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ABSTRACT

This study examines effective models for use of Chapter 1 funds. The interventions for Chapter 1 of the Elementary and Secondary Education Act are examined for several Northern California Bay Area elementary schools. Ten teachers answered questions related to the current Chapter 1 program in effect at their school sites. Responses indicate that the majority of teachers describe their Chapter 1 program models to be based on one or a combination of the following interventions: (1) classroom support; (2) support from additional classroom helpers; and (3) use of computers or other technology. While teacher responses supported the effectiveness of many of these interventions, their replies seldom described schoolwide projects and out-of-school instructional time, both of which are supported by research as viable for Chapter 1 intervention. Appendix A contains the cover letter for the teacher survey, and Appendix B presents the survey itself. One table presents some findings on student achievement. (Contains 10 references.) (SLD)

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AN EXAMINATION OF EFFECTIVE MODELS FOR
CHAPTER 1 INTERVENTION IN ELEMENTARY SCHOOLS

BY

MARCIA A. SMITH

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Abstract

This study examines effective models for use of Chapter 1 funds. The interventions for Chapter 1 of the Elementary and Secondary Education Act are examined for several Northern California Bay Area Elementary schools. Ten teachers answered questions related to the current Chapter 1 program which is in effect at their school site. The results indicate that the majority of Teachers describe their Chapter 1 program models to be based on one or a combination of the following interventions: classroom support, support from additional classroom helpers, and computer use. The effectiveness of their programs is cited within this document.

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Introduction

It is our nation's hope that education can make a difference in the lives of many students. President Lyndon Johnson created the federal government's first large scale educational financial aide program in order to achieve this objective. Our schools continue to attempt to provide additional educational services to children as originally prescribed by President Johnson. Chapter 1 of the Education Consolidation and Improvement Act of 1981, formerly Title 1, still exists today with the primary goal of creating more effective schools and increasing the success rate of children in impoverished circumstances.

The specific goals of the federally funded Chapter 1 program are to improve the educational opportunities of disadvantaged children by helping them to succeed in the regular classroom, gain grade-level proficiency, and improve the basic and more advanced skills that all children are expected to master. Chapter 1 provides financial assistance through state educational agencies to local educational agencies. The funding is intended to meet the special educational needs of educationally deprived children in schools with high concentrations of children from low-income families. Federal Chapter 1 funds are allocated to states based on the most recent census counts children available to the U.S. Department of Education. Chapter 1 funded interventions are intended to supplement the regular education program within a school for qualified children.

This paper examines beneficial approaches and programs used for meeting the needs of Chapter 1 students. San Francisco Bay Area teachers describe their programs and current literature and research is reviewed.

Statement of the Problem

In some ways not much has changed since President Johnson's term. An important question still remains: How can we create more effective schools?

Recently, Chapter 1 regulatory requirements have been restructured. As a result intervention programs have become more free to design innovative approaches and interventions. "The Congress.... finds that Federal assistance (to meet the special educational needs of disadvantaged children) will be more effective if education officials, principals, teachers, and supporting personnel are freed from overly prescriptive regulations and administrative burdens which are not necessary for fiscal accountability and make no contribution to the instructional program." (Public law 89-10). Consequently, several schools and districts have changed existing Chapter 1 approaches and continue to modify their programs.

This ethnographic study focuses on alternative Chapter 1 program models and discusses their effectiveness as reported by teachers. This study follows ethnographic methodology in that responses from a questionnaire are described and patterns of beliefs and practices are analyzed. This study reviews innovative approaches in curriculum, computer use, out of school programs, and school wide projects related to teaching Chapter 1 students. Specifically, this study will address the following questions:

1. What are the current Chapter 1 program in several Bay Area schools and are they effective in improving student skills?
2. What are the performance gains for Chapter 1 students and what is the long term result of using the current approaches to achieve these gains?
3. What innovative Chapter 1 programs are schools piloting?

Rationale

Educators agree that all students should have equal access to education. The passage of the Elementary and Secondary Education Act (ESEA, 1965) supported compensatory education. The ESEA was one response which attempted to address the growing national concern for poverty and its ramifications. Chapter 1 was originally funded in order to support those students who need additional help and interventions in order to succeed in the regular classroom program.

In 1992 the California Education Department released the document It's Elementary. This document specifically recommends that schools use categorical funds, such as Chapter 1 funds, to provide new instructional programs in order to help Chapter 1 students to master the core curriculum. The document states that in the past "the central weakness of unsuccessful categorical programs was that they frequently shortchanged students" and therefore a "bold departure from the way things have long been done" is needed (p. 41). Schools should invest more in systemic improvement such as allocating resources for innovative programs.

Background and Need

The Education Consolidation and Improvement Act of 1981 (ECIA) replaces the Elementary and Secondary Education Act 1965 (ESEA). Chapter 1 of the ESEA was written in order to provide financial assistance to schools located in low income areas which would then enable school sites to expand and improve programs for educationally deprived students. The original ESEA was the major educational component of the congressional war on poverty. The program was part of President Johnson's legislation which was designed to provide improved educational programs for the children of the poor and possibly break the continuance of high unemployment rates, delinquency and crime.

Qualification for Chapter 1 funding is still based on federal poverty figures for a given area and on the number of children in each school who are achieving well below average. It is intended that funding be placed in these areas in order to provide supplemental educational services. For example these services could include additional personnel at school sites, additional materials, or after-school programs intended for Chapter 1 students.

Review of Literature

Based on current research, this review examines four areas of Chapter 1 programs and interventions: 1) Classroom and Schoolwide Curriculum Models; 2) Support People (teachers, parents, cross-age tutors); 3) Computer Use; and 4) Out of School Programs.

Classroom and Schoolwide Curriculum Models

A Chapter 1 model for intervention is for schools to develop schoolwide projects. The Office of Elementary and Secondary Education provides a document titled, *Schoolwide Projects Considerations*, (May, 1989) which outlines sample schoolwide projects. The document discusses practical considerations involved in planning schoolwide projects funded under Chapter 1 of ESEA. A schoolwide project is conducted by a school district with the goal of improving the entire educational program of a school that has an enrollment of at least 75 percent low-income students. Schoolwide projects allow for school-based management of funds and of the program framework. Examples of strategies for improving overall school effectiveness and enhancement of classroom instruction include opportunities such as: transitional first grade, after school tutoring, enrichment violin lessons for kindergarten, Latin for fourth and fifth graders, adopt a grandparent tutoring, after school homework facilities, assistants for reading and math periods or a trainer for parent volunteers.

Schenck (1993) reports a comprehensive study of schoolwide projects from the 1991-1992 school year. The schoolwide programs researched were designed and

implemented in order to be able to serve more students with more flexibility in the use of resources. Schenck described the most popular strategies for schoolwide projects to be those which included parent education and involvement in the projects, staff development, and computer assisted instruction.

Pittsburgh Public Schools provide a Chapter 1 Handbook (1983) which details Chapter 1 regulations, guidelines for identifying eligible children, and the participation of non-public schools in Chapter 1. The handbook includes program objectives for the primary program in math and in reading as well as support programs in social work and counseling.

Newark City School District (1994) supports in-class services. Models for in-class programs may include components which are designed to improve the curriculum and instruction for Chapter 1 students. Programs which increase coordination and student time on task are supported. In-class services should also strive to enhance student self-esteem and increase a student's academic achievement and test scores.

Bellingham Public Schools (1985) developed a program designed for at-risk kindergarten children in four Washington area elementary schools. The children in the program attend the Kindergarten for Individual Developmental Success (KIDS) program. Bellingham Public Schools report that children enrolled in the KIDS program gain in areas of auditory memory, rhyming, letter recognition, visual matching and school language and listening.

Utah State Office of Education (1992) also reports effective school guidelines for working with Chapter 1 students. This report examines the Chapter 1 education program in the state of Utah for schools which have shown the greatest turn-around in student success and have attributed their success to the following factors: 1) involvement by the principal, regular teaching staff, Chapter 1 personnel and parents; 2) improved coordination between regular education and Chapter 1; 3) focused effort on specific instructional strategies or interventions; 4) joint training for regular teaching staff and Chapter 1 staff; 5) commitment on the part of all team members and 6) hard work to implement the plan fully.

The California Department of Education (1992) also recommends the key to helping children with special learning needs is to use categorical funds to support the core curriculum rather than pay for alternatives. It's Elementary recommends that districts investigate innovative strategies such as investing categorical resources in the mainstream classroom instead of in traditional "pull-out" programs.

An important element of schoolwide projects is that they can include upgrading the effectiveness of the entire school's educational program as well as ensuring performance gains for educationally deprived students. Other important features include an emphasis on high expectations and early intervention. Schoolwide projects allow for a comprehensive support system designed to meet children's needs.

Support People: Teachers, Parents, Cross-age Tutors

Slavin (1993) examined the effects of programs intended to prevent early school failure. Slavin reviewed strategies such as class size, instructional aides, one-to-one tutoring and non graded primary programs. Research on prevention and early intervention indicates that early school failure is fundamentally preventable. Slavin's studies indicate that there are positive effects as a result of one-to-one tutoring for students who do not learn to read in traditional classroom settings. Slavin believes that this type of intervention is potentially an effective instructional innovation.

The tutoring program that has received the most attention in recent years is Reading Recovery (Clay, 1985). Reading Recovery provides one-to-one tutoring to first graders with certified teachers. The curriculum of Reading Recovery is based on learning to read by reading. Students read short stories and tutors guide corresponding writing activities.

Slavin reports of sixteen separate studies. The studies involved five different tutoring methods, including Reading Recovery. The results found that in nearly all cases tutoring was an effective model of intervention for those students identified as potentially at risk for early school failure.

In recent years, increased flexibility in Chapter 1 regulations and other factors have led to the use of tutors with first graders to prevent early reading failure. Research on Chapter 1 programs suggests that remediation of learning problems in the primary grades can be effective.

Computer Use

In 1987, the United States Congress examined the use of computers in schools and provided an overview of current trends in programs for disadvantaged learners funded by Chapter 1 of the ESEA. The implications of this study are that there is a need to improve the use of educational technology. The goal of evolving the use of technology in schools is to increase computer use as a tool for learning and integrating its use into all areas of the curriculum. Computer use may be one effective model for meeting the needs of educationally deprived students if the application is not for drill and practice, but rather for teaching higher order thinking skills and problem solving.

Out of School Programs

Another model of Chapter 1 intervention is the effective use of out of school time for instruction. In 1992, Columbus Public Schools provided additional reading instruction to first-grade students during the summer. The program featured group instruction which was modeled after the Reading Recovery program. Five schools participated and students received daily lessons which included shared reading and writing activities as well as independent reading and writing activities. The focus of all components of the lessons was to help students develop independent reading strategies.

In addition to the classroom reading instruction, the program also featured a parent component. The goals of the program were largely achieved by the Columbus Public

Schools, students made progress in their reading levels and parent participation increased helping to achieve the desired outcome.

Chimerine (1993) also reports on how students spend out of school time. Chimerine addresses issues related to the integration of services, parent and family involvement, and suggests ways in which the Chapter 1 program can play a more active role. The research finds that Chapter 1 students in formal after school programs have demonstrated improved achievement and better attitudes toward school. Chimerine also suggests increased parent involvement. Many schools have developed alternative and innovative strategies that appear to increase parent involvement. These strategies include providing services and activities in alternative settings, using technology, targeting specific groups of parents with appropriate activities, developing systems for better communication, accommodating family differences, hiring specialists, and providing incentives and support for involvement.

The current literature available regarding Chapter 1 Interventions shows that positive results occur from intervention models which may include classroom or curriculum innovations, support people, computer use, or out of school programs. A common theme in the literature is the support of parents in any of the above mentioned program models or interventions. The literature suggests beneficial outcomes when there is improved coordination between home and school.

Method

Subjects

All subjects are Bay Area Elementary School teachers who teach at school sites which qualify for Chapter 1 funding. Ten teachers responded to a descriptive questionnaire in which their individual Chapter 1 programs and effectiveness of the programs are described. Nine participants are classroom teachers, and one is a Chapter 1 teacher who works in several different classrooms. The participants range in years of teaching from one to over 21 years of experience. Nine females and one male responded. All teachers who responded describe their school site as being located in a suburban area. All teachers have 33 or less students in their classroom.

Materials

Questionnaires (see Appendix B) were developed in order to elicit descriptive responses from teachers regarding their current mathematical, language arts, and remediation of students eligible for the current Chapter 1 program. The questionnaires also asked background questions about the participant's teaching careers.

Procedure

This research study adhered to the ethical standards of the APA (1994) in protecting the rights of human subjects. Subjects were informed of the general nature of the study, its basic purpose, their rights to preserving confidentiality, availability of the researcher to answer questions during the course of the study. Names of

participants were kept anonymous. Opportunities to learn results at the conclusion of this study are available to all subjects.

Nine questionnaires were sent and collected during a three week period. One questionnaire was given orally over the telephone. Each questionnaire took approximately ten minutes to complete. Questionnaire responses were transcribed and analyzed for common themes and original interventions or strategies for teaching Chapter 1 students.

Results

The response rate was eighty-three percent for mailed questionnaires. Nine of the subjects responded that they have parent helpers in their classroom. Six of the questionnaires report use of an instructional assistant as part of the Chapter 1 intervention program. Of these six, the hours in which the classroom aide is in the classroom range from 1 to 11 hours of instructional support. Five of the respondents have support from a reading teacher and one respondent also has aide from a resource teacher. Three teachers replied that cross-age tutors are used in their classroom. Five or fifty percent responded that they have a Chapter 1 teacher who aides the students. One respondent also has support from a volunteer college student one afternoon a week.

All teachers responded that Chapter 1 students are taught within the classroom as part of the whole group as well as in a small group within the classroom. Six answered that the students are in a "pull-out" group out of the classroom for part of the instructional day. All responded that Chapter 1 students are given individual instruction within the classroom and four teachers also reported that their students receive individual instruction outside of the classroom setting.

Four teachers responded that additional books are sent home with Chapter 1 students as part of the English language arts program. Seven teachers modify reading and writing lessons to meet their Chapter 1 students needs. In addition, teachers report additional language arts strategies such as: reading, introducing

reading lessons to Chapter 1 students prior to whole group instruction, placing Chapter 1 students with team members for class presentations, using grade level specific materials on a one-on-one basis with parent volunteers, instruction with Chapter 1 teacher for a portion of the day, reading recovery for first graders, whole language teaching strategies, and self-made books for teaching reading.

One respondent reports that additional mathematical strategies are sent home to assist Chapter 1 students; such as reinforcement assignments for problem areas. Six of the subjects report modifying math lessons to better meet the needs of Chapter 1 students. Eight of the teachers use math manipulatives as part of their Chapter 1 instruction. Also, one participant surveyed reports reteaching tests and giving individualized mathematical instruction and another participant pairs Chapter 1 students with more capable students as a teaching strategy.

Seven of the respondents use take-home book activities as part of the additional instructional materials which are provided for Chapter 1 students. Six of those asked use computers or other technology as part of their instruction. Eight of the subjects use math games and three also use language arts or reading games as part of their remedial instruction. The surveys also report additional mathematical materials such as: ability level appropriate math, activity cards, flash cards and Reading Recovery easy reader book sets.

Three of those surveyed reported being unsure of how many students test out of the Chapter 1 program. Of those who knew, the percentage of students who yearly test

out of Chapter 1 is reported as being under 60%.

Respondents were asked to comment about how they teach or have taught Chapter 1 students in addition to previous questions asked on the survey. Those surveyed replied that Chapter 1 students are helped in a variety of methods. The programs were described to be "like a parachute program that protects and uplifts students". Students are taught through a variety of strategies including peer tutoring, resource instruction, additional tutoring, daily monitoring by aide. One respondent reports an attempt is made to teach to different learning styles and intelligences. Other methods reported are the extension of the school day for Chapter 1 students as well as parent education.

TABLE 1
Percentage of Students Who Test Out
of Chapter 1 As Reported by Teachers

Percent	Teacher Responses
10-20 %	4
21-30%	1
31-40%	1
41-50%	0
51-60%	0
61-70%	0
71-80%	1
81-90%	0
91-100%	0
not sure	3

Table 1 reflects the results of the percentage of students who yearly test out of the current Chapter 1 program as reported by teachers in the study. None of the respondents claim that their Chapter 1 program is 100 percent effective as evident in the fact that most of the students qualify for Chapter 1 services again at the end of the year.

Respondents were also asked to describe additional approaches, concerns or practices which they have used for Chapter 1 interventions. In general teachers felt that teaching in a classroom with a large percentage of Chapter 1 students dictates that the teaching, for the most part, be geared to accommodate these students. One

teacher relayed concern for the "top" students in the class who seem to get lost in the shuffle and who don't need the reteaching that occurs in a Chapter 1 school.

Teachers feel that Chapter 1 schools need smaller class sizes in order to reach all the students in the class. One respondent was especially concerned about their current program and wrote a comment which was not expressed by any other participant:

" My students are lucky in that they see the Chapter 1 teacher more than 40 minutes per week. Very little is gained with this small amount of time in the small group situation. Chapter 1 students also seem to have more discipline problems and motivation problems. It is stressful for students, parents, teachers and administrators alike."

The need for parent involvement and commitment was also expressed by one teacher as being an important component needed for the success of their Chapter 1 program. According to participants, parents are used in a variety of ways in the classroom including acting as tutors.

Discussion

Survey responses for this study appear to mirror previous research on effective models for Chapter 1 intervention. Teachers report using intervention models which may include classroom or curriculum innovations, support people, and use of computers or other technology.

Teachers report the effective use of the Reading Recovery program or similar approaches in their individual classrooms which is also supported by research findings. The teaching population studied tends to use classroom aides, resource specialists, Chapter 1 teachers, parent volunteers, or reading specialists to aide Chapter 1 students. Research also strongly supports this tutorial type of intervention. Specifically, Reading Recovery teachers, tutors and an emphasis on involving parents in the Chapter 1 plan is found in research to be positive in reaching Chapter 1 program goals.

Computers, other technology, and additional learning materials are used in the classrooms and are supported by previous research. Teachers report reteaching concepts and lessons previously taught in the classroom with these materials.

Interesting to note in this study was the absence of schoolwide projects and out-of school instructional time as a models for Chapter 1 intervention. Teachers described individual classroom approaches rather than schoolwide plans. Research supports both schoolwide projects and out-of- school instruction as viable for Chapter 1 intervention.

Although this study was informative, a larger group of participants in a wider geographical area is needed to make general conclusions for a national program. An important question still remains, is there an effective Chapter 1 model that proves successful when compared with school populations with similar groups of students. Also, are there other intervention models which have thus far not been explored or analyzed in current research?

Research and this study imply that more can be accomplished in developing, piloting and testing Chapter 1 intervention models. Current models and practices are evolving toward the most effective approach, however because total success has not been achieved in testing children out of Chapter 1 programs there is room for growth in this area.

As a first grade teacher I have developed and piloted a Chapter 1 program which is proving effective in my classroom given my school population and the amount of parent support which I receive.

An important component of my current program is the training of parents who help in the class. Parent volunteers are given strategies for working with at-risk students. Our reading specialist is another support person who helps Chapter 1 students in my classroom. Cross age tutors (fourth grade buddies) are used in order for Chapter 1 students to have individual instruction time.

The teaching of the one hundred most commonly used words is central to the success of my Chapter 1 program. Students practice the words by playing bingo,

writing words on the computer, and finding words on word hunts as well as other reading games.

Twice yearly I team teach with other teachers in order to present informational parent nights. Parents are taught reading and writing strategies and math games. Parents are also given materials to take home and to use with their Chapter 1 child.

Weekly my Chapter 1 students are also responsible for a take home reading assignment. Along with the book which they take home, the student is also asked to complete a task related to the story. Tasks include writing story summaries, listing characters and settings, finding letters in the text, or writing a sentence about their favorite part of the story.

Conferencing with parents is vital to the success of my program. Parents' thoughts and input is appreciated. Parents are given responsibilities for working with their student and teamwork between the student, the parent and teacher is stressed.

I am fortunate to have a computer in my classroom which I use for Chapter 1 instruction. Students use the word processing program to author their own stories as well as work with practicing the alphabet and rhyming words. The computer acts as another method for stimulating at-risk students or for reteaching previously taught material in a different way in my classroom.

Concurrent with Utah State Education Department's findings, I feel that an effective Chapter 1 program should involve some key elements. Like Utah's findings I have found that involvement of the parents, other staff members and my principal is

essential for running an effective Chapter 1 program. It is important to focus your efforts for maximum benefits. I also feel that I am truly committed to the intervention which I provide for my Chapter 1 students. And finally, in agreement with the Utah State Department of Education's program, I feel that it is true that a considerable amount of devotion and hard work is involved in implementing an effective intervention program.

Research, this study and my personal experience have established that it is possible to be effective in producing and implementing a worthwhile Chapter 1 intervention program. A combination of Chapter 1 financial aid, parents, teachers and administrators interested in improving the chances for a good education for the neediest children in the poorest schools can make a difference with perseverance and determination. Programs that embrace the student population with appropriate interventions are able to make positive changes in the lives of Chapter 1 students and consequently can create more effective schools.

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Appendix A

Dear Study Participant,

This study is designed to research current Chapter 1 interventions and student achievement with these interventions.

The information collected will be confidential and will only be used by the surveyor as part of the requirement for Master of Science in Education at Dominican College of San Rafael.

This questionnaire should take less than 10 minutes to complete. there should be no physical or psychological risks associated with participation in this study. If you have questions, problems or discomfort with the study, please contact Dr. Barry Kauffman or Dr. Madaleine Peters at (415) 485-3287.

You may keep this cover letter for future reference. If you choose to participate in this research study, please return your survey in the enclosed self-addressed stamped envelope.

Thank you in advance for your participation.

Sincerely,

Marcia A. Smith

Appendix B

Questionnaire

Please read each question carefully and respond as completely as possible. Your response is critical to the success of the study I am conducting. Thank you again for your time and input.

1. Which of the following categories best describes your occupation?

- Administrator
 Teacher
 Other : please describe _____

2. How many years have you been teaching?

- 1-5 6-10 11-15 16-20 over 21 years

3. Are you a male or female?

- male female

4. How would you describe your school community?

- rural suburban urban

5. What grade level(s) do you teach?

- kindergarten first
 second third
 fourth fifth
 other

6. How many students do you teach? _____

7. Of these students, how many qualify for Chapter 1? _____

8. What type of support do you have in your classroom?

(check all that apply)

- parent helpers
 classroom aide
 reading specialist
 cross-age tutors
 Chapter 1 teacher

9. If you have a classroom aide, how many hours a week does this person work in your classroom?

- 0-2 3-5
 6-8 9-11
 more than 12 hours

10. What percentage of the school day do you directly teach or support Chapter 1 Students?

- 10-20 % 21-30%
 31-40% 41-50%
 51-60% 61-70%
 71-80% 81-90%
 91-100% not sure

11. How are the Chapter 1 students taught in your classroom?

(check all that apply)

- with the whole classroom group
 in a small group, in the classroom
 in a "pull-out" group, out of the classroom
 individual instruction, in the classroom
 individual instruction, out of the classroom

12. Please check which apply about your Chapter 1 Language Arts program.

- additional books are sent home with Chapter 1 students
 Chapter 1 students have modified reading lessons
 Chapter 1 students have modified writing lessons
 other language arts strategies for Chapter 1 students
 please describe: _____

13. Please check which apply about your Chapter 1 Mathematical program.

- additional assignments are sent home with Chapter 1 students
 Chapter 1 students have modified math lessons
 Chapter 1 students use manipulatives
 other mathematical strategies for Chapter 1 students
 please describe: _____

14. Please check which apply about the additional instructional materials which you have in your classroom for Chapter 1 students.

- take-home book activities
 computer, printer, or other technology

- math games
- language arts games
- other

Please describe: _____

15. What percentage of students would you say yearly test out of your school's Chapter 1 program?

- | | |
|----------------------------------|-----------------------------------|
| <input type="checkbox"/> 10-20 % | <input type="checkbox"/> 21-30% |
| <input type="checkbox"/> 31-40% | <input type="checkbox"/> 41-50% |
| <input type="checkbox"/> 51-60% | <input type="checkbox"/> 61-70% |
| <input type="checkbox"/> 71-80% | <input type="checkbox"/> 81-90% |
| <input type="checkbox"/> 91-100% | <input type="checkbox"/> not sure |

16. Please write any additional comments about how you teach (or have taught) Chapter 1 students.

About The Author

Marcia A. Smith earned a Bachelor's of Science in Human Development through California Polytechnic State University, San Luis Obispo. She also obtained a minor in Psychology while studying there. Ms. Smith acquired a multiple subject teaching credential from Dominican College of San Rafael as well as a Master's of Science. She is currently a first grade teacher in Novato, California.