



Financing Community Schools

LEVERAGING RESOURCES TO SUPPORT STUDENT SUCCESS

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About the Coalition for Community Schools

The Coalition for Community Schools, housed at the Institute for Educational Leadership, is an alliance of national, state and local organizations in education K–16, youth development, community planning and development, higher education, family support, health and human services, government, and philanthropy as well as national, state, and local community school networks. The Coalition advocates for community schools as a strategy to leverage local resources and programs, changing the look and feel of the traditional school structure to best meet the needs of children and families in the 21st century.

About the Institute for Educational Leadership (IEL)

The Institute for Educational Leadership (IEL) is a non-profit, nonpartisan organization based in Washington, DC, that works to build the capacity of people, organizations, and systems—in education and related fields—to cross boundaries and work together to attain better results for children and youth. IEL envisions a society that uses its resources effectively to achieve better futures for all children and youth.

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PREFACE AND ACKNOWLEDGEMENTS

The Coalition for Community Schools is grateful to our members and respondents for lending their time and experience to this report. We believe that sharing field-based knowledge and best practices provides an efficient and welcome way to assist community schools in further developing their operational capacity—and to scale up, as well as sustain, their efforts. We hope that policymakers and practitioners find this information useful as a first step in building results-based community schools. This document is the first in a series titled, *Building Capacity for Community Schools*. The purpose of this series is to help practitioners and policymakers develop the capacity and resources to create more effective community schools around the country. For those ready to go further, a companion document, *Scaling up Community Schools: Building Sustainable Systems*, is currently being developed. It uses field-based experience to illustrate a process for moving from individual community schools to systems of community schools—expanding capacity to create an entire community where learning happens. The authors and the Coalition would like to thank The Atlantic Philanthropies for their support in making this report possible.

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EXECUTIVE SUMMARY

Community schools are one of the most efficient and effective strategies to improve outcomes for students as well as families and communities. Community schools leverage public and private investments by generating additional financial resources from partners and other sources.

This report looks at how community schools finance their work. It describes the resources, partnerships, and activities community schools generate with the dollars they have; where monies come from; and the mechanisms community schools use to leverage additional funding and build their capacity to achieve agreed upon results. The report draws on survey results and case studies from a purposeful sample of experienced community schools—both individual sites as well as district-sponsored initiatives.

Community schools are built on the simple logic that schools and communities are mutually dependent and that strong and purposeful partnerships between them are essential to students' academic success. Whether in small towns, urban areas, or big cities, non-academic factors—hunger, safety, health, and other issues—spill into the classroom, affect learning, and create challenges well beyond what schools should be expected to handle alone.¹ Community schools are one of the only school-reform strategies specifically designed to address both academic and non-academic issues by integrating and leveraging funds, working across silos, and partnering with local organizations to maximize resources. Inside community schools, we see an intentional leveraging of federal, state, and local funding streams—public and private—to provide supports and opportunities that students need to thrive both academically and beyond.

In this period of stripped down budgets, educators, community leaders and policymakers are more aware than ever of the need to use scarce resources to maximize results. Most schools, health and social service providers, youth development organizations, higher education institutions, public and private agencies and government officials work in isolated “silos,” concentrating on single issues. Experience teaches that these single issues overlap and that diverse stakeholders are all, in effect, responsible for the same children, the same families and the same communities. But bureaucratic organization and fragmented funding streams make it hard for their respective sectors to work together to better meet community and family needs.

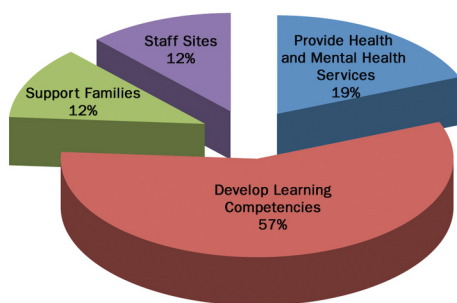
The financial advantage of community schools is clear: community schools connect these multiple sectors and build the capacity to make a comprehensive approach efficient, effective and sustainable. For nearly two decades, educators, community leaders and policymakers have used the community school strategy to organize and leverage resources to achieve shared goals. Through partnerships, community schools align and integrate strategies to support students, strengthen schools, engage families, and help build entire communities where learning happens.

FINDINGS

Findings show that in the experienced community schools in this report:

- ▶ **The bulk of resources go directly to assist schools in meeting their core instructional mission, while also strengthening the health and well-being of students, families and neighborhoods.** As Figure 1 shows, community schools dedicate approximately 57 percent of their expenditures to support learning through academic enrichment and after-school activities, early childhood education, service learning and civic engagement, life skills, and sports and recreation.

Figure 1: How Resources Are Used

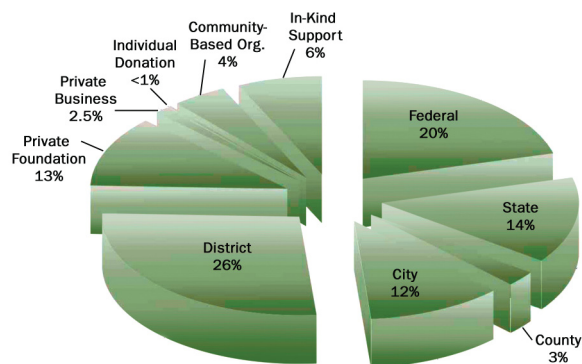


“For every dollar spent [on community schools], we were getting back five, six, seven dollars from the business community, from non-profits, from the social service agencies, from the state [and] the federal government.”

—Arne Duncan, Secretary, U.S. Department of Education²

- ▶ **Community schools leverage diversified funding streams. For example, community schools leverage district dollars 3:1.** (See Figure 2 below.) The experience of the initiatives and sites in this report suggest the importance of public funding to provide core support and the value of dollars from private, faith-based, and community-based organizations (CBOs) to build depth and quality. Just as important is the public funding that is leveraged from initial investments by community groups and foundations. Community schools increase and sustain capacity through diversified financial support.

Figure 2: Where Resources Come From—Combined Initiatives and Individual Sites



- ▶ **Collaborative leadership structures support finance and other key functions at the site and system level.** In the communities represented in this study, a variety of collaborative organizational designs are used to coordinate resources and create a community school initiative. What the various structures have in common is a similar *collaborative leadership structure* and a set of functions that enable them to initiate, sustain and expand community schools at both the site and initiative levels. Central to this structure is an “intermediary” organization with the technical and political capacity to connect initiative and site level functions and to drive the initiative forward.
- ▶ **A mix of public and private sector partners expands financial, as well as technical and political capacity.** Provided there is clarity regarding goals and objectives, a broadly diverse set of partnerships can greatly expand an initiative’s financial, technical, and political capacity.

Community schools in this study partner with public agencies, local and state government, large non-profit agencies and CBOs, the foundation and business communities, and universities and community colleges.

- ▶ **Full-time site coordination contributes essential site level capacity at minimal cost.** Site coordination accounts for just 7 percent of the total funds reported collectively by initiatives and individual school sites in this study. Sites typically employ a full-time staff person to mobilize partners, coordinate resources, and manage site-level programming. They often work with a lead agency, such as a community-based organization, higher education institution, or public agency to provide additional site coordination. In addition, sites may develop multi-tiered school/community teams to integrate planning, oversight and day-to-day management at the site. Coordination is an important but relatively inexpensive component of funding a community school.

RECOMMENDATIONS

A community school is an investment in the community itself. With the coming reauthorization of the Elementary and Secondary Education Act, federal, state, and local agencies should take legislative and practical steps to mirror the culture of alignment, leverage, and coordination demonstrated by the community schools featured in this report.

The Coalition for Community Schools, representing over 160 organizations interested in the well-being and academic success of students, calls on policymakers at the federal, state, and local levels to recognize—and promote—community schools as a seasoned and powerful strategy for school reform and community revitalization. In order to support the sustainability and expansion of community schools, the Coalition recommends that policy makers:

- ▶ **Define and support a community school strategy through laws, regulations and guidelines.** The community school strategy should be defined in district, local government, state and national policy. It should be supported by legislation, regulations and guidelines for all programs providing funding that touches the lives of children, youth, and their families, in the journey from early childhood to college.

- The community schools strategy should be included as an allowable use of funds under Title I.
- The Full Service Community Schools (FSCS) program³ should be authorized and funded at a substantial level as a vehicle to help provide a continuing impetus for the development of community schools and serve as a learning laboratory for effective practices.
- Funding for technical assistance and capacity building should be available to speed the learning of FSCS grantees and other developing community schools and to support learning among policymakers at all levels.

- ▶ **Provide incentives in ESEA and other legislation that move schools and community partners toward results-driven public/private partnerships.** Policymakers should incentivize partnerships by awarding additional points in grant competitions, rewarding greater flexibility in funding, and setting aside bonus funding for those who meet the following priorities:

- Priority for using a comprehensive results framework.
- Priority for those who demonstrate alignment and coordination of funding streams.
- Priority for partnerships and consortia, over single entities.

- ▶ **Fund site coordination and site coordinators in support of community schools.** Our findings suggest that coordinators are the fulcrum of a community school. They leverage and integrate resources and have proven their value to principals, allowing school administrators to focus on instructional improvement. In order to support these necessary coordination functions, we recommend that:

- The Full Service Community Schools Act (H.R. 3545 and S. 1655) should be authorized by Congress as part of ESEA.
- The reauthorized ESEA should provide an option to include the funding of a community school coordinator for all Title I schools.
- Other federal and state agencies that finance opportunities and services for children, youth or families at schools or linked to schools

should specify in grant guidelines that a portion of funding may be used to pay for the salary of a community school coordinator or for site coordination.

▶ **Support the work of intermediary organizations that help align and leverage resources and integrate funding streams to get results.**

Our finding on intermediaries tells us that they are an essential component to a successful and sustainable community school initiative.

- In federal grant guidelines, priority should be given to applicants demonstrating how they support a broad results-focused framework with related indicators for the academic, social, emotional, physical and civic development of young people.
- Local policies should support organizations that have the legitimacy and credibility with local stakeholders to perform key intermediary functions.
- State policies should support and define clear expectations for Children’s Cabinets or state non-profit organizations whose work cuts across agencies as well as public/private boundaries.

▶ **Promote interdepartmental coordination in support of community schools at the federal, state, community and district levels.**

Community schools epitomize the key principles of place-based policy that are being advocated by the Obama Administration. In this context:

- The White House should organize an Interdepartmental Task Force to develop an action agenda for community schools that develops common language to be included in multiple grant programs of federal agencies so that the end users—schools and community partners—can more readily access and integrate this funding into strong, sustainable, and aligned efforts.
- Policymakers should consider administrative flexibility in grant funding that would ease the

integration of education programs during the school day so that they are more effective and efficient and reduce the administrative burden on grantees.

- Policymakers should respond to regulatory and administrative challenges identified by state and local leaders that impede community schools development.

▶ **Fund professional development that enables people working in schools, with community partners, and in federal and state agencies to learn how community schools work and how policy can support them.**

Movement to a community school strategy requires a shift in mind-set among people working in schools and in community partner organizations.

- At the federal and state levels, we suggest inter-departmental learning opportunities to help personnel learn how locals are putting together resources to get better results and how policy must change to support them.
- At the local level, school administrators and educators need to know more about how to work with families and community organizations. Likewise, staff of community partners need to know more about how schools work.
- Title II funds should be used to establish a national center focused on preparing instructional materials and professional development opportunities that assist principals and teachers to work more effectively with community partners and provide a focus on the community where students live.

Leveraged funding, collaborative partnerships, and the purposeful integration and alignment of assets enable a community school to deliver quality programming and serve student and family needs. The findings and case studies presented in this report illustrate how community school leaders are effectively, efficiently, and creatively blending funding to do whatever it takes to support student success. ■

INTRODUCTION

Community schools are built on the simple logic that schools and communities are mutually dependent and that strong and purposeful partnerships between them are essential to students' academic success. Whether in small towns, urban areas or big cities, non-academic factors—hunger, safety, health and other issues—spill into the classroom, affect learning, and create challenges well beyond what schools should be expected to handle alone.⁴ Inside community schools, we see an intentional leveraging of federal, state, and local funding streams—public and private—to provide supports and opportunities that students need to thrive academically, emotionally, physically and socially. When students and their families experience a closer connection to their community and benefit from more support, more opportunities, and more time for learning, they succeed. Their success is the community's success.

The financial logic of community schools is just as clear. In this period of stripped down budgets, educators, community leaders and policymakers are more aware than ever of the need to use scarce resources efficiently and effectively. Schools, health and social service providers, youth development organizations, higher education institutions, public and private agencies and government officials are all pressed to achieve maximum—and measurable—benefits for the dollars they oversee. Most work in isolated “silos,” concentrating on single issues: education, health, family support, mental health, employment, or housing. Experience teaches us that these single issues overlap and that diverse stakeholders are all, in effect, responsible for the same children, the same families and the same communities. But bureaucratic organization and fragmented funding streams make it hard for their respective sectors to work together to better meet community and family needs.

Financing Community Schools helps shine a light on how community schools can connect these multiple sectors and build the capacity to make a comprehensive approach efficient, effective and sustainable. For nearly two decades, educators, community leaders and policymakers have used a community school approach to organize and leverage resources to achieve shared goals. Through partnerships, community schools align and integrate strategies to support students, strengthen schools, engage families and help build entire communities where learning happens.

This monograph, the first in a series developed by the Coalition for Community Schools called *Building Capacity for Community Schools*, focuses on financial capacity. Specifically it asks: How have schools and communities organized themselves to acquire and use resources to achieve agreed upon results? Financing methods and funding sources vary widely across community school efforts; so do local mechanisms for financial record-keeping and tracking the blending and redirection of multiple funding streams and in-kind contributions. As a result, it is often difficult for educators, community leaders and policy makers interested in beginning or expanding community schools to sort out and benefit from other's experience.

In order to cut through this complexity, the Coalition selected a purposeful sample of experienced community school initiatives operating at the community or district level, as well as individual school sites. Using case studies and survey research, our intent was to see what basic findings about financing capacity emerge from a handful of community schools that have demonstrated the ability to sustain and expand their work—not to learn everything about how the universe of community schools is financed.

After consulting with site leaders, we selected schools from seven community school initiatives based on their size, longevity, and record of community school leadership (see Table 1). We wanted to gather data from both the district and school levels. Thus, we created two sub-samples. The first includes all the schools across two districts (Community Schools Collaboration in Tukwila, WA and the Evansville Vanderburgh School Corporation in Evansville, IN have made every district school a community school).

Table 1. Finance Study Sample

System	Number of Community Schools in Initiative	Number of Community Schools in Study
Community Schools Collaboration Tukwila, WA [*]	5*	All
Evansville Vanderburgh School Corporation Evansville, IN	35	All
Community Schools Initiative Chicago, IL	154**	3
Schools Uniting Neighborhoods, SUN Community Schools Multnomah County, OR	59	2
Children's Aid Society New York, NY	22	2
Redwood City 2020 Redwood City, CA	4	1
University-Assisted Community Schools Netter Center for Community Partnerships, University of Pennsylvania Philadelphia, PA	7	1
Total Number of Community Schools	286	49

* While there are 12 schools in the Community Schools Collaboration initiative, this study only looks at five of those schools that include the entire district of Tukwila, WA.

** While there are more community schools in Chicago, only 154 are organized and funded by the Chicago Public Schools Community Schools Initiative.

The second includes nine community schools across five districts where many, but not all schools are community schools (for more detail see Appendix A).

This paper has two audiences. First, for practitioners and potential partners, it seeks to highlight important strategies and tactics for creating financial capacity in community schools. This information will help localities engage new partners and suggest ways to strengthen and finance their core operation in order to achieve agreed upon results.

Second, for policy-makers at the federal, state, and local levels, it outlines a range of specific policy actions designed to strengthen, sustain and expand community schools and which are consistent with the findings we present. This paper is organized around four parts:

Part One: Community Schools— Vision, Strategy and Results makes the case for community schools as building blocks for a larger vision—creating communities where learning happens—so that every child, family, school, and neighborhood benefits, not just some. This vision provides the common ground and shared purpose needed for a community school strategy to leverage and focus diverse resources on specific results.

Part Two: Financing Community Schools— Findings and Lessons looks at the sources of funding and how funds are used across a group of experienced sites and initiatives. Important similarities emerge in the type of activities financed; where resources come from and how funds are leveraged through organizational structure, partnerships and on-site coordination. In our analysis of the data, we present key findings and lessons for practitioners.

Part Three: Recommendations for Policymakers lays out a series of recommendations for action by policymakers at the federal, state and local level. All of the recommendations flow from one or more of the findings reported here; all are designed to further build the financing capacity inherent in a community school approach that achieves results.

Part Four: Community School Case Studies— Initiatives and Individual Sites provides a more comprehensive look at the initiatives and sites included in this report. Profiles help describe how each initiative or site has built financial capacity.

The appendices provide further detail on the study method and data collection used in this report as well as a sample fund-raising framework. ■

Community Schools: Vision, Strategy, and Results

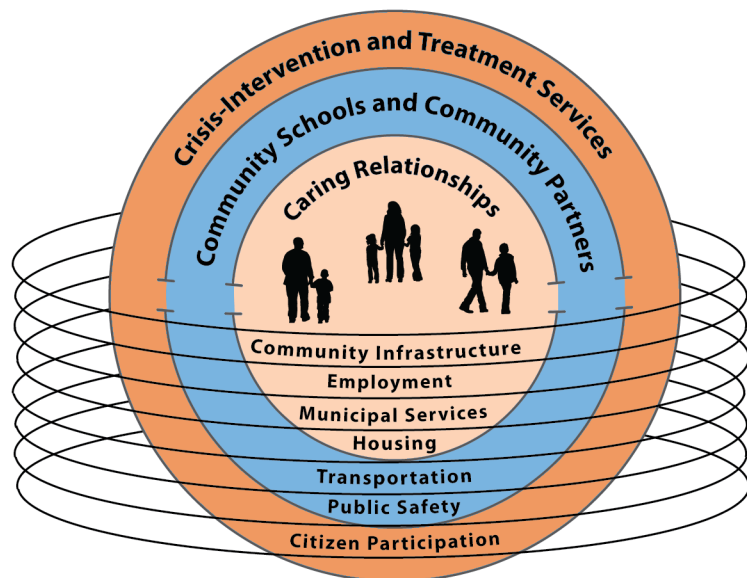
THE VISION: A Community Where Learning Happens

A community school is a place, a set of partnerships, and a strategy for building communities where learning happens. In such communities all children—not just some— have a fair chance to reach their full potential. Supporting adults believe in every child, and help every child succeed academically and develop the skills of a contributing citizen.

In communities like these, children and families are not isolated. They are surrounded by interconnected rings of care and support (see Figure 3). First in importance are relationships with family, friends, neighbors and coworkers who share information, advice, and often a helping hand. At the same time, students are closely connected to their schools and to helping institutions like churches and community organizations, libraries and health clinics, recreation centers and volunteer agencies—all of which allow students to explore and participate in the larger community. Also readily available are crisis intervention and treatment services to support students and families when they need direct, targeted aid.

Ideally, these interconnected rings of care and support are held together by a sturdy infrastructure. There are good jobs, effective transportation, affordable housing, and public safety. Every child should live in a community where learning happens, but many do not.

Figure 3: Communities Where Learning Happens



THE STRATEGY: Community Schools

Community schools are the building blocks of communities where learning happens—a strategy to make that vision real. Granted, community schools cannot substitute for an adequate community infrastructure where one does not exist. However, they can, over time, build commitment to community well-being and help children and families develop the skills and connections needed to participate and contribute to community health. Each school complements the interconnected rings of community care and support that help young people and families achieve their personal best.

At the school site, principals, teachers, other school staff and multiple community partners create an integrated set of learning opportunities and services that help young people develop academically, emotionally, physically and socially. Realizing their common interest in the well-being of children and families, community schools bring together educators, families, volunteers and a wide range of partners from public agencies and local government, non-profit agencies, community-based and faith-based organizations, philanthropies, businesses, and higher education. They share existing resources, leverage new ones, and contribute a wide range of expertise to achieve outcomes that neither schools nor any partner could achieve on their own.

Students participate in engaging community-based learning that is integrated into the school curriculum. They benefit from preventive health and social services and an expanded network of adult support. When they experience academic, health, emotional or family problems, they can find help. Parents and community residents support their children's learning while developing their own skills—in literacy, parenting, employability, and leadership. Shared resources, relationships and expertise create activities that enhance the school's mission and lead to improved student learning, stronger families and healthier communities. Schools become centers of the community and are open to everyone—all day, every day, evenings, weekends and during the summer.

Continuous, purposeful collaboration at individual school sites helps create the conditions for learning that research shows are necessary for children and families to learn at high levels and for schools and communities to succeed. The research from numerous disciplines on which these conditions are based

and the community school approach to each one are described in a Coalition publication, *Making the Difference: Research and Practice in Community Schools*. Depending on the needs of their student populations, most community schools will devote more attention to some of these conditions than to others. As these conditions take root, more children will realize their full potential (see Table 2).

Table 2: Conditions for Learning

- ▶ **Early childhood development** programs nurture growth and development.
- ▶ The school has a **core instructional program** with qualified teachers, a challenging curriculum, and high standards and expectations for students.
- ▶ **Students are motivated and engaged** in learning -- both in school and in community settings, during and after school.
- ▶ The **basic physical, mental and emotional health needs** of young people and their families are recognized and addressed.
- ▶ There is **mutual respect and effective collaboration** among parents, families and school staff.
- ▶ Community engagement, together with school efforts, promotes a **school climate that is safe, supportive, and respectful** and connects students to a broader learning community.

THE RESULTS: More Successful Students, Families, Schools, and Communities

Creating these conditions is not an overnight task. How do community schools move in this direction and keep track of their progress? As the case studies in this report suggest, partners come together to work toward agreed upon results—and they hold themselves accountable for achieving them. Increasingly, experienced initiatives monitor the impact that changing conditions have on children, schools, families and communities by developing both short and long-term results and by specifying indicators to measure movement on each one. Results and indicators common to most community school initiatives are incorporated in the community schools logic model (see Figure 4).

Using a framework like this helps ensure that community schools are clear about what they intend to accomplish and can hold themselves accountable for making reasonable, predicted progress in specific areas. Figure 5 describes progress being made at some of the schools in our sample.

Figure 4: Community Schools Logic Model

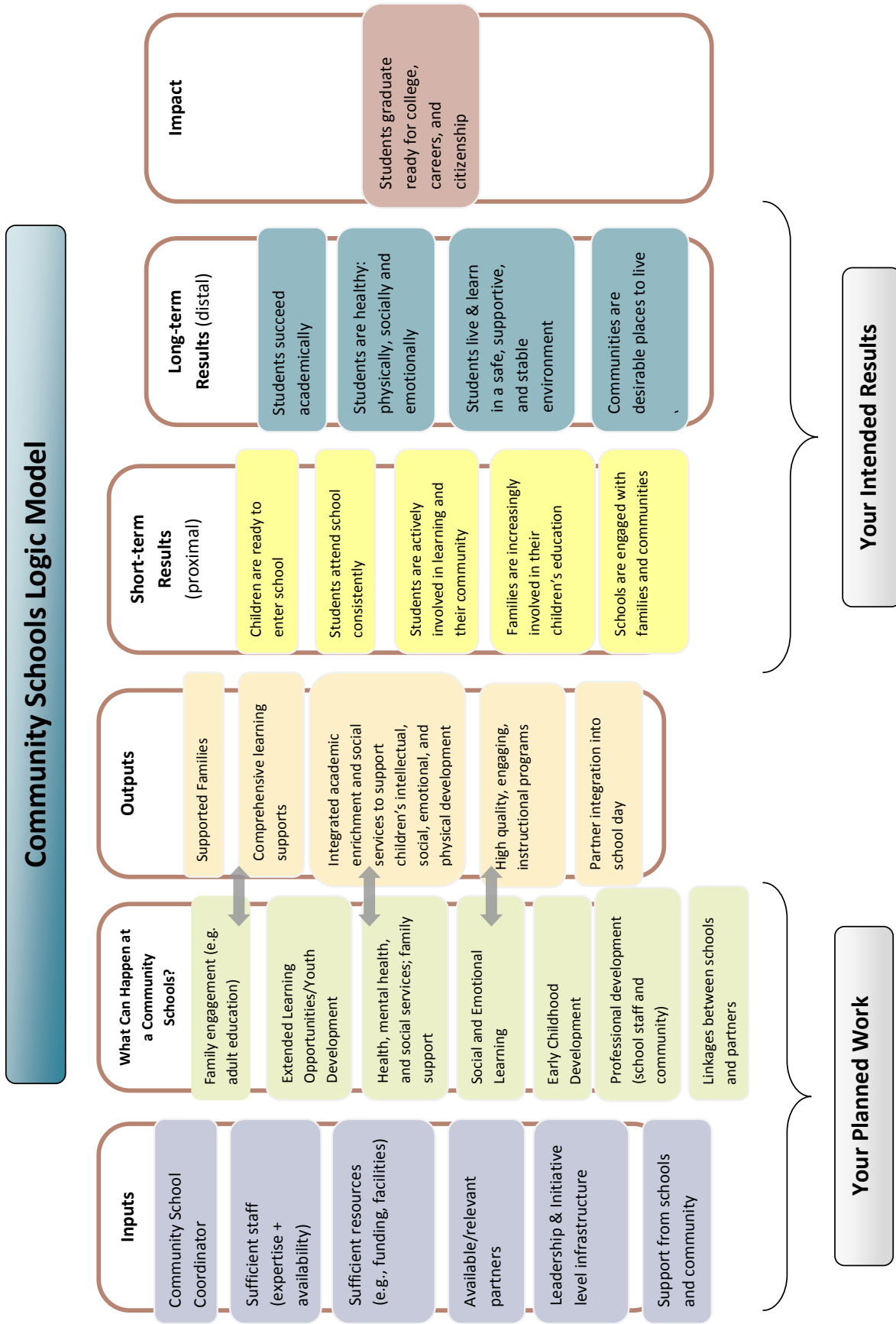


Figure 5: Examples of Progress in Community Schools

PARENTS SUPPORT LEARNING AT HOME

- ▶ In Redwood City, CA, Hoover Elementary Community School has won county-wide recognition for innovative strategies to help Spanish-speaking parents develop bilingual literacy and learn how to help their children with mathematics at home. As a result, parent involvement has steadily increased.

STUDENTS ASPIRE AND ACHIEVE MORE

- ▶ At Sayre Community High School, an initiative concentrating on career development and postsecondary education beginning in students' freshman year resulted in 84 percent of the program's 2009 graduating seniors being accepted to college—a far cry from the city-wide average of around 50 percent.

COMMUNITIES ARE STRENGTHENED

- ▶ In Chicago, IL, Burroughs Elementary School and its community partner, Brighton Park Neighborhood Council, at community request, now offer programming to families even after their children graduate from Burroughs. They realize that everything from GED and ESL classes, cooking and yoga, keeps residents involved and builds civic participation.

STUDENTS ARE ABSENT LESS AND GRADUATE ON TIME

- ▶ In Tukwila, WA, the on-time graduation rate in community schools has increased annually since 2001; the rate of absentee and drop-outs for middle and high school students has also dropped.
- ▶ In Evansville, IN, where a community school approach is embedded district-wide, schools exceed statewide performance benchmarks for attendance and graduation rates.

MATH AND READING SCORES IMPROVE

- ▶ In Oregon's SUN Community School Initiative, more than three-quarters of regularly participating students improved their state benchmark scores in math—and 73 percent improved in reading.
- ▶ Chicago Public Schools' 154 community schools have shown steady improvement in math and reading.
- ▶ In New York, Children's Aid Society Community Schools, on average, made better academic progress than comparison schools (including all schools citywide and a carefully selected peer group of schools), according to a third-party study conducted in 2009. PS 8 made the most progress in English Language Arts of any elementary school in the city.

When this kind of steady progress is scaled up to build sustainable *systems* of community schools, whole communities can begin to thrive. Strategically expanding a community-wide, community school approach ensures that networks of opportunities are available to children at every grade and school level, from one school to the next. The presence of a vibrant system of community schools enables students, as well as their families and neighbors, to stay engaged in learning and contribute to their communities, regardless of where they live, throughout their school years

and beyond. Both the Evansville, IN and Tukwila, WA school districts have made community schools a system-wide approach and numerous districts have also begun to incorporate the approach in a growing number of schools. While beyond the scope of this document, the second paper in the Coalition's series on **Building Capacity for Community Schools** will offer field-based guidance on building and sustaining such systems. ■

PART TWO

Financing Community Schools: Findings and Lessons

Summary of Findings:

- ▶ Community schools use the bulk of their resources to directly assist schools in meeting their core instructional mission, while also strengthening the health and well-being of students, families and neighborhoods.
- ▶ Diversified funding in community schools leverages district dollars 3:1.
- ▶ Collaborative leadership structures support finance and other key functions at the site and system level.
- ▶ A mix of public and private sector partners expands financial, as well as technical and political capacity.
- ▶ Full-time site coordination contributes essential site level capacity at minimal cost.

The following findings are based on our analysis of data collected from school sites and initiatives. For each finding we present data to support the finding, lessons for practitioners, and suggested actions for local initiatives. Recommendations based on these findings can be found in Part Three.

FINDING #1:

- ▶ **Community schools use the bulk of their resources to directly assist schools in meeting their core instructional mission, while also strengthening the health and well-being of students, families and neighborhoods.**

How do community schools use their resources? Community schools are designed to provide a comprehensive set of learning opportunities, including enrichment and support, as well as developmental activities and services for students, families and community members. As the school and community partners plan and work together, the developmental nature of these activities are woven into the school day and begin to create the conditions for learning. Table 3 shows how resources are used in the community schools profiled in this study.

At first glance, the diversity of these expenditures, in both number and kind, seems overwhelming. Closer inspection shows that funded activities are strategically designed to build capacity—and help create the conditions for learning. As Table 3 shows, the majority of resources (approximately 57 percent) are dedicated to supporting learning, the school's primary mission.

Table 3 aggregates reported expenditures into major categories. Combined data from the individual sites and initiatives show that the bulk of resources directly focus on learning. Approximately 57 percent supports academic enrichment and after-school activities, early childhood education, service learning and civic engagement, life skills, and sports and recreation. Activities like these develop a range of cognitive, social, emotional and physical competencies, all of which are necessary for academic success.

The second largest expenditure is directed toward health and mental health services (19 percent). This sizable percentage indicates the importance that community school partners attach to ensuring that students are physically able to learn and that health related barriers are identified and addressed whenever they occur.

Table 3: How Resources are Used

Provide Health and Mental Health Services	19%
Develop Learning Competencies	57%
After-school Activities	18%
Academic Enrichment	16%
Life Skills	3%
Service learning and civic engagement	4%
Sports and Recreation	8%
Early Childhood Education	8%
Support Families	12%
Family Support Centers	8%
Parent Involvement and Leadership	2%
Adult Education	1%
Immigrant Services	<1%
Staff Sites	12%
Coordinator	7%
Tutors	2%
Interns	1%
Mentors	1%
Volunteers	<1%

Activities that strengthen and engage families and communities are also well supported. About 12 percent of all resources provide support for families support centers, immigrant services, parent involvement, leadership and adult education.

Importantly, the smallest expenditure, approximately 12 percent, pays for site coordination and increased adult presence through volunteers, tutors, interns and mentors. It should be noted that while the financial allocation for site coordination is relatively small, the importance of coordination to the successful operation and ongoing financial capacity of a community school is significant. This point is developed further in Finding #5.

LESSONS FOR PRACTITIONERS

With the exception of site coordination, virtually all of the resources coming to community schools are directed toward specific services and activities. As any practitioner will attest, however, effective site coordination is what ensures that invested dollars show results. Community schools seek to fundamentally change learning environments by deepening the quality of teaching and learning, and by more fully engaging young people and their families in the life of their communities. In order to do this, community school partners need to plan, work, and learn together. Technical assistance and ongoing professional development are essential if both school and community partners are to develop a shared understanding of their community school and the skills needed to achieve results. Funding should be directed to these important categories.

Experienced community schools also avoid “mission creep” and scattershot programming. They maintain focus by using resources and designing activities so that they directly relate to advancing the conditions for learning and achieving agreed upon results. This alignment should be clear to all partners and spelled out in written partnership agreements. Schools and districts should recognize the contribution of the community school staff and fully involve lead agency and coordinators in the planning and implementation of curriculum, instruction, and professional development.

Suggested actions for local initiatives:

- ▶ Develop a results framework to meet local needs (see Logic Model, Figure 4).
- ▶ Review current activities to ensure their alignment with agreed upon results and indicators.
- ▶ Develop a format to review proposed new activities to ensure alignment and identify indicators to measure progress.

FINDING #2:

- **Diversified funding in community schools leverages district dollars 3:1.**

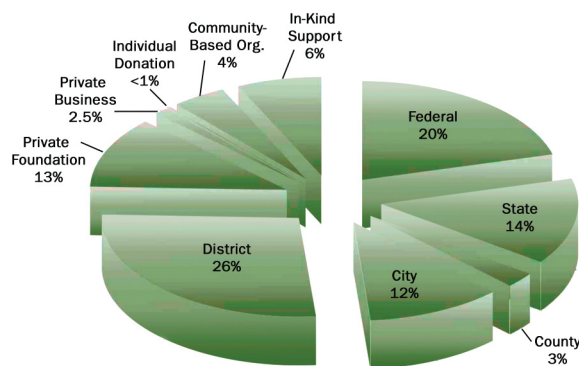
WHERE RESOURCES COME FROM

In the combined sample of schools and districts about one quarter of the resources used to support community school activities comes from school districts. The remaining three quarters are leveraged from other sectors. This 3-to-1 rate of return on investment argues for expanded participation of local schools in community school initiatives. The rate of return was even greater when we looked at the district's contributions in the sample of nine individual schools; schools leveraged district dollars 4:1. While there was a wide range in the district's reported contribution (from 2 percent to 53 percent) in the individual schools, on average a district paid for 20 percent of the community school while the school used other resources for the remaining 80 percent of funds. When we looked at the two initiatives as their own sample, we found that the district spent on average 42 cents for every dollar spent on community schools, a nearly 2:1 ratio. The experience of these initiatives and sites suggests the importance of public funding to provide core support and the value of private and CBO dollars to build depth and quality.

Figure 6 offers a comprehensive view of where resources come from for the combined sample. On average, districts supply approximately one quarter of total community school funding. The second highest percentage of resources, after local school districts, comes from the federal government (20 percent), followed by the state government (14 percent). Private foundations (13 percent) and city government (12 percent) provide similar amounts of support. The balance of resources (15 percent) comes from a mix of community-based organizations, such as the United Way; in-kind support, which includes local building use and volunteers; and smaller amounts from county, local, private, and individual donor contributions.

Figure 6 shows that funding leveraged from non-school partners matches school district investment by approximately 3 to 1. This ratio is in line with other estimates of return rates. For example, the Illinois Federation for Community Schools projects a \$4 to \$7 return on each dollar invested in community schools through increased access to existing programs, services, and resources provided by partners.

Figure 6: Where Resources Come From—Combined Initiatives and Individual Sites



WHAT INDIVIDUAL COMMUNITY SCHOOLS COST AND HOW THEY ARE FINANCED

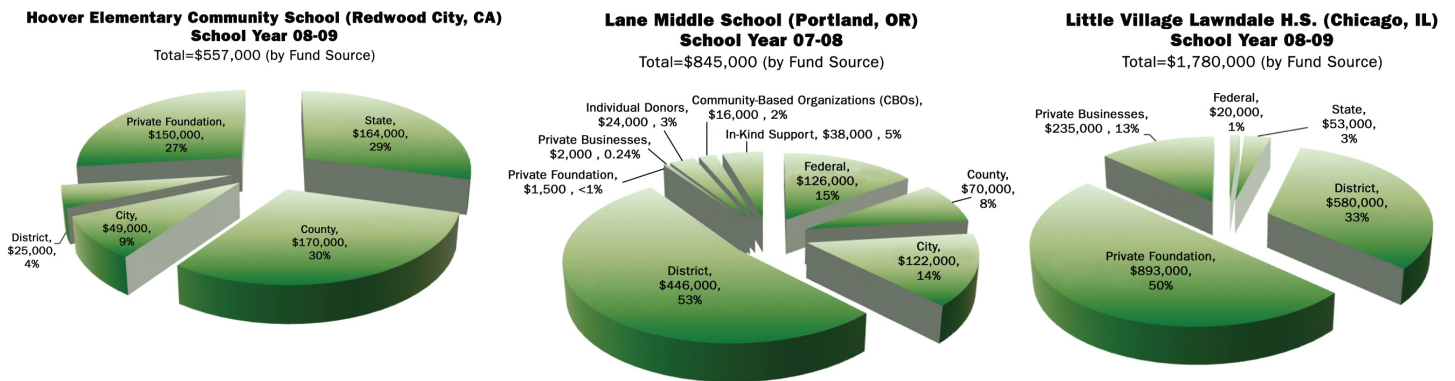
The total cost of running a community school site varies according to school size, differences in operational design, and services and supports offered. Breakdowns from three individual school sites shown in Figure 7 demonstrate that partners drew on a mix of federal, city, county, district and other sources to total just over one-half million dollars at Hoover Elementary in Redwood City, CA to nearly \$1.8 million at Chicago's Lawndale High School.

In addition to variation in total cost per community school, the amount drawn from each source varies greatly across these sites according to their distinctive partnership arrangements. For example, the school district allocation was significant at two sites, ranging from 33 percent in Chicago's Lawndale High School to 53 percent in Portland's Lane Middle School. In contrast, Hoover Elementary reported a relatively small 4 percent school district contribution. Foundation support was significant at Lawndale (50 percent) and very little at Lane (less than 1 percent). Figure 7 provides an illustration.

The Rationale for Diversification

Diversified funding is the cornerstone of a sound investment strategy. The same holds true in community schools. Community schools are better prepared to survive the ebb and flow of grant funding and budget fluctuations by developing various sources of support. Community schools should consider including permanent funding streams such as Medicaid or Title I as part of their funding strategy. We provide

Figure 7: Rationale for Diversification



two examples of community schools that diversified their funding portfolio on the next page.

Multiple-source funding strategies are also likely to increase the variety of site-level activities and connect initiatives to a wider range of technical assistance, evaluation, training and other operational support. Partners that share a common purpose and agree on results have an incentive to harness existing resources and reach across funding silos to support community schools. They know that their resources will be efficiently directed toward groups of children and families who need them, and their impact will be maximized when the same children and families receive complementary services and supports from other partners.

LESSONS FOR PRACTITIONERS

Community schools increase and sustain capacity through diversified financial support. Diversification can leverage the commitment of permanent institutional funding sources like Title I that can be used to fund core operations at both the initiative and site level. Diversification can also attract significant private sector support that can be used not only to expand the scope of service delivery but also to foster capacity building activities like evaluation and professional development.

Suggested actions for local initiatives:

- ▶ Encourage partners, including the schools, to review current funding sources that are not yet, but could be, directed into a community schools strategy and used to leverage partner dollars. As case studies in this report suggest, Title I provides a major opportunity for community schools, however, it is underutilized in many sites.

- ▶ Become familiar with new federal and state funding opportunities. For example, USDA programs may underwrite costs for nutritious meals and snacks.
- ▶ Develop a long-range financing plan that itemizes current and projected costs and lays out a diversified funding strategy with achievable benchmarks for capturing them.

FINDING #3:

- ▶ **Collaborative leadership structures support finance and other key functions at the site and system level.**

In the communities represented in this study, a variety of collaborative organizational designs are used to coordinate resources and create a community school initiative. The following examples show that there is no prescribed uniform organizational structure used to oversee and manage community schools. What the various structures do have in common, however, is a similar *collaborative leadership structure* and set of functions that enable them to initiate, sustain, and expand community schools at both the site and initiative levels.

As we have demonstrated above, community schools typically draw on both public and private partners from a wide range of sectors. The contribution of different partners varies greatly across sites and initiatives—a fact that reflects the many different ways in which community schools are started locally. In some communities, the impetus to introduce community schooling may come from the district office, in others, from county government. The impetus may also come

Diversification Examples

- ▶ **The Children’s Aid Society in New York** has taken a disciplined approach to diversification, aiming for a funding portfolio that balances public and private resources. As part of its strategic financial planning, CAS assesses this balance every year. It determines where funds come from, how they are allocated, and uses this information to focus its fund-raising efforts. Initially funds came largely from private sources including foundations, corporations, and individuals, with Medicaid partially funding health and mental health services. Greater diversification came in 1999 with the acquisition of a 21st Century Community Learning Center grant, several New York State grants, and city funding through the Department of Youth and Community Development’s Out-of-School Time initiative. School district partners have brought substantial in-kind resources, such as custodial and security services, and pay half the salary of select, full-time staff members. Currently, there is a two-thirds public, one-third private funding ratio. Substantial support from private donors, including foundations, has been consistently strong and encouraged by a clear model and with early and ongoing results as well as by the availability of study visits to see that model in action.
- ▶ **Cedar Hall Elementary in Evansville, IN,**⁶ shows what diversified funding can buy at the school site. It also demonstrates the importance of federal funding streams. Title I funds provide support for the school design and are aligned with school improvement plans. Title III provides language instruction for English-language learners and immigrant students. An Even Start grant supports parenting education and early childhood programs. A 21st CCLC grant underwrites after school programming, summer programming and site coordination. Students’ summer lunches are provided through a grant from the U.S. Department of Agriculture (USDA). Community partners provide funding for additional staff and locate them at the school before and after school hours for coordinating activities, including aligning instruction with tutoring at the school.

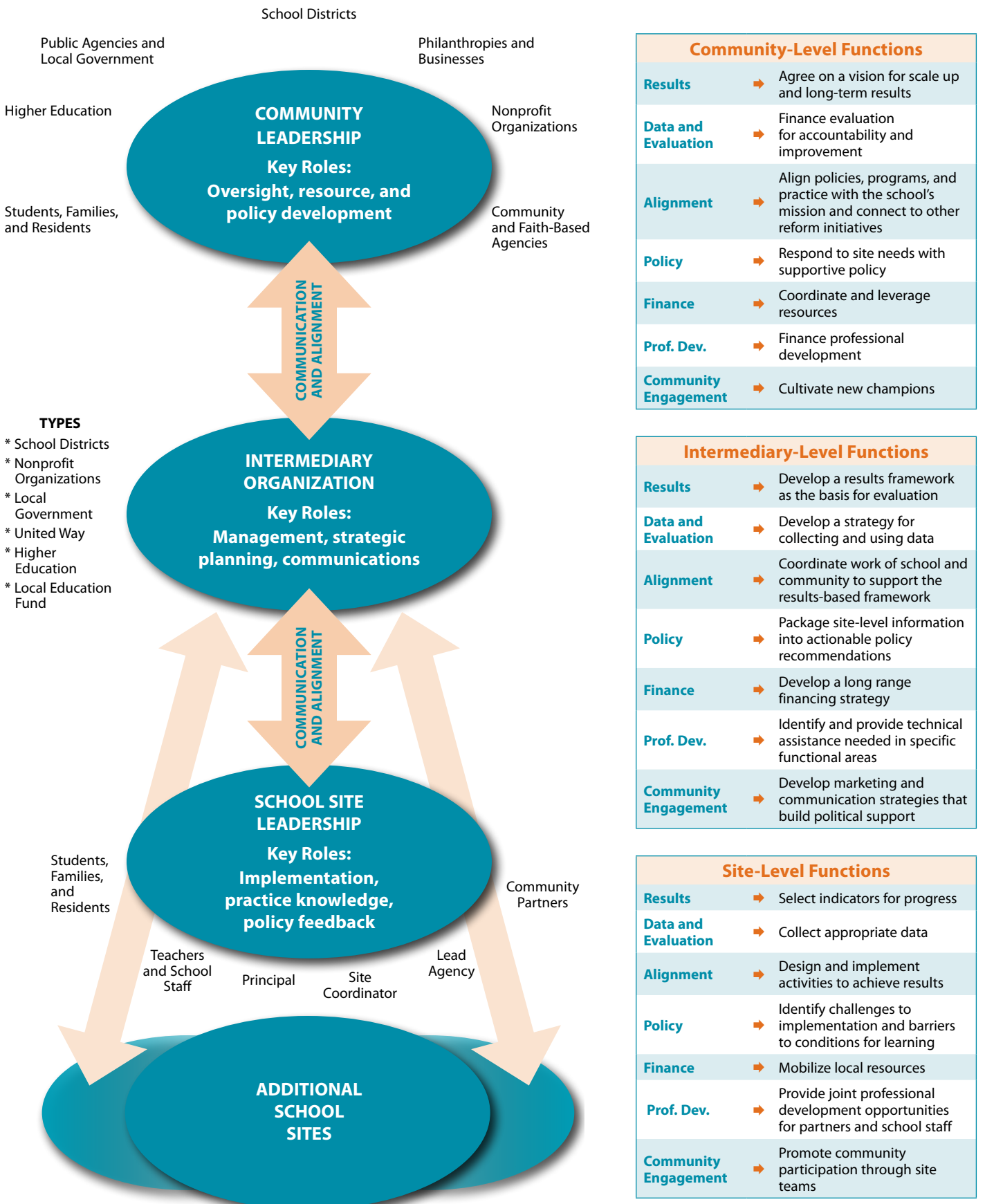
from private, non-profit, corporate, or philanthropic (including community foundations or United Way leadership) sources. Regardless of where they originate, all initiatives are challenged to develop collaborative mechanisms to achieve the following functions: agree on and work toward common results, measure progress using data and evaluation, align policies and practices with other reforms, advance supportive policy, develop a financing strategy, provide professional development, and engage the community. Though simply stated, these tasks require a complex set of interacting relationships and capacity that we describe next.

Experienced initiatives share a similar operational framework with several key features. As Figure 8 describes, this framework provides a multi-level structure that lays out and clearly distinguishes the partners and key functions at each level. Developing a financing strategy at the initiative level and coordinating and mobilizing resources at the site level are critical functions.

Pivotal to this structure is an “intermediary” organization with the technical and political capacity to connect initiative and site level functions and to drive the initiative forward. Various types of organizations play this intermediary role in community-school initiatives including schools, districts, local government, United Way agencies, large non-profit organizations, and institutions of higher education. Because intermediaries facilitate two-way, top-down, bottom-up communication and feedback, they are well positioned to identify site level practice issues and propose effective policy responses to community leaders. These organizational drivers promote community schools on two tracks: they encourage the growth of networks for partner action at the site level and they also strengthen the ability of community leaders to champion the initiative while guiding, financing and monitoring resource development at the community level.

At the site level, a lead agency may be selected by school partners to guide planning, coordination, funding, execution, and evaluation of site level work. Lead agencies—often nonprofits, local government, institutions of higher education, or a school—are responsible for the day-to-day management and play a significant role in identifying student and school needs and shaping the design and implementation of the community school. In many cases, the lead agency is eligible for funding that the school is not, so it is able to capture resources for students and their families at the school that might not otherwise be accessible.

Figure 8: Community Schools Collaborative Leadership Framework



Examples of Leadership Structures

► **Community Schools Collaboration, South King County, WA.** Community Schools Collaboration (CSC) began in Tukwila as a collaborative partnership between Casey Family Programs, the Puget Sound Educational Service District (PSESD), the Tukwila School District, the City of Tukwila and the Washington State Department of Social and Health Services' Children's Administration. The equally shared voice of the five partner agencies represented a groundbreaking effort in public-private partnership and demonstrated one method for developing true community-based programming. The commitment of this diverse leadership group led to the development of CSC, which functions both as an intermediary and a lead agency, and has an active board of directors including representatives from local governments, school districts and the business community. CSC's organizational structure has enabled them to scale up community school efforts from the Tukwila School District into the neighboring Highline School District.

► **SUN Initiative Community Schools, Multnomah County (Greater Portland), OR.** In the late 1990s, the Schools Uniting Neighborhoods Initiative (SUN) emerged as a collaboration of the City of Portland, Multnomah County, six local school districts, the State of Oregon, and numerous non-profit organizations. It was fostered, in part, through a grant from the Annie E. Casey Foundation in response to a growing achievement gap, greater awareness of increased competition for public funds, and national research that illuminated risk factors for children in the time immediately before and after school.

Multnomah County in Oregon is the “glue” that holds the SUN Initiative together and provides its intermediary functions. At the community level the SUN Coordinating Council is chaired by the county commission and is composed of city representatives, participating schools, non-profit partners, and the county. With the City of Portland, the County has allocated local government dollars to provide funding for coordinators and invests more than \$5 million annually. The City of Portland devotes funds from its Children's Trusts. More than 80 percent of the funding for SUN schools represents a reallocation of existing resources from other programs serving children and families. Commitment has continued across the tenure of three consecutive Chairpersons of the Multnomah County Board of Commissioners. Strong community support has made the SUN Initiative a permanent element of the county budget. Currently, there are 59 SUN Community Schools in six districts across Multnomah County.

LESSONS FOR PRACTITIONERS

Intermediary organizations facilitate community school initiatives, they do not control them. Ideally, they should be chosen by partners at the initiative level for their proven operational and strategic capacity and demonstrated leadership. Partners at the initiative level should clarify their role in providing staff and effective management, and in facilitating internal and external conversations and resource sharing at both the site and initiative level. Agreements should specify these roles and periodically evaluate the need for continuing capacity building efforts within the initiative. The same care should be exercised in selecting lead agencies at the site level.

Suggested actions for local initiatives:

- Using the collaborative leadership framework as a guide, clarify who or what mechanisms are in place to meet each function, including financing and sustainability.
- Identify functional areas that are weak or in need of more attention.
- Ensure that mechanisms or strategies are in place to ensure that communication flows in both directions from sites to initiative partners.

FINDING #4:

- **A mix of public and private sector partners expands financial, as well as technical and political capacity.**

Partnerships are created when two or more organizations realize that they can accomplish more by working together—and sharing resources—than they can by working alone. Many organizations, institutions and government agencies—not just schools—have a stake in the well-being of children, families and communities. Each of these stakeholders has its own perspective, area of responsibility, set of skills, and access to resources. Provided there is clarity regarding goals and objectives, a broadly diverse set of partnerships can greatly expand an initiative's financial, technical and political capacity.

The respondents in this study reflect a wide range of partnerships. Every initiative and site has both public and private sector partners. In varying proportions, these successful community schools engage

public agencies and local and state government, large non-profit agencies and community-based and faith-based organizations (CBOs), the foundation and business communities, and universities and community colleges. Each type of partner provides specific advantages and is discussed below.

SCHOOL DISTRICTS: The central institution charged with providing public education

While it is possible for community school activities to occur on an ad hoc basis at individual school sites, the active participation of the school district is essential in order to develop a community-wide initiative. School districts have authority over curriculum and instruction, hiring and promotion of staff and professional development. All of these areas are relevant to community school efforts to create the conditions for learning. Districts also set policy in myriad operational areas like scheduling, transportation, building maintenance and others that can directly affect the growth and development of a community-wide system. Additionally, districts are conduits for major funding streams like Title I and other sections under the Elementary and Secondary Education Act (ESEA) that can provide a vital source of core support. Chicago represents an example of strong school district support.

Example

In **Chicago, IL**, community school activity in 1993 was well underway—thanks to pioneering work of the Polk Bros. Foundation—but only in three schools. By 2001, funders realized that district participation was essential. Community leaders approached the Chicago Public Schools (CPS) with a proposal to seed more community schools through a public/private venture. School CEO Arne Duncan accepted this proposal and agreed to match private dollars with city funds.

That same year, the district formed the Office of Afterschool and Community School Programs to manage the Chicago Community Schools Initiative. The initiative is now housed in the Office of Student Support and Engagement. The district currently invests approximately \$18 million in 154 community schools.

PUBLIC AGENCIES AND LOCAL/STATE GOVERNMENT: Responsible for community-wide well-being

The participation of public agencies and local and state government brings immediate legitimacy and

authority to community school initiatives. City and county governments have access to budget lines that can be tapped to support community schools. They also have the capacity to generate additional funding through referenda and levies. Public agencies like parks and recreation, social services, libraries, transportation and safety often have existing programs that can be repositioned at community schools. More importantly, the participation of these agencies allows them to jointly plan with community schools how best to combine expertise and leverage additional funds. The SUN Initiative provides an example where multiple levels of government partner together.

Example

The **Schools Uniting Neighborhoods Initiative (SUN)** in **Portland, OR** began with a partnership of public agencies. Multnomah County, the City of Portland, the City of Gresham, the State of Oregon Department of Human Resources, and seven school districts within the cities and county spent a year developing a long-term strategy for extending the school day and coordinating services more efficiently in all seven districts.

Today, the SUN Service System provides an integrated system of educational support and services to youth, families and communities that lead to educational success and self sufficiency. It aligns city, county state and federal resources with local partners and uses a community school strategy to provide educational support and extended day activities, early childhood programs, emergency services, rental assistance, case management, substance abuse counseling and culturally specific programming.

LARGE NONPROFIT AGENCIES, FAITH-BASED, AND COMMUNITY-BASED ORGANIZATIONS (CBOs): Sources of leadership and local knowledge

Large non-profit agencies like the United Way are well suited to play key leadership roles in community school initiatives. United Way Worldwide's programmatic focus on supportive communities, effective schools and strong families, and a birth through 21 continuum of support fit well with community schools' vision of creating communities where learning happens. As partners, local United Ways are not only highly effective fund-raisers, they deliver significant capacity in planning, research and evaluation as well as the ability to attract and manage site level provid-

ers. Increasingly, United Ways across the country—including those in Greater Cincinnati and the Greater Lehigh Valley in Pennsylvania—are taking the lead in organizing community schools. Another example comes from Evansville, IN.

Examples

In **Evansville, IN**, the United Way of Southwestern Indiana helped set the stage for a district-wide community school strategy in 1988. After conducting a community needs assessment, United Way leadership saw a clear need for more school-based prevention programming. They focused on expanding services and supports at four of the community's highest risk schools—ones that already had well-established after school programs. United Way approached Cedar Hall Elementary School, a school with broad-based neighborhood involvement and a fully committed principal and it led the way in developing a full service school. Eventually, a building in the city's downtown urban hub was leased to the district for a dollar a year by a local bank. The Center for Family, School, and Community Partnerships is based in this building and houses support services for children and families. The community school approach that began at Cedar Hall has since been incorporated as part of the school district's core mission through the Center for Family, School and Community Partnerships. The district's vision includes the community schools philosophy.

CBOs bring capacity of a different sort to community schools. Operating at the grass roots level of the community, CBOs are often trusted as valuable sources of neighborhood support; they understand local issues from the perspective of residents, and they bring useful knowledge of past events and local leadership to the table. CBOs can also provide staff that look and sound like the children and families they serve. This cultural fit is a valuable feature in schools where the race and language of students and families may be different from the teaching staff. By providing their services at schools, CBOs can more readily reach newcomers to their communities and families who most need their services.

In many newer community schools, CBOs serve as lead agencies. The lead-agency approach is a key feature of Chicago's Community Schools Initiative.

Burroughs Elementary School, in **Chicago**, entered into a partnership with the Brighton Park Neighborhood Council to manage the day-to-day

operation of its community school. As a core element of the Chicago Community Schools Initiative, individual schools select a lead agency to work with. As lead partner, the Brighton Park Neighborhood Council develops site level operations that support student, family and school goals. It not only brings in new partners, but helps to leverage funding to maximize the impact of site level services and supports. For example, as lead agency, Brighton Park was able to fund a social worker to work with students and families on a full-time basis by allocating violence prevention funds raised by Brighton Park to a community-based mental health agency operating at the school. Lead agency staff also bring valuable services directly to the school site. Brighton Park, a housing counseling agency approved by the U.S. Department of Housing and Urban Development (HUD) provides informational workshops on housing issues for all community residents as well as individual family counseling to prevent and address crisis situations.

PHILANTHROPIC AND CORPORATE PARTNERSHIPS:

Much more than “deep pockets”

Philanthropic and corporate partners provide a notable source of dollars, technical assistance, community influence and volunteer time and talent. Over the last two decades, philanthropic organizations have provided important support to local collaborative efforts on behalf of child and family well-being. Increasingly, foundations are organizing their funding priorities around “logic models”—strategic plans designed to achieve specific short and long-term results. Much more than “deep pockets,” philanthropies are increasingly interested in developing working partnerships with the initiatives they choose to support. All this is done with an eye to maximize the effect of their funding dollars and, by demonstrating progress, to leverage additional resources to meet long range partnership goals. Community schools share this same “logic model” approach and many have benefited from long-term relationships with funding partners. The story of the Chicago Community School Initiative's origins illustrates this partnership.

Examples

In **Chicago**, the Polk Bros. Foundation, a local philanthropy, was instrumental in organizing the public/private partnership that resulted in the Chicago Public Schools Community Schools Initiative. The Foundation's investment attracted other local foun-

dations and corporations in support of community schools and their long term goals. At the initiative level, JPMorgan Chase, in partnership with Chicago's CSI, now supports the continued development of community schools throughout the city. At the site level, the Lumina Foundation and Citibank came on board to bolster academic enrichment programming at Little Village Lawndale High School by providing additional resources for college and career readiness.

In **Tukwila, WA**, the Casey Family Programs played a key role in leading and organizing initiative level community school strategies by assembling founding partners, including Puget Sound Educational Service District, Tukwila School District, the City of Tukwila, and the State Department of Social and Health Services' Children's Administration. This effort led to what is now called Community Schools Collaboration (CSC). The Stuart Foundation has also been a core supporter of CSC since early in its development. The Foundation's investment enabled the intermediary to grow its internal capacity and expand into a neighboring district. By demonstrating the impact of community schools in South King County, CSC and Stuart believe they will help to sustain the community schools movement in this area of the state.

HIGHER EDUCATION:

Key Resource in a Continuum of Learning

Universities and community colleges mirror community schools' emphasis on life long, community-based learning. At the site level, they have the capacity to provide a well-supervised source of volunteers, interns, and service learning students; faculty expertise in dozens of academic and career focused departments; and the cultural, recreational, physical and financial resources of well-equipped campuses. Their creative involvement knits together teaching and learning experiences for both community school and college students. Most importantly, these partnerships present higher education to community school students as an achievable expectation through relationships with college students and faculty and successful participation in appropriate programs. They have the potential to provide academic enrichment opportunities for students beginning in pre-K; engage families in workforce development and employability training; and facilitate the transition from school to post secondary education.

At the initiative level, higher education partnerships have the technical ability to develop data, use research, and generate funding to meet community-wide, long-range strategic goals. These are among the essential elements needed to plan, implement and scale up community schools. The University of Pennsylvania represents a seasoned example of higher education partnerships.

Example

In **Philadelphia**, the **University of Pennsylvania** has been a leader in developing university-assisted community schools for nearly 20 years. With the strong commitment of the university's president and faculty, the **Netter Center for Community Partnerships** at Penn has worked with multiple partners to contribute to the surrounding community—beginning with its schools. A once strained relationship between the community and university has grown stronger as leaders have developed a shared community vision—including developing a core of innovative community schools throughout West Philadelphia. At Sayre High School, for example, integration of city, school, community and university resources has engaged students with hundreds of community and university members in health-related learning, research, and career opportunities.

LESSONS FOR PRACTITIONERS

Community schools increase capacity through win-win strategic alliances. Partners are not chosen randomly; they are sought out and selected for their commitment to a community school vision and for their ability to strengthen the school's financial, technical and political capacities. Initiatives demonstrate to potential partners how they will better achieve their own mission and results when they engage the community school.

The capacity of a community school is directly related to the strength and diversity of its partnerships. Practitioners can foster a "partnership mindset" across agencies and sectors by organizing site visits for potential partners to see what community schools do to support the well-being of children, families, and communities. Community schools can highlight common ground with their partners in public presentations and written communication and encourage partners to recognize their shared accountability for community school results in mission statements, program regulations, and policies.

Suggested Actions for Local Initiatives

- ▶ Use a results framework to strategically identify and engage new partners with particular expertise and capacity.
- ▶ Look for partners that can further deepen each site's ability to develop students' academic, social, emotional and physical competencies—not just remediate weaknesses.
- ▶ Cast a wide net. Consider relationships with arts organizations like museums and orchestras and with organizations like the Junior League who in recent years have focused their significant fund-raising abilities on community needs.

FINDING #5

- ▶ **Full-time site coordination contributes essential site level capacity at minimal cost.**

Table 2 shows that site coordination accounts for just 7 percent of the total funds reported collectively by initiatives and individual school sites. The reported average is higher for the nine individual community schools (13 percent) and the range is broad (from 6 percent to 24 percent). Regardless of how you look at it, the cost of site coordination is minimal compared to its financial benefits. Initiatives draw on a variety of sources to underwrite this essential and cost-effective allocation.

All of the experienced community schools in this study employ a full-time staff person to mobilize partners, coordinate resources, and manage site level programming. This person, typically referred to as a community school director, site coordinator or resource manager, works closely with the building principal and is widely recognized by students, school and partner staff and families as the “go-to” person at the school site.

Coordinators, operating in close and supportive relationships with school leaders and community partners, ensure that resources are used effectively. Through on-going relationship-building, they generate additional operational and financial support from school and other partner agencies. Their day-to-day presence enables them to identify and help resolve both management and strategic issues—including staff needs and policy barriers. They are also well positioned to facilitate training and professional development necessary to improve the depth and quality of community school practice at the site level.

A significant number of community schools also partner with a lead agency to provide site level coordination. Typically, a community-based organization, higher education institution, or public agency plays the lead agency role. In this report, community school sites in Chicago, IL; Portland, OR; Redwood City, CA; Philadelphia, PA; and Tukwila, WA, all work with lead agencies.

Intermediaries generally outline the qualifications for lead agencies who wish to work in community schools, and agencies are selected jointly with the school district and the principal.⁷ Lead agencies frequently hire the site coordinator, provide operational and administrative support and bring their particular services, programs, and funding sources into the school.

In addition, sites may develop multi-tiered school/community teams to integrate planning, oversight and day-to-day management at the site level. **Site teams** assess the needs of students, families, and the community and design programs to improve learning and other important outcomes. These teams typically consist of the principal, the site coordinator, school staff, lead agency staff, parents, and other community partners and residents and are an important governance structure with minimal cost. Broad participation helps expand understanding, ownership and decision-making into the community.

Examples of Funding Site-Level Coordination

At **Philadelphia's Sayre High School**, 16 percent of community school resources fund a coordination team, which includes an out-of-school-time coordinator, a health promotion and disease prevention coordinator, a college and career coordinator, and a math and science coordinator. These positions are supported through city- and state-funded after school programs, private foundations, and the Netter Center. The Netter Center's resources for coordination come from a mix of designated and discretionary funds, an endowment from a Penn alumnus, Penn student workers and volunteers.

At **Chicago's Henson Elementary School**, the lead agency is the Erie Family Health Center. The full-time resource coordinator for the school is hired by Erie and funded by 21st Century Community Learning Centers funds, channeled through the Chicago Public Schools. The coordinator is responsible for daily logistics and program coordination and meets weekly with the school principal and

the director of the Erie Family Health Center to discuss program needs and resource allocations. An Advisory Council meets monthly for status updates and outreach.

In **Greater Portland**, the city and county allocated \$63,000 to coordinate activities at two **SUN Initiative** school sites included in this study. These funds account for 7 percent of total community school expenditures at Lane Middle School and 6 percent at John Marshall High School.

At **Burroughs Elementary School**, in **Chicago**, a single coordinator operates within a three-level leadership structure. The first level is an Executive Committee consisting of the principal, assistant principal, Burroughs Park Neighborhood Council executive director, and a resource coordinator. This committee meets weekly to discuss daily management and activities at the school. The second level is a parent-led Evaluation Committee which meets monthly to evaluate the activities and programs. The third is the Oversight Committee, which consists of the Executive Committee members, students, parents, teachers, and business leaders, and meets monthly to discuss the overall strategies and programs of the community school. These combined activities account for 23 percent of Burroughs' community school resources.

LESSONS FOR PRACTITIONERS

The role of site level coordinator, though recognized as essential by experienced initiatives, varies significantly across community schools. Differences occur both within and across initiatives, not only in title but in specific job descriptions, qualifications, and performance. Ideally, coordinators should be chosen for their political skills as well as their technical management skills and compensated accordingly. They should have the ability to “speak the language” and understand the perspective of both school and community partners, including students, families and residents. In addition, they should have the ability and be encouraged, through both expectations and formal mechanisms, to regularly communicate information about site level capacity and recommend action to appropriate decision-makers in the initiative.

Suggested Actions for Local Initiatives:

- ▶ Use the resources of the Coalition for Community Schools or the National Center for Community Schools to adapt a site coordinator job description that emphasizes community outreach and brokering skills as well as program management. Individual sites can tailor this generic description to meet their specific requirements.
- ▶ Create an active learning community among site coordinators as a means of support, issue identification, regular communication and problem solving.
- ▶ Seek out the consultation of site coordinators in initiative-level strategic planning and sub-committees to address specific operational concerns. ■

PART THREE

Recommendations for Policymakers

Summary of Recommendations:

- ▶ Define and support a community school strategy through laws, regulations and guidelines.
- ▶ Provide incentives in ESEA and other legislation that move schools and community partners toward results-driven public/private partnerships.
- ▶ Fund site coordination and site coordinators in support of community schools.
- ▶ Support the work of intermediary organizations that help align and leverage resources and integrate funding streams to get results.
- ▶ Promote interdepartmental coordination in support of community schools at the federal, state, community, and district levels.
- ▶ Fund professional development that enables people working in schools, with community partners, and in federal and state agencies to learn how community schools work and how policy can support them.

The findings and case studies in this report illustrate that the community schools strategy draws schools and community partners together into school reform efforts that leverage, align and coordinate scarce public and private resources to achieve common results—high student achievement and growth, and stronger families and communities.

Under the current structure of federal, state, local government and district policies, however, it is difficult to access and utilize multiple funding sources. Our analysis shows the tremendous amount of effort and coordination that is needed even with strong local leadership, to support a comprehensive community schools strategy. To grow and sustain this effective strategy on a broader scale, changes in policy at the national, state, and local levels must occur. Barriers must be removed that stand in the way of schools and community partners working together to better meet the needs of children, youth and families. We need positive incentives that lead these players to collaborate to help all young people become college and career ready.

With this in mind, the Coalition for Community Schools makes the following recommendations. Our recommendations are primarily focused on federal policy, but are equally applicable to state and local circumstances.

- ▶ **Define and support a community school strategy through laws, regulations and guidelines.**

The community school strategy should be defined in district, local government, state and national policy. It should be supported by legislation, regulations and guidelines for all programs that provide funding that touches the lives of children, youth, and their families, in the journey from early childhood to college.

The community school strategy has been emerging in the Department of Education's guidelines and programs. The inclusion of community schools as an authorized use of Title I funds in the American Recovery and Reinvestment Act (ARRA) guidelines was an important step forward.⁸ The implementation of the Full Service Community Schools (FSCS) program (\$10 million) through Congressional appropriations is a further sign of progress. The inclusion of terms like "community-oriented schools," "comprehensive services," "increased learning time," and "parent and community engagement" in *Race to the Top* and the *School Improvement Fund* guidelines are other indicators of change in support of community schools.⁹ To take the next step, the reauthorization of the *Elementary and Secondary Education Act* (ESEA) should explicitly incorpo-

rate community schools. This action would represent the clearest possible encouragement for joint action at the state and local levels and would create an environment for joint action among key federal agencies. Specifically, we recommend:

- The community schools strategy should be included as an allowable use of funds under Title I.
- The Full Service Community Schools program¹⁰ should be authorized and funded at a substantial level as a vehicle to help provide a continuing impetus for the development of community schools and serve as a learning laboratory for effective practices.
- Funding for technical assistance and capacity building should be available to speed the learning of FSCS grantees and other developing community schools and to support learning among policymakers at all levels.

► **Provide incentives in ESEA and other legislation that move schools and community partners toward results-driven public/private partnerships.**

Policy at the federal, state, and local levels should provide incentives for schools and community partners to work together to achieve results through the community school strategy. Across the country, results and related indicators of child, family and community development (see Figure 4) are being used to drive successful partnerships. The results framework in the Promise Neighborhood program guidelines is an important example in this regard. Federal policy must provide strong incentives in this direction if we are to make the most efficient and effective use of scarce resources in tough fiscal times. A results-driven approach would lead to better alignment of the major programs funded by the Department of Education (e.g., Title I, 21st Century Community Learning Centers, as well as programs funded by other federal agencies).

The reauthorization of ESEA provides a critical opportunity to include provisions that demonstrate the vital importance of such incentives. Specifically, we recommend that law, regulations and guidelines provide:

- **Priority for comprehensive results frameworks.** ESEA should ask every state and local education agency (LEA) seeking funds under any provision of the law, to present a comprehensive results framework with related indicators that addresses the academic, physical, social and civic development of its students as well as the school, family

and community factors that affect student achievement. State agencies would be expected to present such a framework in all state plans and proposals. Applicants for discretionary grants—regardless of the type of organization—would be required to demonstrate that the schools where they are working have such a framework in place, and to show how the particular grant will help to move specific indicators forward. In addition, priority should be placed on applicants who have documented positive results.

- **Priority for those who demonstrate alignment and coordination of funding streams.** Priority should be given to applicants demonstrating alignment and coordination of funding streams, including mechanisms for efficient management of resources at the school site and for holding one another accountable (i.e., the presence of a site coordinator or joint planning team).
- **Priority for partnerships and consortia, over single entities.** Typically, federal law designates local education agencies, community-based organizations, higher education institutions and others as the only single entities eligible to receive funds to operate particular programs. The Coalition believes this policy does not promote partnership, but, rather, contributes to the fragmentation of programs and services at the school and community level. We urge policymakers to bust these silos by directing support for policies that support partnerships over entities acting alone.

Policy should instead promote the development of broad-based, local coalitions that unite multiple institutions to develop and sustain partnerships between schools, families, and communities. This means seeking applications from a consortium of schools and community partners and allowing the community greater flexibility (secured by results) to determine who will be the fiscal agent for the consortium.

With flexibility in mind, we suggest the following incentives for grant applicants:

- Reward those that demonstrate they have met these requirements by awarding additional points.
- Reward successful applicants with greater flexibility of funding. For example local partnerships could be given the flexibility to shift up to 20 percent of funds from one program or purpose to another where they can demonstrate community need.

- Set-aside bonus funding for applicants that meet these criteria equivalent to a 10 to 20 percent increase in grant funding to expand their capacity.

▶ **Fund site coordination and site coordinators in support of community schools.**

The widespread use of full-time site coordinators in this sample suggests that experienced sites and initiatives consider a coordinator integral to the operation of a community school and its capacity to leverage resources and build relationships that support students, families, and the community. When a community school loses funding for this position, as in the case of Burroughs Elementary School in Chicago, they quickly seek to find other sources to sustain the position. Why not reward the good efforts of this position by providing funding specifically for this function?

We urge policymakers at all levels to provide or contribute to a dedicated funding stream to support the work of community school coordinators. As our findings show, coordinators are the fulcrum of a community school and they have proven their value as a resource to principals, allowing school administrators to focus on instructional improvement. They have demonstrated their capacity to leverage, align, and coordinate funding streams. Currently, there are few existing strategies that fund this key function:

- The **Full Service Community Schools Act** (H.R. 3545 and S. 1655) funds coordination at the school site. This proposal, now being implemented currently through a special, but small (\$10 million) Congressional appropriation, should be authorized by Congress as a part of ESEA.
- We believe the reauthorized **ESEA** should provide an option to include the funding of a community school coordinator for all Title I schools. Title I guidance from the Department of Education has made funding community school coordinators an allowable use. However, these efforts are insufficient. For example, the present language focuses on coordination of health, social and nutrition services. To be of greater use, the language should be broader to include coordination of all the elements of a community school.
- We recommend that other federal and state agencies that finance opportunities and services for children, youth or families at schools or linked to schools should specify in grant guidelines that a portion of funding may be used to pay for the

salary of a community school coordinator or for site coordination. Such a provision will enable schools and community partners to support coordinators who facilitate results-focused partnerships at school sites.

▶ **Support the work of intermediary organizations that help align and leverage resources and integrate funding streams to get results.**

Federal, state, and local programs related to the education and development of young people should allow funds to be used to pay for these intermediary functions. In federal grant guidelines, priority should be given to applicants demonstrating how they link to a broad results-focused framework with related indicators for the academic, social, emotional, physical and civic development of young people.¹¹

Our finding on intermediaries tells us that they are an essential component to a successful and sustainable community school initiative and we recommend that policy support the efforts of intermediaries in sustaining strategic partnerships and producing results. At the local level this means supporting organizations that have the legitimacy and credibility with local stakeholders to perform key intermediary functions, (i.e., lead strategic planning; provide technical assistance and professional development; design funding strategies; promote local and state policies; collect data; and communicate with the broader public). At the state level it means supporting and defining clear expectations for Children's Cabinets or state non-profit organizations whose work cuts across agencies as well as public/private boundaries.

▶ **Promote interdepartmental coordination in support of community schools at the federal, state, community, and district levels.**

Community schools epitomize the key principles of place-based policy that are being advocated by the Obama Administration: 1) clear, measurable and carefully evaluated goals guide investment and regulation; 2) change comes from the community level and often through partnership; complex problems require flexible, integrated solutions; and 3) important challenges demand a regional approach.¹² Local community schools initiatives featured in this report reflect these principles. They are results-driven, have emerged from the work of local school and community leaders, and often cut across jurisdictional bound-

aries, bringing together cities, counties and school districts. Moreover, funding for key components of a community school has been gathered by local initiatives from every federal agency that supports children and youth: the departments of Education, Health and Human Services, Agriculture, Housing and Urban Development, Justice and Labor all have a stake and a role to play in helping our young people be college and career ready.

In this context we recommend that the White House **organize an Interdepartmental Task Force**, including the noted federal agencies as well as state and local leadership, to develop an action agenda for community schools. We suggest that this task force:

- Develop common language that can be included in multiple grant programs of federal agencies so that the end users—schools and community partners—can more readily access and integrate this funding into strong, sustainable, and aligned efforts.
- Consider administrative flexibility in grant funding that would ease the integration of education programs during the school day so that they are more effective and efficient and reduce the administrative burden on grantees. Specific options include:
 - Coordinated grant application requirements and joint solicitations
 - Common performance measures and data collection, and identification of opportunities to improve the accessibility and use of data
 - Possible waivers from program or regulatory requirements that impede effective coordination and service delivery
 - Design of incentive grants to demonstrate the use of multiple funding streams to support more effective approaches to achieving outcomes.
- Respond to regulatory and administrative challenges identified by state and local leaders that impede community schools development.

► **Fund professional development that enables people working in schools, with community partners, and in federal and state agencies to learn how community schools work and how policy can support them.**

Movement to a community school strategy requires a shift in mindset among people working in schools and in community partner organizations. It requires them to share leadership and to embrace partnership and

teamwork. To support broad change, it is important for policymakers, administrators, local leaders and practitioners to experience and explore the community school approach with peers *and* others.

At the federal and state levels, we suggest interdepartmental learning opportunities to help personnel learn how locals are putting together resources to get better results and how policy must change to support them. Such opportunities would include:

- Site visits to local community school initiatives that get personnel out of their offices and into the field together.
- Washington, D.C. or state-based seminars that allow interdepartmental staff to join in dialogue with local practitioners and researchers about policy and the development of community schools.
- Virtual peer learning networks that allow partners to build learning environments that cross institutional and program boundaries.

To build capacity for community schools, school administrators and educators at the local level will need to know more about how to work with families and the community. Likewise, staff of community partners need to know more about how schools work. Therefore, we suggest:

- Reauthorization of ESEA, specifically Title II, should require all teacher and principal preparation and professional development to include a focus on:
 - Working effectively to engage families in the education of their children
 - Mobilizing community partners to support students and their families to overcome barriers to learning
 - Offering more engaging instruction in core academic subjects including a focus on the context of the community where students live
 - Providing enriched learning opportunities during and after school, including community-based learning opportunities such as service-learning, experiential learning, work-based learning, civic and environmental education.
- Title II funds should be used to establish a national center focused on preparing instructional materials and professional development opportunities that assist principals and teachers to work more effectively with community partners and provide a focus on the community where students live. ■

PART FOUR

Community School Case Studies

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Community School Case Studies: Initiatives and Individual Sites

This section brings us to the detailed financial stories behind the two community school initiatives serving all schools in their district (Evansville, IN, and Tukwila, WA) and the nine individual schools that are part of community school initiatives in Chicago, Multnomah County, OR; New York City; Philadelphia, PA; and Redwood City, CA.

The case studies provide an overview of the financial framework of individual community schools included in this report. Each story is accompanied by charts showing where funding and resources are allocated and from what source they originate. These stories illustrate that community schools leverage multiple funding streams based on local factors, needs, and interest. It is our intention that each reader will identify with and learn from a case that best represents their context.

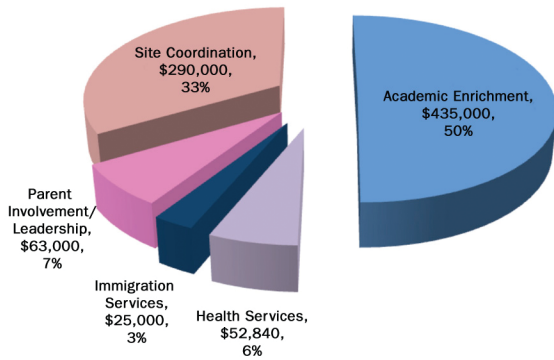
Community Schools Collaboration, Tukwila, WA

A Smaller System Growing into a Neighboring District

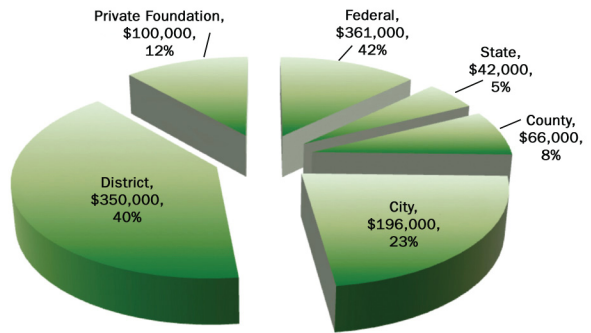
With a student population representing over 60 world languages and cultures, almost one-third qualifying as English language learners and 71 percent for free and reduced-priced lunches, the Tukwila School District represents one of the most diverse communities in Washington State.¹³ In fact, Tukwila is a designated refugee relocation community.¹⁴ Tukwila's community schools initiative started in the late 1990s and is now called Community Schools Collaboration (CSC). It serves more than 50 percent of the district's student body across all five of Tukwila's schools, roughly 1,250 students.

Casey Family Programs played a key role in organizing the community school strategy, along with and supported by several other founding partners, such as the Puget Sound Educational Service District, Tukwila School District, City of Tukwila, and the Children's Administration at the Washington State Department of Social and Health Services. The commitment of this diverse leadership group led to the development of the CSC, which functions both as an intermediary and a lead agency, and has an active board of directors including representatives from local governments, school districts and the business community. CSC's organizational structure has enabled them to scale up community school efforts from the Tukwila School District into the neighboring Highline School District.

**Community Schools Collaboration (Tukwila, WA)
School Year 08-09 (5 sites, 1,250 students)**
Total=\$866,000 (by Program Service)



**Community Schools Collaboration (Tukwila, WA)
School Year 08-09 (5 sites, 1,250 students)**
Total=\$866,000 (by Fund Source)



Leveraged Funding

21st CCLC funding provides for academic enrichment which includes extended-day programming, tutoring, and recreation. This money also helps to fund full-time site managers at each school site. To further supplement these efforts, the district provides “pass through” dollars from the federal government to cover services for refugee and immigrant students and families, and subcontracts a truancy program under a coordinated strategy to serve students and families.¹⁵ The City of Tukwila also provides significant support each year.

Through the blending of several foundation sources, CSC is able to provide programs for parents and subcontracts with other local CBOs and individuals to provide academic enrichment services in community schools. The Stuart Foundation is a primary supporter for this work and additional support comes from the Gates, Medina, and Seattle foundations. Funding comes from King County to support health services through a coordinated health model that addresses access to health and fitness activities and services.

CSC leverages funding from three sources to support the development of English language learners during after school programming: 1) Title III, Part A, under NCLB to assist English language learners, including immigrant children and youth, 2) a Washington Refugee Grant to provide mentoring and coaching for students during enrichment hours, and 3) a state Readiness to Learn grant for data collection.

CSC is successful in leveraging resources that build upon existing opportunities in the school

district. They include: 1) the establishment of a culturally competent Community Liaison Program designed to bridge the divide between families from diverse cultures and the school administration; 2) the hiring of school-based multilingual staff, and 3) the creation of empowerment, education, and outreach projects.

Other resources are leveraged by CSC for academic enrichment, health, parent leadership and involvement, and specialized services for immigrants. Results demonstrate that these efforts are making a difference. For example, the mobility rate of families participating in community school services is dramatically lower (5 percent) compared to the district average (23 percent).¹⁶ This outcome encouraged city leadership to increase financial support of community school endeavors as a means to retain a stable and involved community and demonstrates how success can help garner additional funding.

The Power of Public/Private Partnerships

A solid partnership with the Tukwila School District makes operations within the community school initiative a little easier. However, according to CSC staff, going through the school district for funding can bring considerable red tape that can stretch the time limits of CSC staff. According to CSC, funding routed to them, as opposed to the schools directly, gets services to students quickly and alleviates the need for the initiative to be weighed down by rigid reporting requirements. This arrangement also facilitates the hiring of extended-day staff. As one component of the school partnership, CSC hires staff and guides and moni-

tors delivery of direct services. Schools provide free space, access to students, and leverage their bargaining authority with vendor agencies for materials.

The absence of locally based hospitals and limited access to general healthcare is costly for residents, but CSC has mobilized local health organizations among the Greater Seattle medical community to fill the gap. In fall 2008, Health Point, a local health services network collaborated with other community partners to provide school immunizations for over 300 students. Annual sports physicals for 250 students are provided by a traveling registered nurse, who provides in-kind services in exchange for covering the expenses associated with renewing her medical license. There is an annual vision screening program for students. Schools refer students who have visual impairments and eye exams and prescription eyeglasses were donated from LensCrafters for 15 students. Other community partner donations include a YWCA mammography bus for neighborhood breast cancer screenings, dental health screenings for all students conducted by hygienists associated with the University of Washington School of Dentistry, follow-up services provided by private dentists who donate their time and materials, and a wellness program for school district staff.

Tukwila schools qualify for federal nutrition resources that support morning and after-school programming during the summer months (breakfast and lunch). CSC provides after school-staff to relieve school day staff, allowing children to have a safe, enriching environment while their parents are working and also during high-risk hours, 3–6 p.m.

Evansville Vanderburgh School Corporation, Evansville, IN

Medium-Sized System Skilled at Blending Funds

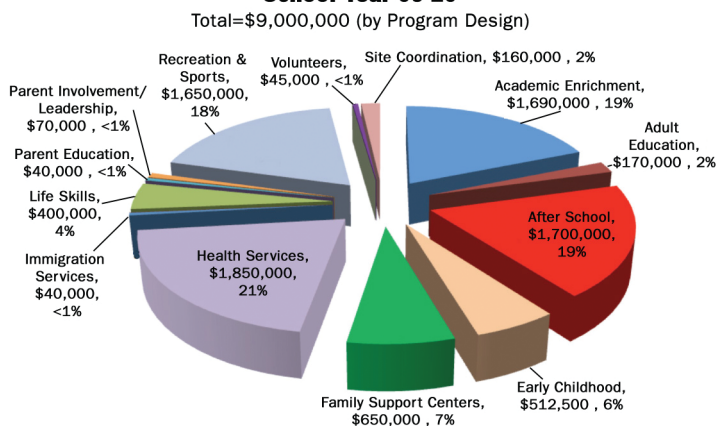
The Evansville Vanderburgh School Corporation (EVSC) in Evansville, IN, is a district wide community school system that serves over 22,000 students in 38 schools. The EVSC community school system emerged from the convergence of four influences: institutionalization of the community schools approach by EVSC leaders, establishment of a School-Community Council, a supportive network of local community agencies, and the leveraging of federal, state, and local resources to address barriers to learning. Expanding school-based services for children and getting parents actively involved in their education is a key focus of Evansville community schools and supports the EVSC mission to provide “equity and excellence for all students.”

Leadership

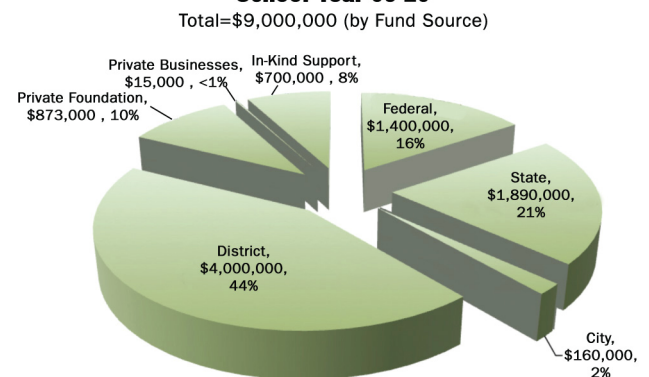
In the early 1990s, in addition to addressing academics, Principal Cathlin Gray of Cedar Hall Elementary, took up the cause of addressing the social, emotional, and academic needs of students and families. She recruited community partners to collaborate on goals to raise academic achievement and successfully cultivated a resource pool of over 70 local organizations in partnership with the United Way of Southwestern Indiana. The United Way, fueled by a grant from Eli Lilly and Company Worldwide Headquarters (based in Indianapolis, IN), supported this work.

Endorsed by Superintendent Vincent Bertram, community schools are now institutionalized

**Evansville-Vanderburgh School Corporation (Evansville, IN)
School Year 09-10**



**Evansville-Vanderburgh School Corporation (Evansville, IN)
School Year 09-10**



and included in the district's priorities, school improvement plans, and budgetary allocations. EVSC's Office of Family, School and Community Partnerships, supervised by Dr. Gray, now the district's Associate Superintendent for Family, School, and Community Partnerships, oversees the community schools initiative.

Leveraged Funding

District and community leaders view the concept of community schools as a unifying goal—one that inspires the blending of federal funds, such as Title I, IDEA, EvenStart, Head Start, with district and state funds to level the playing field for disadvantaged students.

Title I is a big resource for Evansville's community schools initiative. Title I funding is used for academic enrichment, including after-school and summer programming. Combined with Safe Schools/Healthy Students and 21st CCLC dollars, Title I funding also provides support for parent education, parent involvement, program coordinators, parent coordinators, and family events. Further, EVSC has used Title I funds to hire social workers in their Title I schools.

Title I dollars also provide social workers in coordination with Even Start in the early childhood programs, and cover supplies and operational expenses. ARRA (stimulus) dollars are mixed with Title I funds to provide the district with a social worker for special populations (i.e., child immigrants and their families). The number of social workers in Evansville's community schools has grown with a grant to reduce alcohol abuse from Safe Schools/Healthy Students and general foundation support. The district redefined and expanded the social worker position to meet the growth in population of immigrant students and families in the community. Local agencies, such as Youth First, Inc., Lampion Center, and Southwestern Behavioral Healthcare, Inc., also provide social work support in EVSC schools.

Funding from the state comes to the district from a 21st CCLC grant. These funds are blended with district and Title I dollars to provide after-school and summer enrichment programs. An early intervention grant from the state, the local CAPE Head Start, and support from the Early Childhood Development Coalition (led by the United Way of Southwestern Indiana) supports the district's early childhood initiative.

Site coordination for summer program funding comes from the City of Evansville through the Department of Recreation and blends with money from 21st CCLC, Title I, Safe Schools/Healthy Students, the Welborn Baptist Foundation, and the Carol M. White Physical Education Program grant. During the summer, programs are provided with funding for snacks and lunches through grants from the USDA. These lunches are free to all members of the community, ages 0 to 18, and at a reduced price for those above that age.

Using funding from the Carol M. White Physical Education Program grant for after-school recreation and sports, EVSC leverages dollars from the Welborn Baptist Foundation and in-kind support from community partners to complete the Coordinated School Health Model in Evansville's homegrown Healthy Outlook Schools.¹⁷ A spring break asthma camp called Nota-Gona-Wheeze is funded with dollars from St. Mary's Hospital and the American Lung Association and is coordinated and supervised by in-kind support from the University of Southern Indiana and St. Mary's Hospital Outreach. The University of Southern Indiana provides nursing staff and a respiratory therapist for the week-long camp.

Other in-kind resources have been integral to the development of the Evansville community school system. The Center for Family, School, and Community Partnerships is housed in a building donated by Old National Bank. The Center provides office and meeting space for several nonprofit agencies that serve children and families in the community. This one-stop shop provides easy access to services for families and the dollars saved in overhead costs are reallocated to provide needed programs and services.

Within the Center, community partners that serve children and youth, such as St. Mary's Outreach and Evansville Regional Autism Coalition (ERAC), share space with Hospitality and Outreach for Latin Americans (HOLA), to provide programs to non-English speaking families. Interns are provided by local universities, social workers and case managers from Southwestern Behavioral Healthcare, Inc., to assist the district in serving these families. Community partners provide opportunities for parent education, tutoring and mentoring.

21st CCLC funding was instrumental in building staffing capacity at the district and school levels.

District resources for evaluation, professional development, general advocacy, and administration were also used to build capacity.

Community partners participate on the EVSC School-Community Site Council and dedicate resources to ensuring the success of the community school initiative, working at the district and at the site levels. Agencies such as Lampion Center, Youth First, Inc., Southwestern Behavioral Healthcare, Inc, and the Evansville Juvenile Court work together to provide social and emotional supports to students and families in need. Cape Head Start, Early Childhood Development Coalition (ECDC), and EVSC leverage resources to allow for the youngest students to be ready for their kindergarten transition. The YWCA, Boy Scouts, Red Cross, Public Education Foundation, and others collaborate with administrators of the 21st CCLC and Safe Schools/Healthy Students grant to leverage funding and resources across programs offered after school and during the summer. The United Way provides funding and resources to local youth serving agencies that partner with EVSC schools to provide programs and services to children and families. “More than [monetary contributions], we’ve lent our support to infrastructure and we fund a lot of programs in our agencies that are supporting the work in full-service community schools,” said Carol Braden-Clarke, president of the United Way of Southwestern Indiana.

The Lampion Center, a United Way counseling agency grantee, is a Medicaid-approved provider that extends services to families who need services regardless of whether they qualify for Medicaid or not. Lampion leverages funding from the Victim of Crime Act (federal funds passed through the state via the Indiana Criminal Justice Institute) for therapeutic services to victims of violence, child abuse and neglect.

Youth First, Inc., is a local agency with programs to strengthen youth and families, prevent substance abuse, and promote healthy behaviors to maximize student success. Youth First provides a social worker in each of the EVSC High Schools to work with high risk students.

Communities in Evansville are managing the integration of immigrant populations, health issues, poverty, workforce development, substance abuse, and other challenges. “In order to stabilize the children,

they had to stabilize the families, and that was going to take a lot of collaboration with a lot of different people,” said Marge Soyugenc, former Executive Director of the Welborn Baptist Foundation, a lead capacity-building health partner.

As with the United Way, the Welborn Baptist Foundation studied the underlying causes for learning barriers among children and youth. “We look at what the rate of obesity is in our community, the rate of sedentary lifestyles, and the costs to the community related to the onset of chronic illness and other health problems. Keeping the health of these kids at the maximum is pivotal, and based on the commitment and success of the collaborative, we have begun to issue specific grants to address the whole child,” said Soyugenc. Health partners, such as St. Mary’s Hospital are instrumental in establishing a Mobile Outreach Health and Dental Clinic. The Welborn Baptist Foundation invested in the expansion of health and enrichment activities from three schools in 2003 to more than 16 schools today, providing capital for capacity building support to non-profits, including a substance abuse prevention organization. The Foundation estimates their total community contribution to be \$28 million over nine years.

An example of what blended funding looks like at the school level is evidenced in Dr. Gray’s former school, Cedar Hall Elementary, the first school in the district to become a community school. Title I funds provide support for the school design and are aligned with school improvement plans. Title III funds provide language instruction for English Language Learners and immigrant students. An Even Start grant supports parenting education and early childhood. 21st CCLC funds provide support for after-school programming, summer programming and site coordination. A grant from the U.S. Department of Agriculture pays for the students’ summer lunch program. Community partners provide funding for additional staff and locate them at the school before and after school hours for coordinating activities, including aligning instruction with tutoring at the school. Today, the blending of resources among schools and participating organizations is a common culture in Evansville, allowing community schools to continue to flourish.

Community Schools Initiative, Chicago Public Schools, Chicago, IL

A Large System Spurred by Public and Private Investment

The Chicago Community Schools Initiative (CSI) case study includes a brief overview of the system as well as three individual Chicago community schools.

In 2001, corporate and philanthropic leaders, building on the pioneering work of the Polk Bros. Foundation in three community schools in the 1990s, approached the Chicago Public Schools (CPS) with a proposal to seed more community schools through a public/private venture. CEO Arne Duncan accepted this proposal and agreed to match private dollars with city funds saying, “We have to look at learning as a holistic process. Children need to be healthy and well-nourished; they need homes that are supportive of schooling; they need to be safe both in school and after school. In other words, they need a community.”¹⁸

CSI started with a goal of developing 100 community schools in five years. Fifty thousand private dollars and \$50,000 public dollars were directed to 20 initial schools and their lead partners, with additional funds set aside for systemic technical assistance and evaluation. At each school, these funds provided for a full-time resource coordinator employed by a lead partner and expanded academic enrichment activities.

Under the CSI, a school joins with a lead partner agency that has at least three years of experience in adult and youth programming. The school’s oversight group, which includes school staff, the lead partner, parents and residents, collaborate to develop programming for the community school. Programming typically includes after-school and weekend activities, sports and recreation, arts and cultural activities, tutoring, and other academic enrichment opportunities. Programming for adults comes in the form of English-as-a-second-language classes, career education, and nutrition and parenting classes. In some schools, additional services, such as on-site medical and dental care, are available.

The CSI has expanded to 154 schools as of early 2010. In our interviews with CSI, we learned that CPS invested roughly \$18 million in the community school initiative for the 2009-2010 school year, with additional support for individual schools coming from private funders, including the Polk Bros. Foundation,

JPMorgan Chase Foundation, and The Chicago Community Trust. Funding from the 21st CCLC program is also incorporated as part of the Chicago community school strategy.

CSI hired an external evaluator from the University of Illinois to study the impact of community schools on closing the achievement gap relative to their traditional school counterparts. The evaluation’s findings lend credence to community school effectiveness, and those who were previously concerned began to embrace the transition.¹⁹

Oversight and support for community schools comes from the district’s Office of Student Support and Engagement. This office solicits proposal requests from local schools to apply for community schools maintenance grants, as well as grants to support more unique student needs. The Office also provides three annual professional development sessions and technical support for site leadership to enhance their community school operation. Additionally, local schools benefit from the advocacy efforts of the Federation for Community Schools, a state-wide entity that grew out of the Chicago initiative.

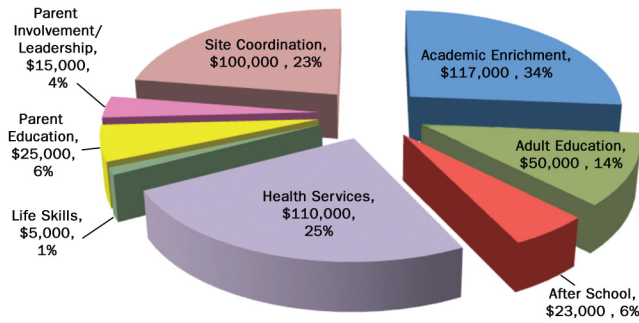
The following case studies provide an overview of individual CPS community schools (two elementary and one high school) and demonstrate their power to leverage resources.

Burroughs Elementary School

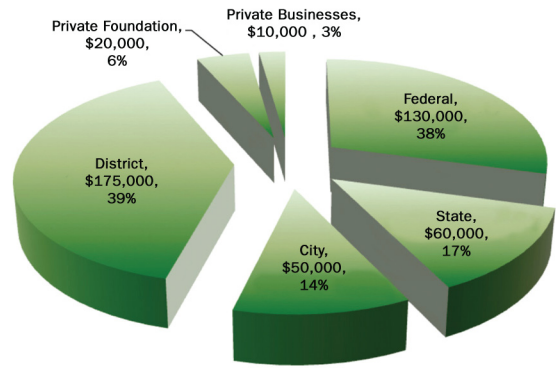
Burroughs Elementary School relies on a coordinated approach to governance that has bearing on its financial oversight. This approach includes: 1) an Executive Committee, including the principal, Brighton Park Neighborhood Council (BPNC) executive director, and the school’s resource coordinator who participate in weekly planning meetings; 2) an Evaluation Committee driven primarily by parents meets on a monthly basis to evaluate programs and activities; 3) an Oversight Committee, involving parents, business representatives, and community entities, meets monthly to receive status briefings and to complete broad strategic planning. Intermediary functions are shared between the lead agency (administration, advocacy, fund-raising, and infrastructure functions) and CPS (technical assistance, fund-raising, and evaluation).

Burroughs and lead partner BPNC leverage federal 21st CCLC funds (their largest funding source) and

Burroughs Elementary (Chicago, IL)
School Year 08-09
 Total=\$445,000 (by Program Service)



Burroughs Elementary (Chicago, IL)
School Year 08-09
 Total=\$445,000 (by Fund Source)



Title I funds to provide academic support and parental education programming. These programs, along with adult education and after-school activities, are subsidized by the CPS After School Counts tutoring program, After School All Stars sports program, and a business contribution from the AAA. College interns volunteer to tutor students. Polk Bros. Foundation and a school-based support grant are applied to parent involvement and leadership programming. Health services are funded through a state grant called Safety Net Violence Prevention. A city grant called Chicago Youth Services Cross Roads provides two part-time mental health counselors. A CPS grant funds a full-time school-based resource coordinator primarily responsible for coordinating the variety of programming at the school.

ership supports data sharing and referrals across programs. Intermediary functions are also shared between the Erie Family Health Center (infrastructure, administration, fund-raising, and advocacy) and CPS (fund-raising, technical assistance and evaluation). The Center provides programs and services in life skills, health education, parent education, violence prevention, peer mentoring, and behavioral and primary health care.

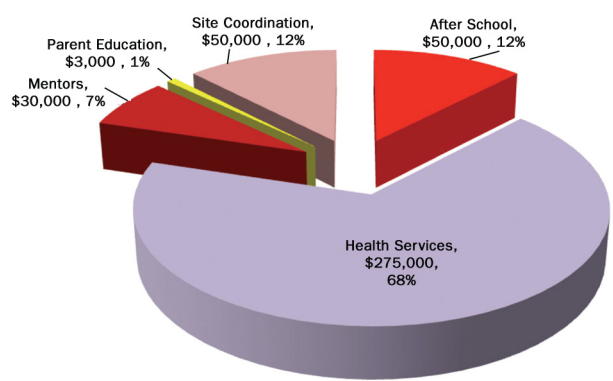
Henson Elementary School

Henson Elementary School and their school-based health center lead partner, Erie Family Health Center, offer health services to students and families at the school. The partner's relationship with school lead-

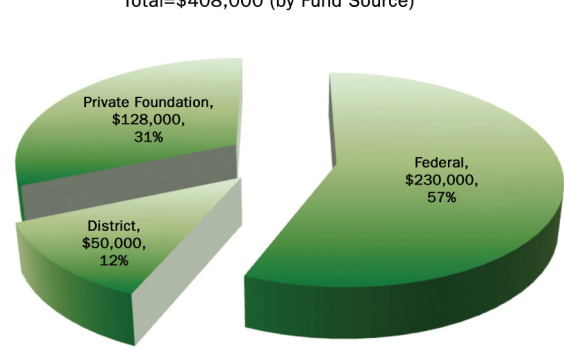
The resource coordinator for the school is a full-time, lead agency-sponsored position, funded by 21st CCLC, through CPS. The coordinator is responsible for daily logistical and programming coordination and meets weekly with the school principal and the Erie Family Health Center director to discuss program needs and resource allocations. The school's Advisory Council meetings are held monthly for status updates and outreach.

Primary funding comes from a federal Medicaid grant and a grant for health services from the U.S. Department of Health and Human Services. Fund-raising efforts have generated strong founda-

Henson Elementary (Chicago, IL)
School Year 07-08



Henson Elementary (Chicago, IL)
School Year 07-08
 Total=\$408,000 (by Fund Source)



tion support from the Polk Bros. Foundation, the Washington Square Health Foundation, and the Gilead Foundation. The Elizabeth Morse Charitable Trust funds mentors who, along with AmeriCorps volunteers, work with students in health and behavioral health disciplines after school.

Little Village Lawndale High School

Little Village Lawndale High School houses four theme-based small schools in one building. The school's leadership includes four principals, the director of the lead agency Enlace Chicago, resource coordinators, and an oversight committee. Enlace Chicago offers a preventative and proactive approach that seeks to strengthen families in 16 neighborhoods in the city. Through their four program areas: education, violence prevention, cultural enrichment, and economic development, the lead partner serves more than 5,000 youth and adults and reaches a community of nearly 100,000 residents by creating opportunities and resources throughout the neighborhood.

A resource coordinator for each of the schools (four total full-time employees funded by the district and the Polk Bros. Foundation) is responsible for program coordination and attends meetings with the lead agency on a regular basis. Intermediary functions

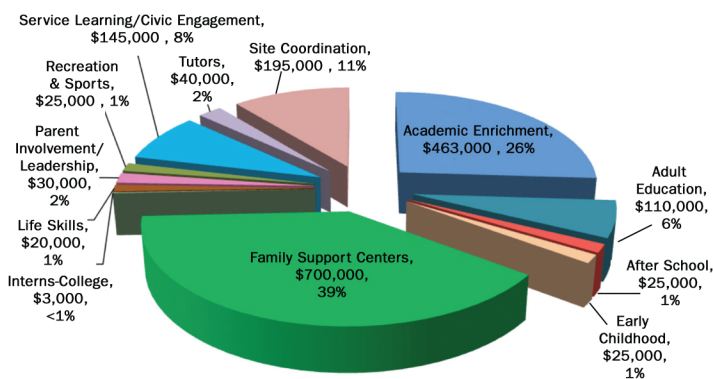
are the shared responsibility of the lead agency at the school site (fund-raising, advocacy, administration, evaluation) and CSI (technical assistance, evaluation, and fund-raising).

CSI funds are primarily used for after-school programming, early childhood education, tutors, sports and recreation. Adult education services are provided with a Bridging the Digital Divide technology grant from the state. In addition to CSI funds, academic enrichment programming is leveraged with college and workforce readiness contributions from the Lumina Foundation and Citibank.

Parents are engaged in conducting writing and evaluation activities on behalf of the initiative, and a community-developed leadership program funded by the Local Initiatives Support Corporation (LISC). Life skills programming for students is provided by Central States Service, Employment, and Redevelopment (SER). Summer service-learning and civic engagement are funded by Summer Youth Leadership, LISC, and a TEACH federal grant for summer career exploration. Family support center programming is sponsored by CITGO and redirected funds from the Alivio Medical Center. Health care services are reimbursed through Medicaid and DePaul University interns volunteer to provide support services on-site.

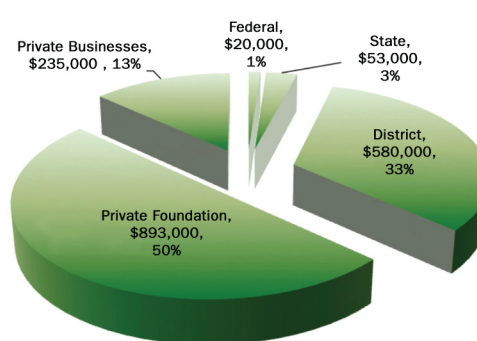
**Little Village Lawndale H.S. (Chicago, IL)
School Year 08-09**

Total=\$1,780,000 (by Program Service)



**Little Village Lawndale H.S. (Chicago, IL)
School Year 08-09**

Total=\$1,780,000 (by Fund Source)



Children’s Aid Society Community Schools, New York City, NY

The Children’s Aid Society (CAS) operates 22 community schools in New York City. CAS functions as an intermediary organization raising funds to support specific programs at the schools. The nonprofit also functions as the lead agency and employs a community schools director and other staff at each site.²⁰ Two example case studies of CAS community schools (middle and elementary) are provided.

PS/IS 50 in East Harlem Neighborhood

PS/IS 50 is a full-service community school that serves a K-8 population in one of New York City’s poorest neighborhoods. An initial needs assessment showed extremely high rates of asthma and obesity in the school and surrounding neighborhood, so CAS and school leaders decided to place a major focus on health services, including a student wellness center and full-time health educator. An initial grant from the Mulago Foundation helped to create this partnership.

Health services are now funded by Medicaid (medical and dental), state tobacco settlement dollars and private dollars. The after-school and summer enrichment programs receive support from the city’s Out-of-School Time (OST) initiative and the 21st CCLC program that passes funds from the federal government through the State Education Department and down to the school. Another state program, Extended-Day/Violence Prevention, also provides support for after-school activities. Two other partners, City Year and BELL (Building Educated Leaders for Life) bring additional funding and programming during

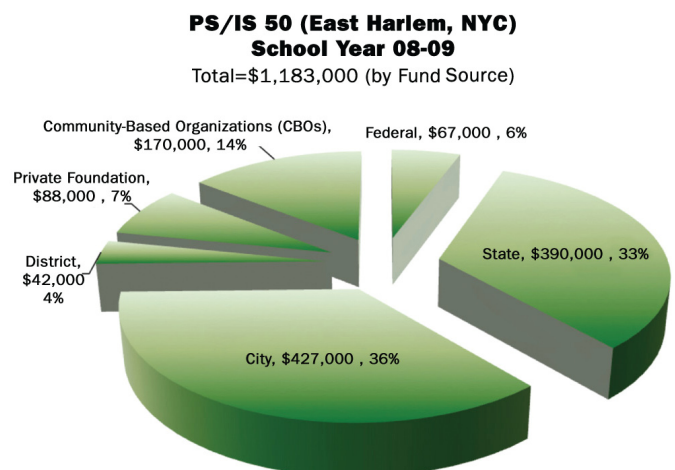
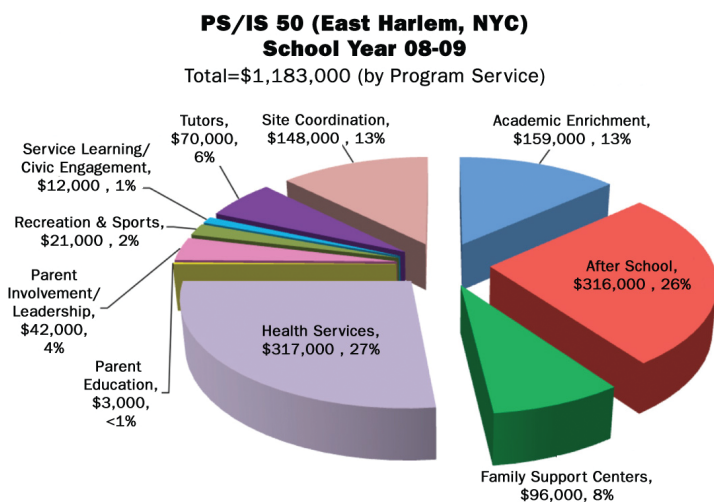
out-of-school time. Parent and family engagement activities are supported through a variety of sources, including 21st CCLC, the city’s OST initiative, and private foundations. Site coordination is conducted by a full-time community school director, administrative assistant, and a partner program director. Cost for site coordination is supported exclusively by the city.

PS 8 in Washington Heights Neighborhood

PS 8 serves grades Pre-K through 5 and the early childhood program is fully integrated into the school’s elementary grades. The CAS manages Early Head Start and Head Start grants as well as other grants that support after school and summer enrichment programs, a student wellness (medical and dental) center, social services, and adult education and parent engagement programs.

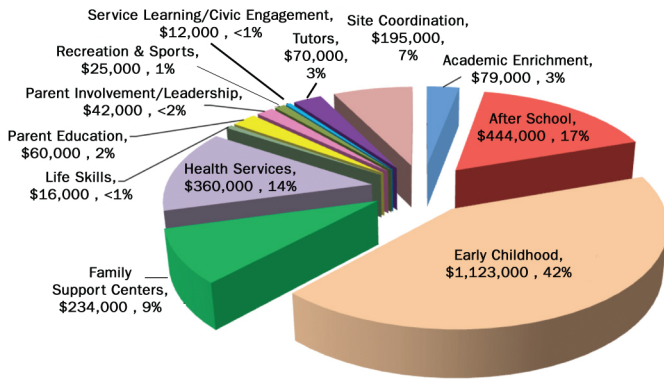
The Early Head Start and Head Start programs are fully funded by a federal grant. Multiple funding sources support the student wellness services, including Medicaid, tobacco settlement funds, New York State Public Dental Services and New York City Mental Health Services. The New York City Out-of-School Time initiative supports after-school and summer enrichment programs for K-5 students, and federal Supplemental Education Services dollars support an academic remediation program that is managed by CAS.

The NYC Department of Youth and Community Development underwrites the family literacy initiative, and the NYC Department of Education supports a full-time parent coordinator. The family literacy grant and private foundations provide for a majority of the salary of the full-time community school director, which is supplemented by private foundation funding.



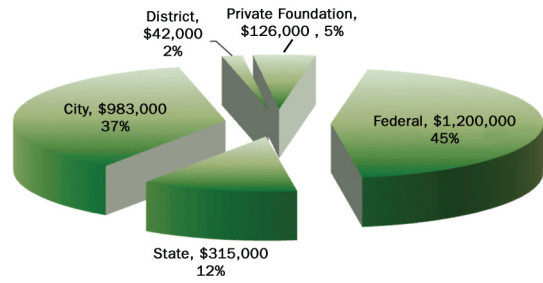
**PS8 (Washington Heights, NYC)
School Year 08-09**

Total=\$2,700,000 (by Program Service)



**PS/8 (Washington Heights, NYC)
School Year 08-09**

Total=\$2,700,000 (by Fund Source)



**University-Assisted Community Schools
Netter Center for Community Partnerships
University of Pennsylvania**

The University of Pennsylvania’s Netter Center for Community Partnerships operates eight community schools in Philadelphia. This university-assisted model works with university, school and community partners to strengthen relationships and improve the quality of life for the entire community. Penn uses university resources including students, faculty, and finances to support and operate the initiative.

Sayre University-Assisted Community School

Sayre High School is one of the eight university-assisted community schools that is coordinated through the University of Pennsylvania’s (Penn) Netter Center for Community Partnerships. The Netter Center serves as the intermediary and lead agency for the schools. As the chart illustrates, Sayre offers a diverse set of enrichment, health, family support and experiential learning opportunities. Penn, Sayre, and

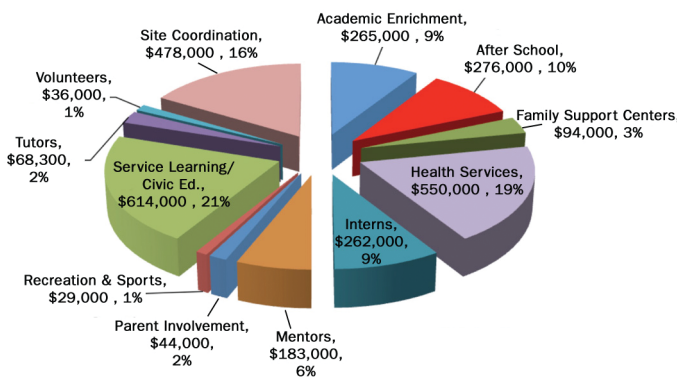
school district in-kind resources, such as volunteer hours, building space, use of a vehicle for events, and equipment have helped partners leverage core operational funds from the city, state, and private foundations to support community school programs.

Penn students also benefit from their work at Sayre. Penn students participate in academically-based community service courses, which provide service-learning opportunities that enrich the core high school and university curriculum through hands-on learning and real-world problem-solving. Penn undergraduates play multiple roles at Sayre that are often funded by the U.S. Department of Education’s Work-Study Program.

Health is a key focus of the school. Sayre students enjoy a school-to-college connection with Penn medicine and nursing students and faculty mentors. A coordinator and operational costs for a school-based nutrition program are supported by grants from the USDA. And the Department of Health and Human Services supports a federally qualified health center at the school with direct involvement of Penn’s medical school.

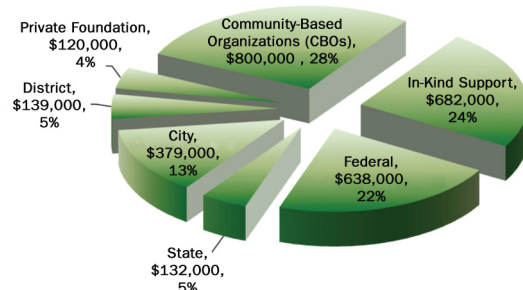
**Sayre Univ-Assisted Community School (Philadelphia, PA)
School Year 07-08**

Total=\$2,900,000 (by Program Service)



**Sayre Univ-Assisted Community School (Philadelphia, PA)
School Year 07-08**

Total=\$2,900,000 (by Fund Source)



Site coordination for Sayre is provided by a team of professionals working in partnership, including an out-of-school-time coordinator, a health promotion and disease prevention coordinator, a college and career coordinator, and a math and science program coordinator. These individuals are supported through city- and state-funded after school programs, private foundations, and the Netter Center. The Netter Center’s resources for coordination specifically come from a mix of designated and discretionary funds, an endowment from a Penn alumnus, as well as Penn student workers and volunteers.

SUN Initiative Community Schools Multnomah County (Greater Portland), OR

The Schools Uniting Neighborhoods Initiative (SUN) is a collaboration of the City of Portland, Multnomah County, six local school districts, the State of Oregon and numerous non-profit organizations. Currently, there are 58 SUN Community Schools across Multnomah County. In the late 1990s, the SUN Initiative emerged in part through a grant from the Annie E. Casey Foundation in response to a growing achievement gap, diminished public funds, and national research that illuminated risk factors for children in the time immediately before and after school.

The SUN Initiative pooled city and county resources and attracted new funding to expand student enrichment activities and social services in a growing number of schools. According to their report to the Annie E. Casey Foundation, implementing a full-service community school model represented a new philosophy of using school-based services to address multiple layers of need and it was collaborations with others that have “made the SUN Initiative successful in a time of constant change.”²¹

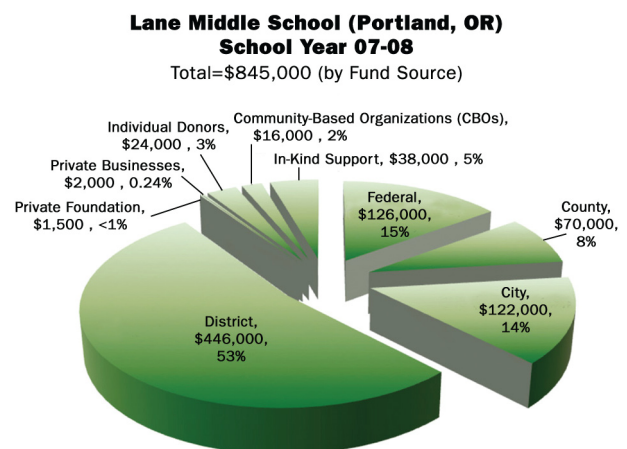
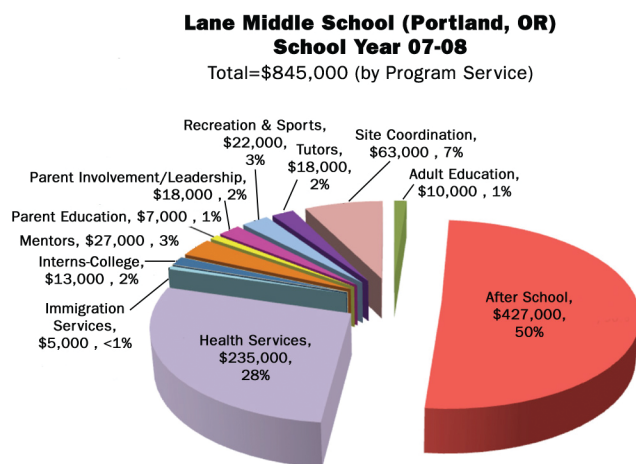
Leveraged Funding

The county and city contribute core funding to CBOs to support full-time SUN site managers employed by lead agencies and academic support, enrichment, and family engagement activities at 42 of the community schools. Roughly \$95,000 is available per site to cover these costs. In the two SUN sites profiled here, one receives funding from the city for site coordination, and the other receives comparable funds from the county. Ten SUN schools receive core funding support from 21st CCLC grants and six receive core site coordination funding and services support from the City of Portland’s Children’s Levy, a local tax to support children’s services.

Most SUN schools are leveraging Title I funds with other funds to supplement core funding, and three of the six SUN school districts set aside funding (either Title I or general funds) at the district level to contribute to the core funding or to enhance services at existing sites. The school, county, and city partnership is due to the SUN Initiative’s efforts to deepen a sense of shared responsibility and joint ownership of the larger SUN Service System. Lane Middle School and John Marshall High School are illustrative of the SUN financing approach.

Lane Middle School

Funding and resources arrive at Lane Middle School as a mix of direct allocation support for services, redirection of existing funds, and in-kind support such as donated supplies and volunteer hours. The school greatly emphasizes after-school and health services. In the reporting of funding allocation, both Lane Middle School and John Marshall High School have grouped academic enrichment, life skills, youth development, and service-learning programs and services as one large category—after-school.



The Portland Public School District provides the greatest amount of support for the school's services, but the school also receives a federal grant from 21st CCLC, county resources, city general funds, including the Portland Children's Levy Fund, and a great deal of in-kind volunteer hours from a variety of local partners, including higher education. The district provides space and utilities for a health clinic which is also supported by county and federal funding. Additionally, the district uses Title I Supplemental Education Services funds to provide 1,163 tutoring hours for homework support, and a donated activity bus. The school coordinates volunteers and donations of supplies and equipment for activities from The Parks Foundation, individual donors, CBOs, private business, and higher education partners.

Site coordination—including the salary of a full-time site coordinator—is paid for through the city's general fund. The city also provides after-school materials and supplies from its general fund.

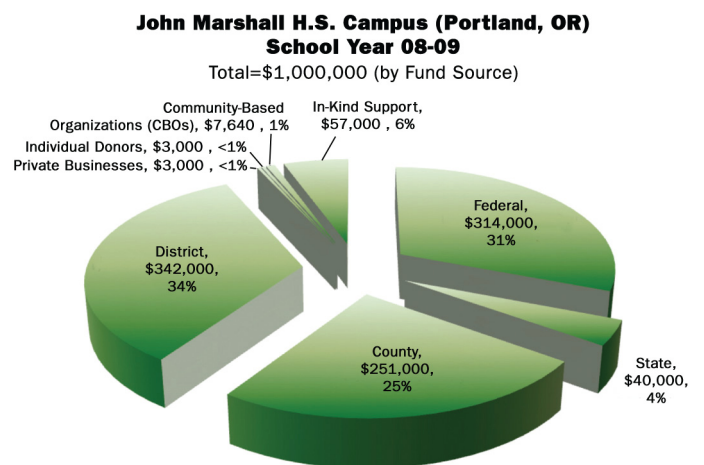
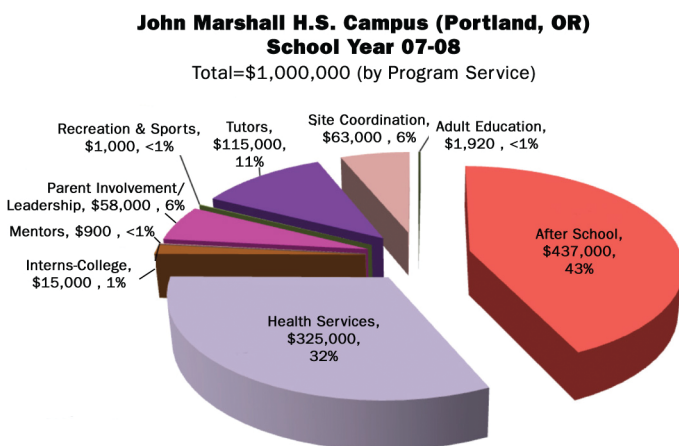
John Marshall High School

To support the community school's focus on after school/extended-day, academic enrichment, life skills, youth development, and service-learning activities, the district provides a mix of direct allocation, school-based student support, in-kind funding, funds raised by acquiring federal grants (Title IV), and the redirection of existing funding. Specifically, this support comes in the form of building space

(in-kind), matching program funds (direct allocation), and summer school programming through Title IV and Safe and Drug-Free Schools (funds raised). Additionally, the district provides a supper program in support of the extended-day (school-based student support). To support parent involvement, the school combines the federally sponsored human resources of an AmeriCorps Member (\$24,000), Title I Family Involvement Funds (\$1,000) and in-kind volunteer hours and supplies from PTA and Imago Del Family Night Volunteers. Site coordination is supported through general funding provided by the county, supplemented by a portion of the school's 21st CCLC grant.

Healthcare is another large focus for services at John Marshall High School and is provided through its Teen Health Clinic. To support health services provided to students, the school coordinates federal funding (Title XIX—Medicaid reimbursement of \$140,000), in-kind space provided by the district, and a combination of direct allocation and school-based student support from the county (\$55,000).

To help provide services at the school, the PTA and students from Portland State University provide volunteer hours. A nonprofit and lead partner, Impact Northwest, works with the SUN Initiative to raise funds for the school. A substantial amount of service is provided through interns and mentoring volunteer hours provided by university students.



Redwood City 2020, Redwood City, CA

Redwood City 2020 is a collaborative that includes Redwood City, the Redwood City Elementary School District, the Sequoia Union High School District, San Mateo County, the John W. Gardner Center at Stanford University, Wells Fargo Bank, the Sequoia Healthcare District, and Kaiser Permanente. The initiative started in 2003 and supports four community schools.

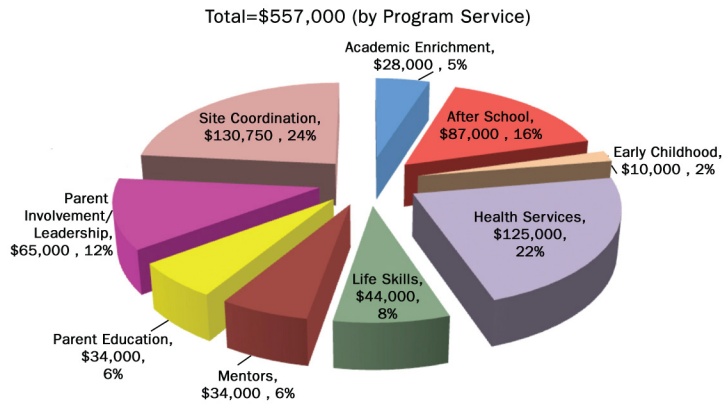
Hoover Elementary Community School

Hoover partners with intermediary Redwood City 2020 to support the success of youth and families and to engage and strengthen the community.

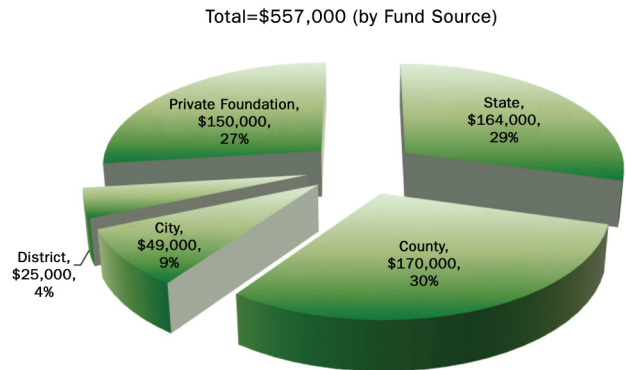
It is important to note that Hoover Elementary has the highest amount of funding for a single site for site coordination. The school receives support for a site coordinator, an administrative assistant, and for the coordination of a violence prevention program and family support program. Funding for this comes from the state, the county, the city, district, and private foundations as described below.

Hoover receives a direct allocation of funding from the state for general after-school programming focused specifically on academic enrichment, a violence prevention grant to provide life skills, and partial support for coordination of the violence prevention program. Redirection of an existing county grant provides for mental health services. A grant was also provided by the county through a CBO to provide for parent and family support classes, and a direct allocation of county funding went to support a portion of the salary for the community school site coordinator. Redirection of city funding provides for school resource officers. The city also provides funding through a CBO for a portion of the site coordinator's salary. The only district funding reported provides for a portion of the site coordinator's salary. Private foundation funding provides for an administrative assistant to help with site coordination, health screening, literacy support, and parent involvement. Additionally, the John W. Gardner Center at Stanford University supported a leadership and life skills program for immigrants through a private foundation grant. No federal funds in support of the community school were reported.

**Hoover Elementary Community School (Redwood City, CA)
School Year 08-09**



**Hoover Elementary Community School (Redwood City, CA)
School Year 08-09**



CONCLUSION

Leveraged funding, collaborative partnerships, and the purposeful integration and alignment of assets enable a community school to deliver quality programming and serve student and family needs. The findings and financial stories presented illustrate how community school leaders are developing innovative partnerships to solve complex issues. They show educators uniting with community partners to do whatever it takes to help young people succeed. They demonstrate the power and potential of communities to be active partners with educators in community schools—to share responsibility for the education of *all* of our young people.

Through existing and emerging support found within the community, students receive a wide array

of enrichment services and opportunities to develop as educated and healthy citizens. Organizations involved with a community school expend their resources efficiently and effectively. These strategies all contribute to better outcomes. The community schools approach is one that leverages its resources to not only serve students, but also families and members of the community, reducing the per capita costs of programming, staff, space, and utilities.

The Coalition for Community Schools believes that investment in a community school is an investment in the community itself. With the reauthorization of several large pieces of legislation in the wings, we urge federal, state, and local agencies to take legislative and practical steps to mirror the culture of alignment, leverage, and coordination demonstrated by the community schools featured in this report. ■

APPENDIX A

Study Methodology

Two systems and nine individual schools were selected based on their size (small, medium and large), longevity and record of community school leadership. Systems reviewed include the Evansville Vanderburgh School Corporation in Evansville, IN and the Community Schools Collaboration in Tukwila, WA. Individual school profiles include two Children’s Aid Society community schools (elementary and middle school) in New York, NY; three schools (two elementary schools and one high school) from the Chicago Community Schools Initiative; two schools from the Schools Uniting Neighborhoods Initiative (middle school and high school) in Portland, OR; a high school from Philadelphia, PA; and an elementary school from Redwood City, CA. See Table 4 for details.

Leaders from the community schools systems and sites were presented with a data collection tool created by the Coalition for Community Schools (see Appendix B) and asked to provide self-reported

data. The same matrix was used among school sites and systems to identify supports, opportunities, and programs they offered and funding sources, e.g., federal, state, county, district, city, private foundation, business, CBO, in-kind, etc. For each program service, we asked them to report whether it was a direct allocation, funds raised by a lead partner, school-based student support, redirection of existing funding by partners to sites, in-kind funding or other support such as volunteers, materials, or building space. Follow-up site visits and phone interviews were conducted to capture details and to clarify data.

The data collection tool asks for a fair degree of detail and disaggregates academic enrichment, tutoring, and service-learning from another category called after school. It is important to note that a distinction was made by some, including Lane Middle School, John Marshall High School, and Community Schools Collaboration, a district wide community school initiative, to consolidate the reporting of a number of these types of services under the after-school category.

Data collected from the sites form the basis for the case study descriptions. Additionally, we aggregated data on which programs and services were offered by systems and schools and how they were funded. We reported this in the findings section. ■

Table 4: Case Study Sites

Name	Location	Site or System Sample	No. of Schools in Study
Evansville Vanderburgh School Corporation	Evansville, IN	System	35
Community Schools Collaboration (Tukwila Public Schools)	Tukwila, WA	System	5
Chicago Community Schools Initiative	Chicago, IL	Site: Two Elementary Schools	3
		High School	
Children’s Aid Society	New York, NY	Site: Elementary School	2
		Middle School	
Schools Uniting Neighborhoods Initiative	Portland, OR	Site: Middle School	2
		High School	
Sayre University-Assisted Community School	Philadelphia, PA	Site: High School	1
Hoover Elementary Community School	Redwood City, CA	Site: Elementary School	1
TOTAL			49



Community School Funding Source – Data Collection Matrix

Name/Position: _____ Name of School: _____
 Address: _____
 Intermediary/Partner: _____
 Date: _____ This data reflects the current school year past school year (check one).

Purpose: This project seeks to identify the variety of ways in which community schools are financed. We hope to untangle the mystery of how community schools are funded for the benefit of the field and others aspiring to develop community schools.

For each program or service available at your school, please provide the following information:

1. Mark as "a," "b," "c," etc. Or a combination of the following:
 - a. Direct allocation by intermediary, by school district?
 - b. Funds raised by lead partner, or other source at school? For example, a grant goes to lead partner which in turn delivers service or provides a portion to the community school. Or, a CBO receives prevention grant and delivers services at the community school. Or, CBO is a HUD Housing Council agent and offers financial education, or provides other services at the school.
 - c. School-based student support involved with the community school. For example, Children's Literacy Redirection/leveraging of existing funding by partners to sites? For example, Children's Literacy Council provides ESL classes, Community College offers technical courses; local hospital or clinic provides services; (e.g. Boys & Girls Club offers services)
 - d. In-kind funding or other support such as volunteers, materials, space?
2. Write the name of the funding source and estimated amount, e.g., 21st Century, CLC, Medicare/Medicaid, CMCS Learn & Serve, AmeriCorps, Safe and Drug Free, Dept. of Agriculture programs, work study, etc. (For programs and services, please provide \$ amounts. For existing staff, provide % of FTE. For volunteers, provide hours, and for college students, provide # of work study hours, if applicable.)
3. What is leveraging the integration of resources? A policy structure? Leadership? A mix of structure and leadership?

	Federal	State	County	City	District/LEA	Private Foundations	Private Businesses	Indiv. Donors	CBOs	In-Kind
Academic Enrichment	a) 21 st C (\$110K)				a. Local approp. (\$50K)					
Adult Education				d) Library resources (\$5K)						
After-School										
Early Childhood										
Family Support Centers		b) Family Cir. Prog. (\$75K) d) Medicaid (\$50K)			c. Nurse @ 20% FTE					
Health Services										
Immigration Services										
Interns – College	d) U. Penn work study – 2 interns, part time for 100% salary/6 mths.									e) 3 Univ. graduate volunteers/1 mths.
Life Skills						b) Casey Found. (\$25K)				
Mentors							e. XYZ Co. (5 ppl/2 days per month/10 mths.)			
Parent Education										
Parent Involvement/Leadership										
Recreation & Sports										
Service Learning/Civic Eng.										
Tutors										
Volunteers										
Site Coordination			a) 50% FTE site coord.		d. 25% FTE site coord.				b. 25% FTE site coord.	

APPENDIX B Data Collection Matrix

APPENDIX C

Fund-Raising Framework

(Source: Adapted from a sustainability case study prepared by The Children’s Aid Society National Center for Community Schools)

The Children’s Aid Society (CAS), a national and global leader of a community school model, provides technical assistance and guidance to emerging and existing community school initiatives. They view sustainability comprehensively, in accordance with a conceptual framework developed by The Finance Project. The CAS funding framework, or structure, involves fund-raising as part of strategic and sustainability planning for their community schools.

CAS community schools integrate three influences through a partnership approach that addresses outcomes for students, families, school, community, and education policy.

- ▶ **Comprehensiveness:** Its full-service approach is designed to address the multiple needs of children and families;
- ▶ **Coherence:** Joint planning and decision-making involve the major partners (school, CAS and parents) and intentionally seek to integrate all aspects of the community school, particularly the school-day academic program and all of the extended-day programs offered (before- and after-school enrichment; holiday and summer programs);
- ▶ **Commitment:** CAS and its partner schools make a long-term commitment to work together with and on behalf of students and their families.

Focus on Results

CAS partners with universities and other third parties that conduct evaluations to assess the processes and outcomes of the CAS community schools. Key findings include improvement in: academic achievement; student and teacher attendance; student attitudes toward school; and school climate. Other findings include increases in parental involvement, reductions in suspensions, and decreases in graffiti and neighborhood violence.

Strategic Financing Orientation: Blending Public/Private Funding

CAS initiated their community schools work with private funding but consistently pursued a strategy of balancing public and private funding. The balance between public and private funding is assessed annually and varies year to year. For example, in FY 2007–08, the funding was approximately 66 percent public and 34 percent private. For FY 2007–08, the operating budget for CAS’s 22 community schools was approximately \$14 million, including: approximately \$10 million for the extended-day, summer camp, and teen, parent, and adult education components; \$2.4 million for health services (medical, dental, and mental health); and \$1.5 million in federal grants for Early Head Start and Head Start programs operated by CAS at three of these sites.

CAS generates support for its community schools through a wide variety of sources. In the early days of the model, core support came primarily from private sources, including foundations, corporations and individuals—with the exception of health and mental health services, which are financed by Medicaid and by other public and private sources.

The first major step toward diversifying funding sources occurred in 1999, when CAS and Community School District 6 were awarded a three-year federal 21st Century Community Learning Centers grant, providing nearly \$1 million per year toward the support of five Washington Heights’ schools. CAS received another 21st CCLC grant in 2004, which provides partial support for six middle-level community schools. This four-and-one-half-year grant sum was \$900,000 per year.

A second step was the award of a five-year New York State Advantage grant of \$145,000 per year for after-school programs in two community schools, and an Advantage grant of \$250,000 per year for a third community school after-school program. The CAS has received a grant from another New York State source, the State Department of Education’s Extended-Day/Violence Prevention program, of \$140,000 per year

for one community school, PS 50. Small state grants have underwritten specific additions to the core work (i.e., substance abuse prevention, mental health services). In addition, on the public side, Medicaid partially supports medical, dental and mental health services.

Another major funding source has been The After-School Corporation, which for several years underwrote substantial parts of the after-school program in 11 of the CAS community schools. This funding represents a mix of public and private dollars. On the private side, CAS has enjoyed steady financial support from a wide variety of foundations, corporations and individuals.

CAS competed successfully to receive city funding for after-school and summer enrichment programs in our community schools, and received grants totaling \$3.3 million annually. This funding comes through the city's Department of Youth and Community Development (Out-of-School Time initiative).

In addition, CAS has worked closely with DOE partners to secure substantial in-kind resources, such as custodial and security services, and to negotiate job-sharing arrangements through which CAS and DOE each pay for half the salary of selected full-time staff members.

Sustainability Plan

Community Schools are a priority in the CAS's overall fund-raising, public relations, advocacy and constituency-building plan. The CAS Development Department carries primary responsibility for the private fund-raising, and the CAS Quality Assurance Department carries primary responsibility for the agency's public funding. The Community Schools central team, however, works in close partnership with both Departments, sharing responsibility and working actively as part of the fund-raising team on proposal development, report preparation, researching possible funding sources, and meeting with current and prospective donors.

The CAS annual budgeting process is fully integrated with fund-raising. Each community school budget outlines the projected revenue sources as well as the proposed expenses. While the individual schools do not carry fund-raising responsibility (this is done centrally), each school knows which sources support its specific work and understands the funding parameters and reporting requirements of each source. Sustainability is a major and shared responsibility on the part of all members of the Community Schools team. ■

APPENDIX D

Major Federal Funding Opportunities

Nearly all federal programs that serve children, youth, families, and communities can be aligned to finance community schools. Here are some examples of relevant major federal programs.

U.S. Department of Education

- ▶ **Title I of the Elementary and Secondary Education Act** provides grants to local education agencies (LEAs) with high percentages of poor children. Title I can provide support for a variety of components of a community school model in a school operating a school wide program.
- ▶ **21st Century Community Learning Centers** are dedicated to out-of-school time programming to provide learning opportunities for academic enrichment, including program activities in the arts, music, recreation, drug and violence prevention, and youth development activities.
- ▶ **School Improvement Fund** grants are awarded to the lowest-performing Title I schools. Community schools can use these funds to support a variety of programs and activities.
- ▶ **Full Service Community Schools** program funding encourages coordination of education, developmental, family, health, and other services through partnerships between schools and community-based organizations and public-private ventures to provide comprehensive education, social, and health services for students, families, and communities.
- ▶ **Promise Neighborhoods** provides funds to improve educational and developmental opportunities for children in neighborhoods with high poverty levels. Community schools are at the center of each Promise Neighborhood.
- ▶ **Safe and Drug-Free Schools and Communities** provides support for programs that feature programming to prevent violence in and around schools. It also supports activities that seek to prevent the use of illegal use of drugs, tobacco, and alcohol; and foster a safe learning environment for youth.

- ▶ **Parent Information and Resource Centers (PIRC)** fund school-based and school-linked centers that utilize effective parental involvement strategies that help improve student achievement.
- ▶ **Early Reading First** funds early childhood education with a focus on reading.
- ▶ **Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)** provides funds for programs at secondary schools to prepare students for postsecondary education.
- ▶ **Student Financial Assistance—Work Study Program** provides college students with stipends to work in schools. Some community schools have developed a partnership with local universities who use work-study funds as part of the partnership.
- ▶ **The Small, Rural School Grant Program** and the **Rural and Low-Income School Program** help fund rural LEAs that have trouble competing for other grants and to supplement other grants.
- ▶ **Title VII-B of the McKinney-Vento Homeless Assistance Act** supports the coordination of the education of homeless children and youth in each state and the gathering of data and barriers they must overcome to attend school.
- ▶ **Carol M. White Physical Education Program** funds LEAs and community based organizations to provide physical education programs that are aligned with state standards.

U.S. Department of Health and Human Services (HHS)

Administration on Children, Youth and Families

- ▶ **Child Care and Development Block Grant (CCDBG)** funding may provide for comprehensive consumer education to parents and the public, increase parental choice, and improve quality and availability of child care. Grants can provide for after and before school programs.

- ▶ **Community Services Block Grant (CSBG)** funding flows from state to local or regional community action agencies (CAAs or CAPs) serving low-income families. Partnerships with CAP agencies can help support community schools.
- ▶ **Head Start** and **Early Head Start** fund competitive grants that provide comprehensive development services for low-income preschool children, infants and toddlers.

Center for Medicare and Medicaid Services

- ▶ **Community Health Centers** expansion in health care reform offers potential resources for the establishment of school-based health centers
- ▶ **Medicaid** and **SCHIP** augment medical costs for low-income families. School-based health centers can get reimbursed from these programs.

Other HHS Funding

- ▶ **Substance Abuse and Mental Health Services Administration (SAMHSA)**
- ▶ **Centers for Disease Control and Prevention**

U.S. Department of Justice (DOJ)

- ▶ **Weed and Seed** is a community-based strategy that combines law enforcement that “weeds” out violent criminals with community-based organizations that “seed” community revitalization by providing human services.
- ▶ **Community Prevention Grants Program** funds comprehensive, research-based, and community-controlled approaches to delinquency prevention.

- ▶ **Juvenile Mentoring Grants Program** funds national and community-based organizations that provide mentoring services for at-risk youth.

Additional DOJ Opportunities

- ▶ **Office of Justice Programs**

U.S. Department of Housing and Urban Development (HUD)

- ▶ **HOPE VI** provides funds for physical and management improvements in public housing and for community and support services.
- ▶ **Choice Neighborhoods** emphasize local community planning for improving education, housing, services, transportation, and access to jobs.
- ▶ **Community Development Block Grants (CDBG)** support economic and community development efforts at the local level. Examples of use of funds include improvement of the physical infrastructure of facilities or broader community improvement efforts, which may include youth development activities.
- ▶ **Youthbuild** funds organizations to train youth to construct or rehabilitate affordable homes.

Corporation for National and Community Service

- ▶ **Volunteers in Service to America (VISTA), AmeriCorps, Senior Corps, and Experience Corps** volunteers can coordinate community school activities and partnerships with community agencies. ■

ENDNOTES

- 1 Barton, Paul E. and Richard J. Coley. "Parsing the Achievement Gap II." Princeton, NJ: Educational Testing Service (2009).
- 2 Keynote Address by U.S. Secretary of Education Arne Duncan, Community Schools Practicum 2009, The Children's Aid Society National Center for Community Schools, October 22, 2009. Full text available at www.nationalcenterforcommunityschools.org.
- 3 See H.R. 3545 and S. 1655.
- 4 Barton, Paul E. and Richard J. Coley. "Parsing the Achievement Gap II." Princeton, NJ: Educational Testing Service (2009).
- 5 While Community Schools Collaboration includes both the Highline and Tukwila school districts, this study focused only on schools in the Tukwila School District.
- 6 While we did not study individual schools for the Evansville initiative, we decided to include this case because it is illustrative of the finding.
- 7 For example, lead agency qualifications by Multnomah County's SUN (Schools Uniting Neighborhoods) Initiative can be viewed here, <http://www.co.multnomah.or.us/oscp/sunschools/pdf/rfq.pdf>.
- 8 U.S. Department of Education: Office of Elementary and Secondary Education. "Guidance: The American Recovery and Reinvestment Act of 2009 (ARRA). Using Title I, Part A ARRA Funds for Grants to Local Educational Agencies to Strengthen Education, Drive Reform, and Improve Results for Students," September 2, 2009.
- 9 Coalition for Community Schools. "Community Schools in the Race to the Top," November 30, 2009. Retrieved from, http://www.communityschools.org/assets/1/AssetManager/RTT_Making_the_Case_11_30_09.pdf.
- 10 See H.R. 3545 and S. 1655.
- 11 The Coalition recommends a results-focused framework that includes the following results: Children are ready to enter school; Students attend school consistently; Students are actively involved in learning and their community; Schools are engaged with family and community; Families are actively involved in their children's education; Students succeed academically; Students are healthy—physically, socially and emotionally; Students live and learn in stable and supportive environments; Communities are desirable places to live. For more information, visit: http://www.iel.org/_assets/docs/ccs/results-framework.pdf.
- 12 White House Memo: M-09-28 Developing Effective Place-Based Policies for the FY 2011 Budget, August 11, 2009.
- 13 "About Our District," Tukwila School District, http://www.tukwila.wednet.edu/index.php?option=com_content&task=view&id=42&Itemid=189.
- 14 For more information on immigrant students, where they are locating in the U.S. and how they are finding ways to fit in, visit: <http://projects.nytimes.com/immigration/enrollment><http://projects.nytimes.com/immigration/enrollment>.
- 15 Learn more about federal grants from the U.S. Department for Health and Human Services to help refugees by visiting <http://www.acf.hhs.gov/grants/>.
- 16 Salas, Deborah. "Community and Collaboration: The Secret to Tukwila's Success." Learning First Alliance. February 2008. <http://www.publicschoolinsights.org/community-and-collaboration-secret-tukwilas-success>.
- 17 According to the National Center for Chronic Disease Prevention and Health Promotion's web site, the coordinated school health program (CSHP) model consists of eight interactive components. Schools by themselves cannot—and should not be expected to—solve the nation's most serious health and social problems. Families, health care workers, the media, religious organizations, community organizations that serve youth, and young people themselves also must be systematically involved. However, schools could provide a critical facility in which many agencies might work together to maintain the well-being of young people.
- 18 Press Conference: Community Schools Initiative held at Monroe Elementary School, September 19, 2002, full document available at <http://www.communityschools.org/Duncansremarks.pdf>.
- 19 Whalen, Samuel P. et al. "Pulling the Pieces Together: Profiles in Community Schooling." Chicago Illinois: College of Education at the University of Illinois-Chicago (Feb–August 2008). The series of reports provides an in depth story of the Chicago community schools movement.
- 20 For more information on the CAS initiative, see: Dryfoos, Joy G., Jane Quinn, and Carol Barkin. Community Schools in Action. New York: Oxford University Press, 2005.
- 21 Hamann, Marjory and Diana Hall. "Schools Uniting Neighborhoods: Successful Collaboration in an Environment of Constant Change," Multnomah County, OR: Schools Uniting Neighborhoods (July 2003). Retrieved on August 15, 2009. Available at: http://www.sunschools.org/County_Human_Services/SCP/files/casey_report.pdf.

PUBLICATIONS

The following Coalition for Community Schools documents are available online at www.communityschools.org under the Resources section.

ARTICLES AND BRIEFS

[“Surrounded by Support,” *American Federation of Teachers Magazine—American Educator* \[Summer 2009\]](#)

This special issue brings together researchers, historians, educators, and service providers to describe the need for, and effective development of, school-community partnerships.

[Community Schools Across the Nation: A Sampling of Local Initiatives and National Models \[2009\]](#)

Martin J. Blank and Sarah S. Pearson

Community schools are alive and growing, serving millions of students across the nation. Today, there are a number of national models and local initiatives that create their own flavor of community school. This brief provides an overview of leading initiatives.

[The Community Agenda for America’s Public Schools \[September 2008\]](#)

The Community Agenda is an action plan to ensure that all children enter school healthy, ready to learn and succeed in school, as well as to prepare students to pursue post-secondary education and become productive family and community members. It focuses on the vital need to improve the lives of struggling youth, families, and communities through school/community partnerships that support student outcomes.

[“Special Focus on Community Schools: How Schools Engage Their Communities to Strengthen Learning,” *The National Parents Teachers Association Magazine—Our Children* \[February/March 2007\]](#)

The Coalition for Community Schools and other contributors prepared several articles and case studies to illustrate the work of community schools. These articles help visualize how PTA can play a role in developing closer relationships between schools, families and communities.

[“Community Schools: A Vision of Learning that Goes Beyond Testing,” *Education Week* \[April 2002\]](#)

Martin J. Blank and Ira Harkavy

Research and experience confirm what common sense suggests: What happens outside the classroom is every bit as important as what happens inside.

RESEARCH AND REPORTS

[Community Schools Research Brief \[2009\]](#)

Sarah S. Pearson and Reuben Jacobson

A growing body of research suggests that fidelity to the community school strategy yields compounding benefits for students, families, and community. Community school students show significant gains in academic achievement and in essential areas of nonacademic development.

[“Community Schools: Promoting Student Success, A Rationale and Results Framework” \[2006\]](#)

This report outlines a rationale for community schools as a primary vehicle for increasing student and strengthening families and communities, as well as defining the results that community schools seek.

[“Community and Family Engagement: Principals Share What Works” \[October 2006\]](#)

Amy C. Berg, Atelia Melaville, and Martin J. Blank

Principals are turning increasingly to the community to help them engage families, share resources, and meet standards. Informed by the work of principals, this paper finds six keys to community engagement that help school leaders engage families, staff, partners, and the larger community in the life of the school.

[All Together Now: Sharing Responsibility for the Whole Child \[July 2006\]](#)

Martin J. Blank and Amy Berg

This paper was commissioned by the Association for Supervision and Curriculum Development, the largest national professional development organization in education, as part of their work around the concept of supporting the Whole Child.

[“Growing Community Schools: The Role of Cross-Boundary Leadership” \[April 2006\]](#)

Martin J. Blank, Amy Berg, and Atelia Melaville

Leaders from schools, cities, and counties across the nation are working together in new ways to “grow” community schools. This report profiles 11 communities where this work is taking place. These leaders are installing and increasing the numbers of community schools as quickly as possible, using a powerful vision with a clear focus on results and an effort to make the best possible use of all the assets their communities can offer.

[“Community-Based Learning: Engaging Students for Success and Citizenship” \[January 2006\]](#)

Martin J. Blank, Amy Berg and Atelia Melaville

This report makes the case that community-based learning addresses the problems of boredom and disengagement by involving students in real-world problem solving that is relevant and meaningful. This approach brings together a collection of teaching and learning strategies, including service learning, place-based education, environment-based education, civic education, work-based learning, and academically based community service.

[Making the Difference: Research and Practice in Community Schools](#)

Atelia Melaville, Bela P. Shah, and Martin J. Blank

The report features evaluation data from twenty different community school initiatives and offers a synthesis of their combined results.

[Community Schools: Partnerships for Excellence](#)

Atelia Melaville

Using public schools as a hub, inventive, enduring relationships among educators, families, community volunteers, business, health and social service agencies and youth development organizations are changing the educational landscape by transforming traditional schools into partnerships for excellence.

[Evaluation of Community Schools: An Early Look](#)

Joy Dryfoos

This evaluation describes what a community school looks like, summarizes what we know about the impact of community schools on a range of results, and highlights three recent evaluations of community school initiatives.

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