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ABSTRACT

The Community Achievement Project in the Schools (CAPS) is a public-private partnership between the United Way of New York City and the New York City Board of Education. As part of a dropout prevention initiative, CAPS is designed to integrate the services of community-based organizations and schools. The Teachers College of Columbia University has conducted summative and formative evaluations of CAPS and its management. As part of the 1992-93 evaluation, six CAPS partnership sites were selected for more in-depth case study. All of these partnerships had been identified early in the collaboration as promising sites for cooperation between community-based organizations (CBOs) and schools. Two of the six CBOs had African-American leadership; two had Latino; and two had Caucasian leadership. Case studies provided strong evidence that students are well-served by these partnerships. The characters of the partnerships varied considerably. Each partnership solved some problems effectively, but faced continuous limitations on effectiveness in some identified areas. A 15-item bibliography suggests further reading. Contains 10 references. (SLD)

EVALUATION OF

THE COMMUNITY ACHIEVEMENT PROJECT IN THE SCHOOLS:

A COLLABORATION

OF THE UNITED WAY AND THE NEW YORK CITY PUBLIC SCHOOLS

FINAL REPORT FOR 1992-93

VOLUME II: CASE STUDIES

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CROSS CASE ANALYSIS

Six CAPS partnership sites were selected for more in-depth case study. As detailed below, they represent a cross-section of the twenty partnership sites in terms of racial/ethnic identity, borough location, level of school, and length of time the CBO had been involved in a partnership with the school. All of these partnerships had been identified early in the evaluation as promising collaborations between community based organizations and schools.

Evidence is strong that students are well served by these partnerships. Still, the characters of the participating organizations vary considerably, and each partnership both has solved some problems and faces continuing limitations on its effectiveness with students.

The CBOs

Two of the six CBOs have African-American leadership, two have Latino, and two have Caucasian leadership. Five operate in specific communities within just one or another borough, while the activities of one span several boroughs. Their implicit definitions of "community" range from primarily geographic through a combination of geographic and cultural to primarily cultural or language bases. On-site staff of all of the CBOs are predominantly African-American and/or Latino, reflecting the ethnicity of the students in the partnership schools.

Four of the CBOs have been involved in their host schools for just one to three years, but two others have been involved for five years or more. All of the CBOs maintain offices and carry out activities with students and their families on site in the schools. While all six have central offices outside the school, just two conduct activities or services for the students or their families in these locations directly, in one case a hospital and in another a community center.

All of the CBOs are committed to a level of support for students that goes beyond discrete "services" to advocacy, social and personal development. More explicitly in some cases than others, the CBOs are committed to empowerment of the students and their families and communities.

The Schools

The six partnership schools are located in four of the five boroughs of New York City. One is an elementary school, two are middle schools, and three are high schools. Almost all students in the six schools are African-American or Latino, while in all but the one elementary school, school staff are predominantly Caucasian. Most of the schools are located in economically depressed areas, though there are some variations: in one case the area is said to be resurgent, while in another there is an influx of low-income families into what had previously been a more middle-class area.

Two of the schools have fewer than 500 students, but the four others range between 1500 (a junior high school) and 3500 (two high schools) and are described as overcrowded. Security concerns pervade the larger schools. The heavy presence of security guards or police and elaborate scanning procedures may contribute as much to the psychology of violence as the actual incidents that students cite.

School based management, a house system, or other restructuring is implemented with greater or lesser degrees of vigor in the different schools. However, the CBOs are strongly connected with at least one power base--principal, AIDP facilitator, SBM, PTA, or some combination of these--in five of the six case study schools.

The Students

In three sites the students participating in the partnership program are predominantly Latino--in two partnerships they are mainly Puerto Rican in origin, and in

one predominantly Dominican. The students are mostly African-American in two other sites, and a mix of Latino and African-American in the remaining site.

Virtually all of the students need support to succeed in the school environment. Officially, they were referred or recruited to CAPS on the basis of attendance, academics, behavior, teenage pregnancy or parenting and transitional housing. A third to a half of the students are two or more years overage in three of the sites, though in the other three only small fractions of the students are overage.

Many program activities address not just "needs" but potentials of the students, for self-awareness, critical thinking, aesthetic development, cultural sensitivity, productive employment, and social responsibility and initiative. Overall, school staff tend to talk about student characteristics more in terms of needs while CBO staff talk more in terms of potentials. However, in at least one site, school staff strongly share the CBO's boldest aspirations for the students, while in at least one site the CBO's program is as much remedial or deficiency oriented as it is pro-active.

The Programs

Three of the six CBOs in this case study provide a broad range of the conventionally defined program "services", beginning with attendance outreach and counseling, and extending through homework help and other academic support to group discussions, workshops and trips for interpersonal awareness, career development and cultural enrichment. These CBOs also engage students in some performance and community service activities, like producing a video or visiting a senior center. They involve parents in various workshops and as audiences for student awards ceremonies or performances.

Another CBO omits the attendance outreach and counseling because it is an "extended day" program only, but otherwise includes this same range of activities. The fifth CBO operates both an afternoon and evening program that includes attendance

outreach and counseling as well as academic support, but it concentrates much more than any of the others on "performance driven" activities--drama, dance, environmental action, community outreach, and so on. The sixth case study CBO focuses on health and social or counseling services more exclusively.

In virtually all of these cases, the informal functions or activities of the CBOs -- their expectations, role modeling, caring and advocacy for students -- are as important to fulfilling their missions as the more formal activities that get counted as services.

Inadequate space, particularly for counseling, affected the delivery of services in several of the sites.

Student Impact

The case studies furnish context to the assertions of staff in all of the partnership sites that CAPS has a multitude of positive outcomes for students, their families, and the host schools. In all six case study sites, students interviewed give strong, sometimes quite dramatic testimonials to the impact of the CBOs on their lives in school. The themes of students' statements included their enjoying program activities and appreciating help with problems; a sense of comfort, being listened to, staff caring for them, and trust in staff; membership, belonging to groups, contributing to the community; motivation to do well in school; disruptive students, why some students do not participate in CAPS; and suggestions for changing the program, mostly in the direction of including more of what they already enjoy.

Inevitably, it is the students and parents who are available for interviews who are most likely to attest to these results of the CBOs' participation in the schools. Observations suggest that there are variations in how many of the students enrolled in the program reap the full extent of these benefits. In some sites, substantial numbers of students seem to participate in the activities that staff and the students themselves regard as most valuable, while in others fewer students may be reached in these ways.

In nearly all of the six sites, participating students are most enthusiastic about the activities that involve a performance dimension, that is, activities in which they produce something for an appreciative audience or community: making a mural, putting on a show, garnering food or toys to give to others who need them, competing in sports, role playing a social issue, visiting elderly citizens, and the like. These activities get the students out of school--literally in some cases and figuratively in others--which may be essential to their connecting life to school. The activities validate the students' self worth and the contribution they can make to others.

Attendance and course grade trajectories are not discussed in the case studies, but their variation can be noted here. The Fall 1992/Fall 1993 attendance trajectories for these six CBOs varied from about 80% of the students gaining attendance (in the one elementary school site) to only about 10% of the students gaining attendance (in the high school where the CBO operated a health clinic and probably, therefore, served students who were especially likely to be absent for health reasons). In two of the others, at least 50% of the students sampled had attendance gains between the two fall semesters; in another, only 40% had gains, while in the last, the sample for whom attendance data were available was too small to draw any inferences.

Perhaps as important as the attendance trends at this point in time is the question of whether the partnerships have the means to track the trends. The CBOs in four or five of the six sites are involved in weekly, or in one case even daily meetings with school staff to discuss program and monitor student progress. But the kind of data obtained by the evaluation to compute the trajectories, i.e., students' long-term trends, are not readily accessed by the relevant teams in most of these sites. In the site where only 40% of the sample had positive attendance trajectories, CBO staff were sufficiently stimulated by the data collection (even before they had seen results) to want to institute a formal process of collecting these data for themselves.

Use of Information

Aside from the question of access to students records, which seems to be difficult for CBO and school staff alike, substantial communication between the CBO and significant elements of the school occurs in the majority of the sites. In one case, the CBO participates in daily bilingual house core meetings; in another, the exchange occurs more informally around the daily encounters of CBO and school staff in a CBO run Breakfast Club for students; two more cases involve respectively a weekly extended day program meeting and a weekly Pupil Personnel Committee meeting, in which both CBO and school staff participate. In the last case, however, the CBO and the AIDP staff may be relatively isolated from the rest of the school. Communication between the CBO and the school seems to be more limited in the other two cases, though the CBO participates on the School Based Management team in one site, and the CBO works with students primarily from one house in the other.

Governance

SBM teams function in all three high school sites, but only one of the three relevant CBOs is included on a team. SBM is dormant in one of the middle school sites; it is just beginning in the other and does not include the CBO. In the elementary school site, a School Wide Project is thriving and includes parents and school staff collaborating with the CBO, though not the CBO itself. As reflected in the comments on information above, shared decision making does occur in the majority of the partnership sites, but takes place in contexts other than SBM.

In three of the six sites, the CBO already is or is in the process of becoming highly integrated with the school, not just in providing services to students, but in ways that impinge on the school program and that reflect mutually held beliefs about the students. One of these partnerships was in effect before CAPS, but two others have started up only within the past three years or less. In the three other case study sites, the

CBO's activities are relatively discrete or even isolated from the main body of the school and its program. But the existence of even a few sites where the CBO and the school are creating program mutually demonstrates the possibility of CAPS moving further in this direction.

The Role of the United Way

The United Way figured prominently in the negotiation of several of the CBOs' work plans. However, only one of the CBOs was involved in an initial contracting this year; it is clear that the United Way required that several CBOs be considered before one was selected in this case, a process that they were reportedly very engaged in during the first two years of CAPS. Staff of the Latino CBOs were particularly appreciative of the role that the United Way has played in bring new CBOs into CAPS.

Professional development or technical assistance sessions have been infrequent in CAPS this year compared with last year, and do not emerge as salient for any of the six case study CBOs at this time.

All of the CBOs, of course, submit quarterly reports to the United Way. Staff of one find this framework useful for reviewing program, but staff in several perceive that not much feedback results from the great effort that the reports require. Staff of a couple of CBOs believe that a more qualitative reporting would be more meaningful.

Relationships between the CBOs and the United Way are felt to be cordial in all cases, and are perceived very positively by some.

Conclusion

In three of the six sites the CBO seems to be moving in the direction of being integrated with the school, not just in providing services to students, but in ways that impinge on the school program and that reflect mutually held beliefs about the students. One of these partnerships was in effect before CAPS, but two others have started up only

within the past three years or less. In the three other case study sites, the CBO's activities are relatively discrete or even isolated from the main body of the school and its program. But the existence of even a few sites where the CBO and the school are creating program mutually demonstrates the possibility of a role for CAPS in transforming the schools.

The findings of the case studies suggest that the United Way could facilitate progress in two ways. First, they could participate in an effort with the Board of Education to give CBO and school staff alike greater access to the service and student outcome records that both need to monitor individual students' progress. This effort might redefine what information is collected by the United Way so that the volume reported to the United Way is decreased, while the information available to site partners is increased. For example, the United Way could receive more qualitative reports and periodically monitor a sample of the records maintained for individual students on site. Second, the United Way could promote the further integration of the CBOs' efforts into the work of the school--particularly in the cases where this integration is more limited,—- and in some CAPS sites that were not selected for write-up as exemplary partnerships. This too would require collaboration with the Board of Education, which the United Way has already demonstrated capacity to do.

From the standpoint of organizational development theory, access to information is essential to shared decision making. The two lines of facilitation suggested for the United Way can be seen to lead in the same direction, toward shared decision making and the transformation of school-and-community collaboration.

ALPHA ELEMENTARY SCHOOL PARTNERSHIP

The CBO

Alpha, a multi-service agency, began its work in 1975. As part of the settlement of a housing dispute in an outer borough of New York, the agency was asked to work with the community on issues of conflict. Over the years the agency's programs have expanded and now include youth, adult, and senior programs. In addition to the elementary school program that is the focus of this case study, they've established three other programs in the district, one located at a junior high and two at elementary schools. Each of these after-school programs is designed to address specific school needs and each is staffed with existing site teachers.

Alpha entered the elementary school at the request of the principal. As the CBO home office director mentioned, "The District shifted the AIDP program at the end of the 1991-92 school year from another elementary school to this elementary school. The principal asked us to come in and work on test scores. Also, there are so many working mothers in this neighborhood that she wanted to establish an extended-day program that would give the children something positive to do until their parents could get home."

Although the planning stage for the program began in June, 1992, the contract between the United Way and the CBO wasn't signed until the fall, when the program formally began.

The School

Displayed prominently on the deco facade of this elementary school in an outer borough of New York is a sign that declares "A DRUG FREE ZONE." Built in the 1930s the K-6 school currently has about 350 students and twenty teachers. The school is located in a neighborhood which is currently undergoing a resurgence as abandoned warehouses and vacant lots are slowly being replaced by new housing and small

businesses. This sense of purpose echoes through the school. The principal, a dynamic woman just completing her first year at the school, seems constantly in action, talking to parents, counseling students, and making phone calls. A sense of purpose, commitment, and organization are apparent in the school.

As the CBO director stated, "Before the superintendent brought in the principal to turn the school around, the reading scores at this elementary school were the lowest in the District and still falling." The principal coordinated the initiation of a new AIDP and two community based organizations. She also introduced the School Wide Project Team, a site collaboration committee which consists of twenty members. More comprehensive than a school-based-management team, the School Wide Project consists of teachers, parents, a social worker, and the principal. The team reflects a problem-solving orientation geared to create a learning enriched environment. The principal emphasized that the school places the academic, emotional, and social needs of students first. "The student," she said gesturing around the room with her arm, "is what it's all about."

The Students

Most of the students in the Alpha program are African American, as is the general population in the neighborhood surrounding the school. The school faculty is mixed ethnically, but the teachers in the Alpha program are African American.

In July of 1992 the CBO and the principal met at the site to consider the needs of the future participants in the program. As the principal put it, "We wanted to clearly identify the students' needs and then to build the program around those deficiencies." This meeting also included parents, the United Federation of Teachers, teachers from the school, and community members (including a neighborhood arts group). As a result of this meeting, the partnership group designed the extended-day program around the perceived social, recreational, and academic needs. The principal said, "Our kids are so academically stressed in the day that they need some art and recreation after school."

They also targeted the academic areas of math and language arts and included a video component that could create an artistic context in which students can learn communication skills. The majority of the participants in the program were selected according to low test scores and grades.

The CBO facilitator stated that the contract with the United Way stipulates that forty percent of the approximately 72 participants in the program also participate in the AIDP program. The initial plan of scheduling the program to run from October to June was replaced with an October to May format, resulting in more enrichment time for the participants on a weekly basis.

The principal and the CBO also considered student behavior patterns as they planned the program. One criterion for selecting program staff was classroom management expertise. As the CBO director explained, "You have to remember, many of the students in the program were considered the most disruptive kids in the school. When we interviewed teachers from the site who wanted to work in the Alpha program, Alpha staff members asked some pointed questions about discipline. We wanted to go with teachers who could take creative approaches to classroom management, who could use the students' energy and verbal ability in a positive way." As the principal stated, "We wanted to hire teachers who already knew the children. The staff here was very responsive and receptive to this new program. We wanted teachers who didn't have any discipline problems with their kids. I prefer to use school staff for the program because they will be better able to control the children."

From the start the CBO and the principal also worked closely together in defining students' emotional needs. They hired another teacher to be the liaison between the program and the community. The principal stated, "This teacher became the parent involvement person. She's a natural bridge between the program and the community. She lives in the community and knows many of the parents. Before the program opened she went out knocking on doors and getting parents involved." As the CBO director said,

"She's like everyone's mother: nurturing, concerned, and very aware of what's happening." A CBO teacher said, "The quality that you really notice among the staff is commitment. The people who work in this program got involved through a sense of commitment -- a love of the children -- not as a way to increase their pay."

In a discussion group, a fifth grade male stated, "The program tries to help us. It keeps us off the street and tries to educate us more. This gives us more time to learn. We aren't just sitting in the house watching TV. This is more entertaining."

The Program

The afternoon school program meets Monday through Friday from 3:00 until 5:00 P.M. On each day the program offers classes, grouped by age. Each student attends two fifty-minute classes a day. On Mondays, Tuesdays, and Wednesdays the CBO provides funding for the classes in video making, reading and communication arts (including puppetry and arts and crafts), math, and recreation. On Thursdays and Fridays, the school District funds these subjects and classes. The classes are scheduled concurrently allowing all children to participate in all areas on a rotating basis. This arrangement of CBO and District funding promotes close collaboration between these two partners in providing services to the students.

The math and language arts classes also provide a tutorial for the students. As a language teacher mentioned, "We usually start the class by having the students work on homework from their regular classes. We then have students work on language drills. Here, let me show you an example," she said, indicating a box filled with student folders organized according to grade. "The kids all need help...really in everything. The special education children especially need help in reading. We work on word attack skills, starting with specific letters and moving on to words and compound words." She also mentioned that the kids don't use a reader or a literature-based approach, since they do not have the books, but instead follow cloze lessons.

One exception to the staffing pattern is the mathematics specialist in the program, who is not a school employee. However, by working in the math lab, and as a math tutor for AIDP students during the day, she is involved in the daily school culture. She discussed her role in the after-school program: "I supply remediation. Basically what I do is try to raise the students' math scores to a certain point. I have many of the same students during the day and I work with most of the teachers." A fifth-grade male student said, "What I like about the math part is that she helps everybody by themselves." The small group size (no larger than ten students per group) allows for individual attention. However, another male student said, "In math we study for city wide tests. It's not very exciting. Our [regular] teacher was teaching to us anyway. What's the difference? Except for the video class, everything in the afternoon is the same as in the day."

One of the more innovative aspects of the program is the video class. Here the older students work on a variety of projects. An example of one day's activity will illustrate the range of services this class supplies. On a day in mid May, the corner of the video room was cluttered with a home made film set of a game show: A large backdrop on wheels said "Jeopardy." A fifth grade boy, the project's director, stood by two other boys who were adjusting a camera on a tripod:

"How's the lighting?" he asked.

"I think it's all right," replied the other boy.

"How about you?" the director asked another young man. "Are you ready to MC the show?"

"Yes, I know my lines."

"And you, the contestants, are you ready?"

"Yes."

"Vanna White, are you ready to start turning over the letters?"

"Yes. Let's play."

The teacher mentioned that the fifth-grade student directing the production used to be one of the most disruptive kids in the school, but that in the after-school program he had become a role model to his peers.

The game consisted of the contestants trying to discover a concealed word by naming letters. "Vanna White" turned over a correct letter whenever a contestant said it. The first student to say or "read" the word listed would win the game. Thus, the students in the video group learn not only media skills, but also literacy skills, since the class's curriculum compliments the language arts curriculum. Students in this class also enact and film plays and recite poetry.

In discussing the extended day program, one parent said, "I was involved in the planning stages of this program last July. Other parents and I wanted to include more than just academic classes. We thought that the children in this neighborhood would benefit from having some neighborhood arts groups come in and get the kids involved in things of beauty." This parent mentioned that both her son and her daughter who take part in the program were especially excited about the dance class. "Not all children like competitive sports. We thought it would be valuable to include something that would let the kids use their energy, but in a non-competitive way," another parent mentioned.

The woman who runs the recreation program said that her students engage in activities that run from basketball and volleyball to hula-hoops and hockey board. "The recreation is more than just playing games, though. I want the children to learn how to be organized and prepared in general. Also, how to play to win and how to act when you lose. I want them to see that it's OK to lose. I've found that there's been a change in the kids, that they are better able to face challenges." The teacher told a brief story about a fourth grade boy who was afraid of the ball. He was willing to be an end player in volleyball, where he could be the aggressor and go to the ball. He was terrified, however, to play close to the net, where he had less control over the ball. By the end of the season he was able to play in either position.

The program also treats parents as resources, involving them in workshops. As one parent said, "Once a month they have a workshop for parents. I remember in one we learned how to do graphs. What was interesting is that here they had the children help present the workshop and teach us how to do it." Another parent mentioned that the program "...tries to get parents together more informally at least once a week. Last Christmas we made Christmas stockings. Now we are having a workshop for cooking and nutrition. They also give a 'Very Important Parent Award' to intrigue the parents. They listen to our suggestions and ideas." The room at the school where parents and staff meet is called the family room. Along one wall is a large display case filled with projects that parents have made and contributed to the program. One shelf in the case holds a collection of elaborate paper ballerinas made by parents from old Vogue magazines. The room, on the second floor of the school building,is comfortable and inviting.

Some of the AIDP students discussed the program. "It's great. I don't see how they could make it better," said one young girl. A boy mentioned, "I liked the clubs last year -- music, French, Spanish -- which they don't have anymore. I really want French back. We need a language."

Student Impact

In discussing the contribution of the community arts groups, the CBO director stated, "We wanted to work toward concrete outcomes. The kids have produced and presented a show about masks, put on a dance recital, produced a puppet show, and worked with professional film makers, who added a more technical expertise to the video production class by showing the students how to edit, use lighting, and direct their projects."

The principal stated, "In selecting courses to offer we were also looking toward careers." The program's strong linkage with the community and parents reinforces the students' growing sense of career orientation. Participants work alongside artists and film

makers, who function as role models to them. Parents are validated in the program as they help plan events. And students see the parents as resources and reciprocal partners in the program. As the family coordinator mentioned, "I've helped them and they've helped me." One parent stated, "At least twenty-five parents are closely involved here. Sometimes they'll bring their babies in. It's great when the little ones can see what they have to look forward to."

Although not all, much of the academic curriculum is taught in a thematic or project-based context. This integration of literacy and work can further serve to reinforce the social value of school.

The principal also stated that another intended outcome of the program is to encourage students to feel good about themselves and about school. Some of the extended day subjects have been included to promote students' self-esteem and positive feelings about school. The site CBO facilitator stated, "We want the students to learn to become successful in their day classes. That's why most of the extended day classes start with a homework check. When you only have six to ten students in a class you can give one-on-one attention to the kids." The CBO director mentioned that if students are acting up the staff is instructed to be sensitive to possible academic causes. "We want to turn these kids around. We want them to feel that they can succeed when they enter their regular classes, both now and in the future."

Use of information

Central to the program's flow of information is the collaboration of the staff. The program has scheduled a weekly staff meeting for program staff. As the program's recreation teacher put it, "Once a week at the beginning of the year we got together to talk. Although the meeting was scheduled, it was informal, a time for us to share our concerns, you know, things we needed to change. One of the things that came out of the meetings was the video class. We wanted the kids to see something interesting that they

could write about." Non-CBO teachers from the school did not attend these meeting because, in the words of one CBO program teacher, "They were held after 3 PM, so regular teachers wouldn't come." However, formal linkage between the CBO program and the regular school program is maintained vis-a-vis the School Wide Project, a group to which both the parent coordinator and the site CBO facilitator belong. The site facilitator is going to become the chair of the School Wide Project in the 1993-94 school year.

This pivotal position seems to be especially well placed as the site facilitator monitors the attendance data and maintains telephone contact with parents. The facilitator also uses program cards to rotate after-school activities and to ensure that all children participate in all activities. CBO teachers also take attendance and communicate with the day teachers either informally or more formally through the principal, who attends the weekly meetings, or through the School Wide Project. The facilitator also prepares the monthly MSSR forms that go to the District. As the CBO director stated, "We know that the District reads these forms thoroughly because they've contacted us about a couple of discrepancies."

Governance

When asked about the CBO-school partnership, the site facilitator, the district CBO director, and the principal all spoke of it in highly favorable terms. As the CBO director stated, "We're very pleased with that school. The principal is very empowering. From the start she let us know that we were doing the hiring but that she wanted the feedback." The director described the planning stages that led to the establishment of the program and the governance structure. "The principal took the time to get to know all the community players to let them know that they were a part of the process. It was also her -- and our -- intention to bring in community players as both positive role models and as an enrichment component for the children."

The CBO also has a history of hiring existing staff personnel to strengthen their linkage with the schools in which they work. As the after-school staff come from the actual school culture -- are possibly in many ways shapers of that culture -- they are an integral part of the school. As the CBO director stated, "We consider this one of the strengths of the program, that we are already in the school." One sign of the acceptance of the program is indicated by the number of site teachers who applied for positions in the CBO program. Of the twenty teachers in the school, over fifteen asked to be a part of the program.

In the initial planning stages the principal assumed a clear role in shaping the openness and the collaborative nature of the CBO-school partnership. Key to developing a positive partnership was her recognition of the need to build discussion time formally into the program. From the start, the CBO staff convened weekly to discuss problems they were encountering. As one program teacher said, "In these meetings we helped each other out. We all considered ourselves a part of the same program so that we were all a part of the process of the different classes and we all discussed ways to make the program work better." This collaboration is also linked to the problem solving leadership ofthe school, the School Wide Project. Throughout the year the School Wide Project meets monthly. That the School Wide Project includes parents as well as teachers and administrators further supports the community linkage of the program and ensures multiple viewpoints in the operation of it and that of the school.

The Role of the United Way

The principal discussed the school's relationship to the United Way by placing it within the context of her vision of the program: "I talk to our contact at the United Way. We spoke about funding for next year. I want a more comprehensive program. I'd like to hire a couple more people and offer more to the kids, possibly a video yearbook class." She also mentioned that as soon as the United Way saw that the extended day program

was running smoothly they decreased their monitoring of the school. A disagreement over parental involvement with a Saturday program, however, led to the postponement of that plan.

The CBO director also discussed the role that the United Way has played in the program. She mentioned that the United Way complicated the initial start-up process by asking the school to submit other CBOs for consideration at a fairly late date. There is also some disagreement between the CBO and the United Way over the CBO's decision to use existing site personnel for the after-school program. The CBO also mentioned that they would like the United Way to let them include a narrative summary with their monthly and quarterly reports.

Conclusion

Much of the strength of the collaboration between Alpha and the elementary school stems from the initial thoroughness with which both the school and the CBO planned for the initiation and the continuation of the after-school program. Taking a systemic approach, the planners recognized the need to build meeting time into the schedule. Reinforced by a problem-solving orientation, the CBO provides weekly time for the CBO staff to meet, while the school supports the School Wide Project. The sense of empowerment of the staff in openly discussing problems to seek solutions greatly supports the after-school program.

The school also invited the contribution of diverse viewpoints during the planning stages of the program. The recommendations of parents, teachers, the CBO, community arts groups, and the principal led to the development of a comprehensive program built around students' needs. The program provides not only for many of the participants' academic needs,but also for many of their social, aesthetic, and emotional needs. The program also provides students with a sense of place and a nurturing environment.

DELTA MIDDLE SCHOOL PARTNERSHIP

The CBO

Delta was founded in 1970 to address the social and educational needs of "at risk" youth within, primarily, a community-based context. Initially, the CBO focused exclusive attention on the problem of truancy among the young, looking at the role that neglect, poverty, and illiteracy play in promoting delinquency. More recently the CBO has expanded their focus to promote the positive mutual interrelationship between youth and their communities. Expanding its program to build upon the unique strengths and needs of six communities within a single borough, the CBO's advocacy role currently involves them in housing, public schools, community parks and playgrounds, feeding programs for the young and the elderly, and emergency food and clothing banks.

The CBO became involved with the middle school in September, 1991. It was contracted to provide attendance and guidance counseling to 90 of the 150 AIDP students at the school. As the CBO director states, "We were called in to work more intensely with the students." Their staff at this site consists of one full-time case worker, one teacher/counselor, and two part-time staffers who do clerical work, attendance monitoring, and counseling. One strength of the CBO staff at the middle school is their manifest sensitivity to its participants' needs and feelings.

The School

The middle school, housed in the home office of the district, at first glance appears to be a successful, trouble-free school of about 475 students. It is clean, safe, and offers many strong academic programs to students: individualized study programs, a literary magazine, band and musical theater, law and anthropology, and accelerated English, math and science courses. This school (grades 7-9) has a history of sending

graduates to Stuyvesant, Bronx High School of Science, Brooklyn Tech, LaGuardia, and Art and Design.

However, as the principal stated, the school's demographics have changed considerably. In the past four years the student body has gone from almost 50% to 73% low income. Since the middle school is the only zoned junior high in its area, it cannot screen applicants. This change has placed an increasing burden on the CBO program. The school has tried to keep up with the changing needs. For a couple of years the school maintained three mini-schools, which were like independent schools with their own floors, but budget cuts eliminated the programs. The school also tried to initiate school-based management at the school. However, these and other attempts, in the midst of a rapidly changing school culture, were not institutionalized. Currently, the school is working with a number of community based organizations and outside agencies to cope with this change.

The Students

Students in the school and the CBO program are predominantly Latino. The site CBO facilitator uses a variety of intake criteria to determine students' eligibility for CAPS. These eligibility criteria include homelessness, poor attendance, low grades, and language difficulties. In September of their first year at the school (1991-92), the CBO facilitator found that the school had not compiled a list of eligible students for the program. As the CBO director explained, "It was a tough start. In September we did not have a list of students, not until late September. So the caseworker had to go through the research and get attendance and grades."

In addition to the formal intake criteria, CBO staff also have targeted the social and emotional needs of the students. As the CBO director stated, "Yes, we want to address attendance and academic problems, but also try to see what's been causing the students' difficulties. For example, one student had ovarian cancer. We made sure to get

her a tutor, talked to her about her fears of returning to school, and contacted her teachers."

The program has become sensitive to a variety of developmental needs, which include the following: students' level of security, feelings of empowerment and self-worth, feelings of belonging and contributing to the community, as well as physical health, hygiene, nutrition, and employment possibilities. As a fourteen year old girl in the program said, "After my operation [the caseworker] got me a tutor to come to my home. I didn't want to come back to school. I felt, you know, embarrassed and didn't want to see anyone. And I didn't want to do any school work or go to my classes. He got me a tutor who helped me with my classes and my assignments. Now I'm back in school."

The CBO is also actively aware of the students' academic needs. Their program integrates an educational component into a video club, The Real Deal Club, which meets once a week during the school day during one of the self-contained morning classes. This class teaches students academic skills (writing, analyzing scripts, interviewing) as they work on motivational videos about careers and inter-generational friendship.

The CBO not only looks at the students' individual needs, but also at the relation between those needs and those of the family, the community, and the school. For example, the CBO site facilitator has supported the program participants' families in many ways. He has written letters to secure housing for families, explained Board of Education Accident Forms to them, and actively encouraged parents to interact with the school administration.

The Program

The scope of the CBO at the school has grown to include a variety of educational and social programs -- a breakfast Club, student volunteer work at a Senior Center, and a video production unit. The CBO introduces speakers to various classes and contributes

to school festivals and workshops. They also conduct school staff training and work with the People Personnel Committee, a PTA group.

For the immediate future the CBO is planning an employment internship program (possibly with an organization like Forbes), a summer softball team, and an additional tutorial program. They do not plan to increase the number of participants in the immediate future.

The site CBO facilitator personally takes an active part in coordinating various elements of the program. He daily talks to the AIDP and special education teachers, counsels students (both those in and more informally even those not in the program) reviews the daily attendance figures, and assertively calls parents in both English and Spanish to report absences.

One parent mentioned, "The school doesn't communicate with parents. Last year my daughter had 41 absences. I didn't know about it until the CBO caseworker came to my house to put my daughter in the program." The facilitator makes home visits twice a week. On one day in early May, for example, he visited five different homes, successfully contacting three parents: one to help translate an accident form for an injured son, another to try to persuade a father not to miss another special education conference for his son, and the third to try to discover why a student's attendance had fallen off so drastically after the student had moved from the mother's to his, the father's, home.

The extended-day program includes the Breakfast Club, which is held daily before school begins. The club is open to all students, not just the 90 students serviced by the CBO. According to the CBO director, the Breakfast Club is "targeted for the 7th graders. Here the CBO worker helps them when they come in. He gives short tutorials and mini-lessons, such as the effects of sugar on the blood, and time management. This is informal, but it also gives him a chance to check up on the kids...to touch base." According to the site facilitator, "The Breakfast Club is sometimes the only place that

some kids get breakfast. When we serve food from McDonalds we always get a large turnout."

In the inter-generational program students volunteer twice a week at a senior center in Harlem. Students go there to cook, serve food, and even videotape plays and profiles of senior citizens. One play, about the beauty of friendship, for example, involved two girls from the program and two elderly women, all of whom wrote and acted in it. The play tells the story of one teenage girl who persuades her friend to use drugs. Two older women in the neighborhood realize what is going on with the young girls and successfully dissuade them from their dangerous course.

Other students at the Center showed that they appreciated interacting meaningfully with members of the Center and appreciated being recognized for their work.

Students also create video projects in Real Deal Productions, the "totally youth produced show," run by one of the CBO members. As she put it, "In this class I'm trying to do a number of things at one time. Get the kids to write scripts, think creatively, research their topics, edit, and be able to talk about what they do. I want them to work on projects that will teach them positive things about life and let them feel good about themselves. They've had two productions appear on channel 69 (Manhattan Neighborhood Network on Paragon Cable and Manhattan Cable)." Two of their productions were "Multicultural Education" and "Career Day."

A number of the participants in the program who had difficulty in regular classes have been placed in a self-contained program taught by two teachers. Around 15 students from the CBO program attend the two half-day classes, exchanging teachers at noon. At the beginning of the 1992 school year, the principal accepted the CBO's request to let two specified teachers construct this self-contained program.

The CBO staff also tries to empower parents, many of whom only speak Spanish, to deal more assertively and directly with the school's administration. Parents mentioned

that the school didn't reach out to them. The CBO facilitator observed that this perception may in part be due to language differences. There does not appear to be any Spanish speaking staff in the front office.

One problem that the CBO faces in delivering services to students is a lack of adequate space. The CBO facilitator's office is located in a wing of the building that houses the district's testing and evaluation offices: the district psychologist, special education evaluator, drug counselor, and the speech therapist all work quietly from small offices clustered around the CBO's office. A Delta staff member mentioned that it is difficult to talk to parents and to counsel students, especially excited or troubled ones.

The other room available to the program is the nurse's office. The nurse makes a couple of visits a year to the school, so the school keeps the room reserved for her. The room was cluttered with an old weight scale, filing cabinets, a hanging screen, and many storage boxes haphazardly arranged. Still, the CBO is unofficially allowed to use the room, so that daily visits with parents and students were conducted in what resembled a storage area. The Breakfast Club is held in a regular classroom on the second floor of the building.

Lack of space is related to District budget constraints. As the principal stated, "We have no site facilitator here. The District gives us three positions as part of their involvement to institute the AIDP program. We've never received anything in four years beyond that. The District gives us three teachers for the program. Our approach is to use this amount to reduce class size in remedial programs across the board, which benefits the entire school....We would like all 150 AIDP kids under the CBO, under our staff, rather than 90/60. The CBO kids are getting better services. But I don't have it in the school budget."

The CBO director discussed problems the school is facing in delivering services: a shrinking student population, leading to budget losses and personnel reassignments.

One of the AIDP teachers also commented on certain problems in teaching in the AIDP program: "It's gotten so hard to teach here. The kids land in your class and they stay for a few weeks, then they're at another school. It makes it almost impossible to work. And we also have to deal with so many social problems."

Student Impact

Three students in the CBO program discussed the impact that the program has had on them:

> "I wouldn't come to this school if it [the CBO program] wasn't here." (male)
>
> "[If I got into trouble,] "I would go to the CBO caseworker, not my other teachers." (male)
>
> "Students [graduates] come back here all the time. The CBO caseworker listens to everyone." (female)

As the CBO director put it, the program is initially trying to "work on students' motivation, to keep them in class." Although comparing attendance figures for the first two years of a program is possibly an inadequate representation of the long term effect of the program, initially the program met with a significant attendance gain among its participants. As the principal stated, "Since this CBO has been involved in case management, attendance has gone way up. Initially the attendance for AIDP children was higher than that of the overall attendance, except for two Korean language classes, where the attendance was higher. The CBO can probably engage the kids more positively than the teachers here can."

As one young female student who was bagging potatoes at the Senior Center said, "At first we didn't want to come here because we didn't know what to expect. Now it's fun. We've gotten the hang of it." Her friend continued, "Yeah, I like coming here now. The seniors need us."

Engagement, a sense of belonging and being connected to work and community, is possibly one of the primary outcomes found in program participants. Delta's focus on engaging students in meaningful projects, such as preparing food at the Senior Center, producing positive public service videos, and writing about the value of helping others, also helps teach students literacy skills. This focus contributes to a sense of cohesion and unity. As one parent noted, "The case workers are like family."

Many of the program's projects also involve a literacy component. For example, students are encouraged to put their thoughts and feelings into words in their journals each morning at the Breakfast Club. The site facilitator also tutors the participants individually in academic subjects. The students who write, produce, and edit videos are acquiring a wide range of both lower order skills (acquiring knowledge by researching topics) and higher order critical-thinking skills (writing,analyzing, evaluating, and editing).

As the CBO director stated, "These kids can be [real personalities] on the street. We want to show them that they can be successful in school. Also, there's a community service piece, to make them responsible to their own community." Engaging in various projects, the students become more embedded in their community. They receive recognition for positive work, for integrating literacy and work skills in a social context.

Use of information

On a formal level the CBO staff is responsible for filling out a number of forms. As the site facilitator put it when describing his monthly schedule, "See this week on the calendar, the last week of the month, it's taken up by preparing forms." The staff prepare monthly forms for the United Way as well as an MSSR for the district, which lists a breakdown of every contact with each student: counseling sessions, extended-day activities, attendance, and incentives given to the student. The staff also prepares a quarterly United Way report.

The CBO has tried to integrate its services into the school partly by way of the Breakfast Club. According to the director, "The Club is built around what the teachers are doing. The teachers are in that room. We...use them for input."

Informally at the school, a system exists that facilitates conversation between CBO staff and the school. The CBO facilitator has an opportunity to meet daily with most teachers involved with the program. If he doesn't see them at the Breakfast Club, he will encounter them in their classes or in the hall as he conducts his morning rounds. Teachers also come to the CBO to discuss various students, some, in fact, who are not program participants.

The CBO has an efficient method for gathering daily attendance data. One of the part-time staffers collects the homeroom attendance sheets and shares them with the school's attendance officer. She also stops at the school's check-in desk to see if any late students have arrived before making her daily phone calls to parents in both English and Spanish. The CBO sends out official school attendance postcards to parents of absent students.

Governance

The CBO at the site plays an active role in pushing for site-CBO collaboration. According to the principal, "This is more than a partnership. It's an integral part of the school. It's really a part of the guidance service." The CBO has moved into this well established position partly as a result of their very active leadership, both at the home office and the site level.

The CBO has taken a clear, well defined approach from the start to build bridges with teachers and to develop school programs that support its goals. For example, the site CBO facilitator suggested to the principal in September, 1991 that he establish the self-contained AIDP program that includes many CBO participants. The CBO facilitator also suggested the two teachers that currently teach the AIDP classes. As he mentioned,

"I selected those two teachers because I thought that they were more open to the needs and the goals of our program." This positive interaction has allowed the CBO to mitigate certain problems, such as the lack of space. They are able to use an AIDP classroom as the site for the Breakfast Club.

The CBO director and the site facilitator also have a clear vision for the school. According to the director, "The District is possibly bringing this new school in. Our middle school is the only regular intermediate school...[in the District]. Our fear is that we will be left with the bottom percent of the students in the District as the more academically inclined students go to magnet schools. We need something to keep the school intact. In the last two or three years the enrollment has dropped from 600 to about 450."

The CBO has also begun to form a stronger alliance with parents. At one time the school would convene the People Personnel Committee, a PTA group, but stopped doing so. The CBO now brings them together over potluck dinners and presentations to discuss the direction that the school is heading. Again, according to the CBO director, "The 20 to 30 parents involved in the PTA are supportive of a new vision. We work with the People Personnel Committee, which is related to the PTA. The P.P.C. grew out of a site-based-management concept at the school, which encouraged parents, teachers and the administration to make decisions together. It started with the AIDP trying to bring all these pieces together, but the teachers lost interest and the SBM program slowly ended."

The Role of the United Way

Both the CBO and the school seem fairly content with the role of the United Way. As the principal put it, "We receive feedback from the United Way only informally. We get a thick packet with recommendations. The Accounts Supervisor occasionally comes out. He's pretty pleased with what's been happening. We had an initial meeting in which contractual items were spelled out. But still, the contractual items have been evolving."

The CBO mentioned that they are concerned that the reporting focus on numbers and statistics doesn't reveal the personal side to the operation and would like the United Way to add a qualitative, more narrative, component to its reporting system. The CBO also mentioned that they valued planning feedback from the United Way. As the CBO director stated, "The Accounts Supervisor for the United Way does evaluations. We have a good relationship. He gives us technical assistance. The problem is that the Board of Education comes to the United Way and introduces new intake forms. The Accounts Supervisor comes out two to three times a year. He's helpful.... He's working with us to streamline our paperwork."

Conclusion

In many ways Delta at the middle school has assumed a surrogate parenting role for its participants. It has established a bond for most of its students built on trust, security, and honesty. The daily program starts with a warm breakfast in the morning, includes some quality time with each student during the day, and ends with the students' awareness of their contribution to each other and to their community through their work.

The CBO takes a comprehensive approach to delivering services to its participants. It addresses students' academic and attendance problems directly by providing tutoring, holistic work/study projects, and attendance outreach. It also tries to address underlying causes of students' problems by providing them with nutrition, employment (or the chance of a job), a sense of belonging and self-worth, and the awareness of the positive mutual connection between themselves and their community.

The CBO also actively tries to engage in a strong linkage with the school. It communicates clearly with a number of teachers and tries to stay flexible with the complexity of the evolving school culture. The CBO is goal oriented and focused on a positive vision that not only involves its program participants, but also the participants' families and their level of success in the school and the larger community. Perhaps most

importantly, the CBO recognizes its own limitations. As the director said, "We're like the quarterback passing the ball. If we know that we don't have the knowledge to solve some problem, for example psychological counseling for a student, we'll find the people who do have that expertise." A major strength of the CBO lies in its ability to make connections, with students, the school, and the larger community.

GAMMA MIDDLE SCHOOL PARTNERSHIP

The CBO

Gamma is a well-established organization in the community. It appears to have ample funding, and staff members describe the school-based efforts at the middle school and other zoned high schools as "satellite operations." The mission of the organization is to develop leadership skills, to promote respect for self and others, and to provide cultural enrichment experiences for the youth population it serves. In addition to operating programs in three schools, Gamma sponsors a leadership training program, a pregnant and parenting teen support group, and an employment counseling service at its central office. One staff member proudly noted that Gamma serves several thousand kids per year. This, he said, was enough to make his 10-11 hour days seem worthwhile.

The CBO has a vigorous staff development program which includes both training and promotions and which is perceived by its own staff and school personnel as an organizational strength. Gamma staff members attend biweekly training sessions on specific topics such as conflict mediation and how to handle students with AIDS. Three times a year, they also participate in 2-3 day workshops. In addition, talent from within the ranks is recognized and rewarded. For instance, the former on-site coordinator at the middle school now trains another person for the position. Though he continues to be a presence at the middle school, he is being involved more and more in activities at the CBO's central office.

Related to the strong staff development initiative at Gamma is a well-defined CBO hierarchy. Authority appears to be distributed in pockets: On-site staff members often defer to those at the central office when discussion involves more sensitive matters such as records access and funding.

On any given day, one to five Gamma staff members are present at the middle school. (At least two of them are not supported by funds from CAPS.) Of these, three

are African-American males, one is an African-American female, and one is a bilingual, Latino male. It is notable that the Latino counselor was hired at the request of one of the school's administrators. This staff reflects the ethnic composition of the student body but does not represent the gender distribution of the school or the program. That 80% of the on-site staff is male may be significant. Without reservation, one administrator stated that she sends children to Gamma for male counsel. She indicates that one of the CBO's strongest points is its solid male staff: "These kids see women all the time, in the home and school."

The School

The middle school is a multi-storied brick building. An empty lot and playground separate the school from neighboring high-rise housing projects. Approximately 1200 students, in grades seven through nine, are served by the middle school. While most of these students live in the vicinity, some do not, and administrators concede that the middle school is no longer a neighborhood school. An assistant principal notes that the closing of another school in the district has brought an influx of students from other neighborhoods. Additionally, some students whose families or guardians have moved from the area continue to attend the school. These students commute even from other boroughs.

The shift in its population center is noteworthy for the middle school, as it may affect student participation and parent involvement in extracurricular as well as curricular programs. The young people who were interviewed--participants in Gamma's afterschool program--all reside in the vicinity. However, a few of the students who wander through the CBO's office for informal counsel and conversation have commented that they travel to school from other boroughs and that it is a very long trip.

Walking through the grounds and halls of the middle school, one senses an uneasy tension. Near 3 p.m., police cluster on the corners surrounding the school. More

than once they have been called upon to break up fights. Classroom doors are locked tight when classes are in session--to keep out and sometimes to keep in the chaos. A guidance counselor who works closely with the CBO comments that on occasion she has had to call the principal so that students may be admitted into class after the period has begun--even though these students hold legitimate hall passes.

Inside and outside the classrooms, one can hear intense yelling bouts that ensue among students but also between teachers and students. These matches seem to reach their heights in the offices of the assistant principals. One member of the CBO staff remarked that she had headaches daily for two months until she adjusted to the noise level at the school. Students are also sensitive to the degree of noise and disorder in the school. They describe the noise and interference by other students as an obstacle to learning. One student, a charming and chatty African-American 9th grader, put it this way: "What keeps me from trying to do well in school is that people talk. You could be like 'shhh' one minute and the next minute, they're like 'come here, I gotta talk to you.' What can help you is if you go on the side and sit by yourself and don't talk to nobody and just pay attention and do your work." Ironically, students see themselves participating in this disruptive behavior but do not know quite how to stop it.

School personnel also acknowledge the atmosphere. One administrator, stepping away from his tumultuous office, described himself foremost as a "security officer" and lamented that he must be the "bad guy." Similarly, a young math teacher commented that because many of the students do not have strong families, they lack structure, discipline, and respect for school: "They're really hard-headed and this makes it worse for themselves and for others." He recommended a very structured setting, like an "army recruiting system," for these students.

The image of martial law prevails even among CBO staff. Pointing to the iron bars on the windows, one CBO staff person explained that teachers and administrators are seen as prison guards--their purpose to keep kids from fighting and disrupting.

Because they spend their time in this role, he continues, "they don't trust the young people and treat all of them the same." He amends this comment later, noting that many students do not realize that their behavior influences the school's policies and practices: "The young people thought that the militaristic structure was just the way it was."

Despite apparent tensions, the students maintain their optimism about the middle school. When asked to describe the school to prospective students, one husky African-American 9th grader with a mischievous smile replied, "It's not as bad as everyone says it is." A perky 10th grade alumnus who returns to the school for the CBO's afterschool program, agreed: "Everyone says this school was so bad, nobody want to go here, the worst kids go here, there are fights every day...and when we came here, it was boring."

Amid these tensions at the school, there are also some remarkable people--competent and committed to the students they serve. Among these is the facilitator of the AIDP program. With ease and ebullience, she sails through the halls of the school where she has taught physical education for 30 years. Frequently stopping in the hallways to make a fuss over students or parents, she is not short on praise. Yet, she is also committed to excellence. Recounting what helped her the most in her position, the facilitator posits that her supervisor's attitude made the difference. The supervisor, she said, "didn't tolerate mistakes....She had a standard of excellence."

The AIDP Facilitator describes the objective of the AIDP and CAPS programs in this way: "We want to expose these kids--to make them hungry for experiences and education." Inherent in this comment is the desire of most teachers to inspire students to want to learn for themselves. However, this objective is often lost in struggle to maintain order. Like many schools, this middle school wrestles with the appropriate balance between control and freedom.

The Students

Approximately 160 students are enrolled in the AIDP program at the middle school. Gamma has a contract to serve 120 of these students. The AIDP Facilitator, emphasizes that these are "living numbers." Her original target list is composed of students who have chronic attendance problems, who are failing two or more classes, or who reside in temporary housing. During the year, any student who enters temporary housing is automatically added to the list. Additionally, students who request to be in the program or who are referred by teachers and administrators are usually added.

Though most are considered needy, the young people who participate in Gamma's programs vary widely in terms of their previous experiences and family backgrounds. This is evidenced by the following sampling of student writings. In a recent exercise, students in the CBO's afterschool program were asked to write about how they spent Mother's Day. Two students described their visits to the cemeteries where their mothers were buried; one commented that he was happy to know that at least he had had a mother. One student discussed the trip to Hawaii that she had taken with her husband and small son. One student recounted how, at the age of seven, she had tried to kill her mom's boyfriend because he had gotten her mom hooked on crack. (The child's mother has since recovered from her addiction, but she now lives with her new family in North Carolina; the child lives with her grandmother in the city.) Two Haitian students reflected on their motherland, as they read poems on a local Haitian radio station. Two students discussed their experiences at church, and one student mentioned that she gave her mother $40 -- money she had earned from Gamma.

Accordingly, perceptions of student need vary widely. Teachers and administrators at the middle school identify several needs. Many emphasize that lack of basic skills such as reading is the paramount problem among AIDP students. One administrator maintains that rather than be shamed in front of the class because they cannot read, students simply stay at home or they act up. His prescription, shared by

others, is to offer extremely small classes with a lot of attention and guidance. One ESL instructor also observes that students have serious psychological needs and recommends that the school increase its staff of trained counselors or psychologists (presently there are two guidance counselors for 1200 students) and hire more bilingual counselors. A social studies teacher comments that the students do not see how they fit into society and mentions that many are also in need of financial resources. The AIDP Facilitator eloquently summarizes that the children lack parenting, exposure, and self esteem. These students must learn that showing respect for others increases self-respect. "Our motto is Respect and Opportunity..." she offers. "For some of the students, these are new concepts. If they can control themselves, they can be more successful in school."

The staff of Gamma articulated similar student needs. In addition to exposure, self-esteem and positive role models, however, they added that students need to learn to question the way it is and the ways they behave; in other words the students must learn to think. Describing an afterschool session on style and the media in which the young people rap about the current fad in clothing--excessively baggy jeans that slip off the hips--one staff person relates, "They don't understand why the police treat them all the same, even though they dress just like the drug dealers...." The CBO tries to give these kids a more global view, "to explain that their neighborhood or block isn't the whole world."

Not surprisingly, students seemed oblivious to the underlying currents of their supposed needs. Though they were not queried directly about their needs, they were asked what assists and impedes their progress in school. Overwhelmingly, these ninth graders brought up "boring" classes and teachers as the primary impediment to education. Either the material did not seem relevant to them or the methods of teaching were detached and impersonal. The classes that were most well-liked were those in which the teachers were friendly with the students. These teachers either joked with the students, were very patient with them, or offered some flexibility in their curricula.

Although there are several layers of student need, they seem to defy hierarchical arrangement: It is difficult to characterize the "most basic" among them. For instance, lack of basic skills impacts self-esteem. Yet, sense of possibility similarly affects motivation to acquire these skills. Thus, it is difficult to design a single program which addresses the root problems, thereby maximizing benefits. Gamma has opted to address these needs in jointly defined activities.

The Program

Gamma's program at the middle school is parallel to the one operated by AIDP. Both provide attendance outreach, afterschool programs, and special trips to nearly the same set of young people. Additionally, Gamma sponsors assemblies for the whole school, provides individual guidance on a walk-in or arranged basis, and offers stipend internships to students. The difference between the two programs appears to be one of style and method: Seasoned teachers staff the AIDP's program; younger counselors lead the CBO's program. The AIDP Facilitator emphasized that a variety of personal styles was needed to reach the most kids. CBO staff members agreed wholeheartedly. They noted that many of the AIDP staff had been in the system for years, but that CBO staff were young and could easily relate to the students.

Attendance outreach is the most prosaic piece of Gamma's program. Students affiliated with the CBO's program are required to sign in each morning. If they are missing, Gamma staff members hunt for them--in their first period, second period, or homeroom classes. If the students are determined to be absent, phone calls are made and postcards sent to parents. During one observational visit, these tracking efforts were rewarded. Having been notified that her daughter was missing from school, a mother searched the streets. When the child was found, she and her mother both came to the Gamma's office for a conference.

The afterschool component is the heart of the CBO's program and its initiative to increase the young people's basic skills, to model positive behavior, to instill confidence, and to teach respect. From 3-5 p.m. Monday through Thursday, 20-30 students congregate in the classroom opposite the CBO's office. There, they receive homework assistance, watch and discuss movies, or participate in discussions and workshops on topics such as conflict resolution, the media, and discrimination and the law. The agenda of the afterschool program varies daily but does not follow a set schedule; i.e., the students do not know what they will be doing in the program until they arrive.

Some students are paid for their consistent participation in the program--for completing academic work that is assigned during the afterschool sessions and for attending special career training workshops. Staff members emphasize that this opportunity prepares students for work. These internships, financed only in small part by CAPS funds, are available to students who live nearby, who are considered disadvantaged, and whose parents agree to maintain contact with the CBO.

Gamma also sponsors special trips to Broadway shows, Knicks games, movies, conferences and colleges. Anticipated by both students and staff, these events serve to reward students who are improving, to encourage students who have fallen behind, and to expose the young people to a world beyond their streets.

Student Impact

Students were generally very positive about the program and its benefits for them. When asked specifically about the after school program, students volunteered the following comments:

> A lot of teachers are boring. Then, when we come to Gamma, they make all your learning fun. You learn what you need at Gamma, then the teachers are very impressed....They do a lot of math here.
>
> When you get home, you can just chill on out, because you already done your homework. You don't have to worry about that.

> When you come here, it's not like you outside....They give you respect. See how they're all listenin' [she points to the other students in the group], they call it *one mike* . Everybody listens to what one person is saying, then the next person wants to say something, he can say it. But everybody like listens to you. It's like respect. They give that everyday.
>
> It do make a difference in how we do in school, because school, our school is like Gamma. It's like you come back to school, they help you with your homework. They have people coming and talking to you about their college, what college is like, what they do.

The afterschool program also provides a forum for students to examine their own assumptions and behaviors. Following is an excerpt of an essay written by one student in the afterschool program. It illustrates the value of such a "testing ground."

> I conducted an experiment to see how cool it would be wearing jewelry. I heard about if wearing too much jewelry you could get hurt or killed. So I had to see if it was the truth. [The student bought $10 worth of fake jewelry and wore it to school.]
>
> This experiment was fun to do and it also helped me to learn something. One of the things that I learned was don't ever buy something that could get me in trouble, and others as well. At lunch time, I went out to get me something to eat and the cops started to follow me. It had seemed like I had done something wrong. In that same day I met a lot of people that I did not know. Just when the day was over a 9th grader came up to me and asked me could he hold the chain and I told him no. So I guess he thought he was going to take the chain but my friends came over and he walked away....Thank you for reading this.

Though paid internships were offered to all students in the AIDP program, relatively few chose this option. Those who did, however, agree that the money is a big attraction. Providing they have completed all assignments, they receive $80 every two weeks. One student commented: "It's like you're anxious to come because you know you're gonna get paid for coming, but that's not why I come." When asked how to attract more students, another piped up, "Tell them they'll get paid!"

The students use their income to buy clothing, sneakers, school supplies, and gifts and are appreciative of this extra support. In a letter to Gamma staff, one student writes: "I really appreciate all the time and patience you took out for me so I be able to collect my checks. I also appreciate all the respect you gave me. I understand I can be a very hard person to get along and to be around with..." Teachers have also commented that the extra money is very helpful to their students.

Following every special trip sponsored by Gamma, the 50 or so students in attendance are required to write an essay about their experience. These papers are read and corrected by Gamma staff members. The range of observations is remarkable. Commenting on her experience at *Five Guys Named Moe* , one young woman writes:

> I went on a trip which was really fun and interesting. I saw people from different countries. Aldrin took me and a couple of other girls to the store and we saw people from Tennessee. They seemed lost, and we did what we were supposed to and told them where to go. They also seemed really scared of us.

About her trip to City College, one student writes:

> There were lots of different cultures laughing together, having fun. There were people in couples studying together. Lots of different cultures people are studying good subjects....We asked them good questions like why did they pick City College, and they said because they didn't get accepted to no other one.

Describing her experience at *Breakin* -- a job training workshop -- another writes:

> I had so much fun. I ate and I met new people from different schools. We did this thing where we had to pick 15 positive reasons we would hire someone to 15 negative reasons we would not hire someone. Then the staff did a role play on a interview for a job.

Among these special events, two warrant particular attention. These are the senior dinner and the culmination banquet. Held at the end of the school year, these events award students for good attendance and honor their parents. So important is the senior dinner to students that they are willing to contribute their own money--dollars they earn from Gamma internships. One staff member recounted that he had spoken with seniors about the lack of funds available for the event and had solicited their suggestions. Seniors volunteered to donate $5 per week from their paychecks to insure a quality experience.

This culmination banquet is also significant. When asked about their most memorable experience with the Gamma, several students mentioned this one. It is perhaps one of the only times the young people can honor their parents, perhaps one of the few times their parents will see them honored. It is also an opportunity to share one's talent. One student writes:

> This month's special event was the Gamma's Award dinner that I had the privilege of attending....Everyone was dressed to impress and parents were all smiles....I along with TV and LL volunteered to sing for the occasion. The three of us along with TB are a group and hope to sign with a record company. We sang two songs, one written by myself....It was a wonderful evening and it gave me the opportunity to give my first performance.

These student excerpts demonstrate the positive impact that Gamma has on the students it serves at the middle school. While records data show no net gain in attendance, it is clear that these statistics do not tell the complete story of this CAPS partnership. The individual successes of the CBO at the school described in the preceding paragraphs may have, to some extent, attributed to the pro-active nature of its staff. Gamma counselors call out the names of passing students to schedule them for appointments during lunch or after school. They stand in the hallways between classes to net the students in their program, and they go to classrooms to follow up on students and to spread the word of their availability.

Use of Information

CBO and AIDP staff, along with a guidance counselor, formally assemble in the CBO's office every week for PPC meetings. The agenda for these meetings, which is set by the AIDP Facilitator with input from other staff members, includes items about the progress of specific students, about new students to be targeted, about past events and upcoming programs. The meetings can be both playful and serious. In addition to these scheduled meetings, school and CBO staff meet almost every day for informal discussions.

Information about students is shared freely at such meetings. However, some of the data are not easily acquired. For instance, to obtain 3rd quarter ratings for her students, the AIDP Facilitator had to sift through records in the AP offices as well as those in the homerooms. Student records from Gamma were similarly disordered, with some information stored at the CBO's central office and some on site. Additionally, accurate filing was clearly not a priority.

At the observed PPC meeting, it was reported that attendance was up 2% in April but this improvement was attributed to the fact that some chronically truant students had finally been discharged. This comment launched a lengthy discussion of five such students. One CBO staff person noted that he had spoken with the mother of one of the boys earlier that week and was informed that she let her son stay at home. The mother knew her son did not attend school when he said he was going to, so she allowed him to stay home. She felt he was safer at home than on the streets.

Occasionally, the observed meeting was interrupted by students who needed to make an appointment or pick up information. After the young people had left the room, the AIDP Facilitator would call out their attendance and grades and the guidance counselor would check their standardized test scores. Following several of these interruptions, it was suggested that a council be formed to evaluate the progress of every child; students would have to report to the council periodically. At present, the AIDP and CBO staff have no systematic way to correlate performance with school attendance and program participation on an individual basis. Though they complete MSSRs and quarterly reports, these forms do not facilitate the comparison of individual statistics.

Interestingly, CBO staff, AIDP staff, and one guidance counselor seemed to form an alliance apart from the scholastic institution. While this alliance appears to offer substantial moral support to its members, it may also isolate the programs from the school community. This, in turn, may result in reduced communication and information sharing between program staff and school personnel. The AIDP Facilitator acknowledged this gulf and admitted that she saw the school as "one of the weakest links in the partnership." She also observed that the groups had different objectives. CBO staff persons concurred: "We bump our heads because we run a different agenda. We look for whatever positive the kid has." Other staff members noted that while the CBO tried to "save the children," the institution only wanted to "keep good kids in school and reward kids who 'deserve' it."

Gamma staff members were also concerned that students had to "beg, borrow, and steal" time in order to visit them during the day. Class scheduling and the reluctance of some teachers to accept hall passes made it difficult for students to get the attention they needed. Even during the lunch hour, they were discouraged from remaining in the building. Additionally, both AIDP and CBO staff felt that the school harbored some level of jealousy or disdain towards the incentive programs. The AIDP Facilitator elaborated: "They don't like the fact that we have money to spend on kids. They think it's a party. I have to explain that no activity lacks an educational component." One CBO staff person reinforced her opinion, "There's a level of competition. We can offer plays, Knicks tickets...things the school can't....Kids know that Gamma is fat. If you hang out with Gamma, you'll get to do things."

Ironically, most of the school staff interviewed (randomly selected) were very supportive of the CBO's work. One administrator described Gamma staff as "hardworking and inventive." She said, "They made believers out of us." An 8th grade ESL teacher who knew very little about Gamma did recall a student with a particularly bad temperament ("her body posture said MFU") whose attitude completely changed after working with the CBO for a summer. Another teacher praised the program, indicating that it enhanced the children's pride in their culture, gave them additional information, and helped them communicate with each other in positive ways. "It [the CBO's program] develops leaders," he said. Even teachers who appeared to be gruff complimented the CBO's initiative: "They [Gamma] are probably taking a lot of children with extra energy and difficulties and making them fit in better, giving them more reason to be in school."

Expectedly, there is opposition to the CBO's program which seems to be based largely on philosophical differences and incomplete knowledge. More than one administrator expressed doubt about the integrity of a program which was perceived to reward negative behavior. One indicated that while he understood the intentions of the

program, he felt that it was unfair and created a negative vibration in the school; it made students who did perform well feel as if they didn't count. His recommendation was a program that rewarded students for their effort--if they came to school, did their homework, and behaved well. Though not as forceful, teachers also expressed concern over the incentive strategy. One popular ESL instructor noted: "They [the CBO] reward kids if they come in. I think that's helpful, but a program cannot be based on rewards alone." Finally, there was disapproval of some of the other tactics employed by the CBO. One teacher was discouraged by the Gamma-sponsored anti-violence rally. She remembered that the CBO got the students all worked up from the beginning, urging them to chant, "increase the peace, increase the peace." She felt the organization was inciting them to participate in mass hysteria rather than encouraging them to think for themselves and to consider the consequences of violence. It is noteworthy that most of these discontents have not been formally addressed.

Governance

As indicated by the description of the PPC meeting presented above, there is a very even sense of governance in this CAPS partnership. The AIDP Facilitator sets meeting agendas. She also prefers to have plans for special programs (whole school assemblies and socials) routed through her, instead of going directly to the principal. This, she maintains, is because she is familiar with the school's culture and constraints and therefore can route requests most efficiently. However, she consults with CBO staff frequently and the tone of their exchanges suggests and open and flexible relationship.

There is also flexibility within the financial domain of this partnership. Because its funds are often slow in coming, the AIDP program occasionally borrows funds from the CBO. Similarly, the CAPS budget of the CBO's on-site operation is supplemented by the central office. For example, the central office recently contributed $5,000 to bring an African dance troupe to the middle school for a whole-school assembly.

Finally, some school personnel do feel that they have a voice in the programs offered by Gamma. In particular, one administrator makes regular recommendations to the principal about the CBO's operations. In the past, she has requested that Gamma hire a bilingual staff person. Recently, she has suggested that the CBO become more integrated into the school's curriculum by offering workshops and group counseling to entire classes. Interestingly, this is a goal that has also been articulated by the CBO staff.

The middle school is just beginning a School Based Management initiative. At present, CBO staff are not included in SBM discussions.

The Role of the United Way

Input from the United Way in terms of training and feedback appears to be minimal. On-site staff members interact with the United Way only when negotiating the contract for CAPS services. Furthermore, Gamma has been working in the middle school for nearly three years, and most of the current staff have not had occasion to review the present contract or work plan. They are, however, very appreciative of the funding and have found that the United Way's mandatory reports provide useful guidelines for conceptualizing and evaluating their programs.

The AIDP Facilitator understands that her reports and recommendations influence whether or not the principal agrees to continue the CBO's contract, but she also has had little contact with the United Way. She has received training and support services from the district office of the school, however, and she praises that office for its efforts.

Conclusion

From observations detailed in the preceding sections, it is clear that a solid partnership has been forged between Gamma and the middle school. However, it is also evident and unfortunate that misconceptions continue to grow between school personnel and the partnership alliance. Specifically, the mission, methods, and program of Gamma

have not been sufficiently explained to school staff. Consequently, staff members on both sides are suspicious of each other and the CAPS initiative suffers. School personnel are suspicious of the CBO's program and incentive structure. CBO and AIDP staff members suspect that they are alone in their mission to "save the children" and that they must reserve energy to counter negative attitudes of school personnel.

Improved communication between the partnership alliance and school staff could only enhance the already effective relationship between Gamma and the middle school. This investment should include a discussion of the various philosophies for dealing with at risk students as well as an explication of program objectives and activities. The United Way could possibly advocate for and mediate such an effort.

KAPPA HIGH SCHOOL PARTNERSHIP

The CBO

The CBO-school partnership at this site is one of many run by Kappa, the CBO. The off-site Kappa supervisor of this partnership also supervises five other sites at which Kappa has staff in the schools. Founded in the early 1960s, the CBO works in various boroughs throughout the city. In Kappa literature, the mission is described as advocacy and a role of "empowering the Latino community through the education and leadership development of its youth." From the beginning, the agency had the goal of encouraging Hispanic high school students to go on to higher education. Financially, the CBO primarily depends on local and federal government grants, although it also has corporate, foundation and individual sponsors.

Kappa has been in the school for five years. Although all the on-site personnel have college degrees, they earn less than a first year teacher. Unlike school workers, they are expected to work some time in the summer. One of the three on-site CBO workers has worked in this school for two years. Before that she worked at another Kappa-school partnership. Another worker has an MA degree and has worked for Kappa a little over a year. The third has been there less than a semester.

Kappa has an office outside of the neighborhood in a distant business district, about 30 minutes on the subway from the school. In the school, Kappa has two small rooms in the back of the art room -- rooms formerly used to store art equipment. Thus, the office has a sink and cabinets with long flat drawers for art. The offices are separated from the art room by a partition that is just higher than the door. The partition is not sound or sight proof. Two counselors share the first room while another worker has her office with a door she can close if necessary. The three CBO counselors have a total caseload of 90 students.

The staff offer different strengths to the school and the CBO. One of the younger workers participated in Kappa when she was in high school in New York and offers the students an example of what membership can mean. One worker's older age (she is a mother of teenagers herself) and Dominican background give her a certain confidence and authority with the parents. This worker reports calling parents to offer unsolicited advice about family problems.

The School

The school is a large public high school in a post World War I brick building. Some 85 percent of the students in the school are classified as Dominican. The principal describes another nine percent or so as African American, with most of the remaining students as West Indian and non-Dominican Hispanic, and a tiny smattering as Asian and White.

Largely due to a recent influx of immigrants, the school is one of the most over-crowded high schools in the city with a population of some 3,500 students. Because it is overcrowded, the school day is staggered and students and staff arrive and leave in shifts. The school is under Regents' Review (SURR).

The school is organized into ten houses. The school staff includes family assistants or caseworkers, nine guidance counselors, twelve program planners, three supervisory assistant principals, eight deans and the principal who has worked in the school five years. The guidance counselors technically have caseloads of 400 to 450 students.

Kappa is one of four CBOs operating in the school. One of the other CBOs operates in a separate house within the school house structure. The other two, like Kappa, work with students from all houses. Kappa deals with many newer immigrants from the International Houses, but it is not officially part of any house. The houses are not physically separated in the school.

The Students

The school classifies 85 per cent of the general student population as Dominican and about nine percent as African American; a sample of 54 students in the Kappa program all reported themselves as Hispanic. More than half of the students in the sample are ninth graders, but over 40 percent of the students in the sample are two years over-age or more. For almost all of the sample, Spanish was the principle language spoken at home. A substantial portion of the students in the sample reported household incomes under 10,000 dollars. The Kappa program admits approximately the same number of males and females. The sample had, on average, about 80 per cent attendance last year. This was a somewhat lower attendance than the general school population.

Poor grades, recent immigration, a high level of cutting class, and elevated absences are the primary reasons students are admitted in the program. Regardless of the reason for admittance, most of the students in the program are foreign-born and many speak very little English; thus, the students in the program are not necessarily doing badly academically.

The Program

Kappa works under a contract or work plan. The work plan is the outline of what the CBO must do during the course of the year. This agenda comes out of a multi-layered negotiation about what the CBO's mission should be in the school. The Project Achieve coordinator, all CBO staff people, the principal and, finally, the United Way all review the work plan before signing off.

The staff members actually do a lot more than they are required to do contractually, according to the plan. Thus, the Kappa program has both formalized elements -- things written into the work plan -- and informal aspects -- things the staff people do that they do not record, things that do not fit the requirements of the plan. The

work plan calls for workshops and other events, weekly meetings of the after school club and caseload management.

According to a Kappa worker, the total CBO case load may not exceed 90 students and is usually around 85 at any given moment. The workers divide the list between themselves. Students must be defined as "at risk." Students may only be in the program, that is on the caseload list, for one year. Kappa is also contracted to follow up on the attendance of the 90 students enrolled. If a student is absent for three days, they must send a letter, to be followed by a home visit. Once a week, each staff member looks for their students in various official classes. This is a systematic and active effort to locate every the students in the program at least weekly. They speak to the student in the official class and write a pass for an appointment later. Kappa personnel go beyond contract specifics in their attendance outreach, including the amount of written and phone communication with students' home. They also will go to class and look for a student they have not seem in a while.

All the students in the program should be counseled three times a month and these sessions should be marked in the student files. On a day to day basis, individual and group counseling, either formal and informal, is the most significant and time consuming activity of the on-site workers. The counselors may spend up to two hours a day counseling. If each of the 85 or so students must be counseled three times a month, then they must each counsel three or four students a day. Yet they actually tend to see many more than that on a given day.

According to a Kappa worker, this year's work plan also calls for two workshop with students in class, and six with the after school club each semester. The in-class workshops are on topics suggested by the teachers, such as conflict resolution and multiculturalism. Two meetings of the parents association are contracted in the plan, as well as two college visits and two career visits during the year. In all, Kappa is responsible for some 24 events during the nine months of the school year.

All students can participate in the weekly after school club, although most are current or former clients of the case management part of the Kappa program. The club receives Project Achieve money to conduct various projects from time to time. Kappa often sends employees from the central office to the school for the after school club to conduct workshops.

Some of the informal activities of the CBO, things that are not in the work plan, relate to advocacy and personal safety issues. The head of guidance at the school indicated that "the CBO staff act as advocates for the students. Because they tend to be younger and more often bilingual, they can speak for the students." Two students of a group of twelve interviewed indicated that Kappa had played an advocacy role for them. One Kappa staff member said that they must advocate for students with teachers because teachers can become too wrapped up in events in the classroom; they do not always see what is happening in a student's life. One teacher complained about this "advocacy". He complained that the CBOs coddle the students too much, that they take the students side against the teacher.

Kappa staff people extend advocacy beyond the student-teacher relationship. One CBO representative feels they must also advocate for parents when they feel the school suspends a student in violation of Board of Education rules, or when a dean or someone other than the principal serves an unauthorized suspension. Informal advocacy on this issue led the CBO to organize a formal workshop on parents rights and the rules regarding suspensions.

Sometimes students need advocates with their own parents. One Kappa staff member called a student's parents to suggest that their daughter might need cosmetic surgery more than an upcoming family trip to the Dominican Republic.

In this CBO-school partnership, advocacy generally happens on an informal and personal level, yet it is one important component of the CBO program. None of these

advocacy roles are in the work plan, nor are they formalized in the school or house structure.

Advocacy is not the only informal outcome of the CBO partnership. The CBO office in the school also provides a few students with a safe, comfortable place to be during, and sometimes even after school. Students come up during lunch or during free periods or as classes are changing and the hallways are full. They can use the mirror in the office to check their hair, call home, and leave personal items. One parent commented that it is good to have someone in the school who's looking out for the student, someone to call to give messages, someone who will get the homework for a sick child, and a safe place for the student to go during lunch. Furthermore, CBO staff members have donated baby carriages and baby clothes to expecting students.

The workers meet with students at their desks in the office during the students' lunch periods, before and after school, and between periods. Counseling sessions last from five to thirty minutes. They talk in one of the rooms of the office, which are fairly public. Each student has a designated counselor and if their counselor is not there, they wait around or leave. Informal group sessions after school and during lunch on topics from pregnancy to job possibilities involve students with all counselors.

The space, although as good as office space in the school tends to be, is problematic in terms of both size and layout. Students wait for their counselor outside of the office in the back of the neighboring classroom. The neighboring teacher complains of noise, but an Kappa worker counters that students who are not in the program sometimes hang out in the hallway by the stairs and that the noise does not come from students in the program. Kappa, they argue, is not responsible for the general school population. Thus, security is accountable for disturbances in the hallway outside of the office. Only the official class routine obliges the Kappa staff to go around the school and look in the classrooms. Otherwise, the Kappa workers tend to stay in the office area,

visit the principal's office, other CBO offices, the cafeteria, and, once-a-week, the Project Achieve office.

In short, Kappa personnel spend their time counseling, attending meetings, checking classes to see if students are present, running the weekly after-school club, and filling out Kappa and United Way forms. Meetings with parents, home visits, phone calls to students' home, trips, and workshops are not necessarily a major part of the weekly routine, although during special weeks these activities may take up a great deal of time.

Every week, one of the three staff members attends the weekly after school club, goes to the central CBO office for meetings, and attends the school's CBO meeting where all the CBOs meet with the Project Achieve coordinator.

At two different after-school club meetings seven and eleven students, respectively, attended. One meeting was devoted to planning the anti-graffiti campaign. The other was a workshop on AIDS and was organized by the CBO's AIDS coordinator from the main office. Seven students showed up, plus the CBO AIDS coordinator, the workshop leader from another non-profit agency, the on-site Kappa person and the evaluator. The idea of the workshop was to find students interested in becoming peer counselors to run similar workshops on AIDS themselves. In response to a student inquiry, staff did not know if the peer counselors would be paid.

Various CBO workers visited from the main CBO office. On career day, for example, Kappa sent someone from the main office to talk about careers in law. The office staff are often funded directly by grants outside of CAPS. The legal issues spokesperson spoke in classes to all students, not just the students in the program, and gave out the phone number of his office downtown. After every event, students were asked to fill out an intake form with demographic information and a rating sheet.

Thus, the CBO performs both formalized functions -- trips, workshops, counseling, attendance outreach -- and informal functions -- providing a safe center and

various kinds of advocacy. Some students and most of the CBO staff emphasized the importance of enriching activities and performance based activities. Most of the school administration and counseling staff thought of the CBO activities primarily in terms of counseling and workshops. A sample of the teachers who had not referred any students to Kappa were unsure about Kappa's purpose or history.

In short, the program of this CBO-school partnership ranges from informal services, providing a safe environment and advocating from students, to formal services, checking on attendance and running workshops. Kappa is meeting its contractual obligations while providing unquantifiable, informal benefits.

Student Impact

Different people have different perspectives on the formalized activities of Kappa reflecting their different views of the mission of the CBO in the CAPs program. For example, the Kappa off-site supervisor emphasized the performance-based activities that involve students. He argued that next year Kappa should start a regular work program at the neighboring hospital. The CBO's philosophy of "empowerment" leads the supervisor to favor of trips and out-of-school activities over attendance outreach activities. He briefly summed up the history of the organization and succinctly put the mission of the CBO much like the Kappa literature: "We empower the Latino community through the education and leadership of its youth."

Some students echoed the supervisor's position. The members of the after-school club emphasized the importance of CBO's community outreach activities. One of their favorite activities was gathering toys for children in the hospital at Christmas. This activity took them out of the school and into the stores. They also entertained another group of children in the hospital. Now they are planning an anti-graffiti campaign in the school. "In the club we gather food at Christmas to give to people who don't have food. We get money from the merchants to buy toys for children in the hospital. We went to

sing for them....We should do more things like take food to the homeless and visit colleges....We don't need more help with homework. There are a lot of places to go for that."

The charity missions were popular because they took the students out of the school, because they were activities in which everyone could participate, and because the work seemed real and needed, not contrived. College visits were also popular with the group from the club. Another student noted that the club was sometimes too much like school, too many workshops and not enough action, and that they should do more out-of-school activities. Likewise, a student in the program who does not attend the club emphasized a trip to the police precinct.

These students and the CBO staff person emphasized performance-oriented activities while a school administrator said the CBOs provide an "extension of our guidance and outreach services. Given the needs of our students, economic and social, they can extend our guidance services." Echoing these sentiments, a school guidance counselor primarily stressed the counseling role of the CBO. This guidance counselor commented that the CBO "offers the students things that we just don't have time to do. They deal with GED, Summer Youth Employment, work papers and economic problems, or at least they can refer the students to some one else." Kappa does not actually claim to be able to provide many of these services; they do not generally deal with work papers or Summer Youth Employment. And these services certainly are not in the work plan.

The Project Achieve coordinator suggested that the CBOs have a lot of potential for involving parents in the school and helping kids pass a few more classes. The CBOs should be a valid resource for teachers, he continued, but many teachers do not understand the purpose of the CBOs. The coordinator emphasized the in-school services offered by Kappa -- parental workshops, counseling, and attendance outreach. A large part of the coordinator's job is to verify that the CBOs are complying with their work plans, thus he emphasizes the main components of the work plan and how the CBO has

been able to fulfill these requirements. "The CBOs," he said, "are here to serve students at-risk."

Students in the program, furthermore, took a variety of positions, emphasizing everything from "they're here to make sure you don't cut class" to "they help with family problems" to "they're here for us, the Hispanics." Many of the after-school students were not on the CAPS program roster, but this is because students can continue to participate in the after-school program even after they've reached their one-year limit as part of the Kappa caseload.

Some staff of the CBO emphasize that they give the schools more than the schools pay for by sending staff from the central office to run workshops. "The CBOs are the one part of the school budget that the schools can control and they try to squeeze as much out of them as possible." Other CBO staff, when asked, generally feel that the workshops run by Kappa office staff fulfill, not exceed, the work plan.

Use of Information

From the Project Achieve coordinator to the on-site CBO staff to the students, everyone wants more feedback. One Kappa staff person noted that the United Way intake forms and quarterly reports help track how the CBO is doing in terms of contracted obligations. But there is no feedback from the United Way itself, only calls about missing information. Another staff member wonders why United Way needs the information at all and why they pay so much attention to detail. The Kappa personnel, both on-site staff and supervisor, felt that the United Way forms were not qualitative enough. Furthermore, filling out the forms takes too much time. Kappa re-designed its own forms to eliminate redundant information. All in all, from the Kappa point of view, the quarterly report process seems like a lot of time and a lot of numbers for little information with no feedback.

The students also want more feedback. In an interview with a relatively new group of Kappa students, one student commented that it would be nice to get a letter in the mail reporting that you have improved -- something to show your parents. One student indicated that he was impressed with a recent Kappa award ceremony held in the school. Another student, taking up the theme of the previous speaker, reported having seen the awards ceremony -- that the students seemed so proud -- but that he did not know what to do to get an award. The awards ceremony, a form of feedback, made an impression on the students and they wanted more of this kind of thing. These students said they liked coming to the Kappa office, that they knew they could get help with homework or family problems and some had been on trips with the CBO. They understood that they might be recognized for improvement.

The Project Achieve coordinator observed that many teachers do not know what Kappa does in the school, that they do not have the information. Administrators have tried to inform teachers in the staff newsletter, but did not have room in the professional development calendar to schedule the CBO.

At least to outsiders, on-site Kappa staff sometimes defer to off-site CBO staff when asked about the history and mission of the CBO, even though they are responsible, at least day-to-day, for communicating this information to school staff.

The on-site CBO workers' biggest information problem is with the flow of information in the school hierarchy. Kappa workers get copies of a student's report cards from the school as long as the student is in the program. They do not get grades from before the student joined the program. They do not get the student's grades after the student leaves the program. One of the administrators objected to the CBO staff making home visits without notifying the school, so now the CBO provides this office with a list of students in the program. Still many teachers do not know who is in the CBO program. The Project Achieve coordinator believes that the CBO workers regularly review the attendance records to see who has been absent, but the workers actually keep their own

attendance records and do not have easy access to school records. CBO staff relationships with particular guidance counselors determine whether or not CBO staff get copies of the students' transcripts.

Governance

Two spheres of school decision making impact the Kappa program. One governance structure, the CBO and Project Achieve network, directly involves the Kappa workers in projects and meetings about students. This CBO Roundtable involves all four CBOs. The CBO-Project Achieve decision making, according to the Project Achieve coordinator, is like an SBM system within a non-SBM school. The CBO workers attend meetings with each other and the Project Achieve coordinator. The coordinator says his primary goal is to integrate the programs of the four CBOs through weekly staff meetings and social events for students and staff. However, these weekly CBO meetings are far from the only avenue for CBO interaction and cooperation. Kappa's central office AIDS coordinator contacted another CBO in the school about an AIDS video program of yet another CBO in the school. Also, two of the CBOs work on the same floor and regularly and informally exchange information on school personnel and policies.

The other cluster of governance structures, the overall house system of the school, excludes the Kappa workers from decision-making. Guidance counselors, other house personnel, teachers, and CBO staff people have been working in separate administrative and decision making spheres.

According to administrators, the school's local United Federation of Teachers opposed school based management (SBM). Thus, the school has a traditional hierarchy headed by the principal, followed by the assistant principals. Each of the ten houses has an assistant principal and guidance counselor. Each house is also assigned one or more program planner, dean and family worker. Some houses include all grades while others only have ninth graders or tenth graders. One Kappa worker objected to the fact that the

CBO staff people have not been invited to attend houses or guidance meetings. The problem, this worker continued, is that we do not know what the houses are doing, what they are teaching and saying about particular students.

Because the house system and the CBO system do not work in the same formal decision making sphere, they run the risk of duplicating their efforts. For example, family workers, unaware of the fact that a particular student enrolled in a given CBO, may duplicate a home visit. Also, a student could theoretically be enrolled simultaneously in two CBOs if, say, two staff people refer the student independently. However, given the size of the school and the small roles of the CBOs, sheer probability makes cross-listing unlikely.

Regardless of the formal structure, school guidance counselors and CBO staff people must make decisions together about students and these decisions are made on the basis of personal relations. Thus certain counselors, mostly the Spanish-speaking guidance counselors, are more likely to recommend a student to Kappa than are other counselors. Another counselor explained that the CBO staff seemed to have a high turnover rate and that it is hard to establish a personal relationship with them. The patterns in personal relations help explain the disproportionate numbers of students from the International Houses in Kappa.

The principal appointed the Project Achieve coordinator. The coordinator gets updates and calendars at the weekly meetings. The principal was also most directly involved in revisions to the CBO work plan last year, as the coordinator did not take this position until the beginning of this year.

The Role of the United Way

The regional United Way representative visits the school twice a semester or so, often spending the whole day in the school. Because the CBO is fairly well established in the school, the United Way has not played a major part in the contract process.

According to the CBO supervisor and the school principal, the United Way only came into this year's contract renewal process after the CBO and school had negotiated the basic outline. The major concerns about the United Way's role have come from the CBO workers and have centered on the quarterly reports, the amount of paperwork, and the lack of feedback. One CBO representative expressed the feeling that in the long run only the United Way will aggressively defend and expand the role of the Latino agencies.

On-site and off-site CBO staff differ somewhat on the quality of the United Way's CAPS professional development seminars. Off-site staff said that the meetings have not had very interesting speakers and that they were generally weaker than last year while the on-site people appreciated the sessions more. These sessions give school-based workers a chance to meet workers from other CBOs.

Conclusion

The services offered by the Kappa project are greatly appreciated by the students and parents in the program. Some of the services they find most valuable are outside the work plan. The work plan provides for caseload management, weekly meetings of the after school club, workshops and other events. Parents and students also value the safe, familiar, and comfortable environment the Kappa office provides students, as well as the student and parent advocacy work by Kappa staff.

The Kappa program is somewhat isolated from the rest of the school. Kappa staff have limited access to information and decision-making that is part of the house structure or school as a whole. Some activities, like home visits, can be redundant with other school activities. Generally, school administrators tend to know more about Kappa and be more positive about Kappa than teachers who are not directly affected by the program.

Future work plans discussed by both CBO staff and students include more performance based activities. Students noted that some activities are too much like

school, and that they preferred the more community-oriented activities which take them out of school.

LAMBDA HIGH SCHOOL PARTNERSHIP

The CBO

Walking the mile from Lambda to the high school can be an enlightening experience. Litter clutters the streets lined with small, local diners, liquor stores, drug stores and clothing shops. Many people can be found walking along the streets, including students, at any time during the day. The neighborhood is culturally diverse, very poor and has a long history of violence and drugs. The high school is surrounded by gates and closed doors; Lambda is next to a small, mostly cemented, public park which it has refurbished with colorful and multicultural murals. Residents in this community live mostly in older apartment buildings or somewhat dilapidated single-story houses. This community-based organization and school partnership, within this challenging environment, is a successful and well-suited match. As will be explained further, both organizations are growing and changing and are reaching for some similar goals. Although Lambda is small and the high school is rather large, they are both making efforts to better meet the needs of young people, to personalize and enrich their education.

Lambda is a Latino based center with a staff of 60 people, half of whom work full-time and many of whom are ~~Lighthouse~~ Lambda alumni. Lambda site is filled with movement and color. Student-created art displaying cultural heroes and community problems being addressed line the walls. A Lambda staff member described the reason for the student art: "We feel they need to own the space...when they decorate it, it's safe, it's home". Along with providing fine arts workshops and counseling to more than 20 neighborhood schools, Lambda retains a fully functioning community center. At the community center, students from many different schools, after completing orientation, a trial period and an evaluation, can become part of the "membership" program. This program is open to young people (ages 12-21) who show commitment to the center and

to school. This program is so popular that there is a running waiting list for admission. Once in the membership program, students experience a myriad of activities, from arts to improving the environment. While learning about and becoming actively involved in different issues, students get paid for working on projects that will benefit the community. These projects are optional but demand commitment and responsibility. This program supports the mission of the center which, according to one of its directors, is to "support young people in body, mind and spirit," along with developing leadership skills, to learn by doing and to create role models from within the community. This program will be discussed further in "The Program" section.

An indication of its commitment to education, Lambda will open its own school this year. This community-based school will start in September of 1993 with a maximum of 50 ninth graders and the intention of expanding grade levels each year, not to exceed 500 students. It will be developed around the themes of leadership and personal and community development. Lambda plans to continue its collaboration with the high school as well as with the other schools in the area while it develops this school of its own.

Lambda began its relationship with the high school last year as a cultural enrichment program on a part-time basis. The one on-site Lambda staff person was at the high school one day a week, mainly coordinating Lambda drama and dance workshops presented in the high school. After evaluating its own needs, the high school invited Lambda to become a more integral aspect and full-time presence at the high school. Lambda and the school discussed their mutual needs and then, with the assistance of United Way, negotiated new terms to better meet the school needs while keeping the integrity of Lambda. Lambda's staff person is currently on the high school campus four days a week and is closely involved with many aspects of the school.

The School

The Project Achieve coordinator finds this school to be located in 'a particularly violent neighborhood', citing extreme cases of violence occurring directly outside the school buildings. Upon entering the main entrance visitors are signed in and scanned, both by x-ray of bags and a hand held metal detector. Security is a priority at this high school due to violence such as a recent stabbing of a student on school grounds. Students are scanned daily albeit at random. Some students have little faith in this system declaring that "you can still get in anything". Due to this security concern, afterschool meetings and programs are kept to a minimum and are difficult to initiate. By 15 minutes after the final school bell, the buildings are empty.

The students had positive remarks about the school and many of its teachers. They were, however disappointed in many teachers and counselors who, they felt, were not listening to their needs and problems. One student described her discontent with the school and her guidance counselor: "It's not the violence only...I'm in honors classes, right, and if I go to the guidance counselor and he doesn't even let me talk before he tries to solve my problems like if he were a mind reader. I try to ask him something and he's telling me what's my problem." Some of the students also felt that disruptive students were the main cause for many of the school's problems and anxieties. One students described his experience: "The teachers are good but sometimes the students are disrespectful and the teachers can't teach the class". The students were particularly wary of the security problem at the school explaining that they thought students could easily bring in weapons or make weapons out of ordinary materials in spite of the security guards' efforts.

The collaboration of Lambda and the high school goes beyond that of a contract. Especially in the past year, Lambda has been involved in the restructuring of the high school, currently in the infancy stages of planning. Lambda has emerged as a leader in a coalition with parents, teachers and the community to restructure the school to better

meet the needs of the students. This coalition was created after a violent incident in the school left the students and parents fearful and disappointed with the school. The school staff are not opposed to the coalition and have been, even before the incident, in favor of the suggestions brought up by the group. The Project Achieve coordinator at the high school emphasized that this new-found community support and pressure has brought about changes earlier requested by the school staff but denied or delayed due to funding and bureaucracy. Currently the coalition is waiting for the high school to progress in its plans for next year before pursuing more intense efforts of restructuring.

The Students

The high school is comprised of approximately 2400 students, 65% Hispanic, mostly Puerto Rican, 33% African American and 2% Asian. The teachers are racially mixed, however there is a predominance of Caucasian teachers. This is relevant in light of the fact that there is no Caucasian population at this high school. The school is structured around seven "houses", which are an effort by the high school to create a more personal atmosphere for students. Lambda mainly deals with the students from the bilingual portion of one of the houses which concentrates on ninth grade students. The four teacners that form a core group for this bilingual aspect are Latino and as such are a better ethnic match for the students. Lambda, including the staff person at the school, is also is comprised of mainly Latino staff.

Students are referred for resources by guidance counselors and core teachers for a variety of reasons such as having academic, attendance, behavioral or emotional problems. The teachers and counselors cite apathy, low self-esteem, little leadership and communication skills, little sense of responsibility and peer pressure as the major concerns in the student body. Growing numbers of immigrant students lacking adequate formal education add pressure to school staff wrestling with curriculum issues. The staff acknowledge with some trepidation that all of the students needs are not being met.

The teachers were also frustrated with the lack of attention that "good students" are getting. The teachers would like to see more positive programs for achieving and improving students that would serve as rewards, enrichment, incentives and models for others to follow. The "leadership club", the dance workshops and the membership program (which will be discussed in the next section) are some examples of such programs in existence. The teachers would like to see these expanded with more opportunities for student participation. Attendance and, more importantly, the underlying reasons for the attendance, along with goals, confidence, motivation, independence and safety were the main concerns, the student needs, seen both by the CBO and the high school staff.

In November, the School Based Management team, and particularly the house Lambda works with, decided that the needs of the ninth graders were not being met: many ninth graders had academic and attendance problems and a need for bilingual education. They decided to form the bilingual aspect of the house to deal especially with these students. Lambda and the Project Achieve Coordinator (who plays a supervisory position with both groups) mutually decided to add the Lambda staff person to this new bilingual core group team.

According to the school staff, Lambda is meant to be the "cultural component" of the CBO group. They are to enrich the students culturally through dance and drama as well as increase their motivation for attending school and feeling for responsibility for completing classes and projects. The staff members most closely associated with Lambda would like to see it become an integral part of the instructional program. One teacher explained that Lambda "falls short only because they are not part of the instructional program". In the teachers' opinion, the guidance, motivational skills, responsibility and leadership skills being cultivated in the other Lambda programs should reach every student. One suggestion was to have the on-site Lambda staff member and

other Lambda staff people (in the future), lead guidance and leadership groups for the entire school or at least with the entire house in which Lambda is currently associated.

The teachers find that there is sometimes too much distance between Lambda and the school and would prefer Lambda to conduct more of its programs on campus so that it is seen as part of the school by the staff and students. Lambda, for its part, believes that it is closely associated with the school, might be willing to expand its services but, at the same time, would wish to keep its current "community center" status; a place for people in the community to feel welcome.

The Program

Lambda provides a wide range of services for the students of the high school. Last year Lambda was only in the school part time and provided only cultural activities. This year Lambda has been greatly expanded to include coordinating student participation in programs which take place in the high school and at the community center site. At the high school, the Lambda staff person coordinates drama and dance work shops, which are run by Lambda staff, counsels students who either come in for help or are referred by the "core meeting" or guidance counselors, and leads a newly formed "leadership club". She is on site four days a week 12:00-2:30 p.m.. and on Wednesday 12:30-3:30 p.m. to run the leadership club, an after school group. After working at Lambda at the high school, the staff member travels to the Lambda community center and works there until late in the evening with some of the students participating in the "membership" program.

Membership

This membership program, which meets after school, structures the students' time in positive, constructive ways that are meant to improve the community at large. In order to become part of the membership program, which has a long waiting list and admits students from any of the neighboring schools, the students must go through an orientation

and trial period. Lambda runs membership drives at the beginning and midway through the school year to attract new members. Lambda staff person coordinates the efforts to bring in new members from the high school. After applying to the program at Lambda, the students try the program and evaluate it and are in turn evaluated. They are then asked to join or to try again at another time.

Once admitted students are encouraged to become personally committed to the program. They are monitored for their attendance at the community center and for their attendance and grades at their school. The students and are expected to come to the community center every day after school; thus, attendance and academic achievement determine eligibility, although Lambda does offer tutoring and homework help. The students' schedules are determined by their activities; students can be at the community center from 3:30 p.m. to 8:00 p.m.. The members' time is split between "group projects', homework help, basic skills development, and 'work projects' which develop individual interests and 'liberation hall'.

The 'group projects' include such activities as drama, dance, environmental awareness, health education, tv/media, karate, sports, GED and ESL. The basic skills program leans towards work readiness with such activities as writing resumes and cover letters, interest and career aptitude surveys, and practice interviews. The "work project" is comprised of such performance driven activities as environmental action and education, newspaper, carpentry, peer tutoring, mural design and completion. Recently an environmental/community outreach program involved the students protesting the development of an environmental hazard in the community, inviting other cultures in the neighborhood to join in the protest. This program was filmed and later televised at part of an "Earth Day" celebration. The mural group is currently creating children's stories with each students creating the text as well as the illustrations, hopefully to be published. Students are paid $4.00 an hour in these process and performance oriented programs to develop performance, workshops, program or information for the community. The

students must participate in all activities, which run on varied schedules, except for the 'work projects' which is an added option but once committed the student must participate daily to be part of the project. Finally, "liberation hall" is a time for the students to explore their own and other people's cultures. The students are involved in celebrating holidays, discussing ideas and different perspectives, reading, writing and experiencing aspects of the cultures that surround them in the community.

Here are a few comments the students made about the membership program:

"We learn how to work in groups, and get along with people, but you also learn about yourself as a person."

"You learn how to speak out...to respect each other and not to criticize."

"To tell you the truth [Lambda] is just like being at home."

"We also learn about our heritage and other people's backgrounds...so we can know where we came from and also learn about other people so we can know and judge them by who they are and not by their culture."

This membership program fosters responsibility, accountability, leadership, confidence and a feeling of pride in and responsibility for the community. While creating projects for the community students are treated as responsible people capable of giving back to the community while earning money simultaneously. They work towards a goal that they achieve in a group atmosphere. These qualities of responsibility, leadership, confidence and community spirit may be helpful for school achievement, for building individual goals and meeting them and for choosing between right and wrong in a neighborhood filled with opportunities for failure. One student described the environmental action: "It helps the community...to try to stop what other people are trying to do to ruin our community." In this way the community center is a lighthouse for students looking for success.

Case Management

The Lambda on-site staff person is primarily involved with the bilingual aspect of the one house, which caters to new, bilingual ninth grade students. This bilingual group

is similar to the larger house, but is only one quarter of the size. The bilingual aspect has a coordinator who leads daily "core group" meetings. The core group meetings include CBO, a guidance counselor, family paraprofessional, the four core teachers (who all deal with the core group of ninth graders) and the Project Achieve coordinator. The meetings deal with issues like yearly goals, individual student discussion, referral and case management, upcoming events and concerns. The meetings take place during the teachers' free period. The group has only been meeting since November of 1993 and recognizes that it is in the beginning stages of development. The group seems to be a place where students are discussed openly and constructively, where opinions about programs are encouraged and suggestions are made freely. Participation in these meetings is mainly between the coordinator and the teachers who deal most often with the students, yet all members of the group are respected and encouraged to become involved and express themselves. There have been times when members cannot attend which can detract from the progress from the group but the meetings continue and absent members are later asked for their input. Recently the group decided to create an afterschool tutoring program two days a week for students in dire academic need "who show some potential". The core teachers volunteered to run the sessions.

During the core group meetings students who have academic, behavioral, emotional or attendance problems are discussed and are either dealt with by the teachers or are referred to a variety of sources, mainly the guidance counselor and Lambda. The source meets with the student, or a group, or a family and then reports back basic information, keeping confidentiality intact. Lists of students discussed during these meetings are circulated periodically. These students are then discussed and assessed for their progress and needs for further intervention.

In addition to counseling students referred to her by the core group, Lambda's staff person offers counseling to anyone who approaches her while she is in her office at the high school. She handles the applications for the Summer Youth Employment

Program. She explains the program and the application process to students at the high school and individually checks each application as they are returned. Once the applications are complete, the staff person offers advice and checks paperwork before the students go on interviews for jobs. Every day during the application and interview process she is bombarded by questions from students and often from parents about the program. She speaks with each person in turn, addressing them personally and patiently.

Leadership Club/Associate Membership

While discussing with the core group the lack of programs for academically achieving students, the Lambda staff person decided to create an after school program. This program began in April, 1993 and was introduced by her and the guidance counselor in classroom visits. The first session was filled with 60 eager students. In three weeks the numbers dwindled down to 10. The staff member cites apathy and a lack of commitment, and possibly a lack of permission by parents to stay after school, for this decrease in membership. She notes that this program is an alternative to Lambda membership program conducted at the community center which is unable to accept further members this year.

Now, after school one day a week, she leads this "empowerment club" designed to be a place where students can "work on personal development for school and homework on setting goals". Although small, this group is cohesive and responsive to each other. She hopes that this meeting will be a place for students to "do team coaching, support each other, talk about anything that's happening in our lives". In one meeting she structured the discussion to focus the students on what was positive and negative in their lives. She began by asking each of the members to say something sad and after each person had a turn they were to say something positive. This was followed by a moment of silence to think about either of their responses. The next topic was to suggest one thing each person wanted to improve and when they would begin to start working on it. The discussion then moved to comments about classes and about personal lives. The

students listened to each other during each topic and offered help about what to do with a problem. From classes to parents to relationships, these personal issues were discussed with respect and earnest suggestions were offered.

These meetings are new; however, the participants hope to continue the meetings throughout next year. The challenge remains to figure out how to maintain the intimacy and coherence of this group and include other students.

Drama and Dance Workshops.

Throughout the year, Lambda provides ongoing dance and 20 drama workshops. The dance workshops are in preparation for semester end assemblies and are taught by CBO dance ensemble members. The drama workshops incorporate health and personal development themes. The subject matter is negotiated between the Project Achieve Coordinator and Lambda. Currently the workshops are discussing AIDS and relationships. The sessions are preceded by and followed up with classroom discussion. Students are led through warm-up exercises, acted scenes and are invited to participate in repetition of scenes to alter the consequences. Discussion about the positive and negative aspects of the scenes is encouraged throughout the sessions. Each class that is invited to participate in the workshops attends two workshops, one per week. Teachers have found the workshops to be innovative and relevant, accessible and entertaining. Students on the whole seem shy to participate but eager to give their opinions when encouraged to do so.

Parent Workshops

Lambda coordinates with other CBOs in the school to periodically give parent workshops to discuss school procedures, college applications and parent concerns. There were not any workshops during the time of this observation.

Student Impact

A guidance counselor finds Lambda's impact tangible and effective. She feels the added help in guidance and improved attitudes of many students. Several teachers

thought that Lambda could make more of an impact if directly incorporated with the instructional program and are creating ways to enact this next year such as the guidance or leadership classes mentioned earlier. Their main thrust would be to help students before they develop problems; to be a pro-active program rather than reactive.

Students declare that Lambda "helps the community" and teaches the students "about our heritage and other people's backgrounds so that "we can know where we came from and also learn about other people so we can know and judge them by who they are and not (by) their culture (alone)." The trusting relationship developed by the students and Lambda personnel carries over to the high school. In describing the relationship one student explained that "[When] we have any problems we know that we can go to her cause we could trust her...we're used to her already...we know she's our friend, we can count on her. The high school students involved with the membership program at Lambda were involved in all aspects of the center. From environmental action, to mural to health education the students were able to articulate their purpose for being in Lambda, what they were learning and what they would be doing without Lambda. A student recommends Lambda to her friends because "they don't have to waste their time, they can come here and make something of their time". Students did suggest the idea of having a counsel of members to discuss any grievances or program changes, and more chances to lead the groups. These ideas are acknowledged by Lambda staff and are being considered for the future.

Observing the leadership meeting, it was clear that the students enjoyed the meeting with, and trusted the other participants. They told personal stories and problems from academic to social to home. The participants were constantly encouraged to help the person solve their problem or to see it in a new way. They were asked to think of "positive", "sad" things in their lives and to name something they would like to improve as well as when they would begin this effort. These were not students "at risk" but

students in need of emotional and social support who were surviving despite many obstacles in their lives.

The workshops taught difficult concepts, like AIDS, in non-threatening, entertaining ways that were catalysts for discussion. Actors presented scenes about students having relationship both friendly and romantic and dealt with the issue of a friend testing HIV positive and the reactions those around him. The scenes covered AIDS myths, problems of possessive boyfriends and girlfriends and how these issues are manifested in the school setting. The language in the scenes was similar to that used by the students in the high school as were the relationships between the actors and the story lines. Following the scenes, students were able to voice their concerns and express their thoughts and then to participate in the scenes if they think they could solve the "conflicts" created. The students were generally shy to participate in the actual scenes but were able to discuss their opinions with encouragement. Possession and abuse by boyfriends was a heated topic for debate. During one discussion a female student exclaimed "I feel that if a woman gets slapped she should slap him back" while a male student defended slapping by claiming that talking was not enough, "When you talk to her sometimes she won't listen". This debate allowed the students to air their feelings and then to come up with alternatives to the conflict. The AIDS myths discussed in the scenes were discussed and corrected by both the students and the facilitators. The teachers of the classes involved in the workshops seemed very receptive and positive about the experience. They created discussions in their classes about the topics discussed and extended the experience by having the students discuss, write or illustrate their opinions and suggestions. The teachers said that there was a place for these workshops in school and that the issues discussed were current and relevant.

The case management lists circulated in the core group meetings note the progress of students helped by Lambda's staff member and/or the guidance counselor. These two

people teamed well enough for teachers to say that they could not pinpoint who was responsible for a student's improvement, only that the student had improved.

Use of Information

Communication between Lambda and some parts of the high school is regular and ongoing. There is good communication between teachers in the core bilingual group and Lambda about the students in the program. However, these teachers are not completely aware of what Lambda's outside community organization role. Other teachers in the schools, even those who have attended workshops, have very little contact with Lambda.

The core meetings and the close proximity of the CBOs (they all share one classroom space with partitions) enables communication to flow easily among them.

Lambda is held accountable for giving United Way quarterly reports. Lambda completes these forms to meet the needs of the United Way and uses other forms to meet its own needs. For every student in the membership program, there is a file at the Lambda site. This file includes the student's application (name, address, interests, parent permission) and work samples. For the students that she counsels, the staff person keeps a journal of the date of the meeting, student name and summary of the discussion.

At the high school all report cards are on computer for the current fall semester. After obtaining the students' names, official ID and official class the records were accessed and a printout was made in the records office. For the remainder of the academic and biographical information I was directed to the records office to examine individual "transcripts". Only a portion of the transcripts were complete, many were missing basic forms like biographical data sheets. The junior high information was very sparse with complete years missing.

Governance

After being only a part-time presence in the high school last year, Lambda's staff member was asked to return on a more full-time basis for this school year and expand the services offered. Besides coming in four days a week Lambda was asked to take on attendance outreach and counseling responsibilities which is new for Lambda. The high school and Lambda discussed the needs of each organization and then negotiated a new contract together with the United Way. Lambda was willing to comply with the school's wishes and both seem satisfied with the result. Lambda and the some of the high school staff find the collaboration improving and at a very good level. Lambda is becoming more integrating into the school although, a teacher at the core meeting felt that there was a distance between the school and Lambda due to its physical location outside the school and would prefer Lambda to be housed entirely on campus. Another teacher was surprised to find out that Lambda was ever an outside agency and thought that Lambda was an actual part of the school.

Lamba's staff member is directly supervised by personnel at Lambda site. Both Lambda personnel and the Project Achieve Coordinator saw each other as collaborators rather than a hierarchy. Neither party felt supervised or responsible to the other. As far as School Based Management is concerned, all of the CBOs are involved in the decisions, however there is only one representative from all four of the CBOs who attends the meetings. During the mid-year review, the SBM team evaluates the current CBOs and decides the needs of the schools and how and which CBOs will fill those needs. The Lambda staff person primarily collaborates with the bilingual aspect of the one house and the Project Achieve Coordinator. She works with them to decide, coordinate and administer services. There was a professional relationship between these parties and they respected each other enough to consult with each other about all matters of concern. This year Lambda is seen as more a part of the school and is a familiar face to many of the school staff.

Lambda shares one classroom with the other three CBOs. Lambda's staff member's space is small yet adequate considering that most of her work is done outside of that classroom, except for some counseling and completing summer job applications.

The Role of the United Way

According to both Lambda and the Project Achieve Coordinator, United Way's main influence lies in its role of negotiating contracts. They both expressed satisfaction with the amount of visits from the United Way representative, three to date respectively. The School found it essential to have supervision and coordination from an agency outside the school board to facilitate objectively and with minimum bureaucracy. Lambda did not see United Way as more than coordinators; they received little or no feedback concerning reports and programs. They were, however, willing to ask for advice when appropriate and had confidence in the United Way personnel. The high school personnel felt that "on the whole they are effective". Both sides of the partnership seemed satisfied with the communication between themselves and did not need further supervision or mediation beyond deciding or changing the contracts.

Conclusion

Lambda is a community based organization in the full sense of the term: they are within walking distance, they work for and with the community and community people play an integral part of their staff. The partnership between Lambda and the high school is a relationship that works. There are many reasons for their success and continuing growth. The congruence of ethnicities and cultures of Lambda staff and the students of the high school, except for the majority of the high school staff, may be one reason for the success of the collaboration. There are also mutual goals between the organizations. Both organizations want to make a stronger connection between positive aspects of the community and the students. They also strive to empower students with confidence,

leadership and responsibility for themselves and for the community. Lambda's success in this area is shared with the high school. Above all, there is a mutual respect for each other's organization and its value in the community.

Many of the community center's program goals and requirements, especially those of the "membership" program, mirror those of the school. Lambda has the added bonus of being able to pay students for their work. While getting paid, students develop communication skills and positive group relationships while learning about and how to improve the community. These are skills that can be further enhanced in the school.

Lambda and the high school have also managed to create an interactive relationship with steady, open and constructive communication. The daily "core group" meetings ensure that the school and Lambda are aware of and sensitive to each other's needs and is small enough to create an open forum for sharing and implementing ideas as well as a familiarity between participants. These meetings mirror the weekly staff meetings at Lambda site where group collaboration is essential and expected.

The high school hopes to incorporate Lambda throughout its restructuring process creating new ways to reach students more effectively. Lambda and the high school seem to be collaborating on these new ideas, each willing to meet the other's needs within the boundaries of its own needs and goals. They are two organizations who function well separately as well as together, who know their goals and are developing ways to reach them.

OMEGA HIGH SCHOOL PARTNERSHIP

The CBO

The Omega Health Center, a medical clinic set up within the walls of the high-school, is one of the most recent manifestations of the outreach from a local hospital. Established in 1986, the clinic currently has a staff of seven dedicated individuals: two Social Workers, a Nurse Practitioner, Medical assistant, School Health-Outreach Worker, School Health Aide, and a part-time Physician/Medical Director. The racial makeup of the current staff is: three Hispanic (all three are Spanish speaking), two African-American, and two Caucasian. The rationale behind establishing a health clinic on the school grounds was twofold. According to the Clinic Coordinator/Social Worker, adolescents are one of the most negligent groups when it comes to their own health care. Thus, setting up the clinic in the school provided easy access to health care for a group of people who often do not seek it, or have access to it, on their own. In addition, it was believed that by providing health care within the school, students would not have to seek it elsewhere, often causing them to miss many days of classes. This aspect of the services allows the clinic to receive CAPS funding, through the Project Achieve program.

In addition to the physical/medical needs of the students at the school, there are the emotional needs of the students, who often come from "single-parent homes, where there is often drug abuse, and/or violence," according to one guidance counselor. Often students do not have an outlet for the pressures and frustrations of growing up Black or Hispanic, and poor in the inner city. One student said, "There's a lot of pressure from teachers, parents, and kids... It don't make you feel like doin' anything. If someone screams at you, it makes you not want to do it." A crucial component of the Omega Health Center is the counseling that occurs, formally, among the Social Workers and students and their families, and informally, via the care and nurturing provided to the students by the entire staff.

The School

The high school is located in a depressed area of one of the boroughs. According to the principal, the school is an academic comprehensive high-school that was established in 1941. It is a large building, housing approximately 3,500 students, whose doors are always locked from the inside. The surrounding buildings are run down, burnt out, and according to some teachers are "crack houses". Once inside the building, every guest must sign in, and like the students, must allow his or her bags to be x-rayed, and must submit to random metal detection screenings. They do not have an airport-like metal detector that one can walk through, but rather, they use hand-held detector "guns" to scan individuals for weapons. Unfortunately, due to the incredible size of the student body, each student cannot be checked every day, which allows some students to bring weapons into the school. During one of my visits to the school, one student slashed another with a razor blade in the cafeteria.

This high school has had a long standing relationship with a local hospital, which stands only a few blocks away. For a number of years, Omega has offered a variety of programs to the high school students. In the past, they have sponsored health fairs at the school, provided work-study jobs for Special Education students, and established a magnet program called Academy of Health, through which students interested in health care careers could spend one day per week, starting in grade nine, at the hospital to learn about working in the health care field.

The Students

The student population is approximately two-thirds Latino, from a variety of countries, almost one third African-American, and a small fraction of other racial groups. For nearly one half of the students, English is not spoken at home and approximately one-third of the students are Limited English Proficiency (LEP) students.

Three-quarters of the students are female, perhaps reflecting a tendency for females to be referred more often, or to seek medical help more often. The students in the program are evenly distributed between grades 9, 10, and 11. A majority of the students are overage for their grade. This program also had a significant number of students who had been registered in the program before Fall, 1992. Most of the students qualify for the free lunch program, and most do not have adequate access to health care.

The Program

When students first walk into the Omega Health Center they are greeted by the school health aide, who first requires students to have a pass from their teacher. "I have to make sure they're not just coming in here to kill time or hang out," she said. The second question is whether students are registered with the clinic, that is, do they have the proper consent form signed by their parent and turned in? She then asks what the problem is, or if they have an appointment with the doctor, nurse practitioner, or medical assistant. These three people provide a wide array of routine medical care from attending to scrapes and sprains, to giving full physical examinations for students to play on sports teams, or to obtain their working papers. They also provide gynecological exams, PAP smears, pregnancy tests, immunizations, and make condoms available for students who request them. The doctor and nurse-practitioner are able to provide prescriptions for students, and not only do they fill out the prescription, but they take the time to make sure students understand it, and know how to go about getting it filled. "Little" things like this are not taken for granted. Many positive comments from students, parents, and teachers described how the clinic staff "go that extra mile" in the services they provide. In addition, the clinic is open twelve months a year, not just during the school months, so that services are not discontinued in the summer.

The second major component of the clinic is the counseling provided by the two full-time social workers. Some students come to the clinic daily to talk to one of the

social workers. One student said, "She gives good advice and tries to help you in any way she can. Not just talking to you and *giving* you the answers, she tries to work things out *with* you." Some students have made the clinic into a home away from home. They come up during any free periods, including lunch, and just spend some time, because they know it is a safe place where "nobody is going to yell at you or tell you what to do." Often students will come up to the clinic, rather than leaving school when things become difficult in a class, or with friends. One student explained,

> She would talk to me slowly, you know, telling me things, and she sort of made it exciting. She made me want to come. The first few days I came, I would always come here...and tell her, "I'm not staying in school. I'm leaving!" She would sit me down and talk to me . She would find things for me to do here (in the clinic) instead of me just walking out and leaving. And, a couple of periods later she would say "O.K. Are you ready to go back to class now?" and I would say "O.K. I'll give it a try."

The social workers also work closely with students' families in order to help the students. Some parents come in weekly to meet with the social worker, others have regular phone contacts, and for those who don't have phones, the social workers will make occasional home visits. In an interview with two parents one mother described the great lengths to which the social worker goes to help her and her family, to which the other woman replied, "How does she have so much time for you, when she spends so much time with me?!" She continued to describe how, when she entered the hospital due to a nervous breakdown the school social worker was the first person she called. The social worker arranged for her children to get home from school safely, for them to visit her in the hospital, for her to get clothes in the hospital, and for the children to have money while she was in the hospital. She concluded this story by saying, "So, this organization, please don't take it away."

The clinic staff are also prepared to deal with emergency situations on a priority basis. One day a girl was brought in by her guidance counselor after telling him of her attempted suicide. The social worker intervened immediately, talking to the young

woman, and bringing her to Omega for further evaluation. She was later admitted for inpatient treatment for her depression and suicidal thoughts.

One problem with offering such a complete array of health services is that, due to the sheer size of the school, the clinic is often overflowing with students, especially on the two days that the doctor is on site. Sometimes students have to wait for hours before they are seen, and sometimes they become frustrated and leave. Educational materials are provided for students to read while they are waiting to be seen on topics like date rape, STD facts, self-esteem, domestic violence, AIDS, and teen sex issues. However, there was a general consensus among the students, parents, teachers, and clinic staff who were interviewed that the services being provided are sufficient, but that more staff and more space are needed. One teacher exclaimed, "They could use ten social workers!"

Students were also concerned about the space provided for the counseling services. The social workers' offices are tiny (about 4' x 8'), and the office walls do not extend to the ceiling of the clinic. Thus, the tops of the offices open into the waiting area of the clinic and, as one girl put it, "Everyone can hear your business." The issue of confidentiality is extremely important, especially to adolescents, who are very concerned that their peers might find out something discussed in confidence. They are generally not worried that a staff member will reveal their confidential talks, but the concern about the open ceilings and confidentiality was expressed by most of the students interviewed.

Another problem faced by the clinic in its attempts to reach as many students as possible is the fact that many students do not even know about the clinic, or do not know the extent of the services being offered there. One student said, "Some kids in the school don't even know this clinic is here. They don't even know. They come to school for like two periods and then they go outside. Like the other day someone said, 'There's a doctor in there?' And I said, 'Yeah on the third floor.' And they said, 'The third floor? I thought that was a classroom.' Some students are here for one or two years and they still don't know that it's here." One staff member suggested that this might be, in part, due to the

extremely high turnover rate of students in the school. She estimated the turnover rate to be about fifty percent yearly. That would mean that in any given year, about 1700 of the school's population of 3400 students are new to the school. This estimate seems amazingly high, but if the actual figure is even half of the estimate, that would indicate a very large number of new students each year who need to learn about the clinic and it's functions.

In addition to the problem of students not knowing about the clinic, there also seems to be a problem of teachers not knowing about the clinic and it's diverse functions. More than one faculty member indicated that many of the newer faculty do not know about the clinic. One teacher attributed this to the chaotic nature of one's first years teaching and the difficulty one can have in learning all of the different programs in the school, while another attributed this to administrative apathy, and a failure of the principal to stress the importance of the clinic due to her personal resistance to providing "welfare-type" services within the school. The latter of these teachers also believes that the apathy of the administration has "rubbed off" on the teachers, explaining that when the clinic does have a health fair outreach event, to inform the school of the services offered, many of the teachers, rather than accompanying their classes, just send the kids down and take that time as an extra coffee break. He said, "There is not nearly as close an active involvement by the teachers as there could be....The teachers don't think that they're there to do social work, they're there only to teach, but it is really hard to do one without the other." Another teacher said, "There's not much interest by the staff in what goes on here. They don't really know what's going on here."

However, despite the apparent lack of teacher involvement, the teachers who were interviewed had only positive comments regarding the clinic itself. Some of these accolades were, "It's a wonderful service, and the people in there are wonderful people. They go out on a limb." "They do a fantastic job. They are very professional." This

leads to a discussion of actual results, and effects on students' lives, brought about by the presence of the clinic.

Student Impact

One positive outcome of the presence of a medical clinic within the walls of the school is the simple fact that students use the clinic for medical purposes, and thus, are able to maintain better health without losing out on large blocks of school time. Students do not have to miss entire days of school to see the doctor or nurse, which would be the case if their only available medical attention was at a local community health center. This positive aspect of the clinic was resounded by students, parents, and teachers alike.

The positive effects of the availability of the social workers, and the counseling and family outreach they provide are best illustrated by the quotes of parents and students. Most powerful are those which indicate that without the clinic the student would not be in school, or would not be alive today.

Students:

> She [the social worker] helps me work out my problems. [With counseling] you can put your mind to...your school work.
>
> When the students come here and they have someone to talk to they can get their problems out and it might be like a helping stone. Like they can see the good aspects of their lives, because it's always bad, bad, bad. And it might make them want to come to school once they talk to someone who listens and understands.
>
> [The social worker] makes you feel better about things, just by listening and talking to me
>
> I think if this place wasn't here I wouldn't be here. If [the social worker] wasn't here I probably would have killed myself.
>
> I definitely wouldn't be in school [if the clinic was not here].
>
> When I first came here my grades were like...they just gave me 40's because I didn't even show up. And then I spoke to [the social worker] and she started working with me, and my average went up from, like, thirty-something to eighty-something.

Parents:

> [Without the clinic, students] would be outside, or at parties, or smoking their weed or something.
>
> I had a nervous breakdown, and if it wasn't for them my kids would not have been placed in foster homes while I was in the hospital.
>
> My daughter would have died already, because she had taken tablets to kill herself, and when I discovered it she was in school already, and I had to call the clinic, and it was they who rushed her to the hospital. So, I personally know that [without the clinic] I would have had a dead daughter.

In attempting to assess what factors about the clinic provide for these positive results, the most common theme in the statements of the students, parents, and teachers was that of the extreme care, nurturing, and "going that extra mile" provided by the clinic staff. In describing how the help the clinic's social workers provide is different from what teachers tend to do, one student said,

> A teacher or anyone can just sit there and listen. She [the social worker] gets involved with you. She won't just listen and say "go do this." She don't leave you to do it on your own. She will be there, like if you have to go to a certain place and you need someone to be there with you she will make the time to go with you. She will try to make the time to go with you to make sure nothing happens and to make sure you understand everything.

One parent said, " They even come to your house if that's a problem, they make home visits and reach out to you at your home." Many students reiterated the comment of one girl who said, " You can come up here and just know that they care." Parents, too, described the clinic as a place where students can go for "love and understanding."

The location of the clinic is another important contributor to it's success. Students explained that, when faced with difficulty, they can go there to work things out, rather than immediately leaving school. Parents agreed saying, "The location has a lot to do with it. The children can always come up here. If they took this out of the schools it would cause a lot of problems."

Governance

Although there are problems with teachers not being informed enough, or involved enough with the clinic's functioning, there has been some effort to make the clinic an integral part of the functioning of the school. The Clinic Coordinator, who is also one of the social workers, is a member of the School Based Management team which meets twice monthly. According to the principal, this staff member "functions as a staff member of the high school. There are no topics in our discussions which are off limits to her." The clinic coordinator is satisfied with her role on the SBM team, although she admits that she is able to attend meetings sporadically, at best. "It's nice to have the clinic thought of in a generic form," she said. She liked that she was a general member of the team and that she was not being called to a special meeting, for a specific problem. She is involved in the overall governance of the school.

In the SBM meetings, the clinic coordinator is often asked "how are things going", and she feels that she can express herself honestly. She expresses her opinions, and makes suggestions, and feels that some of them receive follow up attention. For example, one concern is that not enough students are obtaining and returning consent forms, thus making them ineligible to receive clinic services. The suggestion made was that guidance counselors keep some consent forms in their offices to distribute and encourage students to return. The guidance counselors did address the suggestion in an attempt to "spread the word".

In terms of decision making within the clinic, Omega is independent from the school. Decisions regarding clinic management and services are made by the entire clinic staff, or by the members who will be affected by that decision. For example, if a decision is being made to change the way medical appointments are scheduled, that decision will be made by the medical personnel, and will not involve the social workers. Other decisions, which affect the entirety of the staff, are discussed at monthly staff meetings and decided by consensus of the group. The coordinator explains that she has a

"loose" management style, and that staff members make suggestions to her all the time. This was confirmed by observations that the coordinator's door was always open to her staff, and they made use of this frequently. There is a great deal of informal conversation within the office, regarding things that are going on and the concerns of the staff members, however, they are *always* sensitive to the confidentiality of the information regarding students, and will not discuss individual cases outside of a private office.

The few teachers who do have an active involvement with the clinic do contribute suggestions with regard to services and management, and these suggestions are attended to by the clinic staff. One teacher is very involved with helping the gay and lesbian students, and he takes a very active role in the clinic, often providing them with important information regarding gay and lesbian youth, and posters and pamphlets about AIDS for students to read in the waiting room. Any major changes in the services of the clinic are brought before the School Based Management team, but this is more for the purpose of informing them of the changes than for obtaining their approval. So, the clinic staff is not entirely isolated from the school staff in terms of their services and management, but they are, for the most part, independent.

The clinic coordinator also has monthly meetings with her superior, the Project Director who is located at a hospital, to discuss important issues. This is actually where any major policy changes happen, but this link to the hospital has not posed any insurmountable obstacles in the daily functioning of the clinic.

Use of Information

Because of the confidential nature of much of the information in the clinic files, there is not free and open access of this information to school personnel. Nor does the clinic staff generally access the school's files, although any time the clinic has needed information, it was made available by the school's Project Achieve facilitator. However, these are usually only for individual cases, where one of the clinic staff is looking into

the attendance, or history of a particular student. Exchanges like this do not occur frequently, but the information is available to the clinic if needed.

One file of records that is frequently used by both school and clinic staff are students' immunization records, which are housed in the clinic. The school had two full-time employees whose sole job is to maintain the immunization records, and keep them updated. They are also responsible for making sure that all new students obtain the proper immunizations before being allowed to enroll in the school. Because the clinic provided the immunizations for many of the students, and because immunization information is important in making many other medical decisions regarding treatment of students, it is important that both school and clinic personnel have easy access to these records. Thus the school staff who are responsible for the immunization records have their office within the clinic, and their records are available to the clinic staff, even though, officially, they are employees of the school and not of the hospital.

The Role of the United Way

There is little contact between the United Way and the Omega Health Center during the course of a year. However, the clinic coordinator is not dissatisfied with this, as she feels that since the clinic was running for years before it received any CAPS fund allocation, she does not expect much from the United Way's involvement, but is extremely glad that the funds have been allocated. The clinic does submit quarterly reports to the United Way, but does not usually receive feedback about them.

The clinic coordinator does attend some of the United Way's workshops during the year, and does find them useful. However, because CAPS is only one source of the clinic's funding, it's main mission is not specifically dropout prevention. They have particular goals and services which they provide, and have been providing, and because the services provided might actually improve the dropout rate they receive CAPS

funding. This was one of the ideas put forth in the program's conception, and the clinic has received AIDP funding since it began in 1986.

There is a contract negotiation meeting each June to evaluate programs and discuss the future years services. The United Way is represented at these meetings, as are the CBO, the school administration, the Project Achieve program, and the Board of Education. At these meetings suggestions are made by each of the agencies represented and, according to the clinic coordinator, the suggestions are usually easy to accommodate. For example, a few years ago the clinic decided that it would be a good idea to remain open in the summers for the "regulars" who receive frequent medical and counseling services at the clinic. The United Way was responsive to this, but requested that the clinic also receive referrals from some of the other CBOs at the school so that their summer service would reach more students. The clinic coordinator saw no reason why that could not be done, so an agreement was reached.

This small amount of contact between the Omega Health Center and the United Way is sufficient in the eyes of the clinic coordinator. The workshops are helpful, and provide networking opportunities, and the yearly meetings keep everyone abreast of what is going on within the CBO and allows the CBO to make requests and suggestions that they feel are important.

Conclusion

The Omega Health Center, since its outset in 1986, has been providing important medical, counseling, and support services for the students of the school and their families. There seem to be relatively few problems with the organization and governance of the clinic, and the relationship with the school is a positive one. Two of the greatest challenges the clinic faces are reaching the students who are not currently receiving services, and actually having sufficient staff, space, and materials to serve more of the school's population. Parents, teachers, and students alike, all had positive things to say

about the clinic and its staff, and all groups expressed the need for more of the personnel, facilities, and services that are currently being provided. The very fact that there are students who are alive today who, without the clinic, might not be, attests to the importance and effectiveness of this CBO-school collaboration.

CBO/SCHOOL PARTNERSHIPS AROUND THE COUNTRY: INITIAL REPORT

Is the relationship between United Way and the New York City Schools and Community Based Organizations (CBOs) unique? Across the country, connections between schools and the community are emerging. Some of the connections mirror the activities of the United Way, New York City schools, and CBOs, while others have striking differences. A survey of some of the programs operating across the country revealed both similarities and differences with the New York City CBO/School partnerships.

While it may seem a simple task to survey programs around the country, the task is, in fact, an immense one. There are programs in almost every state, in every conceivable configuration, in various stages of implementation. The following descriptions can only touch the surface of this work. Additional information about current community and school partnerships throughout the country can be found in the references noted throughout the discussion.

Four Types of Programs

In a review of school partnerships, Carol Ascher (1990) refers to a classification of four types of partnerships: case management, programmatic integration, co-location and community coordinating council (p. 1). Each type has a particular purpose, and all of the types can be found in action today around the country. To illustrate the differences between the programs in this discussion, each of the projects will be described within the category of program it fits best. There are so many collaborations sprouting up throughout the country that discussing each type of program comprehensively goes beyond the scope and purpose of this report. Rather, a few examples will be cited to explain each type of program and to serve as a contrast to the Community Achievement Project in New York City schools..

Case Management

The Education Resources Group (ERG) published *Preventing Dropouts Through School-Community Collaboration* in 1992, a book describing the history, examples and successes of school-community collaborations. Two of the many collaborations concentrating on case management for students in this book were the Memphis Urban Dropout Prevention Collaborative in Tennessee (p. 83) and the Providence Dropout Prevention Collaborative in Rhode Island (p. 85). Case management differed in each project and included such services as academic and personal counseling, the development of goals and communication skills. Both of these partnerships focused on preventing high school students from dropping out of school, developing the students' self-esteem and encouraging student discussions of pertinent issues relating to their associations with school.

Programmatic Integration

Programmatic integration is probably the most complex of partnerships. Here the community and school collaborate to develop and provide the services. The agencies are not just working on the same campus or with the same students but are deciding on the problems and solutions together -- creating programs to fit the needs of the students as a whole.

The Annie E. Casey Foundation, based in Connecticut and soon to move to Maryland, funds a variety of programs throughout the country. One of their projects that involves programmatic integration is the New Futures Initiative. While they previously only funded this project, they now hope to restructure and improve the initiative through more direct involvement with the projects. The New Futures, a school-based program, is being piloted in five cities. The emphasis is on the restructuring of schools with the collaborative involvement of the community in the educational process. For three of the

five years, Wehlage, Smith and Lipman (1992) observed and evaluated these projects. They found that "there were a number of reasons for the absence of fundamental curriculum reforms....The most important reason was that the schools did not believe that fundamental change in curriculum was needed" (p. 73). Although the findings were sobering, they were followed by suggestions for future school restructuring improvements. Wehlage et al. suggested that teachers and students be included in the decision-making process, that there should be more authentic assessment for student work and "strengthened resources in the school" (p. 84). Mike Grady, in the Research and Evaluation Domain is hopeful that this initiative as well as other programs will be strengthened and reevaluated as lessons are learned, relationships are better established and more research is done in each area.

This organization separates its programs into domains such as Children's and Adolescent Health Domain and the Family Systems Support Domain. There are currently four domains with the hope of creating a new domain this summer. The Annie E. Casey Foundation is constantly looking for initiatives to fund and is involved in a variety of areas from Children's Mental Health to Neighborhood Revitalization. Beyond Facilitating Programs is the domain exclusively for research and evaluation where all programs are designed and evaluated. There are external evaluations for all stages of program development as well.

Co-location

The Robert Wood Johnson Foundation, which is based in New Jersey, provides grants for health related programs, such as school-based health clinics. These clinics are completely functional units located on the school campus: they vary in their collaboration with the school itself. The foundation's goals for programs range from providing students and families access to health services, to seeking ways to create public awareness and policy concerning health issues.

Community Coordinating Council

Some of the organizations require or suggest community councils comprised of educators and community leaders to decide what services are needed and coordinate them. The American Association for the Advancement of Science provides for a council to decide on, develop and evaluate collaborative programs. Currently they are collaborating with other national organizations in an effort to share information and experiences and to insure that each organization does not overlap in its dissemination of services and funds where unnecessary. The Center for Population Options, a non-profit agency, provides training and materials and develops programs in schools to deal with health issues. They coordinate national and international conferences for students, school staff, educators and community participants for the purpose of sharing information, models and experiences. The emphasis is on training students and adults to disseminate knowledge of and teach about health related issues.

The Lilly Foundation, a private organization based in Indiana, coordinates four national programs ranging from Quality Education to Family Math and Family Science. These partnerships are mainly academically focused but partner community agencies to implement the services. The four national programs are programs that were developed in different universities around the country and were tested in the field. In each instance the partnership is encouraged, through a trial period, to take strong elements of programs and combine them to meet the needs of the youth. The foundation emphasizes the importance of involving parents and in empowering the parents to take an active role in their children's' education. There is a strong trend here -- one that is not unique to the Lilly Foundation -- to create family-school partnerships in the same fashion that others create community-school partnerships. Each project is coordinated and developed by a committee of educators, school staff and community leaders. The foundation's programs are evaluated by internal departments and external agencies, while the individual

programs are self-evaluated. An important feature of these programs is the emphasis on technical assistance to each site.

The Spring 1992 publication of The Future of Children, funded by the Center For the Future of Children and The David and Lucille Packard Foundation, described School-Linked Services. One of the programs is a national organization that links with other local organizations. Cities in Schools connects "public and private agencies together to work with elementary, middle, and high school students who are at risk of dropping out" (Behrman, 1992, p. 136). These partnerships may include developing alternative schools or creating partnerships within active school sites. While coordinating partnerships, Cities in Schools (CIS) models organizational methods and creates training programs for the matched organizations to utilize in their local settings. CIS has outside evaluation for its own progress as well as for the progress of the partnerships.

Programs That Include More Than One Type of Program

Organizations that specialize in more than one type of programs are easier to find than those who focus on one type of program alone. These organizations seem to focus more on the individual ideas of individual proposals rather than a specific group of goals or need of the organization. Dominating this category is the largest national organization for education, the United States Department of Education. Housed in the Office of Educational Research and Improvement (OERI) is the Educational Partnerships Program (PEP). PEP funded eight new programs in the fiscal years 1992 and 1993 (U.S. Department of Education, OERI, 1993). These are in addition to the projects already being implemented throughout the nation. According to the coordinator of PEP, Sue Gruskin, each program is funded for four years with the hope that each project will become institutionalized. The programs must have funding to match the federal funding along with plans for self-evaluation to supplement monitors from the PEP.

One program that mirrors the United Way's "umbrella" style relationship in New York City is the Center for Collaborative Change in San Francisco, California, a new project in the Educational Partnerships Program. Like the CAPS program, the CCC has a "particular emphasis on low achieving and failing students". This San Francisco program hopes to improve existing reform efforts by centralizing them in one agency, the CCC. Government, higher education and community organizations are partners in an effort to restructure services and their distribution while coordinating current educational/community partnerships and "developing leadership skills for staff, parents and students to enable continuous improvement in schools". The project is evaluated by the universities in the area who consider multiple measures of process and outcome objectives. Funding for this collaboration is supplemented by the San Francisco Education Fund.

The Education Partnership Program has extensively researched current projects and methods of evaluation concerning educational and community partnerships (see Grobe, 1990, as an example). Each of the partnerships is accountable to its own goals and objectives and is assisted by the Department whenever necessary. The programs vary in size and focus. The Department monitors current programs as well as hires outside agencies to do similar evaluative studies. It acts as a "broker' in the time-consuming and difficult process of matching businesses and schools, however, it seems that the reward is worth the effort. "The Department considers educational partnerships critical in resource scarce rural areas and states that both schools and businesses report benefits from sharing technical and human resources" (Grobe, 1990, p. 15). The Department is open to new and innovative projects as long as their goals include the institutionalization of the project, incrementally less federal funding through the life of the project and collaboration between all partners. In other words, the hope is that the projects will become independent, smoothly functioning collaborations in future years.

Comparing Two Other Large City Programs to those of New York

In addition to looking for specific programs that were comparable to the CAPS program in New York, educational-community partnerships in Los Angeles and Chicago were of interest. In Los Angeles, there is a program solely devoted to case management. Focus on Youth, A Program of the Los Angeles Educational Partnership began in 1985 and:

> "involved Focus on Youth (Focus) staff going into Los Angeles K-12 schools to provide case management for students who were referred by school officials as being at risk of dropping out or in need of health and human services" (Behrman, 1992, p. 138).

The Focus group trains staff to work in the schools with students and develop programs with the school staff to suit the needs of the school. This program has spread beyond Los Angeles Unified School District to neighboring districts in Southern California and the Focus group is continuing to train staff to serve Los Angeles as well as the newly involved districts. The Focus On Youth initiative uses the resources of the Focus groups and the schools. Both groups discuss the students and the programs being developed. The outside evaluation found the program successful especially when the school staff, and the administration in particular, were strong supporters of the project.

Project 2000-Human Services Committee is another collaborative project in Los Angeles. This project unites the schools, social services and universities in a committee to coordinate educational, medical and social services to the students of Los Angeles. This project is one of the many described as a sample activity in making the national education goals for the year 2000 a reality. It can be found on page 2-13 in *Strategies for Success: A Plan for Achieving the National Urban Education Goals* published by The Council of the Great City Schools in 1991.

Illinois has interesting developments at the state level and in Chicago. The State Board of Education created a state-wide program to establish partnerships called the Urban Education Partnership Grants program. The grants are "funded from Chapter 2 of

the Education Consolidation and Improvement Act of 1981" (Chapman, 1993, p. 1). These programs target "at-risk" students as does the CAPS program in New York City. The programs also pair community agencies with schools, requiring participation from school staff and principals and parents. One of the principles guiding the program states that, "Nationwide networking with other agencies and institutions is essential for information sharing, data collection, and resource development."

Chicago has recently developed local schools councils for a radical decentralization of the schools. According to G. Alfred Hess, the director for the Chicago Panel on Public School Policy and Finance, local foundations have supported schools and community groups before each local school council election to encourage parent involvement in the elections. Between election periods, some of the relationships have been maintained and expanded to focus on raising private funds to support change in the schools. Most of these partnerships focus on traditional school issues like class size, but a few have undertaken social service activities. There is no coordination of activities or information between the partnerships in Chicago, no governing agency that oversees or coordinates the efforts.

Of course there are many other cities in the United States that may be developing or implementing successful and varied partnerships. For the purpose of this discussion just two cities that are comparable in size and demographics were chosen. In the future other states should be researched for their partnership ventures.

The CAPS Program in New York City Schools

All four of the program categories discussed above are represented in varying degrees by the CBOs in the current evaluation of the CAPS program. The Kappa case study is an example of the case management category, although over one-half of the CBOs in the study also provided some case management in schools. No fully developed example of programmatic integration exists in the current study, but Delta is one of the

programs moving in this direction. Omega is an example of co-location of services providing health and social services and counseling. The CAPS Advisory Committee comes closest to a community coordinating council because it involves CBO, school board and United Way representatives in a collaborative effort to identify and solve problems in partnership implementation.

Conclusion

Through this brief survey of programs throughout the country it is apparent that community-school partnerships are increasing. From the national to local level, from private to public groups, community members and schools are working together to meet the new and growing challenges that face our schools today. The programs differ in scope and size and in level of collaboration. Some of the most striking features of the programs discussed include the need to train personnel and share information between groups; to collaborate on an ongoing basis; to have internal and external evaluation that is fed back to the participants and evaluates all stages of development from planning to restructuring; and finally, to allow flexibility in program development to allow the community and schools to meet their special needs.

So back to the original question: is the United Way program in New York City unique? The CBOs in the CAPS program range in services and needs and are able to use their individual services to meet the needs of the schools. The overriding agenda concentrates on preventing students from dropping out of school, increasing attendance and academic achievement. Each CBO, whether the focus is on academia, health, culture or recreation is able to offer special programs which suit the needs of the school in attaining mutual goals. The CAPS program provides all four types of partnerships although the community coordinating council is only partially realized in the CAPS Advisory Committee. There are other community-school partnerships that are managed by organizations throughout the country, but United Way is unique in its flexibility with

the community-based organizations and in its large scope of services provided. Like other major organizations, the United way has commissioned evaluations. However, it has not yet used research on the scale of some other major projects to enable partnerships to modify and restructure their programs.

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