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Evaluation of The
Urban League
Education Initiative
Project

A Master's Project

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1988

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ACKNOWLEDGEMENTS

To Marlana, my loving wife, the one person who was always there even in the time of the storm. Words cannot explain my appreciation for the love and patience that you have shown.

I would also like say thanks to Jameel, Rahman, and Hakeem for providing me with the inspiration that has enabled me to achieve this goal. If there was no one to looked up to me, I may have felt that my struggle was in vain. Lastly, I would like to thank my Mother, Mother-in-Law and most of all my Father-in-Law; for it was your wisdom that has served as the light house that has guided me ashore. Merria and Omar dont think for one minute that you have been forgotten. I would also like to thank you too for your love and support.

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JUSTIFICATION

In spite the short comings, equal opportunity to a free public education is an important part of the answer to the problems of social inequality that we face in American society. It's no accident that the worst schools are in neighborhoods with the poorest people and the worst living conditions. To have the opportunity to compete fairly in society and get out of poverty, the poor need quality education. Despite 100 years of supportive legislation, there is still a wide gap between the educational achievement of Black public school students and their white counterparts. Regardless of race or creed the lack of quality education for todays youth will have a great impact on all of our futures, socially as well as economically. Therefore it is the combined responsibility of administrators, policy makers, planners, parents and teachers to come together and provide a quality education that will establish a more self sufficient, productive society for tomorrow.

The National Urban League (also written NUL or UL in the following text) recognizes this fact and has made an all out effort to address this issue through its Education Initiative Project (EIP). In July 1985 the NUL adopted a resolution on public education (Appendix 1) and challenged all 112 Urban League affiliates to do likewise. Since then a number of projects have been implemented with the **objective** being to enhance the academic achievement for Black public school students.

A RESOLUTION ON PUBLIC EDUCATION

MORE than 60% of all black public school students in the country attend school in a community served by an Urban League affiliate.

WHEREAS, the Urban League Movement has gathered to celebrate 75 years of service, it is fitting that it pause to develop and support a nationwide program that will involve every urban league affiliate in an all-out effort to improve educational achievement among black public school students.

BEFORE BE IT RESOLVED THAT:

- *An initiative be implemented in every Urban League city by September 1986;
- *Said initiative will respect the diversity which exists among Urban League affiliates;
- *A Plan of Action be developed over the coming year which will focus on public school students in grades pre K-12;
- *Advocacy to improve the delivery of services from Public School Systems to increase the achievement levels of all black students will continue to be the lynch-pin of educational activities throughout the Movement.

IT BE FURTHER RESOLVED THAT:

- *In addition every Urban League will provide supplemental services to a specifically targeted group of students;
- *Such services be designed and implemented so that after a five-year period, there will be significant, measurable results;
- *The National Urban League and each of its 113 affiliates pledge to use their human and fiscal resources to this effort.

IN THIS ACTION, LET IT BE KNOWN that this thrust reaffirms our recognition that a basic strength of the Urban League Movement lies in its ability to mobilize people to demonstrate concern for people.

HEREMORE, this is a call to all black people to assume far greater responsibility for the educational destinies of black youth.

July, 1985
Washington, D.C.

In an effort to improve educational achievement there have been 12 different program types implemented throughout the country by various UL affiliates. These programs will be discussed in detail in the conceptual framework.

OBJECTIVES OF THE STUDY

The primary objective of the research is to describe what has been achieved since 1985 by UL affiliates across the nation under the Education Initiative Project. There are two other secondary purposes which will also be addressed. The first is to determine how well the EIP is doing in terms of meeting its stated goals and objectives, and secondly, to determine whether or not there are useful lessons to be learned from local UL initiatives already underway. Therefore, the guiding research question is How well is the Urban League Education Initiative Project meeting its stated goals and objectives and what lessons can be learned from a nationwide study ?

THE DATA SOURCES THAT WILL USED IN THE STUDY

There will be four data sources used to conduct this study on the Education Initiative Project. These include; 1) Background information that was gathered from the National Urban league about local affiliate EIP programs 2) Educational Policy data, from government documents that indicate previous attempts that have been made in order address the lack of achievement and quality education for the educationally disadvantaged. 3) Observational data collected while a participant planning phases of the

hampaign county Urban League Education Initiative Project, and 4) survey data collected from a mail-out mail-back questionnaire sent to each of the 112 local UL programs participating in the EIP as of the fall 1987.

THE METHODOLOGY THAT WILL BE USED TO CONDUCT THE STUDY

The research was conducted in four phases. First, the NUL resolution (supplemented by additional materials) on the Education Initiative Project was studied, from which a conceptual framework was derived that describes programs goals and objectives. Second, a literature review and analysis was conducted in two areas 1) to determine the current trends in Black educational achievement nationally compared to overall educational achievement, and 2) to review ameliorative efforts to correct Black education deficiency prior to the EIP. These past education initiatives will then be compared to the Education Initiative Project to determine whether or not the National Urban Leagues efforts represent a uniquely new approach. Third, a nationwide survey of all local UL's EIP underway was conducted in order to answer the guiding research question and assist in the implementation of the Champaign-Urbana program. This final phase of the research brings together the national and local data in an effort to evaluate and improve program quality in Champaign-Urbana. The information from the national survey was used in order to gain insight on what other UL affiliates are doing. Once obtained this data was compared to the local model and where applicable, modifications in the local model are recommended.

THE EDUCATION INITIATIVE MODEL

The Education Initiative Model is a comprehensive strategy to improve educational achievement of Black public school students. The project has many programs that attempt to address crisis issues in American schools and improve the quality of education for Black students. These crisis issues and ameliorative programs will be examined in the conceptual framework which follows.

THE CONCEPTUAL FRAMEWORK OF THE EDUCATION INITIATIVE PROJECT

In order to provide the reader with a clearer understanding of what the Education Initiative Project attempts to do, a conceptual framework model has been devised. This model is the result of data that was gathered by the NUL, in the summer of 1987, from its 112 affiliates. To narrow the scope of the project and provide a basic knowledge of how it works, program types with similar characteristic and objectives were grouped.

The resulting conceptual framework of the Education Initiative Project can be observed in figure 1. The goal of the project is to increase the academic achievement levels of Black public school students. The needs assessments conducted in each UL community identified very different and specific problems. Twelve different program types were identified throughout the country to address the varied problems and are summarized in figure 1. The conceptual framework breaks down the individual programs into "outputs" and "direct effects" in order to provide the reader with a uniform summary of each program. The program types have been classified as elements of two major components in the model. These

The Conceptual Framework of the E.I.P.

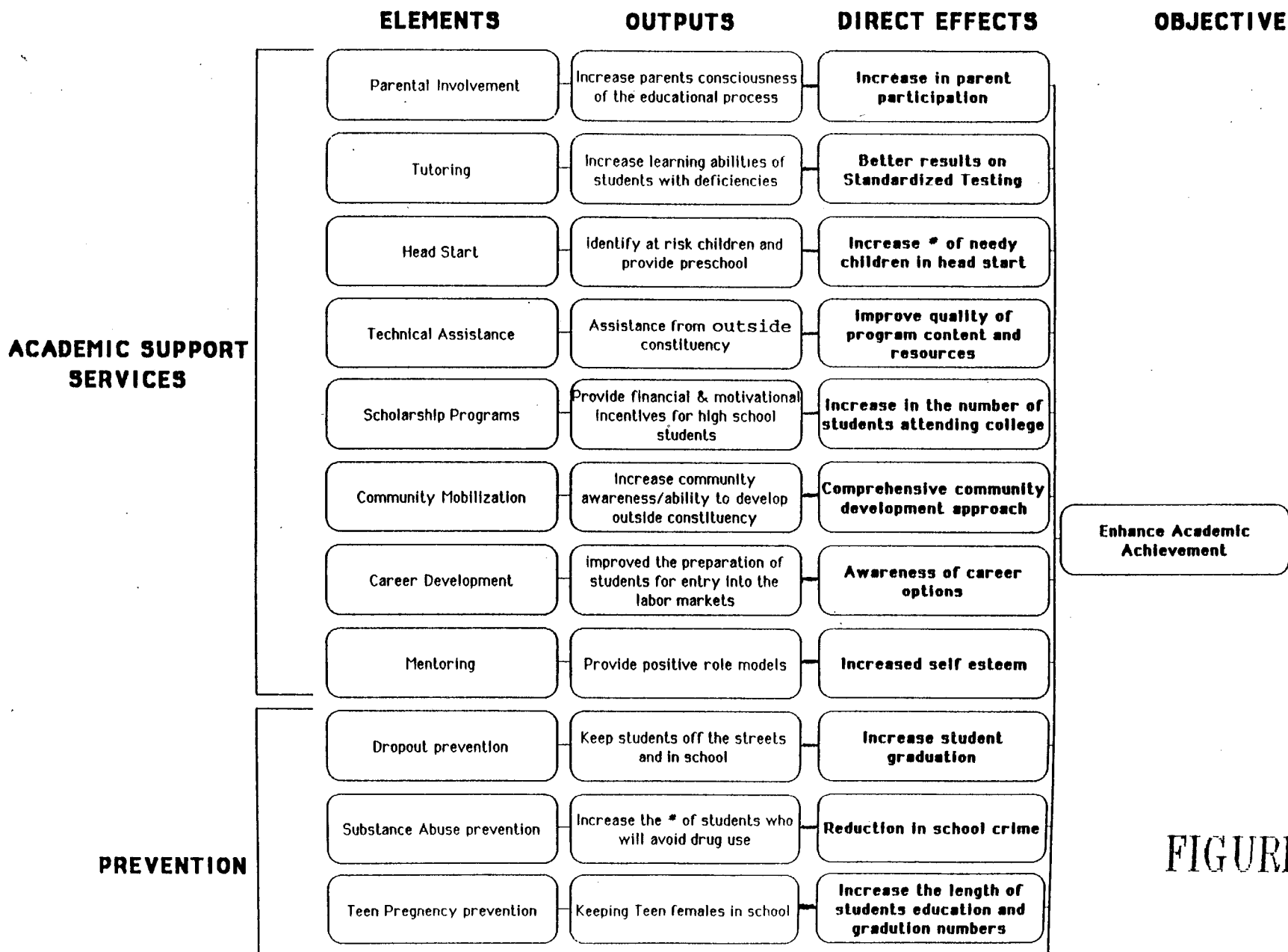


FIGURE 1

omponents are **Academic Support Services** and **Prevention**. The Academic Support Service component includes those program types which provide academic support beyond the public school systems. These are; parental involvement, tutoring, community mobilization, career development, head start, scholarship, mentoring, and technical assistance. The prevention component consist of those programs which attempt to ameliorate social problems such as teenage pregnancy, dropouts, drug abuse and interpersonal conflict resolution.

The model context of each element is discussed in this section in order to provide a basic understanding of specific objectives and program responsibilities.

Parental Involvement

The Parental Involvement element is an attempt to raise the level of consciousness in parents about their role in their child's education and actually include them in the educational process . Of the 112 Urban League affiliates 37 have adopted this program type. The Popularity of this element reflects the growing concern throughout the country that low income parents don't play a vital role in their children's education. It is widely felt that if the home environment is one that stimulates achievement, there is a strong probability that the child will perform better. The most common parental involvement program works as follows. A child with an educational deficiency is identified by the school district as "at risk". Provided that the child is allowed to enter

he EIP program by the parent, he/she will be given additional academic help usually through after school tutoring. The parent becomes a part of this process by attending these sessions as well as other parental workshops which are designed to teach parents how to cope with the school system and become more involved in the daily education of their child. It is mandatory that the parent is involved in the parental involvement program in order for their child to participate in the EIP. If the parent's schedule does not permit them to attend during the week, weekend workshops become mandatory.

Tutoring

The tutoring element is basically additional academic support to those students who have educational deficiencies. The objectives of the element is to increase the learning abilities of these students in hope that they will perform better in the school setting as well as on standardized tests. Currently there are 42 tutoring programs throughout the country. The most common program operates as follows. Space is provided either by the local school or some other entity (e.g. community college) to sponsor the project. Students remain after school for the program and are tutored on math, reading, science or whatever the area of need.

Head Start

The head start element is an attempt to provide early academic assistance to children who are otherwise deprived because of their

socio-economic status. The program concentrates its efforts on pre-schoolers. Currently, there are 5 programs in the EIP nationwide. The typical head start project operates as follows; parents are mailed brochures about the head start program. They then apply by way of a mail-in application. Applications are reviewed by the project planner and recommended to enter the EIP based on need criteria which has been pre-established. Pre-schoolers enter these programs and are taught simple reading, writing and comprehension skills. The program also functions as a day care which in essence allows the parent to enter the work force. The dual function serves to improve the overall status of the family.

Technical Assistance

The technical assistance element is assistance provided to the Urban League by sources that operate outside the Urban League's influence. To fully fund and operate a comprehensive EIP often involves more resources and skills than a local UL has in-house. The technical assistance programs seek these resources from local governments, business, and non-profit service agencies. There are many technical assistance projects throughout the country, each is unique but one case should illustrate the objectives. In this case the UL sought financial resources. It turned to the community development offices of local government which not only provided leads on government sources of financial aid, but ended up helping the UL apply for Community Development Block Grant funds

administered by their own office. In a similar fashion local UL's have approached individual businesses, chambers of commerce, and fraternal and service organizations for assistance with space, money, direct tutoring skills and other support.

Scholarship Programs

The scholarship element is an attempt to provide students with monetary motivational incentives to remain in school. There are currently 12 scholarship programs incorporated into the Education Initiative Project by local UL affiliates. The hope behind this program is to increase the number of students who attend college. Just competing for these scholarships should contribute to the overall improvement in student body performance and get more students thinking about attending college regardless as to whether they received a scholarship or not. The typical program operates as follows; funds are provided by the school district, a local business or some other contributor recruited by the UL. Students are made aware the new scholarship and other existing scholarships are available. The hope is that a competitive interest will be generated among the students.

Community Mobilization

The community mobilization element is a direct attempt to increase the level of awareness of the community on issues that affect the educational achievement of Black public school students. The typical community mobilization model operates like

this; The Urban League, school districts, the business community, parents, students, policy makers, and city governments all combine their efforts to improve the achievement of Black public school students. By involving the entire community a comprehensive approach is achieved. In many ways this element predisposes all others; mobilization must precede a scholarship drive, a technical assistance program, and even a parental involvement program. It is not surprising that this element is even more popular than the popular parental involvement element. Currently, 42 affiliates have adopted this model in an effort to increase academic achievement.

Career Development

The career development element is an attempt to prepare students for the labor markets as well as provide them with an awareness of the options that they have before they enter the job market. Presently there are 10 career development models incorporated into the Education Initiative Project. Many of them are set up within the Urban League, while others are joint projects between the business community and the Urban League. The most common program operates as follows; Information or hands-on experience is provided to the student by the Urban League or a local business. This may range from a classroom seminar to mini apprenticeship at a particular company. The experience provides the student with exposure to career opportunities and the skills it will take to get a job. In some cases students choose careers

ased on these experiences. In other cases they see a purpose for remaining in school and acquiring specific skills.

mentoring

The mentoring element is an attempt to increase the self-esteem of Black public school students. There are currently 8 mentoring programs in the Education Initiative Project. Mentoring provides students with an appreciation for their ethnicity. The typical program operates like this; influential role models are asked to conduct workshops which would allow the students, to see as well as understand, that they don't have to indulge in drugs or other detrimental activities to feel good about themselves. Students are taught cultural awareness, Black heritage and appreciation of themselves for who they are.

Dropout Prevention

The dropout prevention element is an attempt to keep students in the school environment and off the streets. Presently there are 20 dropout prevention programs in the Education Initiative Project. Typically what happens in these programs is that students are provided with opportunities to voice their opinion to the Urban League about their discomfort in the school environment. Once this occurs, measures are then taken to address these issues with the local school board. Rebellion and frustration with bureaucratic procedures and rules (that are not understood and sometimes overly restrictive) are common reasons for students to

dropout. The dropout prevention program attempts to open communications with school administrators, simplify and open up administrative procedures involve students in administrative decisions, or help students cope with their stress. The program also addresses stress issues that emanates outside the school setting. For example, the program explores options that help students remain in school who feel persuaded to drop out due to family demands to seek employment or due to pregnancy.

Substance Abuse Prevention

The substance abuse program is designed to deter the usage of drugs by Black school students and reduce the number of students who become involved in crimes at the school because of drug addiction. Presently there are 5 substance abuse models in the Education initiative project. The typical models operate as follows; seminars and workshops are sponsored by the local Urban League to provide students with insight on the harmfulness of drug use. Sometimes local law enforcement agencies are brought in to conduct workshops as well.

Teen Pregnancy

The teen pregnancy element is an attempts to deter young Black females from becoming pregnant while they are in high school. The program also attempts to increase the number of students who graduate. Currently there are 9 such programs in the Education Initiative Project. The typical pregnancy prevention program

operates somewhat like the substance abuse model. Through workshops and seminars, young women are made aware of the consequences of having children at an early age and, when they refuse to abstain from premarital sex, referrals to medical and social counseling agencies are made, in an effort to prevent teen pregnancy.

Conflict Resolution

The conflict resolution element is an attempt to give high school and junior high school students, the training necessary to resolve conflicts among themselves. This program will hopefully reduce the number of suspensions and expulsions in the public school system. Currently there are only 5 programs of this type in the Education Initiative Project across the country. The program normally operates like this; workshops are provided to teach students how to cope with inter-personal disagreements and the stress of the teenage years which often lead to confrontational attitudes, defense of "honor" and "turf", gang activity and situations that often lead to suspension or expulsion from school. Students are taught how to handle their emotions and interpersonal conflict situations. Although this model is not yet well developed (or proven and therefore not very popular) it is believed to be an important element of the overall EIP program and many Urban League affiliates will adopt once it becomes more developed and a proven success.

NATIONAL TRENDS THAT ARE AFFECTING THE QUALITY OF EDUCATION AND
ACADEMIC ACHIEVEMENT AMONG LOW INCOME BLACK STUDENTS IN THE PUBLIC
SCHOOL SYSTEM

Recent trends in government priorities in the Black community have had a devastating impact on the quality of educational achievement of Black public school students. As was previously noted above in the Justification section, quality education is imperative if the poor are going to become self sufficient productive citizens. This chapter examines the factors which contribute to the decline in education for low income black students, and which precipitated the individual EIP elements described in the previous chapter. The discussion identifies four major trends discussed in the following order; 1. Federal Budget cuts and local priorities, 2. Teenage pregnancy rates, 3. High Dropout Rates 4. Low Self-Esteem and 5. Drug Abuse.

FEDERAL BUDGET CUTS & LOCAL PRIORITIES

Since the Reagan Administration has been in office the Department of Education has suffered extensive cuts in budget which in return have affected education quality throughout the U.S. In 1982 Ronald Reagan sought to reduce the education budget by 25%, but only succeed in getting a 10% decrease. The following year the Department of Education sustained another 4% reduction (Negro Almanac, 1983,p 712). As a result of these budget cuts, a number of educational programs designed to enhance educational achievement and quality have been almost totally eliminated. For example, the head start program which reached over 45% of all

preschoolers in 1980, is only reaching 18% of all the poor children in 1987 (concept paper, 1987 p 5). During the 1987 state of the union address, Ronald Reagan clearly stated that "as a nation we should put our economic engines at full throttle and put our nation to work" (time magazine, march 1987 p 32). The question that has to be raised now is; how are poor, single, unemployed mothers going to be able to enter the work force without adequate head start and child care services to free them up to seek and hold jobs ?

The negative impacts of federal cutbacks in education may have been more costly than the funds which were supposedly saved. As we examine the growing social ills of the U.S., many of our problems may be the direct result of what we as a nation lack in the area of social intervention and education.

Local government spending on educational quality and achievement is a major case in point. Although the Elementary and Secondary Education Act of 1965 made the federal government directly responsible for providing all children, but particularly disadvantaged children with quality education, there has been a shift in responsibility to local districts which has affected educational achievement for black students (Evaluation & Reform, 1975 p 17). Students at the local level, particularly in poor neighborhoods, receive a lower quality of education because of the failure of local governments to equitably distribute local resources. Many school districts allocate substantially less money to school located in poor neighborhoods. Statistics indicate that

only one half of the 10 million eligible students received title I services during the school year of 1980-81 (concept paper, 1987 p11). Many of these schools have the lowest paid teachers, substandard equipment, and run-down facilities. Even if the students remain in school, they end up unable to compete with students who attend more endowed schools.

TEENAGE PREGNANCY

The teenage pregnancy rate among Black public school students is epidemic. Forty-five percent of the Black female population have at least one child by age twenty (compared to 19% white), and eighty-six percent of the births to black teens occur to unmarried mothers (compared to 30% white) (kristen, Moore 1986 p 179). Of all of the children born out of wedlock, 50% of them are born unto Black teenage mothers (State of Black America, 1986, P 36). Recent medical research indicated that teenage mothers have a stronger likelihood to give birth prematurely. There is also an increased probability that children of teenage mothers will suffer learning disabilities due to risky pregnancies and poor nurturing. Statistically, the results of teenage pregnancy means that 70,000 babies of an annual cohort of 3.3 million births are assured to be retarded or have learning difficulties (State of Black America, 1987 p 37). This factor only compounds the difficulty of increasing academic achievement for Black public school students. On the one hand teenage mothers dropout of the school prematurely while on the other hand they produce infants who will eventually

be problem learners and under productive adults. Clearly the consequences of teenage pregnancy has a devastating affect on the ability of Black public school students to achieve and compete in society. Teen pregnancy contributes to the dropout rate, unemployment rates and ultimately the poverty polls. Even those children of teenage mothers born physically healthy, have fewer chances to remain in school and have access to the basic necessities. The socio-economic status and low education of the mother means that the child will not get adequate health care and training (State of Black America, 1986 p73). Therefore a great number of these children risk the chance of entering school unprepared to compete and being permanently labeled and tracked as under achievers. Once this takes place the student is trapped in a cycle of teenage pregnancy, dropout and more under prepared and handicapped children.

DROPOUT RATES

The center for education statistics states three primary reasons why students dropout of school; 1. poor academic performance 2. rebellion, delinquent, or chronically truant, 3. teenage pregnancy or marriage (Condition of Education, 1986, p158). From 1970 to 1980 the dropout rates for Black students between the age 16 and 19 was on the decline. In 1970, 21%.0 of all Black students were dropouts; in 1975 17.4%, and in 1980 13.8% (Statistical Abstract, 1980, p20). Although this decline in dropouts for black students was welcomed, the trend reversed in recent years. In

1983, Black students were dropping out at a rate of 26.5% (Digest of Education Sats, 85-86, p.76) and in 1985 at a rate of 24% (Statistical Abstract, 1987, p.136). The 1983 statistic includes 14 and 15 year old students. Data for these ages were not available for the 1985, so what appears to be decline is not. Today dropout rates are at an all time high for Black high school students.

By gender and location, dropout rates are 6.2 higher for Black males at the high school level than Black females (Condition Of Education, 1986, p.163), and are more prominent in urban areas as opposed to rural. Most of these students come from backgrounds that are of a low socio-economic status. In 1988 Black students in the inner city make up a large percentage of the dropout statistic. If we reflect back on one of the primary reasons that students dropout, poor academic performance, it becomes obvious that there is a correlation between dropout rates and educational quality. When students perform poorly, there is high likelihood that low paid, burned out, poorly equipped teachers will be unable to increase students performance. It is imperative that schools in the poorest neighborhoods be provided the resources to raise the achievement levels of public school students.

LOW SELF-ESTEEM

The looking glass self provides clear evidence that society shapes and molds each of us (Robinson, 1981 p.114). Though self-esteem is difficult to measure, (because of its subjective) research

suggest that it plays a major role in academic achievement. It is quite easy to understand that if one possesses positive feelings about him or herself the likelihood of improved performance in school increases. Some of the most recent research conducted by the National Urban League indicated that Black students are given self-fulfilling prophecies of failure based on their socio-economic background (Concept Paper, UL., 1987 p.9). These self-fulfilling prophecies condition Black students to believe that because they are poor they cannot achieve. Stamped with this label, students can do only one of two things, both having negative connotations. First, they may remain in school and become tracked into the lower level classes, or secondly, they may dropout because of feeling hopelessly inferior. Self-Esteem (or the lack of it) like the other aforementioned issues is an integral part of achievement. A major portion of the answer to this problem rest with quality education and educators.

DRUG ABUSE

The high consumption of drugs by Black school age students are commensurate with high dropout rates and teen pregnancy. Drugs of all types have infiltrated the public school system and the black community. This places an additional strain on educational achievement. In 1982 better than 10% of the Black youth between ages 12 and 17 were users of marijuana consistently (Statistical Abstract, 1987, p.106), and 12.7% of the total drug consumption in the Black community was consumed by students between the age 16

and 19 (NIDA, 1983, p.10). Although this statistic seems relatively low, it only takes into account the number of students who used hospital emergency rooms as a result their drug usage. A more frightening, but still conservative statistic is the total amount of drug consumption in the entire Black community. Emergency room data indicated that 26.6% of the total drug use takes place in the Black community (NIDA, 1984 p.13). It is very easy to understand how drug consumption can adversely affect educational achievement, it is not obvious how it affects educational quality. If the school environment is a "drug haven" it becomes difficult to recruit quality staff. Without quality teachers it is almost impossible to expect quality education. High drug consumption is one more factor in diminishing education quality and achievement.

The following section examines attempts made to address federal cutbacks, teen pregnancy, dropouts, low self-esteem, and drug abuse. Three educational models are examined to provide insight into the previous attempts to increase education quality and achievement.

PREVIOUS ATTEMPTS TO ADDRESS ACHIEVEMENT FOR BLACK PUBLIC SCHOOL
STUDENTS

This chapter begins with an examination of society's responses to the five factors contributing to educational decline in the Black community.

RESPONSE TO FEDERAL BUDGETS CUTS

The federal cutbacks which were imposed by the Reagan administration have triggered responses by local communities. A wave of grassroots community mobilization projects have emerged particularly in the Black community. There are educational advocacy groups, and a host of other linkages between self-help groups that did not exist prior to the Reagan administration cutbacks (Phi Delta Kappan, v.67 p.335). (Public and Non public schools: finding ways to work together; Phyllis Blaunstein: A school/university partnership that fosters inquiry oriented staff development; Forrest Parkay). One of the most recent responses attempts to move school administration from a centralized focal point to a more decentralized setting (Slaughter, Powers & Benton, March 1986, p.541). The authors state that "successful planning for school improvement must include the building level personnel who will ultimately carry out the school improvement projects (Phi Delta Kappan v.67 p.541). The Chicago metro area is presently in the process of attempting to decentralize school administration (Guide to schools that work, North West, Regional Ed Lab, 1987).

If one begins to examine the number of community mobilization projects that are included in the NUL Education Initiative Project, it becomes obvious that this is an up and coming trend.

RESPONSE TO TEENAGE PREGNANCY

Although the federal government is aware of the devastating trends affecting education quality and achievement there is very little attempt on its behalf to retake the leadership role. The new federalism approach removes the federal government from direct responsibility and regulates it to a conservative watchdog position. Once again, the burden of addressing such issues as teen pregnancy is placed in the laps of local communities. The conservative community feels that the answer to teenage pregnancy lies within a religious framework and that teens should return to abstinence, chastity and religiously defined morality (Inst. of Urban Affairs, Occasional paper, No. 24, 1986, p.11). While this might be admirable, it is very unrealistic and does very little in terms of providing prevention services. The Reagan administration favors a punitive measure to reduce teenage pregnancy. By reducing AFDC payments, the food stamp program and other government subsidies, the administration hopes to reduce the "attractiveness" of having a baby (Wall Street Journal, 1982, Jan 29, p.26). Of course few teenage mothers would think of this incentive when they become pregnant ! As a result it is the children of low income teen pregnancy who suffer.

There have been numerous local approaches to address the issue.

Two of the more recent and common attempts considered providing alternatives to early motherhood through schooling, counseling and work experience (Wall Street Journal, 1982, Jan 29, p.26),and the establishment of male responsibility (New York Times, Dec.8, 1984, p.22). The underlying logic of the first programs is to provide teenage females with increased knowledge an awareness in the hopes to increase the probability of them choosing a different course in life, and becoming societal asset rather than a liabilities. The male responsibility model operates on the logic that if procreation does occur the male is forced to assume responsibility, so long as he his also provided with schooling and training which would allow him to acquire the resources to become a responsible parent (New York Times, 1984, p.22). These are just two examples of what is being proposed across the nation to address the rise in teenage pregnancy. There is also Planned Parenthood and local family service agencies among a host of others, that provide counseling services to potential adolescent parents.

RESPONSE TO HIGH DROPOUT RATES

When examining the models which have attempted to prevent students from dropping out, it is once again important to look at what the federal government has done to eliminate the problem. In 1986 the Dropout and Reentry Act was adopted by the federal government (Hearings before Subcommittee, June 28, 1986). The purpose of the Act was to assist local education agencies in establishing

programs to encourage students who have already dropped out, to re-enter school and complete their education. The program was also designed to help identify students who were at risk of dropping out. The results of this Act produced a number of dropout prevention models throughout the country. However, many of them failed because the federal government did not provide the much needed support in order to keep the programs in operation.

On the other hand, there have been local alternative models that have addressed the issue of dropouts more successfully (Phi Delta Kappan, v. 68, 1986). In one model, students who have dropped out of school, and those who are potential dropouts, are permitted to enroll in community colleges, and vocational/technical schools. A number of states have discovered that providing choices among schools helps to reduce dropout rates and that some students need to see direct application of their training to a job and career, something that public school programs and class structure don't allow or cannot provide. (Phi Delta Kappan v.68 p.746). Fifteen states have taken action to increase the range of schools from which families may choose. These include Alaska, Arizona, California, Colorado, Florida, Iowa, Louisiana, Massachusetts, Missouri, Minnesota, New York, North Carolina, Virginia, Washington and Wisconsin (Nathan, 1986). Although each of the state models have slight variations most have shown successes. These examples illustrate that things can be done with some probability of success.

RESPONSE TO LOW SELF ESTEEM

There is a growing awareness that low self esteem has a negative impact on academic performance. A number of local efforts have adopted peer mentoring and social support groups to provide students with reinforcement of positive behavior (Children Today, v.16, no.4, 1987, p.17). In many instances these groups use college and university students to provide counseling and tutoring. They monitor student progress, make referrals and recommendations and also introduce the students to a number of social and cultural activities throughout the community. Mentoring is probably one of the more popular responses used to raise student self esteem.

Social support groups have also been very effective in terms of giving students an appreciation for their culture and heritage. The problem that we are confronted with is that many of these projects federal initiatives are severely lacking needed resources. Most of them are localized, and highly dependant on untrained volunteers and are usually too small to be available to all the students who could benefit from the experience.

RESPONSE TO DRUG ABUSE

America is faced with a constant battle to ameliorate drug abuse in the schools, home and on the job. There are strategies which attempt to decrease the demand (White House Conference, 1987) and there have been strategies which have attempted to reduce the supply (U.S. Department of Education, 1986, p.22). Nevertheless,

the problem still becomes more pervasive. In education, the federal government's slogan is "to achieve schools without drugs" (U.S. Dept. of Ed., 1986, p.11). This is largely a self-help approach. The plan for action is targeted at entire communities. Parents, teachers, students, law enforcement agencies, religious groups, social services agencies and the media are all supposedly mobilized to send consistent messages that drug use is wrong. The President's "Just Say No" program is the most recent adaptation of this local self-help strategy. However, there are no indicators of any success to date.

PROGRAMS AND ACTS FOR THE EDUCATIONALLY DISADVANTAGED

The next step in this study is to focus on programs/Acts which have been enacted to increase education quality and achievement. The models available to study are for the educationally disadvantaged and not particularly "Black" students; in particular the Elementary and Secondary Education Act of 1965, Upward Bound, and Head Start program.

The Elementary and Secondary Act committed the federal government to direct responsibility for providing all children, particularly the disadvantaged, with quality education. Since this Act has been activated, a number of amendments have been written to strengthen the programs and increase the achievement levels of the educationally disadvantaged (Negro Almanac, 1986, p. 713). The Elementary and Secondary Education Act provides financial assistance to local school districts for the education of

children of low income families (U.S. Statues at Large, 1969, v.79, p.27).

The Upward Bound program is another challenge to education quality and achievement for the educationally disadvantaged. Upward Bound provides tutoring and academic counseling to minority students in the hope that it will stimulate achievement levels high enough to achieve college entrance. Research indicated that Upward Bound has the potential to serve as a change agent for disadvantaged students in the area of academic and social development (James, 1979, p.3). Nevertheless, since the Reagan Administration has been in office this program has experienced cuts in funding.

The Head Start program was an attempt to provide low income preschoolers with academic support prior to entering the elementary schools. Federal funds were also provided for the operation cost. The program served as a day care for low income children allowing their parents to enter the work force. According to the literature, all of these Acts/programs were very effective in terms of enhancing educational quality and increasing academic performance for the educationally deprived. Unfortunately, federal cutbacks in the past eight years have severely undermined all these programs. Kenneth Clarke calls Reagan policy "A functional repeal to the Brown vs the Board of Education decision". Reagan's policy reinforces an educational "white flight", placing low income Black students in inadequate public schools, while White middle class students flee to private

schools (Negro Almanac, 1986, p.715).

APPLICABILITY OF THESE MODELS TO THE EIP

In reviewing the past programs to improve Black education the overriding impression is that efforts have been fragmented not comprehensive or holistic, and that the programs have been underfunded especially over the last 8 years. The drug abuse, teen pregnancy and drop out prevention models all were separate categorical programs designed to reach specific goals without examining the combined impacts on education. The Education Act of 1965, Upward Bound, and the Head Start programs were more concerned with providing quality education without dealing with specific social trends and problems affecting educational achievement such as teen pregnancy or drug abuse.

All of the models are applicable if a holistic solution is sought. The major distinction between all the previous attempts at improving educational achievement and quality and the Education Initiative Project of the NUL is that the Education Initiative Projects is holistic and links crisis issues such as dropouts, teen pregnancy and drug abuse directly to education quality and achievement. The EIP develops an underlying link which attempts to explain the cause and effect relationship between such variables as teen pregnancy and academic achievement. The logic behind the Urban League model is that there are a number of issues which affect education that must be addressed concurrently in order to increase academic performance.

IMPLICATIONS OF THE LITERATURE ANALYSIS

This paper began by introducing a holistic conceptual model for addressing the needs of Black education in America. That model is the composite of 12 program elements being developed and used by UL affiliates across the country. The paper then reviewed the major social and economic trends with negative impacts on Black educational quality and achievement. It has shown that the EIP model of the National Urban League is by far the most ambitious, comprehensive and holistic approach to date to improving educational quality and achievement in the low income Black community. This final chapter will evaluate the UL model as a single holistic alternative to address the needs for quality education and improved achievement by Black students.

One criticism of the EIP model is that it is holistic only in intent or only as a composite sum of the program elements. No single local UL affiliate is involved in all 12 programs. We don't know if the ones that they are involved in are the highest priority for the local community needs, or if the programs are attaining their stated goals both in quantity of students and parental involvement who need help or in the quality of help provided.

The EIP is a very new concept (just three and a half years old) and many local UL affiliates are only now implementing their programs or only did so within the last year or two.

To adequately evaluate the EIP we will have to wait at least another 2-3 years, and even then longitudinal data would be

required. The next chapter of this study conducts an indirect evaluation of the EIP, by examining responses from 41 UL affiliates (out of 112 or 37%). The responses show the characteristics of the program more than their effectiveness, but some indication of impact can be learned from the number of students involved, the cost per student and the program administrator's personal evaluation of resources, needs and program impact. The final chapter will apply the knowledge gained in all the previous research to the Champaign-Urbana UL program which is still in the planning stage.

EVALUATION AND CRITICISM OF THE URBAN LEAGUE EIP MODEL

In order to evaluate the EIP model surveys were mailed to the 112 UL affiliates in February of 1988. A total of 41 affiliates responded (37%). The questionnaire used in the study is shown in appendix 1. A full analysis of these questions is being compiled separate of this study. Key findings from this survey are used to here to evaluate the EIP program.

Because only 37% of the total affiliates responded, tests were conducted to determine whether these respondents were compatible to with the universe. On tests like location and size the total affiliates and the 41 respondents were very compatible. Table 1 shows the distribution of program elements for the total affiliates in 1987 compared to the 41 respondents of the current study. Of the 112 affiliates 14 did not have an EIP program underway in 1986, so the 167 program elements are distributed across the 98 affiliates with active programs. Because there is almost two years

Table 1: Distribution of program elements in the 1988 sample survey and in 1987 evaluation of all UL affiliates

Program	1986 survey of all affiliates		1988 survey of 41 affiliates	
	#	%	#	%
Tutoring	47	28.1%	23	27.1%
Dropout	13	7.8%	18	21.2%
Parental Inv.	29	17.4%	18	21.2%
Mentoring	8	4.8%	10	11.8%
Career Dev.	10	6.0%	5	5.9%
Scholarship	8	4.8%	4	4.7%
Teen Preg.	4	2.4%	2	2.4%
Community Mob.	30	18.0%	2	2.4%
Conflict Resol.	3	1.8%	1	1.2%
Head Start	2	1.2%	2	2.4%
Technical Assist.	10	6.0%	0	-
Substance Abuse	3	1.8%	0	-
Total	167	100%	85	100%
Average # of Program elements per affiliate		1.70 (n=98)		2.7 (n=41)

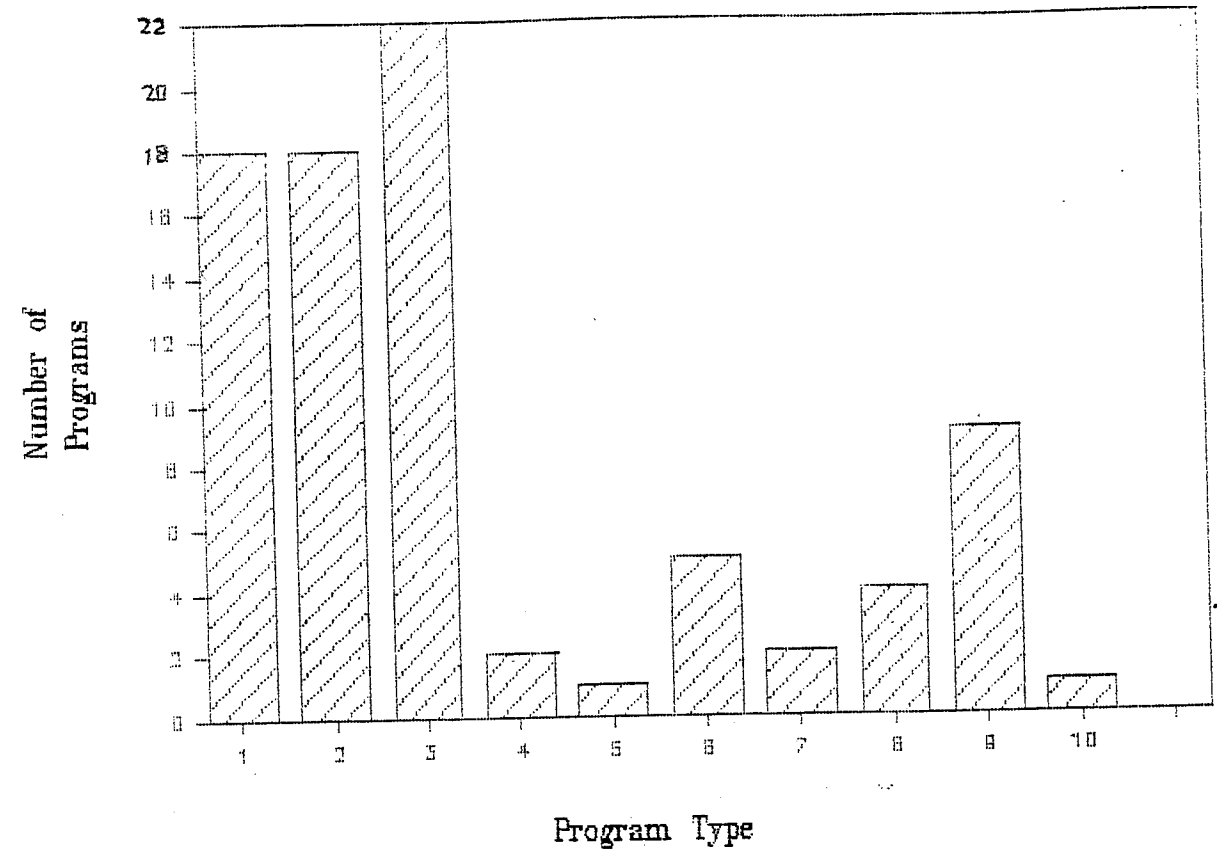
between the real changes in the distribution of the program elements real growth in the program is visible. For example, there are more dropout prevention and mentoring programs among the 41 respondents in 1988 than among all 98 active EIP programs in 1986. The inability to compare the two samples due to time changes aside, the 41 respondents seem to be quite compatible with the total affiliates involved in the program in 1986. Only in community mobilization and technical assistance elements is there a substantial underrepresentation in the program element distribution of the 41 respondents. The average number of program elements underway among the total 98 affiliates in 1986 was 1.70. Among the 41 respondents in 1988, the average program elements underway was 2.07. This is a slight increase probably explained by the two years between the studies. In neither case is the average UL affiliate involved in a holistic set of program elements.

Diagram 1 shows that among the 41 respondents tutoring, dropout prevention, and parental involvement account for 70% of the active program elements nationally.

Taking total program elements of the 41 respondents by size of the of urban areas in which the local UL are located, statistics indicate that 23.7% of the elements are administered by UL affiliates in the largest cities (over 1 million in population), 50% are in cities between 250,000 and 1 million population, 25% in cities between 50,000 and 250,000 in population, and only 1.3% in cities below 50,000 in population. This is clear evidence that UL affiliates are located in larger cities. Of the 112 total

Program Distribution

Diagram 1



- 1 = Parental Involvement
- 2 = Dropout Prevention
- 3 = Tutoring
- 4 = Teen pregnancy
- 5 = Conflict Resolution
- 6 = Career Development
- 7 = Community Mobilization
- 8 = Scholarship
- 9 = Mentoring
- 10 = Head Start

affiliates only 4.5% are located in cities of less than 50,000 in population.

Finally, table 2 presents the sources of assistance that the UL has recruited for their program elements. Assistance is defined as only outside resources such as volunteers for a tutoring program, financial assistance for scholarship programs or space and equipment to use in running the program. Twenty of the 85 elements have no outside support. Churches, colleges/universities and grassroots groups account for over 63% of all assistance, local government only account for 11.8% and the private business sector provides a dismal 1.2% .

Even if the UL affiliates were conducting a full array of program element would this be holistic program ? In comparison with the past programs of this type the answer is yes... Findings presented earlier in this study clearly shows this. However from a macro societal perspective by an activist planner more needs to be done. The EIP program is not designed to change attitudes, prejudices and resource priorities within the school systems. The National Urban League is to be applauded for their desire to respond to the alarming pathologies in Black education by rallying Black community development resources and local community involvement to supplement educational efforts by school districts. However, both the National Urban League and its local affiliates need to link up with other groups like the NAACP who are directing their effort at direct confrontation of school system prejudices and notions. The Black community can't afford to go the EIP road

Table 2: Source of assistance
for EIP program elements

Source	Program Elements	
	#	%
No local Assistance	20	23.5%
Churches	19	22.4%
Colleges/Univ	19	22.4%
Grassroots	16	18.8%
Government	10	11.8%
Private Sector	1	1.2%
Total	85	100.00

only. Even the UL need to these 12 program elements with attacks on student tracking. The UL affiliates are all in very large cities. On the contrary, a sizeable proportion of Black students are being educated in cities under 30,000 in population. In many of these areas Blacks may only constitute 10% of the population but as much as 30% of the school enrollment. These cities may not face as severe social pathologies, but may face more prejudices in tracking students. Some analyst find an alarming increase in the number of Black student being placed in slower learning tracks. Low income parents have neither the savvy, time or resources to fight this tracking. They need the UL and others to serve as monitors and advocates to fight these trends and get the more gifted Black students into the gifted education tracks.

Several points are clear from the findings:

1. As holistic as the EIP program is in theory very few local UL affiliate have initiated even a simple majority of these elements. The average is only 2 elements.
2. The EIP is still a new program and in just 3 short years most affiliates have responded and some expansion into more program elements seems to be occurring. It will take at least 5 years to adequately evaluate the size and impact of the program.
3. Support from local government and the private business is disappointing.

4. Tutoring, parental involvement and dropout prevention seems to be the highest priority program elements. Most affiliates conducted needs assessments and found that these are the key point of initial focus in order to get immediate results and to build a community development effort to improve education.

CONCLUSION

The EIP model has introduced a new approach to education that has one important implication for Planning and Education Policy. The recent trends in resource allocation has forced society to take a different stand to address the issue of quality education for America. Hopefully, these effort that are initiated by the UL will send a clear message to planners (particularly community developers). If the area of education is going to be addressed effectively, it will have to be done through a holistic approach that will encompass the church, grassroots organization, planners, policy makers, parents, students, the school board district, and the private sector as well. For this is the only way to win the losing battle that Americas youth is currently faced with.

EDUCATION INITIATIVE PROJECT SURVEY

- 1 What is your service area include neighborhood city ,county or state as appropriate) _____
- 2 What types of educational programs have you implemented as a result of the Education Initiative Project ? (check all that are applicable)
 - (A) ___ Parental Enrichment
 - (B) ___ Tutoring
 - (C) ___ Drop out Prevention
 - (D) ___ Other (list) _____
- 3 How long has the program been in operation ?(use the program titles from question two)
 - (1) ___ Proposal A___ B___ C___ D___
 - (2) ___ one year or less A___ B___ C___ D___
 - (3) ___ one year or more A___ B___ C___ D___
 - (4) ___ The program was implemented before the Education Initiative was introduced. A___ B___ C___ D___
- 4 How many students\parents are involved in each program ?
A___ B___ C___ D___
- 5 How are participnats selected to enter the program ?
 - (1) ___ First come, First serve basis A___ B___ C___ D___
 - (2) ___ Specific Criteria A___ B___ C___ D___
 - (3) ___ By need based on educational defieny A___ B___ C___ D___
 - (4) ___ Other (indicate). If other than first come first serve please list criteria used A___ B___ C___ D___

- 6 What criteria is used to measure the sucess of the program ?
A _____
B _____
C _____
D _____
- 7 What is the percentage of Black school age children that attend public as opposed to parochial or private schools in your service area ? _____
- 8 What is the percentage of the Black school age children in your service area. (5-18) _____
- 9 Rate the public school systems in your service area on a scale of one to five with five being excellent on the following question.

(over)

	High Schools	Elementary
overcrowded		
class rooms	_____	_____
well paid teachers	_____	_____
rich in electives	_____	_____
provides basic curricula	_____	_____

- 10 What other agencies are involved in assisting the Education Initiative Project efforts ?
- (1) Churches A___ B___ C___ D___
- (2) College\Universities A___ B___ C___ D___
- (3) Grass roots(neigh. groups) & Civic organization (Kiwanas, eg.) A___ B___ C___ D___
- (4) Government (school board, police, CDBG, eg.)
- (5) Others (list) _____
- 11 What is your Budget for each project ?
- A___ B___ C___ D___
- 12 How many staff members are there working on the project ?
- full time paid _____ volunteers hrs per week _____
- A___ B___ C___ D___
- 13 Do you receive additional funding from outside sources for the projects ?
- (1) Federal Government A___ B___ C___ D___
- (2) Local Gov. A___ B___ C___ D___
- (3) Private Industry A___ B___ C___ D___
- (4) Other (list) _____
- A___ B___ C___ D___
- 4 On a scale from 1 to 5 (with 5 being excellent) how would you rate the success of your program ? If it is too early to rate the program please indicate. _____
- A___ B___ C___ D___
- 5 What kind of additional resources do you need to improve your project(s) ?
- (1)___ funding for capital improvements such as space
- (2)___ volunteers
- (3)___ school cooperation
- (4)___ publicity
- (5)___ funding for paid staff
- (6)___ other _____

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