were:

- Kids like the computers.
- The computers are always busy.
- The kids are good
- Attendance is good.
- Kids are saying, "Now I get it" ... they're learning.
- There is no fear of failing since there are no grades.
- There's a sense of community.
- Kids are talking positively to each other about next school year.

Despite these positive signs, however, there were a number of problems in implementation which ranged from the administrative and logistical to the substantive. These were:

- Initial delays in getting adequate amounts of supplies and materials and delays in delivering paychecks, two more areas where inadequate procedures were evident between the PIC and STEP.
- The school system was supposed to provide six computers per classroom but provided only four. (Ironically, this was a result of larger than expected summer school enrollments due to the waiver of tuition for all disadvantaged students). Improper jacks delayed the use of computers, and some teachers did not know how to operate the computers at the start of the program.
- The MILLIKEN software is limited in scope and insufficient additional software was ordered, in terms of competencies covered and levels. Further, because of inadequate time for prior planning, its management capabilities were not used. The combination of hardware and software problems limited the role of CAI in the program, which was unfortunate given the enthusiasm many students showed for this instructional tool.
- Teachers found some of the materials too easy for the students -- i.e., inappropriate for their level of competency -- and other materials, because they were similar to materials students had used in the school year, too boring.

- Teachers felt keenly that they needed more planning time than was available to do a proper job of continuous diagnosis and prescription. (Planning time was not built into the work day. Although some teachers spent considerable time reviewing student work and planning on their own time, others balked and resented not being paid for this effort.)
- There was no instructional leadership available to teachers, who were basically on their own feeling their way through a new and untested curriculum, each going his or her own way. It is possible that some of the problems itemized immediately above could have been solved through a lead teacher, a STEP coordinator well-versed in competency-based education, or similar source of supervision and advice.
- Only two of the six STEP aides regularly attended classes, the others being pulled away primarily to resolve data and administrative problems as discussed above. This had two effects. First, it undermined plans to have STEP staff work with students to link math and reading competencies to requirements of their jobs. Secondly, it increased the burden on teachers who already felt stretched thin by the joint demands of teaching and planning. ("I feel like I'm always running just to stay behind," as one teacher put it).
- It was an unusually hot summer in Portland, and the classrooms were often muggy and uncomfortable.

Some of these problems appear to reflect flaws in curriculum design. Ideally, the diagnostic instruments, the sequence of competency objectives, the materials and the tests should form a seamless web, and a variety of instructional modes and styles should be available to individualize the teaching of each competency. Reality did not approach the ideal. Other problems reflect the need for improved coordination and administrative procedures -- Portland's unhappy leitmotif. All seem correctable in another summer.

D. The Life Skills and Opportunities (LSO) Component

1. Design and Training

Since the LSO curriculum is a standard one developed for P/PV, which also provides training for it, its design was no issue. The LSO teacher bore the major responsibility for teaching this curriculum to all classes, although teachers and aides were present and assisted in its implementation, primarily during small

group discussions. Although many would have preferred to spend the time reviewing the remedial curriculum and beginning to plan for its implementation, all teachers participated in the two-day LSO training session which began July 17th. Some were initially uncomfortable with the topics addressed by the curriculum. However, the training session and reassurance that the LSO teacher would carry the main burden (especially segments dealing with sex and birth control), reassured them. At the end of the summer, several teachers expressed interest in becoming more involved with the teaching of this curriculum in 1986.

2. Implementation of Life Skills and Opportunities

Each class received two 90-minute life skills sessions a week, taught by the LSO teacher with the other teachers and aides assisting in small group work. (Occasionally, remedial teachers used this time to plan for their own classes.)

The involvement of remedial teachers was unique to Portland. Generally, other sites hired LSO teachers, who conducted the program in toto. Portland's single LSO teacher proved up to the task, however. She was well-organized and able to convey to remedial teachers the basic information they needed prior to each lesson, and participation in the LSO classes gave teachers a sense of students as individuals which they might not otherwise have received. Nonetheless, a second LSO teacher might be preferable in 1986 since time would be freed up for remedial teachers to engage in planning of their own lessons.

The LSO curriculum is highly structured, and the teacher found it a well-organized program which she followed closely. This curriculum includes a carefully-paced schedule of lessons, which the teacher found to work well. Student interest in the materials was high and their attention and participation in classes observed by the P/PV site coordinator was excellent.

Every class participated in a two-hour visit to a health clinic accompanied by the LSO teacher and a classroom aide. Most students seemed to enjoy these visits, but some expressed boredom with "being lectured at" about the services of the clinic. There were signs of restlessness by the end of the two hours which may have been too long.

The hospital and the county health clinic which were the sites for these visits. Both expect to participate in the health fair which STEP will hold during the school year, as well as in next summer's program.

E. The Work Experience Component

STEP work experience positions were developed and allotted to STEP youth as part of the overall consolidated summer youth

employment program, a \$2.5 million program which placed 2000 youth in public and private sector jobs. (Centralization of what had been, in prior years, a scattered summer job development effort was one of the major motives for consolidation of Portland's overall SYEP effort). As a result, step staff played no role in job development, although they did make placements of STEP youth in positions developed for monitoring the worksite, collecting time cards for SYEP youth and related administrative tasks.

In developing jobs for STEP participants, SYEP staff asked whether employers wanted/required students to work three or six hours a day, and what skills they required. In addition, Portland requires that all summer youth employers participate in a supervisory orientation session, during which prospective employers were briefed on the nature of STEP.

Although most summer youth are 16 or older, no major difficulty was encountered developing a sufficient number of six and three-hour positions for 14- and 15-year old STEP youth. No doubt this was because all wages were subsidized by the PIC (at the minimum wage) and were in the public sector, many in social service organizations predisposed to helping young people. SYEP job developers reported that some employers seemed particularly pleased to receive part-time youth who were enrolled in summer classes.

As a matter of policy, Portland requires that all youth be interviewed by employers prior to receiving a job. P/PV was concerned that this interview would prematurely inform youth as to whether they were members of the control or treatment group, and that this knowledge might result in differential rates of participation in the pre-test. The PIC was willing to waive this requirement for STEP but most employers were not, so interviews were held. Because of delays in recruitment, however, there was often very little interval between the pre-test and the interview, and, in any event, differential participation in the pre-test was not a problem.

The matching of students with jobs was problematic, however. STEP staff had hoped to be able to match students fairly carefully with situations they wanted -- type of job, type of agency. In fact, beyond screening for hours, location and gross skill mismatches, little careful matching was possible. Again, late recruitment of students and, in some cases, late identification of job openings made matching a catch-as-catch can process, for both treatment and control youth. (Perhaps the limited range of jobs appropriate for unskilled 14- and 15-year olds makes careful matching a moot issue).

Poor administrative and recordkeeping procedures, the Achilles heel of Portland's STEP program, also hampered implementation of the work experience component. Again, the problems were in part

caused by efforts to graft STEP onto the larger (and also new) SYEP system, and in part they reflected inadequate planning by STEP staff. In some cases, students were referred to interviews for jobs which had already been filled by other SYEP youth and had to be referred to another opening. With placement activities occurring up to and even after the day of the initial pre-test, the two STEP aides making job assignments were harried and neglected to maintain a careful master list of all worksites and assignments. This complicated the distribution and collection of timecards and required reconstruction of a list -- a time-consuming and labor intensive process. And, as noted above, a manual process was required to distinguish hours worked versus hours in education, since the payroll system did not make this distinction.

The most serious consequence of these administrative problems was early attrition of several dozen participants. Some dropped out after they showed up at jobs which had already been filled. Others never showed up at worksites, and the lack of a master list made it difficult -- sometimes impossible -- to find out why. In a few instances, treatment youth were assigned to control group worksites. Finally, problems with the PIC's payroll system caused a week's delay in issuance of paychecks, and this appears to have contributed to some additional students dropping out of the program.

The extent of attrition and implications for research will be the subject of a separate P/PV attrition study. After the chaotic first week, the work experience program operated fairly smoothly, but the mounting clerical chores cut into the time PIC aides could monitor worksites and participate in remedial classes. This undercut efforts to tie classroom instruction to skills required in the workplace.

Despite these administrative problems, adequate work experience was provided to most members of both the control and treatment groups, in keeping with the STEP design. Other than the difference in length of the work day (three hours for treatment group members, six for controls), the types of jobs each group received were similar. Observation of worksites also showed a general similarity in the settings, supervisory arrangements, and types of skills required of both control and treatment group members.

F. The School Year Support Plan

Design of the school year support program began early (April of 1985) but was rapidly tabled as problems in getting STEP's summer component mounted. It was supposed to resume in late July with a planning committee that was to include the PIC's SYEP coordinator, the STEP coordinator, P/PV's site coordinator and the PPS liaison. However, the position of SYEP coordinator at the PIC

changed hands and then became vacant. No regular PIC employee showed, and since PIC, the lead agency, was to submit the proposal for the school year support program to P/PV, this stalled planning again. Late in July, the PIC executive director appointed a STEP aide (one of the persons who had developed the curriculum) to be his representative and the plan was rapidly developed -- in and around vacation schedules and the early August closeout of the summer program.

The plan is fairly ambitious, with a larger allocation of PIC resources to its implementation than P/PV guidelines require. This fact reflects the PIC director's belief that school year follow-up is critical to the success of STEP. There will be a full-time coordinator at the PIC, with an assistant. It will require skillful coordination, because there are a lot of moving parts: the projected program is multi-faceted and STEP (treatment) students are scattered among ten high schools and two alternative schools.

The plan envisions two major support strategies:

- A series of group activities designed to sustain a sense of group membership and esprit among STEP students (which will no doubt be difficult given their geographic diversity); and
- a series of individual contacts and supports designed to intervene if students are having problems, acknowledge achievements, and provide linkages to social services or other supports if required.

The delivery of these supports will depend upon two groups of adults who are expected to work together, under general direction of the program coordinator. These are:

- Nine youth "mentors" who will meet monthly with each individual youth, and hold four group meetings with all of his/her students over the course of the year. Mentors will be expected to help students with career knowledge and social service needs, as well as providing general encouragement and organizing group activities. Mentors will be volunteers, recruited by the coordinator, from civic organizations or school faculties.
- School counselors (or other professional employees) in each school will monitor student progress in school and agree to be "advocates" for student needs within the school. These individuals will also be persons who volunteer for the role, in addition to their regular professional responsibilities.

In addition to activities and meetings with students generated by the mentors and counselors, a schedule of activities, to be coordinated by the PIC, has been planned. These include:

- Monitoring of student grades in each report period, with letters of commendation to students who pass their courses and direct contacts with students who do not.
- Access to a tutorial program, "Call A Teacher," for STEP students desiring it.
- An all-youth newspaper which STEP students will produce and publish every other month to serve as a communication link among the "mid-sized groups" convened by mentors.
- A Career Fair in November and a Health Fair in February for all STEP participants.
- A series of (to be defined) meetings for parents of STEP students, who will also be invited to participate in such events as the Health and Career Fairs.
- A full group event "STEP-N-STRIDE Welcome Summer" as a combination social event and orientation to the summer program in June.

Additionally, the coordinator and assistant will have responsibility for initiating planning for the summer of 1986, and for collection of school year and program data required by P/PV for research purposes. The coordinator and assistant, while on the PIC payroll, will work in offices donated by the Portland School System. This should facilitate the close cooperation with school officials which will be essential if implementation of the next phases of STEP in Portland are to avoid the administrative difficulties which occurred in the summer of 1985.

Budget for the (nine months) school year support program is projected at \$92,233, inclusive of an estimated \$50,000 in-kind contribution from PPS for counselors as follows:

- Salary and Fringe \$33,433, Counseling \$50,000 (in-kind from PPS), Activities Support \$4,300, Travel \$1,000 and Office Costs \$3,500.
- Of this amount, some \$18,628 will be funded by the PIC with the remainder \$23,605) from the P/PV grant.

IV. SUMMARY OBSERVATIONS AND RECOMMENDATIONS

The conceptual and personal commitment to STEP of top Portland officials -- the PIC director and the Superintendent of Schools -- was high at the onset of the program and remains high heading into the school year. That commitment, however, was not always translated into effective administrative support. Clearly, problems resulted from the hiring of a STEP coordinator who, while knowledgeable about Portland and the policy issues involved in STEP, was neither knowledgeable about summer youth programs and their administration, nor particularly effective in developing the detailed systems and procedures required to implement an organizationally-complex demonstration program with extensive and rigorous information requirements. The PIC's laissez-faire attitude towards administration of STEP -- and attitude perhaps inevitable given its pre-occupation with citywide problems. Further, the local decision to place PIC in charge of all aspects of program management, while it has the virtue of streamlining the organization, seems to have had the unintended consequence of assigning low priority school system participation in STEP planning. This was particularly evident with regard to curriculum development, which suffered for lack of an instructional leader during both design and implementation.

The STEP coordinator was released at the end of the summer, paving the way to hire an individual whose experience better fits the requirements of the job.

On the positive side, Portland did mount a program with the required number of the desired target population and all programmatic elements required by P/PV were in place, however precariously. Development of work experience positions proved quite easy. The LSO curriculum was implemented smoothly and well, and by the end of the summer, the remedial classes were running fairly well, with good reception by students and teachers alike, despite some continuing problems with the curriculum.

The contrast between the LSO curriculum and the design and implementation of the remedial curriculum suggests that whatever the benefits of tailoring curriculum to local preferences, there are also some risks.

With one summer of experience behind it, the P/PV site coordinator believes Portland should be able to implement STEP in the summer of 1986 more smoothly and effectively. A number of recommendations to ensure that this is the case follow:

- Portland should develop by March of 1986 an operations manual which includes:

--a detailed description of all data required, dates required, flowchart for data transmission and management, source of data and persons responsible for its acquisition, transmittal and recording;

--a similar detailing of timelines and responsibilities for all aspects of outreach, eligibility determination, random assignment and pre-testing, designed to complete enrollment not later than June 1st.

- A team should be assembled to review and overhaul the remediation curriculum, in accordance with the CORE requirements. A curriculum development expert from PPS should coordinate this team, with assistance from teachers who participated in the 1985 program. This revision should be completed no later than March 30th.
- All necessary software and other educational materials and supplies should be ordered well in advance, to give 1986 STEP teachers time to become thoroughly familiar with them before the program starts.
- Teacher training should be scheduled earlier than the week before the program begins. The training period should also include time for teachers to plan and set up classrooms and systems before the classes begin.
- If possible, teachers should have an opportunity to meet with students they will teach in the summer of 1986 before classes begin, with student records and results of diagnostic tests already in hand, so they can form a better initial judgment of student achievements levels and needs.
- If financial constraints permit, teachers should be hired for at least an additional hour per day to engage in the planning required to make individual prescriptions for all students.
- Unless the STEP coordinator for the summer of 1986 has a strong background in competency-based education, a teacher should be designated lead teacher and paid accordingly to provide instructional leadership during the summer.
- The agreement between the PIC and PPS should specify individuals in the school system responsible for delivering such assistance as the school pledges to

STEP, rather than leaving it to the persuasive abilities of the school system liaison to secure such assistance.

- Classes should be conducted in rooms which have either passive or mechanical air-conditioning.

SAN DIEGO SUMMER TRAINING AND EDUCATION PROGRAM

1985 SUMMER DEMONSTRATION

Prepared by: Darryl Lang, Zakiya Stewart

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I. OVERVIEW OF THE SAN DIEGO STEP PROGRAM

A. Site Selection and Entry Into STEP

The selection of San Diego as a demonstration site for the Summer Training and Education Program (STEP) was officially initiated by a February 4, 1985 letter of interest from the San Diego Regional Employment and Training Consortium (RETC) in response to Public/Private Ventures' request for proposals. RETC is the San Diego SDA. RETC, serving as lead agency, proposed to contract with the City of San Diego through its Regional Youth Employment Program (REGY) and the San Diego Unified School District to provide remediation and work experience to 14 and 15 year old youth.

Although the deadline for submitting a letter of interest to P/PV was January 31, 1985, San Diego's letter was accepted for several reasons.

1. Conversations between the STEP Program Director and representatives of RETC regarding San Diego's possible participation were ongoing since the STEP pilot.
2. The San Diego Service Delivery Area (SDA) had an excellent reputation and RETC's executive director was experienced in participating in demonstration programs.
3. RETC was planning to utilize the Comprehensive Competencies Program (CCP) for remediation and P/PV was interested in having one or two sites use this system. (CCP is a competency-based individualized education curriculum which uses a computer-based management system. Developed by the Research and Training Institute (RTI), CCP covers basic skills and employment-related skills.)

The first site assessment visit by Public/Private Ventures was on March 5, 1985. The purpose of this visit was to assess San Diego's suitability for STEP and meet with the three agencies. A morning policy meeting took place at the offices of the Regional Employment and Training Consortium with top management from the RETC, REGY, and San Diego Public Schools. A general discussion was held about current summer remediation opportunities, the pros and cons of paying students for remediation, and the adaptability of the STEP model to the San Diego structure. An afternoon working session was held with the operations staffs of the three agencies to discuss more specific issues relating to outreach, recruitment and the integration of STEP with ongoing summer

school efforts. From this visit it appeared San Diego was a likely demonstration site.

A second site visit was conducted on March 19-20, 1985 to assess how much progress the site had made since March 5th, and to further assess San Diego's capability to participate in the demonstration. Four separate meetings took place around issues of organization and structure, data collection, the role of the schools, the overall program design, eligibility, remediation, work experience, and life skills and opportunities instruction. These meetings ended with only two issues unresolved -- the remediation curriculum and administration of the P/PV questionnaire. P/PV assessed that although San Diego started the planning process late, it had made remarkable progress in a short time and would make a good STEP site if it could keep up the speed and quality of planning.

B. Project Structure and Management

Three local agencies were involved in the administration and implementation of STEP in San Diego:

- Regional Employment and Training Consortium (RETC). RETC includes the Private Industry Council or PIC, for the San Diego area. It is a quasi-governmental agency, set up by the City and County of San Diego to administer JTPA funds for the service delivery area. It is the primary administrative agency for summer youth employment program funds but contracts all operations to local agencies. RETC served as the lead agency for the Summer Training and Education Program, contracting with the Regional Youth Employment Program (REGY) and San Diego Unified School District to conduct various aspects of STEP. RETC assigned a program manager to develop and manage the STEP demonstration. This person was primarily responsible for the development of the remediation curriculum, directed the administration of the remediation component, monitored the work experience component, and worked directly with REGY and the schools to solve problems as they arose.
- Regional Youth Employment Program (REGY). REGY is a City of San Diego agency set up to run youth employment programs. Their primary source of funding is Title IIB monies from RETC. REGY was awarded the SYEP contract which led to their involvement in STEP. REGY's role in STEP was recruitment, outreach, JTPA eligibility determination, job placement, job orientation, payroll, and

job monitoring. REGY was also awarded other smaller youth contracts with RETC.

- San Diego Unified School District. The school district has previous involvement with JTPA summer youth programs and has had a long-standing relationship with RETC and REGY. The Career Development Department, part of the Educational Services Division within San Diego Unified School District, was the department under contract with RETC. Career Development staff identified jobs with the school district for STEP youth, screened JTPA eligible 14 and 15 year old youth for academic eligibility, obtained parental and youth consent, identified work sites, developed curriculum, supplied participant data, and arranged for classrooms, teachers and computers.

As mentioned earlier, the STEP program was managed by RETC. However, the three agencies worked together on many phases of the program. Although REGY and the School District had specified areas of responsibility, unanticipated situations and problems resulted in the agencies doing work that had not been planned. Efforts to solve problems were usually conducted jointly. However, RETC's project manager frequently had to take an authoritative role in resolving problems.

II. SETTING UP STEP IN SAN DIEGO

A. Participant Recruitment and Eligibility Determination

There are approximately 16,000 14 and 15 year old youth in the San Diego school district. It had been estimated that 1600 of these students were educationally deficient (at about the 4th stanine). Additionally, based on past experience, REGY was confident that large numbers (over 1,000) of JTPA-eligible 14 and 15 year olds would apply to SYEP. As it turned out, however, recruiting the requisite number of youth for STEP was much more of an effort than expected.

Normally applications for summer youth employment are distributed by the REGY to counselor career centers in 46 schools. Application packages contain an information sheet on where to return the completed application and the documentation required to establish economic eligibility, e.g, most recent pay stub, welfare card, social security card, and birth certificate. This process generally begins around March 15th but started during April this year. Applications are then returned to counselors at the career centers and reviewed. Completed applications are sent back to REGY, where an eligibility worksheet is developed for each youth and applications are stamped either "eligible" or "not eligible." There is no set deadline for returning applications. Applications are then tallied by age; ethnicity; SRA (subregional areas); ex-offenders; etc.

Pre-employment workshops are scheduled for youth deemed "eligible." Attendance at these workshops is mandatory and a prerequisite for summer employment. Job assignments are made in late May or early June. To accommodate STEP, REGY sent a list of 14 and 15 year old applicants judged JTPA eligible to the Career Development Department to obtain CTBS (California Test of Basic Skills) scores. All applicants who met the academic eligibility requirement -- testing from one to three years behind their age in reading (3-4 stanine) -- were sent a letter, fact sheet on STEP, and consent forms for both the parent and the student. Those who returned the consent forms were accepted into STEP.

Using the traditional outreach and recruitment procedures described above, 687 JTPA-eligible 14 and 15 year olds applied to STEP, less than half of the original estimate. Determining academic eligibility and getting the youth into the program proved difficult. First, San Diego schools do not administer the CTBS to every student each year. Only the 7th and 9th graders are tested, with the exception of Title I schools which test students in grades 7, 8 and 9. Thus, many of the scores received were two or three years old and may not have represented current reading level. Furthermore, nearly half of the STEP applicants were not

on the printout. In addition, there were no test scores for students who were not in the district when testing for their grade level took place. Second, the first set of test scores received were sorted by grade and school, thus in order to locate a student, his/her grade in school plus the school he/she attended at the time of testing had to be determined. Although requested, San Diego Unified Schools was unable to provide an alphabetized list of 14 and 15 year olds with their CTBS scores. Lastly, many students did not even return their applications until the last few weeks of school, greatly compressing the amount of time available to check test scores and obtain consent. Hence, by the first week in June there were under 200 STEP participants. These traditional outreach and recruitment methods did not work for several reasons:

1. The amount and scope of the recruitment effort for STEP was inadequate. Very few school officials knew much about the program or understood it well enough to transmit the information to the students.
2. Determining JTPA eligibility was a much slower and complicated process than anticipated. In general, REGY was slow in turning applications around. Applicants were not seen at the Career Development Department for 4-6 weeks after submitting the application. Sometimes there were delays because applicants did not have all the necessary information and documentation needed to determine eligibility.
3. No one anticipated the amount of time required to process applications for income and educational eligibility as well as correspond with parents and students. Basically, there was not enough staff at Career Development or REGY to handle the load.

Several measures were taken to increase the pool of STEP participants:

- A decision was made to wait until the end of May, when 1985 CTBS scores which would provide better documentation of education attainment would be available.
- A more aggressive effort was made to distribute summer youth employment applications. Letters about STEP were sent to principals and counselors at schools with a high ratio of low-income students. Also, REGY representatives distributed flyers to students during lunch and as they boarded buses for home.

- The academic requirement was expanded to include students reading from one to four years below level (as opposed to three), and math was added as an alternative measure that could be substituted to determine educational eligibility.
- Efforts were made to increase the turn-around time on applications by screening for both academic and income eligibility simultaneously.

These measures resulted in 310 youth being randomized to STEP. Ten of these youth came into the program after it started (June 24th). Also, because there was a "last minute" effort to get more students into the program, many of them did not receive notification letters and thus missed the first day or two of class and work.

B. Random Assignment

Because of San Diego's desire to place an equal number of youth from each of its five participating neighborhoods, random assignment was conducted a little differently than in the other STEP sites. Instead of assigning youth from a single pool of applicants, youth were divided into five separate pools representing the neighborhoods in which they lived. Then, an even number of treatments and controls were selected from each neighborhood. P/PV's procedures for random assignment were followed and random assignment was performed by the P/PV site coordinator.

The distribution of treatment youth across the five remediation sites turned out as follows:

San Diego	29
Morse	29
Lincoln	37
Crawford	29
Kearney	<u>32</u>
	156 Treatment youth

One hundred fifty-four (154) youth were assigned to the control group and worked at school district sites in their neighborhoods.

C. Testing

Treatment and control youth were tested at separate locations, utilizing remediation teachers to test treatment youth and REGY staff to test controls.

1. Pre-Testing

The pre-testing took place on Monday, June 24th from 8:00 a.m. to approximately 11:45 a.m. The treatment youth were tested in their classrooms at the five different high school sites through-

out the city: Morse, Lincoln, Kearny, Crawford and San Diego. The two remediation teachers assigned to each site served as treatment proctors. There were approximately 26-32 youth per site. The control youth were tested at three separate locations: San Diego High School theater, Morse High School cafeteria and Taft Junior High School cafeteria. Approximately 60 youth were assigned to the San Diego and Morse location, with 35 assigned to Taft. Control youth were assigned to test sites closest to their homes. City school Career Aides and REGY staff served as control proctors. San Diego and Morse each had one Career Aide and one REGY staff person as proctors. The Taft site had four proctors -- two REGY staff and two Career Aides -- because the school was closed for the summer and extra security was needed.

The five remediation teachers were trained on Thursday, June 20th at RETC. The other proctors were trained on Monday, June 17th at REGY. A proctor from each test location picked up test materials on Saturday, June 22nd at the Career Development office located at the Education Center. Proctors delivered the completed pre-test materials to the Education Center that afternoon or the next morning. There was some delay in getting all the materials returned because several of the proctors thought they were supposed to keep the test rosters and did not return them the first time.

Make-up testing for those who did not show or came late took place on Wednesday morning, June 26th at the Education Center; and on Friday morning, June 28th at REGY. Some of the treatment youth were tested in their regular classrooms arranged by one of the remediation teachers. A total of 292 participants were pre-tested.

Pre-testing went well with two exceptions:

1. The proctors at one test site did not take the time to review the instructions and were not well-prepared. At that site there were too many youth per table, resulting in some disturbances -- mainly talking.
2. After testing, the youth were to receive their work assignments from REGY. The control group was to also receive a work orientation. (The treatment youth were to receive their work orientation in their remediation classes sometime that week.) However, some of the youth either did not get a work assignment at all or their work papers were at the wrong test site. As a result, some youth did not report for work that afternoon as originally planned, causing some confusion and frustration for both proctors and youth.

2. Post-Testing

Post-testing took place on the last morning of the program, Friday, August 9th from 8:00 a.m. to approximately 11:30 a.m. Following the same general format used for pre-testing, the treatment group was tested in their regular classrooms by the remediation teachers while the control group was tested at San Diego High School theater, Lincoln High cafeteria and Kearny High cafeteria -- three schools being used as remediation sites. Having all the control youth tested at the same location as the treatment youth made post-testing much easier.

Four of the five career aides who proctored the pre-test also proctored the post-test. Two career aides were proctors at Kearny (the smallest group of controls) and one career aide was assigned to San Diego High and Lincoln High. One REGY staff person was selected (she was the proctor at the pre-test make-ups), and a college student was hired to serve as proctor with the career aides at San Diego and Lincoln.

The proctors for the control group picked up their test materials at the Education Center on Wednesday, August 7th. During that time they were briefed on testing procedures. The test materials were delivered to the teachers during remediation time on Tuesday, June 6th. The teachers were also briefed on testing procedures during that time.

A letter was inserted with the control youths' paychecks to notify them of the testing on July 19th. The remediation teachers were sent memos instructing them to notify the treatment youths that they would be tested Friday morning (this was regularly scheduled class time). All the youths' paychecks were distributed after testing. The youth were told that this would be the only way they would be able to pick up their checks that day. This resulted in a high turn-out. Out of the 279 participants scheduled for testing, 261 showed up (94%).

Each site was visited the morning of the testing. The testing ran very smoothly. Only one youth showed up at the wrong test location. However, the distribution of paychecks caused some confusion, especially for the control testing. The control youth had to show some form of identification in order to pick up their checks and not everyone had proper identification.

A make-up post-testing took place Wednesday morning, August 14th. The youth who dropped out of the program and those who were randomized but never started the program, both treatment and control, were also tested during the make-up. Ten participants showed up to take the post-test. A second make-up test session took place on Monday, August 26th. Only two participants showed up for this make-up test.

Post-testing went very well, primarily because there was more time to plan and the STEP youth had been advised that they could only pick up their paychecks after testing. An improvement for next year may be to post-test the treatment youth outside of their regular classroom, as they appeared to be restless and tired of school and may not have taken the testing seriously enough.

D. Data Availability and Access

Data on STEP youth was collected from two main sources: the schools and the JTPA agency (in this case REGY). From the outset, San Diego Unified School District agreed to provide all the information required for tracking STEP participants according to the schedule outlined by P/PV. The only data not easily accessible is retention. To assist in interpreting the data received, the school district also provided copies of school policies. The P/PV parent/student consent forms trigger the release of school records. There is no formal human subjects review procedure. Except for the formatting issue of the print-out containing CTBS scores used for eligibility determination, gathering data from the district was not problematic.

JTPA data required for STEP research can be obtained from both the Regional Employment & Training Consortium and the City's Regional Youth Employment Program. Income data could be accessed through RETC's MIS system; and payroll data, with separate documentation of remediation and work hours for treatment youth was REGY's responsibility. Some problems with respect to obtaining data for treatment youth with work and remediation hours separated were encountered and required some manual adjustments.

III. IMPLEMENTATION OF STEP IN SAN DIEGO

A. Program Overview

San Diego STEP operated for seven weeks, from June 24 to August 9, 1985. There were two distinguishing features of the San Diego program compared to other STEP sites:

1. San Diego is guaranteeing a second summer of work experience to the control youth.
2. The San Diego program is decentralized due to the spread-out nature of the city's geography, the lack of adequate mass transportation, and the cost of providing other forms of transportation. Consequently, youth attended school and/or worked within walking distance of their homes.

In addition to the spread out nature of San Diego's geography, the neighborhoods are very heavily divided along racial and ethnic lines. This reality further influenced the decentralized nature of STEP in San Diego. As noted earlier, the program operators in San Diego made the political decision to ensure that the major neighborhoods in San Diego would be represented in STEP.

Five high schools were identified as sites that would encompass the neighborhoods where the majority of JTPA eligible youth live:

- Crawford
- Kearney
- Lincoln
- Morse
- San Diego.

There were roughly 60 participants at each site (30 treatment youth and 30 control youth). Youth were assigned to one of the five sites closest to their home.

Treatment and control youth were to receive approximately 205 program hours:

- Control youth worked 4 days a week, seven hours per day.
- Treatment youth worked four days a week, three hours a day, and attended classes five days per week for three and a half hours per day.

B. Participant Characteristics

The STEP participants were 14 and 15 year old JTPA-eligible youth who attended a school in San Diego and were educationally deficient in either reading or math. Educational deficiency was defined as one to four grade levels below their current grade. Students who were learning disabled or in special education were not eligible, and students must read at or above the fourth grade level. Scores on the California Test of Basic Skills (CTBS) were used to determine eligibility.

Three hundred forty-one (341) applicants met the selection requirements. Out of these, 310 returned signed consent forms and were randomly assigned to either treatment or control. One hundred fifty-six (156) were assigned to the treatment group and 154 to control.

Over half of the STEP participants are female (53%). The ethnic breakdown is as follows:

- Black (50%)
- White (4%)
- Hispanic (17%)
- Asian (29%)

Although San Diego has a large number Hispanics in its population, STEP was not successful at recruiting as many as was initially expected. The reasons for this are not clear.

The majority of students in San Diego STEP were 14 years old and in the 9th grade.

C. The Remediation Component

The remediation program in San Diego was housed in five different high schools scattered across a large geographic area. Each school had two classes operating concurrently -- one reading and one math. Classes ran from 8:00 a.m. to 11:45 a.m. and had 12 to 15 students, one teacher, and a half-time aide. At the halfway point of the morning, the students switched from one class to the other (reading to math or math to reading). Twice a week the LSO teacher took over each class for half the morning. San Diego Unified School District was responsible for hiring remediation teachers.

1. Planning the Curriculum

Development of CORE was a long and painful process. As noted earlier, originally RETC wanted to use CCP. However, the Remediation and Training Institute which administers CCP, did not respond to a request for information for two months and RETC did

not believe it could count on RTI to move quickly enough to plan for summer 1985. Therefore, they decided to utilize the Community Organized Remedial Education (CORE) curriculum developed by P/PV and contracted with San Diego school district to administer the remediation component.

Curriculum development can be described as a make-shift process constrained by lack of time, available people, and mixed signals. The school district was not favorably disposed to individualized instruction² and it took time to get the proper people together. The remediation team that emerged consisted of the RETC program manager, an educational software consultant, and a math teacher.

Math

The math curriculum was developed by a curriculum development specialist from the San Diego School District. The development of the math curriculum for STEP began in April and required little assistance from the project manager or other outside help. The project manager met with the math curriculum developer two or three times a week to go over the design and make sure it was within CORE guidelines. Generally, the curriculum was formulated by looking at all the competencies and reorganizing them into a structure that would be meaningful to the youth and compatible with the school district's existing curriculum materials. Materials already in use by the district were utilized. The math curriculum developer also chose the print materials and software for math remediation.

Reading

Development of the reading curriculum was more complex. Although the school district had identified someone to work on the reading curriculum, this person resigned before the curriculum was fully developed. The project manager, with the assistance of one of the reading teachers, had to step in and complete the curriculum. This turned out to be an unexpected, time-consuming and difficult task. The district did not have a reading program comparable to CORE, and time was running short. The project manager met with the other reading teachers at least five times to get their assistance. The project manager ended up choosing the print materials and the software for remediation.

²San Diego Unified School District had experimented before with individualized instruction and had deliberately discontinued it.

2. Computer-Assisted Instruction (CAI)

With the exception of one site (Kearny), the computers for the classrooms were brought in from different schools in the district. There was some difficulty in obtaining computers because by the time they started to try to get computers for STEP many of the computers had already been checked out to teachers for the summer or were being used for summer school. All the computers were Apple IIs. There were a total of 85 computers utilized in the program. CAI was integrated into the math and reading sessions rather than as a separate lab.

D. The Life Skills and Opportunities (LSO) Component

The school district selected two of their regular Health and Human Services teachers to be the LSO instructors. Since both teachers were experienced in working with 14 and 15 year olds, very little training was needed.

The curriculum for LSO was structured with lessons, films and suggested activities. Both teachers attended a two-day training session conducted by the P/PV LSO consultants.

Life skills classes were held at the five schools serving as remediation sites, with LSO teachers floating between classes. At two of the sites, the LSO teachers had their own classrooms. At the other three they used one of the remediation classrooms. Each LSO teacher had responsibility for the five school sites, splitting the fifth (San Diego, in this case). Twice a week the LSO instructors took over each class for half the morning, during which time the regular teacher left. (This was done at the request of the LSO teachers, who feared that students might be inhibited in the presence of their classroom teacher.)

Students received a total of 12 life skills sessions. The teachers followed the P/PV curriculum closely. In addition, one of the teachers brought in a film she used during the school year and incorporated it into a class exercise that was part of the prescribed curriculum.

Visits to a local health clinic were arranged by the LSO teachers, with the district supplying the buses. The schedule for clinic visits included:

- San Diego: Comprehensive Health Clinic
- Morse: Comprehensive Health Clinic
- Lincoln: Comprehensive Health Clinic
- Crawford: Midcity Health Clinic
- Kearny: Linda Vista Health Center.

All the clinic visits were considered very successful. All but two youth were given permission to visit the clinic.

E. The Work Experience Component

Jobs for STEP participants (treatments and controls) were primarily as custodian aides with the San Diego Unified School District. Work sites were identified by the District's Career Development Department. Custodians had been notified that there would be help available for the summer and were asked to submit summer work requests to Career Development. Youth were assigned by REGY to work sites nearest their homes. There were approximately 57 different job sites. Over 95% of the jobs were custodial, involving summer cleaning. A few clerical and teacher's aides jobs were also available. The number of youth working at one site varied from one to twelve. Treatment and control participants were placed at the same work sites. The treatment youth worked three hours in the afternoon and the control youth worked seven hours daily. Both groups worked Monday through Thursday.

Most of the work performed by STEP participants consisted of cleaning classrooms, school grounds and locker rooms. (The summer is the time for "summer cleaning" at all the schools.) The youth worked by themselves, in groups of two, or sometimes in teams of three or four, depending upon the number of youth assigned to a supervisor and the type of work that needed to be done. The control youth were referred to as the "seven-hour kids" and the treatment youth as the "three-hour kids." Treatment and control youth worked together. Youth from other SYEP programs were not assigned to custodial jobs in the same schools as STEP youth.

At each work site the youth signed in and out each working day. The supervisors completed time sheets for payroll purposes from the information on the sign-in records. Youth did not get paid for the time they were absent or late, and they were not allowed to make up those days. As was to be expected, there were some youth who were excellent workers, and there were others whom the supervisors characterized as "lazy" and who just "got by" for the summer. All in all, the youth did very well considering the type of jobs and the extremely hot weather.

A part-time person was hired by REGY to monitor the work sites. Much of this person's time ended up being devoted to getting payroll problems solved and visiting sites that needed assistance with discipline problems or recordkeeping. Keeping accurate hours, providing meaningful work, and finding jobs near each youth's home was a challenge:

- Some of the original worksite assignments were not close to the youth's homes. Sometimes this was simply an error in assignment, but in a few cases there were not enough jobs in a particular area. This problem was solved by having work site super-

visors in a more populated neighborhood accept additional workers, or, in the case of the San Diego High School area, supplying a van to take the students from the remediation site to their work site (REGY supplied the van).

- Some of the youth and parents had not expected custodial jobs and were not pleased with the type of work. There were so few non-custodial jobs that it was difficult to accommodate all the requests, although every effort was made.
- There was a lot of confusion about how many hours treatment and control youth would be working. Some work site supervisors thought they would employ the youth more hours than the program allowed. Also, not all of the supervisors understood the program well enough to deal with the staggered working hours.
- Toward the end of the program, some youth had to be reassigned because the supervisors ran out of things for them to do.

F. The School Year Support Plan

To date plans for school year support have not been finalized in San Diego. Discussions have centered around engaging speakers from the community to talk to youth about careers; drug and alcohol abuse; teenage parenting; and other issues. Trips to the local zoo and other area attractions are also contemplated in conjunction with some of the other activities to encourage better participation by youth.

San Diego's school year component is also to include a Hispanic initiative because of the number of Hispanic youth enrolled. This enhancement to the design will take the form of speakers from the Hispanic community and will solicit the involvement of Hispanic CBOs. The participation of local community colleges is also being sought through the colleges' educational opportunities offices to sponsor visits to the campuses for small groups of participants.

IV. SUMMARY OBSERVATIONS AND RECOMMENDATIONS

A. Remediation

Despite its early rocky start, San Diego developed a good remediation program for STEP youth. The choice of software and print curriculum materials for the math remediation was excellent. Other sites used the San Diego math curriculum as a model and several adopted their software. The reading curriculum, though not as strong as math was also above average. The teachers hired by the San Diego School District were competent, caring, energetic, and knowledgeable. In most of the classes there was some combination of individual seatwork, individuals or pairs working on computers, and the teacher or aide working with individual students. There was extensive use of computer assisted instruction, particularly in math but also in reading. Students were visibly and actively engaged in serious, purposeful learning.

The major obstacle to an excellent remediation was time. It was nearly impossible to put together a math and reading curriculum in such a short period of time. Also, a full-time local remediation coordinator, developer, and consultant is greatly needed. Remediation is one of the most important components of the program and requires not only more time and effort, but individuals who are experts in developing remediation curriculum for 14 and 15 year olds. Having the program manager in charge of curriculum development left little time for other aspects of the program. The program manager's job in San Diego involves all program aspects and requires working with all the agencies, seeing that the contracts are being carried out, solving administrative problems as they come up, and keeping on top of any program changes. Those responsibilities are in themselves a full-time job.

Any general improvements to the remediation curriculum would be in the areas of integrating remediation, work, and life skills. The program components were basically independent and did not reflect a unified program. For many of these youth to stay motivated and interested, they need to be made aware of the relevance of what they learn in a school setting to their lives and their futures.

The computer instruction worked very well with these youth. There should be more computers in the classrooms and more and better software. The computer served as an excellent learning tool. Many of the STEP youth will not get an opportunity to work with computers during the school year.

Discipline in the classroom was not a major problem. However, because the remediation and life skills were held at high schools, the youth behaved as if they were in a regular classroom. The teachers had to remind some of the students that they did not have to be in STEP, that it was not regular school, and

that they were getting paid for being there and learning. For this reason it would be much better to have the STEP classes held at a site outside of their local high school. However, due to the lack of transportation in San Diego and limited funding the STEP classes will have to remain at the high schools.

San Diego's STEP started a few days after regular school ended. Many of the STEP youth (as well as the teachers) felt they did not get a "break" from school. Toward the end of the program some of the youth appeared restless and the attendance started to dwindle. It may be better to have a shorter program or reduce the classroom time to four days a week rather than five.

B. Life Skills and Opportunities

LSO was the shining star of San Diego's program. The two teachers were very well qualified both in the area of curriculum content and teaching the STEP population. One teacher was especially effective and dynamic in her presentation of life skills lessons. Her strategies for teaching these youth during the regular academic year transferred to the summer as well. One of these strategies was the sharing of her personal telephone number with youth who could call her anonymously to discuss problems. Many youth reportedly took advantage of this service.

C. Work Experience

The work orientation was minimal. For nearly all of the youth this was their first job, making a more in-depth session on the world of work very important. If time permits, a half-day job orientation workshop would be helpful and may prevent worksite problems.

The worksite assignment process would have run much smoother if REGY had had more time. The "last minute" assignments resulted in some mistakes and confusion. If recruitment and selection is done earlier, the worksite assignment process should run very well. Some improvements would be to make sure the supervisors are notified in advance as to whom their summer workers will be and to develop a system for keeping track of worksite changes. Additionally, worksite monitoring was minimal and should be increased and more structured for next summer's program.

D. Recruitment and Selection

The recruitment phase of the program did not run as smoothly as anticipated. The main reason for this was the lack of a full-scale recruitment effort. Because a much higher response was anticipated, REGY did not plan to do much in the way of recruitment. Also, what recruitment efforts were conducted

occurred so late that they were not as effective as they would have been two or three months earlier.

For recruitment to be effective, school officials need to be involved, such as principals, teachers, and counselors. In addition, community agencies could also help with recruitment, especially in the Hispanic community.

The processes for selecting applicants into STEP needs to be improved. Using CTBS as the sole criterion to measure reading level is not adequate. The CTBS may not reflect school performance or reading and math ability for two reasons. One, many youth took the CTBS two or more years ago, or did not take it at all. Second, some of the youth lack motivation when it comes to taking standardized tests and do not score well. Others, may score higher but are not motivated in the classroom. Some of the youth we took into STEP met all the competencies in a few weeks, and others were very poor readers. There may have been some youth that did not meet the educational requirements, but may have benefited from the program.

The CTBS should be used as one of the screening tools, but some other indicator of school performance should also be used. Perhaps teacher and counselor recommendations, or some additional testing may be useful.

SEATTLE SUMMER TRAINING AND EDUCATION PROGRAM

1985 SUMMER DEMONSTRATION

Prepared by: Zakiya Stewart

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I. OVERVIEW OF SEATTLE STEP PROGRAM

A. Site Selection and Entry Into STEP

The selection of Seattle as a demonstration site for the Summer Training and Education Program (STEP) was set into motion when the City of Seattle along with Seattle Public Schools, Seattle-King County Private Industry Council, and Washington State Employment Security Department responded to a Public/Private Ventures request for proposals with a letter of interest dated January 25, 1985. The first site assessment visit by Public/Private Ventures' occurred on February 19, 1985. Two meetings took place during this visit. First, a policy level meeting was held with all the signatories to the letter of interest and their administrative staff. Later, a working meeting took place with the operations staff of each agency to talk about the specifics of running a STEP demonstration in Seattle. Issues covered included management and implementation of STEP, data collection, prior experiences operating programs, agency linkages, proposed program design, and local resources. At the end of the day the Deputy Mayor paid a five-minute ceremonial visit.

It was agreed that should Seattle become a STEP site, the City's Summer Youth Employment Program would serve as the line of communication between Seattle STEP and P/PV and that a special coordinator for STEP would be hired. P/PV concluded that Seattle really wanted to participate in STEP and would do a good job. The site was left with the responsibility of working through the issues of summer school (could the targeted population be identified and recruited, given the mandatory summer school requirements of Seattle Public Schools?), CCP (could CCP provide the basis for remediation?), transportation (could transportation between remediation and worksites be arranged?), facilities (could a school building be obtained expeditiously?). This site visit was followed by a February 27, 1985 letter from the Acting Director of the Department of Human Resources to P/PV detailing elements of Seattle's target population and outlining the recruiting methods that would be used to achieve successful results.

Seattle was notified on March 6, 1985 that it had been selected as a demonstration site, contingent upon favorable resolution of

the Seattle Public Schools Human Subjects Review.¹ A subsequent site visit on April 11-12, 1985 was conducted with SYEP staff to update P/PV on planning progress. During this visit discussions were continued on issues relating to consent forms, life skills, the Human Subjects Review, hiring a STEP coordinator, recruitment and CCP.

B. Site Context and History

Seattle's interest in summer remediation predates STEP. Much of this interest was ignited by a speech Gordon Berlin delivered in December 1983 at the JTPA Conference in Savannah, Georgia. The coordinator for the Summer Youth Employment Program heard this speech and returned to Seattle inspired to try Berlin's concepts.

But the local Private Industry Council had decided to make private sector placement a priority requirement for the summer of 1984, mandating a focus on 16 to 19 year olds.² However, during that summer several incidents converged, paving the way for Seattle's receptiveness to STEP.

- For the first time a formal link was established between SYEP and Upward Bound whereby part-time jobs were developed for low-income Upward Bound youth who would not have been otherwise able to participate.
- Someone called from Public/Private Summer Youth Employment Program and discussed the STEP concept. It became apparent that STEP was an idea congruent with SYEP's own interest in summer remediation.
- Public/Private Ventures also contacted PIC about a STEP concept but received a cool reception.

¹Seattle Public Schools have formal guidelines for research projects. P/PV was asked to submit an "Application to Conduct Research and Experimental Studies in the Seattle Public Schools." A 10-page application was submitted on March 28, 1985 stating the purpose and scope of STEP. Included were copies of the P/PV Baseline Questionnaire. Normally this procedure takes four weeks, but the school district indicated it would try to accelerate the process. P/PV received formal approval in late April.

²Fifteen and 20-21 year olds could be served only if enough 16-19 year old youth could not be found; and service to 14 year olds was prohibited.

- Public/Private Ventures pre- and post-tested Upward Bound participants. A representative from Public/Private Ventures came to Seattle and was favorably impressed. At the same time, Seattle monitored the progress of the development of STEP.

Therefore, Seattle responded enthusiastically when P/PV sent out its request for letters of interest. Not, however, without some hurdles. First, approval had to be obtained from the PIC to serve 14 and 15 year olds. Second, a relationship had to be forged with Seattle Public Schools.

The initial meeting with the PIC planning staff was a disaster. The planning staff was committed to placing 16-19 year olds. In addition, they did not believe enough 14 and 15 year olds were available in the labor pool to run a STEP demonstration. Generally, they were opposed to the concept. Although SYEP had a good working relationship with Seattle Public Schools' Vocational Employment Program (the two programs both received PIC funds and sometimes shared information about youth), a concomittant relationship with the schools' administrative structure was nonexistent. The school district was chafing under the loss of the PIC funds, experiencing an \$11 million shortfall in revenues, and was not enthusiastic about a program that would not put additional dollars into its coffers. The Acting Director of Human Resources used her considerable personal influence to call together the heads of the needed agencies to explore how Seattle could participate in STEP. Essentially saying, "this is what we want to do and how can we do it together?," she chaired what became the first policy meeting for STEP. Agencies represented included the City of Seattle, the Private Industry Council, Seattle Public Schools, and the Washington State Employment Security Department. This first meeting ended with an agreement to meet again and talk through a letter of interest. At the second meeting the letter of interest had been drafted and was signed by all the agencies.

C. Project Structure and Management

Seattle Summer Training and Education Program (STEP) was sponsored and operated by the City of Seattle's Department of Human Resources (DHR) through its Summer Youth Employment Program (SYEP) office. Identified as the lead agency, SYEP took primary and exclusive responsibility for the design, administration and implementation of STEP. This responsibility encompassed staffing, recruitment, outreach, intake, academic remediation, life skills delivery, school year support and budget. SYEP is funded by the Seattle-King County Private Industry Council, but during the STEP demonstration it also received \$25,000 from the Washington State Commission on Vocational Education (CVE). In addition to the \$50,000 received from Public/Private Ventures to operate STEP, and the CVE grant, SYEP received \$211,921 from the

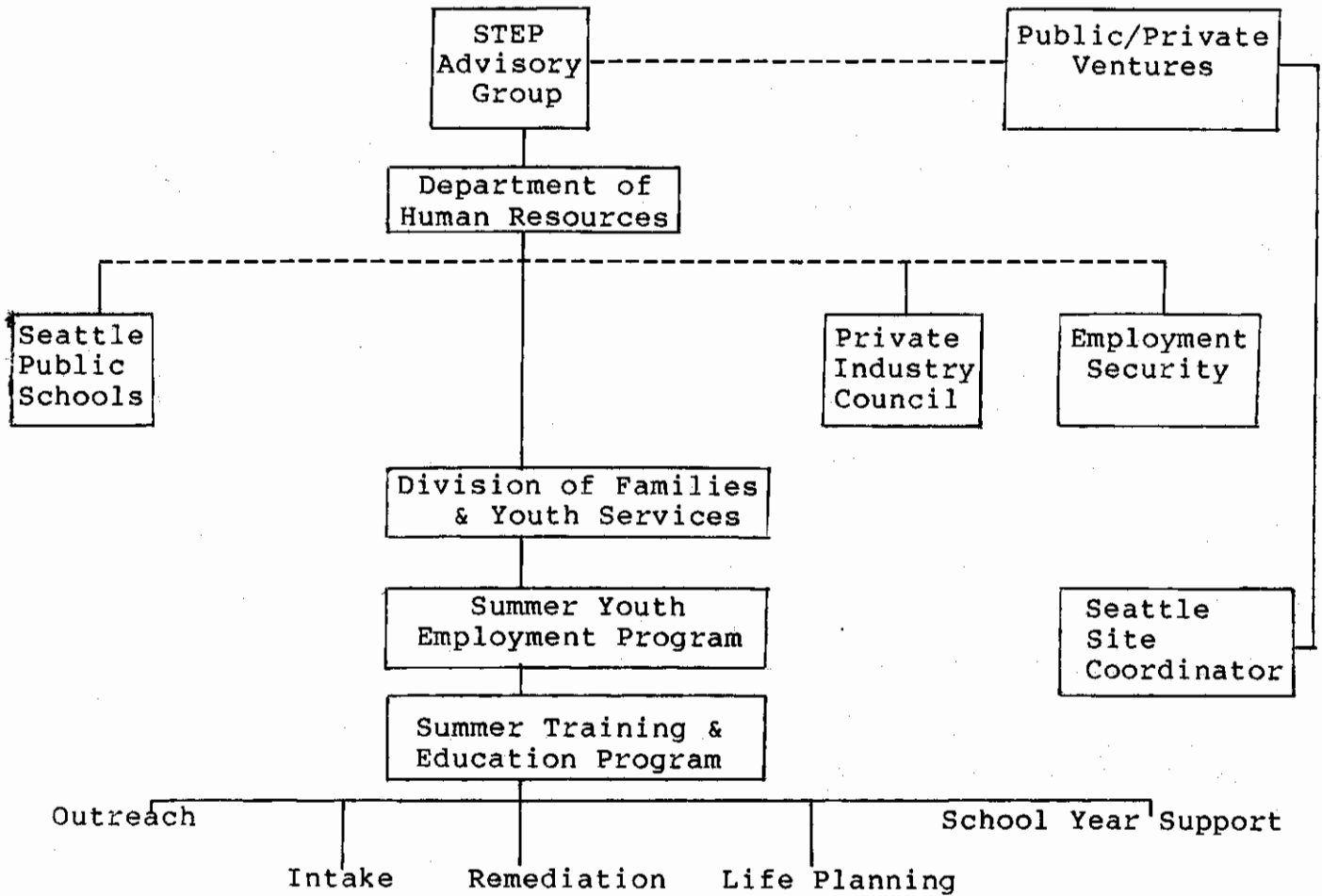
PIC and \$6,075 from the Division of Family & Youth Services. The limited role of the other cooperating agencies included:

- Seattle Public Schools
 - Provided P/PV and SYEP access to student records.
 - Assisted SYEP in the recruitment of eligible participants.
 - Assisted in the overall evaluation of STEP.
- Seattle-King County Private Industry Council
 - Provided work experience and wages.
 - Assisted in the overall evaluation of STEP.
- Employment Security
 - Public relations.
 - Assisted in the overall evaluation of STEP.

A STEP Advisory Group was formed to facilitate communication among the various agencies. Chart 1 illustrates the project organization for Seattle STEP.

Chart 1

Seattle STEP Project Organization



II. SETTING UP STEP IN SEATTLE

A. Participant Recruitment and Eligibility Determination

It had been estimated that 773 youth would be available as a STEP applicant pool. Based on data obtained from Seattle Public Schools, these 773 represented youth who:

- were 13 or 14 as of June 30, 1984;
- did not attend summer school in 1984;
- received free or reduced price lunch (an indicator of low income status); and
- scored below the 50th percentile on the California Achievement Test (CAT).

It was thought that the pool might be even larger than 773 because 15-year-olds are not subject to mandatory summer school requirements. Seattle area norms on the CAT are in the 60-66 percentile range, and low-income youth are likely to choose the opportunity to earn money over non-mandatory summer school. Plus, many other students would qualify for STEP who had been retained in the past due to attendance or behavior problems and were not counted in the 773 estimate obtained from the schools. Seattle hoped to maximize its recruiting efforts due to several factors -- a lack of available alternative programs for 14 and 15 year olds, the ability to access almost every 14 and 15 year old in the city through either the schools or over 50 community agencies, and the high level of interest in summer employment on the part of 14 and 15 year olds as evidenced by the number of applications received in previous years. Seattle's criteria for STEP participation was 14 and 15 year old who either tested one grade below on the CAT or who had been retained at some point in their school career. The recruitment effort entailed:

- a recruitment mailing was sent to those students identified by Seattle Public Schools as STEP eligible;
- middle and high school counselors referred STEP eligible students to SYEP;
- community agencies serving 14 and 15 year olds were contacted and utilized as referral sites for STEP;
- an agreement was struck with Seattle Public Schools' Youth Employment Program to refer all STEP eligible applicants to SYEP;

- the Employment Security Department provided recruitment assistance; and
- traditionally excellent media coverage in commercial newspapers, broadcast media, and local community newspapers was maximized.

Outreach for STEP was intensive and focused. Outreach occurred on several levels designed to solicit eligible applicants. First, Seattle Public Schools supplied SYEP with a list of 14 and 15 year old students meeting the academic requirements -- either reading at least one grade below level or possibly retained -- who were also eligible for free/reduced lunch. There were a number of problems with this list. For instance:

- it included some over-age youths;
- many eligible students do not participate in the free/reduced price program because of its stigma;
- it did not contain data on retentions; and
- it excluded special education students, some of whom might meet the program's threshold criteria of being able to read at the fourth grade level.

Nevertheless, this list produced 157 eligible applicants.

Next, a list of SYEP applicants was submitted to Seattle Public Schools to determine whether they met academic requirements. Finally, Seattle Public Schools provided a computer printout of 14 and 15 year old students determined to be "at risk" of failure for the 1984-85 school year. Students from this list were given application forms through their school counselors. The decision to follow through by sending the application to SYEP was left up to the students. In addition, direct appeal was made through community newspapers encouraging 14 and 15 year old youth to apply. The Seattle Post-Intelligencer reported on remediation opportunities in its April 17th edition, and flyers were distributed throughout the Seattle area targeting 15 year olds in general, but some were eventually recruited as STEP participants.

Normally, SYEP receives approximately 2,000 applicants for 800 jobs. STEP proved to be no exception to the rule. A total of 640 applications were received from 14-15 year olds from which 326 were randomized to STEP and the remaining 314 were found to be ineligible. These youth were found ineligible for several reasons, including:

- no available test scores;
- no social security card;
- test scores were too high;

- income was too high; and
- attended a private or parochial school with which P/PV had no agreement to access data.

Applicants had to meet both an income and academic requirement to be eligible for STEP. They had to be low income and live within the City of Seattle, plus they had to be educationally deficient -- either reading below grade level or having been retained some-time during their school career. JTPA criteria were used to determine income eligibility. The procedure calls for "self-verification" wherein income information reported on the JTPA application, if it appeared more or less correct, is accepted. Generally, no supporting documents are required by summer youth employment. However, standard practice dictates that much of the information is later verified by a phone call to the family because most applications generate additional questions that require clarification. Several criteria were used to determine academic eligibility:

- California Achievement Test (CAT) reading scores;
- Wide-Range Achievement Test (WRAT) scores for special education students; and
- Student transcripts to determine retention on students for whom there were no test data.

All data was accessed from Seattle Public School records. This final eligibility screening was done by the P/PV site coordinator. Only computerized test scores recorded on official forms used by the schools were accepted as documentation.

One hundred forty-nine (149) 14 year old youth and 177 15 year old youth passed screening. These youth were the source used for randomization. The randomized youth attend all 20 middle and high schools in Seattle.

B. Intake and Orientation

Intake for STEP applicants was conducted separately from the intake of older SYEP applicants. Following standard SYEP practices, orientation dates were set and applicants were given appointments. STEP applicants were oriented in groups of 10 to 15 youth. Indochinese applicants were scheduled separately so interpreters could be available.

At these orientation sessions, applicants turned in P/PV consent forms; parent authorization of employment forms; and health history questionnaires. In return they were given a Form W-4 and a summer work preference sheet to fill out. Around the walls were posted bright yellow construction paper on which typed descriptions of the various job categories had been stapled.

Youths would later be asked to use these descriptions to determine job preference: art, mural design, drama, theatre, puppetry, grounds and building maintenance, day camp, or clerical and office. Parents were invited to attend orientation but few came with the students.

Following the general orientation, youth were called individually by a placement counselor who talked with them about their job preferences and had them read a selected paragraph in order to determine if they met the fourth grade reading level academic eligibility floor. The students were asked to read the paragraph silently and answer the questions on the back.

C. Consent Forms

Public/Private Ventures consent forms were sent to SYEP applicants who had been determined JTPA eligible and were "thought" to be academically eligible. Two signed forms were required -- a parent consent form and a youth consent form. No problem arose in garnering consent. Approximately 30 parents failed to check permission to visit a comprehensive health facility. However, because a similar percentage made other errors on the consent form (i.e., wrote parent's name or Summer Youth Employment on the line reserved for the name of the youth), it was conceivable that failure to check that space represented an omission rather than denial, but nothing was being taken for granted. All treatment students were given Parental Consent to Participate in the Comprehensive Health Facility Clinic Visit forms. Only those students returning signed form were taken on the clinic visit.

D. Random Assignment

Random assignment was performed by the P/PV site coordinator. SYEP felt the need to assign youth to jobs quickly in order to insure that STEP youth got good jobs and were not given the "leftovers." Thus random assignment began May 22nd and was repeated as quickly as student folders could be assembled and screened. In all, randomization was repeated eight times, with the last participants randomized on July 2nd. In order to be randomized the site coordinator checked that the following data was available for each STEP youth:

- name
- date of birth
- age
- ethnicity
- reading score or retention data

- school identification number
- signed P/PV consent forms.

Guidelines provided by P/PV for random assignment were followed carefully each time the process was repeated.

E. Testing

1. Pre-Test Procedures

Seattle STEP began operating on June 24th and 25th. The first two days were reserved for testing.

- June 24th: Control group participants.
- June 25th: Treatment group participants.

Approximately 75 youth were tested in the morning and the remaining 75 were tested in the afternoon. Control youth were tested from 9:00 to 12:00 p.m. or 1:30 to 4:30 p.m. to allow an one-hour SYEP orientation on the first day. Treatment youth, who had been oriented on June 24th, were tested at either 8:00 to 11:00 a.m. or 12:30 to 3:30 p.m. Youth were pre-assigned to a test room averaging 20 testers per room. Make-up days were scheduled for Wednesday, June 26th and Friday, June 28th. The Summer Youth Employment Program was responsible for setting the test day and sending letters of notification to STEP participants. The P/PV coordinator was responsible for test administration and room assignments. The P/PV site coordinator, SYEP supervisor and STEP program assistant collaborated on this pre-test format.

- Proctor Training: SYEP provided eight proctors for pre-testing:

- two life skills instructors;
- three SYEP liaisons;
- three SYEP youth workers; and
- one SYEP work/study student.

Proctors attended a two-hour training session on June 21, 1985 conducted by the P/PV site coordinator. The training included an overview of STEP, basic information about test procedures, and a "walk" through the test materials and the test day. Care was taken to insure that proctors had a thorough understanding of the importance of uniformity and how to answer questions that might occur during testing.

- Test Preparation: Test materials were organized by room assignments to eliminate students standing in lines and to facilitate getting testing started

promptly. Proctors arrived a half hour before test time to check out materials and set up rooms (tape up pre-drawn answer sheet samples, sharpen pencils, arrange chairs if needed). The P/PV site coordinator manned the front desk to handle questions or mix-ups.

- Control Testing: Control youth were tested on Monday, June 24th at the former Horace Mann Elementary School which now serves as an office building for the City of Seattle. Youth had been assigned to rooms with their worksite liaisons and were given a one-hour orientation plus their job assignments prior to testing. After the orientation, proctors entered the room to begin testing. Each youth's name was checked with the P/PV identification number before she/he was given a test. Anyone not on the proctor's list was sent to the P/PV site coordinator for assignment. Any treatment students who inadvertently came to the wrong orientation site were sent to Franklin High School, the treatment orientation site, and told to come the next day for testing; any control youth who were in the wrong room were sent to the correct place; any youth who had not been randomized and assigned a P/PV number were not tested. Approximately 141 control youth were tested on June 24th.
- Treatment Testing: Treatment youth were tested on Tuesday, June 25th at Franklin High School, the site of remediation. These youth received their orientation and job assignment the preceding day. Morning testing started at 8:00 a.m. and ended at 11:00 a.m. Afternoon testing was from 12:00 to 3:30 p.m. Approximately 133 treatment youth were tested on June 25th.
- Make-Up Tests: Eventually three make-up tests were given in order to guarantee that all eligible youth who were interested in STEP had an opportunity to participate:

<u>DAY</u>	<u>DATE</u>	<u>NUMBER TESTED</u>	<u>TIME</u>
Wednesday	6/26	19	12:30-3:30
Friday	6/28	7	12:30-3:30
Friday	7/5	13	12:30-3:30

All make-up tests were given at Horace Mann to mitigate any disruption of the remediation. Since many of the youth who were scheduled for make-up

tests had been too late on their assigned day to be tested, make-up tests were scheduled in the afternoon to facilitate their getting there on time. Indeed, those students who had been late were told to report for testing at 12:00 noon to insure their timeliness. Proctors administered the make-up tests on June 26th and 28th. The P/PV site coordinator administered the make-up tests on July 5th. During make-up treatment and control youth were tested together.

Few problems occurred during pre-testing. The fact that there was only one site on any given day for testing virtually eliminated severe mix-ups. Youth responded to the test rather matter-of-factly as part of the normal process of SYEP. Although they were given their job assignments prior to testing, this information did not appear to impact the test environment. Even the lottery was received with aplomb -- there were few questions after the lottery was explained.

2. Post-Test Procedures

Post-test procedures duplicated pre-testing, with control youth tested on August 13th at Horace Mann and treatment youth tested on August 14th at Franklin High School. Make-up tests took place on August 15th and 16th at Horace Mann. Again, testing was held in two sessions -- 8:00-11:00 a.m. and 12:30-3:30 p.m. on August 13th and 14th and 12:30-3:30 p.m. on August 15th and 16th. Youth tested on each day included:

- August 13-14: 242
- August 15: 14
- August 16 16

272

- Proctor Training: SYEP provided eight proctors for post-testing:

- one SYEP adult remediation aide
- one STEP administrative assistant
- one MIS office assistant
- one MIS specialist
- three SYEP work/study students
- one SYEP youth aide.

Proctors attended a one-hour training session on August 8th that duplicated the pre-test training, drawing special attention to any concerns that occurred during pre-testing (e.g., graffiti on answer sheets). Again, care was taken to insure a clear understanding of the guidelines for answering questions and the need for uniformity in test administration.

- Efforts to Test All Participants: Maximum efforts were made to test each and every randomized student:
 - a. SYEP notified all participants at a special August 6th Career Day on their scheduled test day. Morning testers were given an orange flyer and afternoon testers were given a green flyer. Students who won the pre-test lottery were asked to raise their hands as a way of generating interest in post-testing.
 - b. Written notification was sent to all students restating that they would be paid to take the test.
 - c. Youth who missed their assigned test day were called each evening to schedule a make-up.
 - d. Youth who missed the first make-up were called again and scheduled for the second make-up on August 16th.
 - e. Terminated youth and youth who were never tested were sent a special letter offering to pay them on the spot if they came for post-testing.
 - f. Youth still working who missed the first make-up were told to pick up their pay at the second make-up on August 16th at Horace Mann.

Two hundred seventy-two (272) or 87 percent of pretested STEP youth were posttested. Fifty-four (54) randomized youth did not participate in the post-test.

F. Data Availability and Access

1. School Data

Two levels of school data were collected for the STEP program -- district level data and student level data. District level data includes information about the school district itself, e.g., number of students, average standardized test scores, policies for promotion, etc. This information provides a context for the information collected about students. Student level data includes information about individual students who participate in STEP. These data include the students' attendance records, date of graduation, scores on standardized tests, and other information about the student.

The School District Information Interview Guide was the major source of district level data. The P/PV site coordinator scheduled appointments with school district staff whose areas of responsibility were addressed in the guide. Although everyone was cooperative, it was difficult to complete the interview process during June, July and August because of staggered vacation schedules. Person interviewed in collecting district level data included:

- Director of Evaluation Services;
- Executive Director of Secondary Education;
- High School Administrator;
- Acting Middle School Administrator;
- Director for Student Placement; and
- Curriculum Coordinator.

In addition to the School District Information Interview Guide, P/PV received a printout of all courses available to 14 and 15 year olds, and Seattle Public Schools policies on promotion, retention and graduation requirements.

Three types of student level data were collected -- data for determining eligibility, data needed for research and data useful for administering STEP.

- Eligibility Data: Computer printouts were provided of the CAT and WRAT scores for all 14 and 15 year old students who had been identified as "at risk" of retention. However, many STEP eligible students are those who tend to "skip out" on test day. Thus, for many students test scores were not available. Data about retention, the other source for STEP eligibility was not available through the centralized computer files. These data had to be accessed from individual student folders kept at the local school. Since STEP applicants attended all 20 high schools and middle schools, clerical helpers were utilized to travel to each school and obtain student transcripts. The Director of Evaluation Services facilitated this process by drafting a memorandum to all secondary principals apprising them of STEP and the need to access folders at their schools. Utilizing test scores and student transcripts to determine eligibility, 326 STEP applicants were randomized.
- Research Data: Copies of the signed P/PV consent forms were a pre-requisite for releasing individual student data on grades, attendance and withdrawal. The requested copies were provided by the P/PV site coordinator. It was agreed that a special tape would be set up for STEP participants and P/PV could access these tapes upon request. In addition,

variables identified in the Application to Conduct Research and Experimental Studies in the Seattle Public Schools relating to basic identifiers, annual updates, and final school status will be provided on to P/PV on computer tape.

- STEP Administration Data: A statement will be included in each participant's permanent record that will identify the student as a part of an ongoing research effort to alert any school official handling the file that P/PV will be attempting to obtain data about the student on a regular basis. In addition, P/PV will be provided with a monthly printout of any STEP student transfers. These printouts were scheduled to begin in October 1985 and continued throughout the three years of the demonstration.

2. JTPA Data

JTPA data for SYEP is stored in files housed with the MIS/Payroll Unit. MIS/Payroll maintains a manual system of folders and all documentation on a youth is kept in his/her individual folder. In order to distinguish STEP participants from regular SYEP placements, orange and green folders were used for STEP and buff-colored folders were used for non-demonstration youth. The identifying sticker on each folder was color-coded for ethnicity and included the participant's name, age and sex. Originally STEP folders were kept in a separate file drawer. Later in the summer, however, they were co-mingled alphabetically with all of SYEP. Arrangements were made by the P/PV site coordinator to personally access all data directly from the student folders. This process was used to check for consent forms, JTPA applications, payroll sheets, and termination notices. Data was literally hand-copied from the files onto documents prepared for P/PV. The one exception was information relating to family income. Upon request, the PIC provided an incomplete computer printout of family income for 209 STEP youth. The MIS/Payroll Unit was cooperative and helpful. However, the shortcomings of maintaining a manual system made accessing data extremely time-consuming.

III. IMPLEMENTATION OF STEP IN SEATTLE

A. Overview

Seattle STEP ran eight weeks from June 24 to August 16, 1985. Each youth was to receive 222 program hours, with control youth receiving work experience only and treatment youth receiving 102 hours of work experience and 120 hours of remediation and LSO.

STEP participants in Seattle were 14 and 15 year old JTPA-eligible youth who met an educational deficit requirement of either: (1) testing one or more grades behind on the California Achievement Test (but no lower than the fourth grade); and (2) having failed a grade in school.

Youth applying to STEP and their parents or guardians were required to sign a Public/Private Ventures consent form which permitted access to their school records, access to SYEP records, and P/PV testing.

Three hundred twenty-six (326) applicants were randomly assigned to treatment or control groups:

- Treatment youth worked three hours per day at regular SYEP jobs and attended classes three hours per day.
- Control youth worked six hours per day at regular SYEP jobs.

B. Participant Characteristics

The basic characteristics of the youth served by Seattle STEP appear below:

<u>RACE</u>	
Black	58.3%
White	6.1%
Hispanic	4.7%
Asian	24.7%
Other	6.1%
<u>SEX</u>	
Male	56.2%
Female	43.8%
<u>AGE</u>	
< 14	45.4%
> 15	54.6%

As the numbers show, blacks and Asians comprised the two major groups served in Seattle. The Asian population served in Seattle was largely Indochinese. Although all youth were found to be functioning at the 4th grade English reading level, some special arrangements were made in their recruitment and selection as described below.

Since 1976 Seattle has received a large influx of Indochinese. Many prefer the Pacific Northwest because of the temperate climate and proximity to agricultural opportunities. Ironically, many found themselves in Seattle because of liberal refugee assistance benefits and the willingness of church groups to sponsor families. The decision was made to orient Indochinese applicants separately so interpreters could be provided. Two adult translators were present to interpret and help fill out applications. Many of the Indochinese applicants were thoroughly unfamiliar with filling out Form W-4 (almost half of them asked the site coordinator for help, probably assuming as an adult she was with SYEP) and also most needed help making a preference selection for summer jobs. One question on the job preference sheet asked about future career plans. Several students asked the site coordinator what "future career plans" meant. The intake process was much longer for the Indochinese youth, about 20 minutes opposed to 10 for other groups. Rather than have the Indochinese applicants read the fourth grade paragraph used for verifying the 4th grade performance floor and write the answer on back, SYEP decided to have them read the paragraph out loud and tell about the story. Since more foreign language students speak better than they write, the intent was to avoid penalizing youth who did not write well.

C. The Remediation Component

Remediation proved the most challenging component for Seattle. Most of this was caused by the initial decision to use the Comprehensive Competencies Program (CCP) instead of CORE. The problems and solutions are outlined in this section.

1. Planning the Curriculum

Problems arose immediately with the decision to use CCP as the source of remediation for STEP. The time needed for planning and training far exceeded the time available to start up the STEP demonstration by June 24th. CCP required a two-tiered application process in addition to special teacher training in Corvallis, Oregon by certified CCP trainers. The remediation design had been to hire a head teacher to be trained in the CCP system and who would, in turn, train other remediation teachers. But the head teacher was not hired until mid-May even though the first CCP training session ended in late May. SYEP felt that the head teacher position could not be announced until materials were received from the Remediation and Training Institute (RTI)

detailing CCP training requirements, and until there was an executed Memorandum of Agreement with P/PV. Other delays included:

- the City did not get its application to RTI in a timely manner;
- the turnaround time on the part of RTI was slow;
- the need for lead time in ordering materials; and
- the need to have CCP materials approved by Seattle Public Schools.

March 20, 1985 was the first CORE site visit. Potential problems with CCP were discussed and P/PV offered to intercede with RTI to get Seattle's application on the "fast track." However, it was becoming apparent that Seattle would have to reconsider CORE as an alternative, and a May 1st deadline was set as the date to make a final decision about CCP. If certain requirements were not met by that date, it would be impossible to include CCP as part of the STEP demonstration. Time ran out and the decision was made to utilize CORE. But by this time CORE was also a challenge for Seattle. The self-contained nature of CCP had not required technical assistance from the schools, thus appropriate channels of communications had not been established. When attempts were made to open the channels in mid-May, SYEP found them closed:

- Seattle Public Schools does not operate a competency-based program in its regular curriculum and knowledge about available resources was scant.
- Seattle Public Schools had just received news of a \$12 million shortfall and most curriculum consultants were scheduled to be "rified" (reduced in force). Morale was low and everyone's future was in limbo.
- May is closure time for schools and the priority is to end the school year. District staff were not focused on starting up a new program.
- Seattle Public Schools (SPS) offers its own summer school program and resources had already been committed to that effort.

A second CORE visit was made on May 9th and 10th to assist Seattle in advancing CORE. Completing the CORE Operational Plan, teacher pre-service, and ordering materials were the main issues. Planning was difficult at this meeting because none of the early planning phases had been completed yet. So a site work plan was begun. Subsequently efforts were made to organize a CORE planning team. On May 17th, the STEP program assistant met with

the Secondary Reading Consultant to solicit technical assistance with developing the CORE competencies. However, the only suggestion was to use the district's summer school curriculum as a basis for remediation. This curriculum was neither individualized nor competency-based. On May 20th SYEP met with the district's computer specialist and curriculum specialist. It became apparent tha SPS staff was very uncomfortable in the meeting, and the computer specialist reiterated the district's policy against sharing hardware and software with outside groups. The reading specialist felt she could not adequately represent her supervisor at this type of meeting. It was obvious that Seattle Public Schools' mid-management was not aware of the district's relationship to STEP. At this juncture P/PV, through its site coordinator, began to strongly advise an alternative approach. Instead of drawing upon school district resources, it was suggested that SYEP seek the services of an independent consultant to help develop the CORE comptencies. This idea was originally rejected by SYEP because they still hoped that:

- there was a possibility the school district would provide these skills at no cost;
- the head teacher, once brought on board, could assist with this function; and
- P/PV's remediation consultant would develop the competencies on the next site visit if more was not forthcoming from the schools.

There was further reluctance because it was felt the difficulty getting a consultant contract through the City's bureaucracy would be too burdensome, and there was no money allocated in the STEP budget to pay a consultant.

A meeting was set with the Executive Director for Secondary Education, who had been designated the district's liaison with STEP, to discuss outstanding issues relating to remediation. The two concerns were the lack of technical assistance on CORE and the designation of a remediation site. This meeting was held on May 23rd at SPS. It was suggested that the district's curriculum director and secondary reading consultant be approached again about providing technical assistance in developing the CORE competencies. Sharples Alternative School was designated as a remediation site. Nevertheless, after this meeting, the suggestion to hire an independent curriculum consultant was repeated. Following SPS directions, a meeting was set with the curriculum director and secondary reading consultant to coincide with the next CORE site visit. This visit occurred on May 18th; however, not much had changed:

- a local planning team had not been developed;
- the Operational Planning form had not been completed;
- print materials had not been ordered;
- a technical assistance provider had not been identified; and
- a remediation facility had not been nailed down (although Sharples Alternative School had been verbally identified, SYEP had not been able to access the building).

May 28th was spent meeting with P/PV stressing the need to involve the public schools in a more significant way, reviewing the needed recordkeeping system for CORE management, sharing examples from other demonstration sites, and discussing pre-service training. The need to complete certain CORE planning steps was re-emphasized. On May 29th, P/PV met jointly with SYEP and the district's curriculum specialists. Although the meeting was friendly, with helpful suggestions on CORE, it was apparent that neither curriculum specialist could perform the technical assistance provider function. Under great pressure (the demonstration was set to start in three weeks) and with tremendous reluctance, SYEP agreed to consider the alternative route of an independent consultant. However, it was too late to search for a TA provider. What was needed was someone to put the curriculum on paper. The P/PV site coordinator volunteered to search for a consultant. The only area within the public schools to use a learning center model was Chapter I. The director for Chapter I was called and asked to recommend someone who could assist with CORE. An intermediate Chapter I teacher from a district elementary school was recommended. She was contacted and asked to develop the CORE competencies within the tight timeframe of the demonstration. She agreed to talk with SYEP. On May 30th SYEP met with this teacher to view her learning center and discuss CORE. SYEP was impressed to see a learning center at work and agreed to hire the Chapter I teacher to get CORE moving. This teacher developed a set of reading and math competencies which formed the basis for CORE remediation in Seattle.

2. Implementing the Curriculum

Franklin High School was eventually designated as the site for STEP remediation. Franklin is centrally located near public transportation. Five remediation classes plus life skills were conducted in the morning, and five classes were conducted in the afternoon. The duration of each session was morning classes from 8:00-11:00 a.m. and afternoon classes from 12:30-3:30 p.m.

Fifteen Apple IIE computers were located in a computer lab, thus classtime was devoted to reading and math using print materials with participants matriculating between computer lab and life planning. The weekly schedule allowed for:

- Reading/Math 9 hours
- Computer Lab 3 hours
- Life Skills 3 hours
- Total 15 hours per week

Approximately 25% of the remediation hours were spent in the computer lab. Students rotated by class to the lab and were assisted by their remediation teacher and an SYEP aide assigned to the computer room. Each class visited the lab four times a week for 45 minutes.

There were approximately 15 participants per class staffed by a certified teacher and an aide. The teachers were drawn from Seattle Public Schools and surrounding districts. Five teachers and 10 aides were utilized. The aides were work/study students from Seattle University and older SYEP youth. The background and generic roles of teachers and aides are listed below.

<u>Position</u>	<u>Background</u>
Head teacher	Assistant Principal, Seattle Public Schools
Teacher	Substitute Teacher, Seattle Public Schools
Teacher	Special Education, Renton Public Schools
Teacher	Alternative Teacher, Seattle Public Schools
Teacher	Teacher, Kent Public Schools
Aide	Adult Liaison
Aide	Work-Study
Aide	Work-Study
Aide	Work-Study
Aide	Work-Study
LSO	Work-Study
Aide	Work-Study

Position	Background
Aide	SYEP Youth
Computer Aide	SYEP Youth
Admin. Specialist	Office Staff

On June 26th, during the first week of demonstration, each treatment youth was administered either the CORE Diagnostic Test (high readers) or Stanford Diagnostic Test (low readers). The diagnostic results determined where each student was placed in the curriculum. Youth were now allowed to proceed through the curriculum, at their own pace, with 70% mastery of a competency used as a criterion for advancement. The remediation program itself was competency-based, individualized instruction as the primary mode. The classroom activity most commonly observed was youth working through their workbooks with the instructor providing individualized assistance by either circling the room or calling youth to their desk on a rotating basis. Other activities observed included free-reading and utilizing USA Today to increase vocabulary and reading comprehension. Small group instruction was not employed as a methodology. Upon entering class youth would first check-in and pull their folders. They would then review where they left off, look for any teacher comments, and proceed according to their progress plan. Interaction between participants and instructors was mostly formal and structured, yet friendly.

D. The Life Skills and Opportunities (LSO) Component

The LSO curriculum developed for P/PV by consultants was the blueprint used in delivering instruction. Two part-time instructors were hired, with one instructor working mornings and the other working afternoons. Although neither was a certified teacher, both had worked with adolescents and possessed experience dealing with issues of sexuality.

1. Training

Both instructors were flown to Portland, Oregon and trained in a joint session with the Portland demonstration staff on June 18th and 19th. The two-day training involved introducing them to the curriculum and demonstrating how the exercises and films worked under simulation. The well-developed curriculum provided the day-to-day content for LSO instruction. Both instructors reacted favorably to the training. They appreciated the thoroughness of the curriculum and felt prepared to meet the youth on the first day.

2. Life Skills Implementation

There were five morning classes and five afternoon classes. Classes averaged 15 students staffed by an instructor plus an aide. The life skills three-hour day was divided between two classes each receiving one and a half hours of life skills instruction per day. Each remediation class met with the LSO instructors twice a week. Two classes were combined on Fridays to allow joint planning time for the LSO instructors.

The format of life skills delivery was workshop style utilizing both small and large group exercises, simulations, and discussion. Lecture represented less than 15% of class time. The LSO curriculum was implemented according to the manual with only a few minor modifications:

- A "Name Game" was added to Session I to allow instructors to get to know the students.
- An exercise on assertiveness was included in Session 9 dealing with pressure lines.
- Used news articles about Rock Hudson during the session on sexually transmitted diseases.
- Improvised a skit on herpes during the session on sexually transmitted diseases.
- Devised a poster contest on what it takes to be a good parent. Winners got lunch with the instructors.
- Role playing through "add on" stories relating to various sessions.
- Fruit, donuts and musical chairs to combat sleepiness.
- A student evaluation of life skills was added in Session 12.

No real problems were encountered in delivering the curriculum. The aide assigned to the class was an over-enthusiastic work/study student who requested the assignment because he had received a similar sex education course in high school. Because he had not been trained with the LSO instructors and did not understand the need for a uniform delivery within the demonstration, he sometimes had to be restrained to keep him within the context of the P/PV curriculum.

3. Clinic Visit

Clinic visits were arranged by the LSO instructors when scheduling became too difficult for the STEP program assistant. Five clinics were visited:

- Odessa Brown Children's Clinic;
- Columbia Center Health Center;
- Holly Park Clinic;
- Country Doctor Clinic; and
- Carolyn Downs Community Health Center.

All were chosen because they were comprehensive medical facilities. Different clinics were visited to accommodate the need for multiple visits so youth could be taken in small groups and be exposed to the diversity of services available. Two clinics -- Odessa Brown and Columbia City -- had extensive adolescent treatment program with everything from specially designed examining rooms to staff specializing in adolescent medicine. Clinic staff were very responsive to STEP because both have adolescent outreach programs in the schools during the academic year.

E. The Work Experience Component

The implementation of the work experience component was consistent with the STEP program design.

- Treatment youth worked three hours per day and attended classes three hours per day.
- Control youth worked six hours per day.

Worksites for treatment and control youth were developed in the Employment Unit of SYEP by the worksite liaisons and the unit operations assistant. The process used was the same traditionally utilized in developing regular SYEP summer jobs. Summer youth supervisors were asked to look at their jobs and indicate which could be split to provide part-time employment for treatment youth. Everyone was made aware that 150 slots were needed to accommodate STEP. No serious problems surfaced in providing part-time jobs, although special consideration had to be given to the age and inexperience of 14 and 15 year olds. During orientation, STEP applicants had read descriptions of types of summer jobs available and had completed job preference sheets. From the job preferences list and a placement interview with a worksite liaison, youths were matched to available jobs. None of the youth had previous work experience of any kind, and adherence to child labor laws meant the youth could not be assigned to any jobs that required the use of power tools or were above ground. Real care was taken to see that STEP youth

got good jobs that were representative of SYEP opportunities. Even though placement of the entire STEP component was sometimes delayed because of the complexity of academic eligibility, it was insured that all STEP youth would get good jobs by setting aside a certain number of job cards.

Treatment and control participants were assigned to a similar mixture of work experiences. Each group was provided opportunity for both individual placement and group project experiences.³ Some worksites served a combination of both treatment and control youth. Although most of the 14 and 15 year olds held common SYEP jobs as clerical, maintenance, recreation or child care aides, a few of the projects and placements were quite interesting. One control youth was placed with Medina Children Services as a public relations assistant; another control youth worked at the University of Washington Law Library where he learned the filing systems for briefs and law journals, nine control youth were involved with a local theater group and got to perform on stage at the end of August; 21 treatment youth were placed in the Sasa Havi Puppet Project where they made puppets and performed stories at the local libraries and community centers.

1. Schedule

Fidelity to the STEP model was insured by a check of all payroll sheets for STEP youth at each pay period. Payroll was checked to document that all youth were paid at \$3.35 per hour, that treatment youth received three hours of remediation/life skills and three hours of work experience; and that control youth received six hours of work experience each day. There were individual exceptions when a control youth worked more than the prescribed hours. This usually occurred when a supervisor would forget the youth was STEP and allow him/her to work SYEP hours (seven hours per day). These unauthorized hours were usually discovered during payroll monitoring. SYEP would then notify the supervisor and employee that hours would have to be cut back during the subsequent pay period to insure that STEP youth did not exceed 220 hours during the demonstration.

³Group projects are special work experiences designed especially for summer youth employment. SYEP develops a request for proposal and distributes it to community agencies and city departments. Proposals received are then rated by a team composed of SYEP staff, a representative from another city department, and a representative from a community agency. This team judges which proposals are feasible, which offer meaningful work experiences, and which can be done within SYEP budget (about \$500). The number of group projects chosen is governed by the amount of available dollars.

2. Transportation

Efforts were made to provide participants with jobs either near their homes or near the remediation site. Youth were provided scrip to take the bus between work, remediation and home for the first week. Bus passes were issued in July to facilitate transportation before the first full pay period. By August, participants were expected to pick up their own transportation costs.

3. Monitoring

SYEP employed 11 worksite liaisons to monitor the job sites and provide contact between SYEP and the jobs. These liaisons picked up completed payroll sheets, delivered payroll checks, and periodically visited the worksite. Control youth received their paychecks at the worksite; treatment youth received their pay at the remediation site. In addition, the P/PV site coordinator visited a selected sample of worksites for both groups to observe the work environment and assess the quality of the work experience. Most problems encountered by youth during the work experiences related to age and lack of job training. Many 14 and 15 year olds were too young to be left unsupervised. One example of this was youth employed as day camp aides at the Central Area Girls Club. The 14 and 15 year olds were not much older than the day camp enrollees. They were too young to even take the primary students to the park without an adult staff person present. In this case, the STEP workers could not function as additional staff for the Girls Club. The lack of job training manifested itself in the need for continual direction. Several supervisors commented on the necessity to constantly tell the youth what to do next. They lacked experience in initiating activities.

F. The School Year Support Plan

1. Background

School year support planning was initially complicated by the departure of the SYEP Coordinator who relocated to Boston, Massachusetts. The political implications surrounding her leaving were many:

- Who will fill this very desirable role on an acting basis?
- Will the permanent STEP program assistant be hired expeditiously now that the supervisor position is vacant?
- How expeditiously will the Department of Human Resources fill the coordinator's position?

- Will the successful contestant be competent for the complexities of STEP?

Public/Private Ventures was concerned that school year support not be lost in the transition surrounding the supervisor's position. There was also concern that a more significant role in STEP be developed for the school district, and school year support seemed a logical area within which to develop that role. To facilitate movement on the school year support issue several steps were taken:

- Ford Foundation and P/PV met with the Director of the Department of Human Resources, on their July 29th visit, and expressed their concern. This visit was followed by a strong letter emphasizing the need to fill the SYEP position quickly and the importance of school year support.
- On August 1st, the P/PV site coordinator met with Seattle Public School representatives to discuss school year support. Surprisingly, no one had sat down and discussed this aspect of the program with the schools. A tentative decision was made to meet with SYEP people and brainstorm an approach to school year support.
- Ideas from remediation teachers on school year support were solicited at the August 2nd teachers' meeting. There is much interest among this group in what will happen to the youth after summer remediation. The P/PV site coordinator agreed to provide additional copies of the P/PV guidelines for the development of STEP school year support and note their best thinking at the SYEP Evaluation Session planned for August 6, 1985.
- A strategy session was held with the remediation teachers on August 6th to brainstorm ideas for student activities. It was decided to choose two representatives from each of the demonstration classes to form a loose advisory committee. These participants met on August 15th and offered suggestions for school year support.

By September 7, 1985 a final school year support plan emerged. Summer Youth Employment will manage the school year support component with the help of work/study students as youth advisors. A STEP Youth Advisory Board made up of representatives from each school has been formed and will meet on an ongoing basis to help in planning for activities.

2. Goals

The goals of school year support are to: (1) encourage STEP participants to continue their academic progress; (2) keep track of the youth; and (3) link participants with tutorial, health, counseling and other support services.

- Each youth will receive individual academic counseling in meeting graduation requirements. A plan of coursework will be developed with each youth and shared with parents/guardians.
- Each youth will be contacted at least once a month for progress reports. Preference will be face-to-face contacts, with telephone contacts used as a back-up method.
- Each youth will develop a support service needs assessment to facilitate appropriate referrals.
- STEP counselors will utilize an inventory of support services and a community resource guide compiled specifically for STEP.
- STEP counselors will follow up on youth who do not participate in school year support activities.

3. Implementation

A newsletter, The Stepping Stone, will be mailed to all treatment youth informing them of the STEP Youth Advisory Council and the first event. At the same time, each treatment youth who successfully completed the 1985 demonstration will receive a congratulatory letter from the superintendent. This letter will be followed by a series of activities during the school year:

- September 14th Youth Advisory Council meeting.
- September 25th banquet.
- Academic counseling.
- Parents meetings.
- Review of youth grades each quarter.
- STEP group activities.
- Help in filling out SYEP applications for 1986.
- Year-end coursework plan for 1986-87.

IV. SUMMARY OBSERVATIONS AND RECOMMENDATIONS

One of the success stories of the Seattle STEP experience was participant recruitment, intake and selection. "Getting the numbers" was not a problem. SYEP started recruiting 14- and 15-year olds in March. The recruiting strategy started early and relied upon school counselors, community organizations, and the local media to direct its focus toward the target population. A record number of applicants showed up during intake. Approximately 90% of STEP applicants called for placement responded, compared to 70% of regular applicants. Participant selection was slightly complicated by the need to document academic eligibility. This need for documentation had not been clearly comprehended and some youth were invited for placement before adequate verification was performed. Youth who could not be verified were accepted into the regular SYEP pool. Test scores were used as the primary method of determining academic eligibility. In instances where test scores were not available, proof of retention was substituted. In Seattle, the best proof of retention is a copy of the student's transcript since non-promotion is never indicated on school records. But obtaining student transcripts was no mean feat:

- Transcripts are kept in the student folders at the last school of attendance. For students in alternative programs, last school of attendance was difficult to assess.
- STEP applicants attended all 20 middle and senior high schools. It proved time-consuming to access transcripts from so many schools.
- Some principals refused to release transcripts for students who owed book fees.

The task of verification is easy to improve by simply obtaining either a test score or the student transcript earlier, perhaps at the point of intake.

Another success story for the 1985 demonstration was the quality of work experience. The diversity of job placements was quite interesting. SYEP had accrued prior experience in developing part-time jobs in a joint venture with Upward Bound the previous summer. Thus, no real complications surfaced in finding enough jobs for STEP youth. However, it was discovered over the course of the demonstration that job matching could be greatly improved. Not enough consideration was given to the age and inexperience of 14- and 15-year olds. In general, STEP youth required a higher degree of supervision than older SYEP youth. Fourteen- and 15-year olds are too young to be left unsupervised in some roles and many lacked the necessary work experience that would allow

them to initiate activities without direction. However, the majority of supervisors sampled during observations indicated a willingness to accept STEP youth again if offered the opportunity. SYEP's plan to restrict STEP youth to group projects in 1986 may be premature given these responses.

Remediation was the Achilles heel in Seattle STEP. The limited role of the schools cost SYEP in both fiscal and human resources. The lack of a significant role for the schools in the implementation of STEP meant:

- Instead of providing staff and facilities as in-kind services, Seattle Public Schools provided no staff and charged SYEP over \$5,000 for the use of Franklin High School as a remediation site.
- CORE was underdeveloped. No technical assistance provider was available to help develop the curriculum nor provide ongoing support.
- Classes lacked adequate print and software materials.

CORE never reached its full potential in Seattle. The envisioned delivery of services through a learning center model was not realized. Teacher morale, overloaded by the necessity to complete the curriculum, remained low throughout the summer. Students complained of boredom and the program's similarity to "school." It will be interesting to see how many treatment youth participate in school year support and the second year of the cohort. Flaws in the Seattle delivery of CORE included:

- Little integration between remediation, work experience and life skills. The one attempt to integrate remediation and work by deeming the remediation site a "job" was ill-advised, and backfired. Students were disenchanted because they had been told remediation would be different from "school," but found otherwise.
- Computer-assisted instruction (CAI) was never referenced to the curriculum. There was no relationship between a student's progress plan and experiences in the computer lab.
- Teachers were inadequately trained. So much time was spent referencing curriculum there was none left to address classroom management.
- The head teacher was assigned a full classload, leaving little time for administration, counseling of students or curriculum support.

Much of the problem with remediation was precipitated by Seattle's initial decision to use CCP, reverting to CORE only when it became apparent that CCP would not be available. Several things must occur to improve remediation for next year:

- Seattle must decide by January 1st to either try CCP or remain with CORE.
- A technical assistance provider must be available for the planning phase of remediation and during the summer.
- Early teacher identification is crucial in order to provide adequate time for training. Ideally, teacher selection should be completed by February 1st.
- A special effort should be made to recruit teachers who want to provide a more creative, flexible program to students with STEP characteristics.
- Teacher training should be spread over an extended period of time, perhaps February-June, with the first days before student contact devoted to room set-up and scheduling.
- Time for in-service should be scheduled during the summer demonstration.

Two ancillary issues arose during the recruitment, intake and selection phase. One issue was the negative community response to the STEP focus on students with academic deficits. Many parents were vocal about their opposition to programs they felt "punished" kids for doing well. A second issue was the inability of private and parochial school students to participate because of the research requirements relating to the long-term release of school records.

The Summer Youth Employment Program developed a credible, successful STEP demonstration. An overwhelming commitment to bringing the idea of STEP to fruition resulted in 326 14- and 15-year olds receiving employment opportunities not otherwise available. The efforts could have been greatly enhanced had the public schools become a collaborative partner. There is a reluctance within the Department of Human Resources to give the schools significant responsibility beyond school records. Part of this reluctance is fueled by the knowledge that the school district's track record in delivering individualized, competency-based instruction is not good, and its history of cooperating with other agencies is poor. However, this reluctance might be re-

viewed in light of potential benefits to SYEP. Many of the issues of space, parental concerns, and credit could have been mitigated had there been a more cohesive partnership with the schools. Clearly, a better working relationship must be forged.

