Hartford Community Schools

A 10-Year Retrospective Study

Prepared under contract to
Hartford Foundation for Public Giving

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Foreward

Decades of research confirm that disparities in educational outcomes are related to nonacademic factors such as poverty, housing instability, food insecurity, exposure to trauma and violence, and limited access to health care. These outside-of-school factors represent barriers that can inhibit a regular school attendance and readiness to learn and succeed in the classroom. The community school model offers an integrated approach in which school and community partners work together to provide complementary academic support, health and social services, and youth and community development to students and their families. A growing body of research suggests that community school interventions are a promising strategy to improve student outcomes.

The City of Hartford launched its community school model in 2008, when the Hartford Foundation for Public Giving began working with the leadership of Hartford Public Schools (HPS) to establish a Hartford Community Schools (HCS) Initiative. Since the outset, we have served as fiscal agent for infrastructure funding as well as a founding partner and primary funder. Today, the expanded collaboration known as the Hartford Partnership for Student Success (HPSS), which includes the United Way of Central and Northeastern Connecticut (United Way) and the Fund for Greater Hartford, provides broad student and family supports.

Currently, there are nine HPS community schools, seven of which have participated for 10 years. The long-term goals of the model include strong families, and healthy communities, and to ensure that all students have an equitable opportunity to succeed in school. Achieving these goals in Hartford relies on the collaboration between the schools and community partners to address an array of complex issues. The Hartford Community Schools (HCS) model draws on the partnership of four nonprofit organizations—the Boys and Girls Clubs of Hartford, Catholic Charities, COMPASS Youth Collaborative, and The Village for Families and Children that serve as lead agencies to implement a range of supports.

The Foundation commissioned several evaluations over the course of its support of HCS to learn and share insights about the model's effect on students. The methodology underlying these evaluations, however, proved insufficient to produce results that spoke sufficiently to the impact of the HCS interventions on student academic performance and did not assist the Foundation in planning and refining its support of the model.

In 2018, the Foundation engaged RTI International, an independent nonprofit research institute, to conduct a ten-year retrospective study that employed a rigorous, quasi-experimental design in order to understand the model's impact on academic outcomes. The study also included an examination the model's implementation over the same timeframe as well as a field scan of best and most promising practices from other community school models across the country.

This retrospective study found some encouraging implementation gains, including the integration of community partners into school site teams, as well as the effectiveness of the lead agencies' engagement and provision of services to students and families—from food and clothing distribution to healthcare and social/emotional supports. The evaluation also revealed that some district and school foundational preconditions – articulated by the model's theory of change as necessary for effective implementation and improvement in student outcomes – were difficult to establish or sustain over time. These included an uneven understanding of the CS model by school leaders, district and HPSS leadership turnover, challenges engaging families and measuring authentic family engagement, lack of district-wide systems to collect and analyze data to effectively plan and meet the needs of students, and challenges with selecting the right community partners to provide services. The difficulty in sustaining these various preconditions over a decade may account for the study's

neutral and negative findings about the model's impact on student academic outcomes.

The results of this study provide a keener sense of the strengths of the community schools model in Hartford and underscore the value of the well-being supports that community schools offer students and their families. The strengths and challenges identified in the study provide the Foundation with opportunities to partner with HPS, the lead agencies, and other funders to better address implementation challenges, make improvements in capturing the full extent of HCS' impact on students and families, and be a more responsive funder in this work.

The Hartford Foundation's support of HCS demonstrates our long-term and continuing commitment to work closely with district and nonprofit partners to ensure youth in our region have the tools and resources they need for social and economic mobility.

Jay Williams, President
Hartford Foundation for Public Giving

Contents

List of Tables

Executive Summary

Community schools (CSs) offer an integrated approach in which the schools and community partners provide academics, health and social services, and youth and community development to students and their families. This comprehensive approach leads to improved student learning, strong families, and healthy communities and ensures that all students have an equitable opportunity to succeed in school. Effective CSs require a "a transformational shift in the way that public schools function and in the way that community partners interact with public schools." Steven Adamowski, superintendent of Hartford Public Schools from 2006 to 2011, brought to Hartford an understanding of CSs from his previous experience in Cincinnati. In 2008 he, in partnership with the Hartford Foundation for Public Giving (the Hartford Foundation), United Way, and the City of Hartford, formed the School-Community Partnership and launched Hartford's CS initiative.

Seven CSs have remained in Hartford for the past decade, through multiple changes in superintendents and budgetary concerns that have affected the Hartford public school system. Two CSs were marked as Turnaround Schools for Tier 1 improvement 2010, of only 18 schools marked so in the state[1]. In 2018, under superintendent Dr. Leslie Torres-Rodrigues's leadership, Hartford Public Schools introduced the District Model of Excellence strategic plan called Community Schools Redesign: Purposeful Partnership that described a vision of transitioning all Hartford Public Schools into CSs. Under this strategic plan, every school would become a CS over a 4-year period.

Study Overview

In 2019, the Hartford Foundation contracted with RTI International to conduct a 10-year retrospective study of the implementation of the Hartford Community Schools model. The study, developed in collaboration with Hartford Public Schools, included (a) an analysis of the implementation of the Hartford Community Schools model, with particular attention to the operational conditions and partnerships that affect student outcomes and (b) an analysis of the long-term impact of CSs on student academic and nonacademic outcomes. This report summarizes findings from a study conducted by RTI examining implementation and impact of the CS model.

Implementation study

The research questions driving the implementation study are as follows:

[1] https://www2.ed.gov/programs/sif/summary/ctapp.pdf

1. What are effective practices to implement the school-level conditions necessary for successful implementation of the CS model? In particular, the implementation study examined these six conditions identified in the Hartford Community Schools Theory of Change:
    - School leadership that supports CS model
    - Family engagement
    - Effective partnerships and collaboration
    - Effective school planning, data development, data sharing, and continuous improvement
    - Sustainability
    - Scaling
2. How do districts establish foundational preconditions for CSs to be implemented effectively? How has HPSS and Hartford Public Schools established these preconditions? What preconditions were more challenging to establish than others?
3. How are all the relevant partners (HPSS and lead agencies) aligning and supporting around these key practices?

The implementation study relies on three main sources of data: (a) interviews and focus groups with 65 Hartford CS stakeholders, (b) interviews with administrators from nine CS models across the country, and (c) document review.

Impact study

The research questions driving the impact study are as follows:

1. Does attendance at a Hartford CS result in greater student year-to-year performance in key academic outcomes?
2. Does the amount of exposure to interventions provided by CSs' programming (dosage) correlate with improvements in key student academic outcomes?

To answer these research questions, RTI collected and analyzed student academic and nonacademic data from Hartford Public Schools. Data included test scores (Smarter Balanced Assessment Consortium and Measure for Academic Progress, for both math and English language arts), attendance, disciplinary actions, grade progression, and demographic variables. Using sophisticated statistical approaches, RTI compares CS students to a sample of students in Hartford Public Schools who do not attend a CS.

Key Findings

RTI found that CS and school staff used many practices to establish the school and district preconditions necessary to implement CSs.

- School leaders at Hartford Community Schools demonstrated support for the CS model by fully integrating community partners into school site teams, regularly communicating with CS directors to implement the shared vision of the school, providing CS staff with school

resources to support the work, treating lead agency staff as school staff, and giving lead agency staff authority to implement programming and create awareness among teaching staff.

- Lead agency staff engaged families in decision making, built their capacity, and created a welcoming hub for them.
- CS and school staff established effective partnerships and collaboration by serving on school site teams to serve students and families, employing former or current teachers to support alignment between in-school and afterschool programs, holding monthly or quarterly partnership meetings, establishing processes to ease coordination, and vet and evaluate partnerships.
- CS staff used various methods to support effective school planning, data development, data sharing, and continuous improvement. They developed workplans aligned to the school improvement plan and district goals and use multiple sources of data for continuous improvement.
- To sustain CSs over the course of 10 years, Hartford implemented a community-wide cross-sector leadership structure, HPSS, that acted as a container for change. This group provided opportunities for strategic learning, used policy to enable necessary conditions, and engaged in activities that allowed them to financial leverage resources across the city.

As a result of these practices, over the last 10 years CSs in Hartford have served numerous families and students. Stakeholders reported that CSs provided critical services and programs that made an impact, such as afterschool programs that provided a safe and caring environment for students. Other services such as coat drives, shoe giveaways, medical or dental services, and backpack programs with snacks were mentioned as needed resources that could make a difference in a families' well-being. The presence of family resource centers and other supports on the school campus enabled connecting families to services. Parents and staff also discussed the importance of the relationships and welcoming community provided by community partners.

However, according to stakeholders, some district and school preconditions were difficult to establish or sustain over time and hindered full implementation.

- Over the past 10 years, not all school leaders understood the CS model or valued partnerships. This may have been due to the lack of a systematic approach to onboarding new principals or supporting current principals. Furthermore, not all teachers in CSs understood the purpose of CS. This challenge was exacerbated by teacher turnover.
- CSs faced challenges engaging all families in the entire school, not solely those that participated in afterschool programs. They also faced challenges with measuring authentic family engagement.
- CS staff expressed challenges with selecting the right community partners to provide services and noted some duplication of services between partners and the district.
- Hartford Public Schools did not have data sharing agreements in place to allow CS directors to access PowerSchool to collect and analyze data to effectively plan and meet the needs of

students. Data systems also did not allow CS staff to assess the effectiveness of services provide to students during the school day, such as mental health counseling, backpack programs, or food pantries.

- Although HPSS was a consistent leadership structure, the district and HPSS experienced turnover of leadership at all levels during the past 10 years. This led to a lack of institutional knowledge and created disruptions in the implementation of the CS model. Now as the CS model is scaled district-wide as part of Hartford Public School's strategic plan, the role and vision of HPSS is unclear.
- Over the 10 years, funding students' medical needs proved challenging. In addition, recent changes to the CS model impacted the ability for lead agencies to develop the funding streams they needed to implement the model. The current year-to-year planning while Hartford Public Schools rolled out a new strategic plan placed stress on lead agencies. These agencies were limited to applying for funding for a single year rather than looking for multiyear funding because they did not know what the model would look like more than a year out.

The difficulty in sustaining these foundational preconditions over the past 10 years may be the reason for the mainly neutral or negative findings from the impact study examining student academic outcomes. Using a research method common in assessments of educational interventions called quasi-experimental design, the following findings emerged:

- Overall, students in CSs had test scores that were similar to or slightly lower than students that did not attend CSs.
- CS students had more unexcused absences than students in comparison schools, especially in the most recent years, with older students tending to have larger negative effects.
- There were few differences between CS and non-CS students in the number of disciplinary sanctions received and in the number of students promoted to the next grade.
- Greater dosage (more attendance at programming) was related to greater attendance among students in lower grades in 2011–12 and in every year from 2015–16 to 2018–19.

However, it is important to note the difficulties with impacting students' standardized test scores through school-level programmatic interventions. Most research on CS emphasizes the importance of integrated student supports, like social and health services, social-emotional learning programming, or restorative justice practices that may be better captured by proximal outcome data. These data were not readily available, therefore, the study misses an important potential explanation of the effects of CS on students.

Recommendations

As Hartford Public Schools embarks on its new strategic plan in which, over the course of 4 years, all schools in Hartford will become CSs, RTI provides recommendations to strengthen implementation of the CS model.

RTI recommends that Hartford Public Schools and community partners do the following:

- Scale promising practices implemented by seven Hartford Community Schools detailed in this report to create the school-level conditions for the newly created CSs to be successful.
- Mitigate the challenges faced by Hartford Community Schools by implementing various strategies implemented by CSs across the country detailed in this report.
- Implement strategies prioritized by stakeholders and recommended by previous consultants to create foundational preconditions for successful implementation of CSs.

  To establish school leadership that supports the CS model:

  - Hartford Public Schools **should provide ongoing support for principals from onboarding through principal supervision**. Principal understanding and support of CSs is a key lever for the implementation of the CS model. Hartford Public Schools has already begun to build a new principal onboarding process. Ensuring principals receive ongoing support, such as meeting as a cohort or with principal supervisors, will also support their practice. Adapting a metric would provide a framework that clarifies roles and expectations for the position.
  - Hartford Public Schools **should enact a teacher onboarding and retention plan** to mitigate teacher turnover at the district and increase teacher knowledge of CS.
  - Community partners should **develop university partnerships to create a microcredential for CS principals**. A university microcredential for CS principals would provide even greater training and support for principals while having the extra benefit of developing a university partnership. CS stakeholders already have relationships with university partners that can support this process.
  - Community partners **should develop university partnerships with preservice teacher programs**. CS staff believed that developing relationships with preservice programs would improve teacher awareness and understanding of CSs and ensure a better fit between the teacher and CS.

  To support family engagement:

  - Hartford Public Schools should **develop metrics that capture the on-the-ground work of family engagement,** such as the use of the food pantry, use of the family resource center, and GED preparation, and train relevant staff to enter these data into the Efforts To Outcomes system.

  To support effective partnerships and collaboration:

- Hartford Public Schools should continue to **establish central systems to ensure partnerships are effective.** These recommendations are outlined in the report from Education Resource Strategies given to Hartford Public Schools in 2017. Establishing a central system includes creating a centrally managed list of organizations, developing partnership goals and performance measures aligned with school goals, including partner staff in school team building and training activities, and regularly communicating to monitor service delivery and trouble shoot problems. This will better assist the Office of Family and Community Partnerships in supporting partnerships district-wide.

To support effective school planning, data development, data sharing, and continuous improvement:

- Hartford Public Schools should create **data sharing agreements to provide CS directors with access to PowerSchool.** Creating data sharing agreements between schools and community partners is a Community Schools Standard. Direct access will allow CS directors to get the data they need to tailor supports to students' needs.

- Hartford Public Schools and HPSS should **explore the district-wide data systems that were identified** in the field scan sites or consult with districts in the process of building systems to improve the ability to monitor the effectiveness of the model at the student level. Specifically, such a system allows tracking by program which would greatly increase the data capacity of CSs and help them identify those programs making the greatest impact. The district's new performance officer could lead this work.

- Hartford Public Schools and community partners **should collect proximal outcome data,** such as students' social-emotional learning or student connectedness and relationships, to better connect the links between the services provided to students in CSs and academic outcomes. This will support ongoing evaluation of the model as it scales across the district.

- Community partners should **use community-wide measures of well-being and health** to understand the well-being of their community. Ultimately, community-level data provide a way to identify key community needs and to track broad changes over time; combining this with program-level data helps identify whether programs implemented to meet these broad needs are being implemented well. Community partners can collect data on the broader needs of families to identify potential areas to provide support, including how families' basic needs are being met (whether they have access to medical care, dental care, mental health care, or affordable housing). While CSs cannot provide everything, they can potentially identify other providers and/or shift their own resources to address greatest needs.

To sustain the CS model:

- HPSS partners should **reconvene for a revisioning of their role**. The key to a successful collective impact model is the alignment of partners' vision for change. To develop a strong cross-sector partnership, HPSS should reset by revisiting and developing new goals and align the partnership members according to these new goals. This may include bringing in new partners.

- HPSS should **devote resources to engaging university partners.** These partners can be leveraged to provide critical services such as mental and physical health services.

- HPSS should **include families as community leaders**. Research indicates that students and families should be included in the community-wide leadership structure, yet these stakeholders are currently not a part of HPSS. Parents are critical partners in their children's education and their expertise cannot be overlooked.

- HPSS should **include lead agencies in more planning processes.** Lead agencies had a seat at the HPSS table, but their involvement could increase to better align resources to provide services for students. Increasing lead agencies' involvement in planning processes can mitigate their challenges with year-to-year fundraising.

- HPSS should **revisit CSs' policy to** leverage state funding and to better align with current practice and future vision.

- HPSS should **adopt a broader cross-sector approach and align systems,** not just across school district and community-based organizations, but across state and city departments, to more effectively provide resources needed by the community. Creating a multisystem focus will also ensure financial sustainability of the CS model.

Introduction

Community schools (CSs) offer an integrated approach in which the schools and community partners provide academics, health and social services, and youth and community development to students and their families. This comprehensive approach leads to improved student learning and stronger families and healthier communities and ensures that all students have an equitable opportunity to succeed in school. Effective CSs require a "a transformational shift in the way that public schools function, and in the way that community partners interact with public schools" (Community School Standards, 2017).

To reach equitable results, partners must work together. Given varying conditions in the districts that support CSs, these schools vary in the way they operate. This includes variation in their role as a hub of learning and community development, the degree to which they are accessible to everyone, both children and adults—all day, every day, and the extent to which community partners have integrated their work.

Background on Hartford Community Schools Model

Steven Adamowski, superintendent of Hartford Public Schools from 2006 to 2011, brought to Hartford an understanding of CSs from his previous experience in Cincinnati. In 2008 he, in partnership with the Hartford Foundation for Public Giving (the Hartford Foundation), United Way, and the City of Hartford, formed the School-Community Partnership (SCP) and launched Hartford's CS initiative. In 2012, SCP assumed a broader agenda and renamed itself the Hartford Partnership for Student Success (HPSS). HPSS expanded to include private-sector organizations and new funders, such as the Fund for Greater Hartford, Aetna, Travelers, and The Hartford.

CSs have remained in Hartford for the past decade, through multiple changes in superintendents and budgetary concerns that have affected the Hartford public school system. Two CSs were marked as Turnaround Schools for Tier 1 improvement 2010, of only 18 schools marked so in the state[2]. Hartford Community Schools includes seven CSs, each partnered with a lead agency to plan, implement, and sustain services and initiatives centered on the CS model (Table 1). Hartford Community Schools uses the lead agency model, in which each school partners with a community-based organization (CBO) that provides and coordinates services. Hartford Community Schools currently works with four lead agencies.

[2] https://www2.ed.gov/programs/sif/summary/ctapp.pdf

Table 1: List of Hartford Community Schools

Community School	Year Started	Grade Level	Lead Agency
Asian Studies Academy at Belizzi	2009	PK–8	Compass
Hartford Magnet Trinity College Academy	2009	6–11	Compass
Burns Latino Studies Academy	2009	PK–8	Compass
Alfred E. Burr Elementary School	2009	PK–8	The Village for Families and Children
Fred D. Wish Elementary and Middle School*	2010	PK–8	The Village for Families and Children
West Middle Elementary School and Middle Grades Academy	2010	PK–8	Boys and Girls Club of Hartford
Milner School[3]	2009	PK–8	Catholic Charities

* Originally John C. Clark Elementary and Middle school. The school was consolidated with Fred Wish School in 2016.

In 2018, under superintendent Dr. Leslie Torres-Rodrigues's leadership, Hartford Public Schools introduced the District Model of Excellence strategic plan called Community Schools Redesign: Purposeful Partnership that described a vision of transitioning all Hartford public schools into CSs. Under this strategic plan, every school would become a CS over a 4-year period. The core components of this partnership model are family and community engagement, collaborative leadership practices, integrated student supports, and extended learning opportunities. The district is implementing a tiered approach to CSs in which schools at Tiers 3 and 4 have more programmatic components than schools at Tiers 1 and 2 (see Appendix A). The district aims to have a total of 17 Tier 3 and 4 schools by the end of 2022.[4]

To support a district model of CS, Hartford Public Schools created the Office of Family and Community Partnerships in 2018. This office consists of the newly created role of the chief engagements and partnerships officer, an executive-level role in the central office that oversees family and community engagement, community partnerships, and community schools.

About the Evaluation

In 2019, The Hartford Foundation contracted with RTI International to conduct a 10-year retrospective study of the implementation of the Hartford Community Schools model. The study included (a) an analysis of the implementation of the Hartford Community Schools model, with particular attention to the operational conditions and partnerships that affect student outcomes and (b) an analysis of the long-term impact of CSs on student academic and nonacademic outcomes. The goal was to inform development of strategic plan for CSs in Hartford, including the interaction between districts, schools, and community partners.

[3] Note that Millner School was managed by a Charter School Management Organization from 2012-13 through 2013-14.
[4] Schools were assigned to tiers based on geographical location and level of need. The district aims to have at least three Tier 3 and 4 schools in each of the four geographical zones by 2022. For more information please visit https://www.hartfordschools.org/districtmodel.

Research Questions

Implementation study

The purpose of the implementation study was to examine promising strategies and implementation challenges to inform Hartford Public Schools's scaling of the CS model district-wide as part of a new strategic plan. By detailing promising strategies implemented by Hartford Community Schools and several sites outside of Hartford, the district could use these strategies as a guide to support current and new CSs in Hartford. Therefore, the purpose of the evaluation was not to describe the extensiveness of promising practices at Hartford but to describe those practices that could be used in the future.

To determine which areas of implementation RTI should focus their examination, RTI gathered input from CS stakeholders from two Deep Dive meetings held on May 21, 2019, seven background interviews (as described in the report presented in Appendix B) and a technical advisory committee made up of 9 community stakeholders. Nineteen community members attended the Deep Dive meeting. RTI conducted background interviews with seven CS staff or stakeholders, including one principal from a proposed expansion school. Based on these findings, RTI and the Hartford Foundation, with input from a Stakeholder Advisory Committee (described in more detail below in the Participatory Approach section), revised the original research questions to those below. The research questions focus on highlighting key school and district conditions described in the Hartford Community Schools Theory of Change (which are aligned with the Community School Standards) as critical to successful implementation of community schools.

1. What are effective practices to implement the school-level conditions necessary for successful implementation of the CS model? In particular, the implementation study examined these six conditions identified in the Hartford Community Schools Theory of Change:
    - School leadership that supports CS model
    - Family engagement
    - Effective partnerships and collaboration
    - Effective school planning, data development, data sharing, and continuous improvement
    - Sustainability
    - Scaling
2. How do districts establish foundational preconditions for CSs to be implemented effectively? How has HPSS and Hartford Public Schools established these preconditions? What preconditions were more challenging to establish than others?
3. How are all the relevant partners (HPSS and lead agencies) aligning and supporting around these key practices?

Impact study

The purpose of the impact study was to examine the academic outcomes of Hartford Public School students who attended the seven CS over the past 10 years. The key research questions guiding this study are:

1. Does attendance at a Hartford Community School result in greater student year-to-year performance in key academic outcomes?
2. Does the amount of exposure to interventions provided by CSs' programming (dosage) correlate with improvements in key student academic outcomes?

The first research question aims to quantitatively assess the effect of attending a CS. The second question assess the relationship between the dosage a student receives and academic outcomes.

Methodology

The data sources for both the implementation and the impact study are described below.

Implementation data

To answer the implementation study research questions RTI implemented two phases to the research study. In the first phase, RTI interviewed 65 key informants involved with implementing CS at Hartford including, district, school and HPSS members. In the second phase RTI conducted field scan interviews with representatives from 9 CS efforts across the country (referred to as field scan sites). Full methodology is described in Appendix C. The results presented in this paper are based upon the following interviews:

- Community Schools directors
- Community Schools principals
- Key staff at lead agencies
- Teachers, family resource coordinators, other school staff, and parents
- Staff at partner organizations
- Hartford Partnership for Student Success
- Hartford Public Schools central office staff

Community school efforts in the following sites:

- University of Pennsylvania Netter Center for Community Partnerships
- Cincinnati Public Schools Community Learning Center
- ABC Community Schools Partnership (Albuquerque)
- Florida International University, The Education Effect Oakland Unified School District
- United Way of Asheville and Buncombe County
- United Way of the Greater Lehigh Valley (FSCS Grantee)

- Sun Community Schools (Portland)
- Austin ISD Community Schools Initiative

Impact Data

RTI collected and analyzed student academic and nonacademic data from Hartford Public Schools. Data included test scores (Smarter Balanced Assessment Consortium [SBAC] and Measure for Academic Progress [MAP], for both math and English language arts [ELA]), attendance, disciplinary actions, grade progression, and demographic variables. Using sophisticated statistical approaches, RTI compares CS students to a sample of students in Hartford Public Schools who do not attend a CS. See Appendix D for more details on the study methodology. CSs can impact students and families in many ways. This study looks specifically at academic and behavioral outcomes for students, outcomes which are also impacted by many factors outside of CS control.

During the May 2019 Deep Dive meeting, RTI and 19 stakeholders generated a list of possible outcomes of interest for CS students, paying attention to ease of data collection and the study time constraints. RTI then worked with data managers from Hartford Public Schools and other Hartford city agencies to assemble the following variables:

Student-level outcome measures – these are the variables on which CS student performance will be assessed (model outcome measures).

- End-of-year math and ELA MAP scores
- SBAC ELA and math scores
- Number of unexcused absences in an academic year (attendance)
- Grade progression or graduation status (moved to the next grade or next school in sequence)
- Number of disciplinary actions in an academic year
- Summer school enrollment and attendance

Pretest measures – these are the pretest measures used to ensure that CS students (treatment) and non-CS students (comparison) groups start at the same place.

- Beginning-of-year math and ELA MAP scores (pretest measure for MAP models)
- SBAC math and ELA scores for prior year (pretest measure for final SBAC models)
- Number of unexcused absences in prior academic year (pretest measure for attendance models)
- Student promoted in prior year (pretest measure for grade progression models)
- Number of expulsions or suspensions in prior year (pretest measure for disciplinary action models)

Student- and school-level control variables – these student- and school-level variables serve as controls (covariates) in each of the models.

- Gender
- Race/ethnicity
- Ever repeated a grade
- Student age
- Current grade level
- Disability status (categorical)

Dosage measures – these variables assess how much afterschool programming students received in an academic year.

- Student referred to CS-based service provider (completed intake form on file)
- Student received services (yes/no)
- Number of days/hours services received
- Homeless status
- Limited English proficiency status
- Free or reduced-price lunch status
- Student's number of years in a CS
- Student's number of years in a traditional public school
- School-level percentage of students who receive free or reduced-price lunch
- School-level percentage of minority students
- School-level percentage of students with limited English proficiency

Participatory approach

To engage voices of those most affected by the evaluation, RTI engaged in a participatory approach. CS stakeholders, such as CS directors, HPSS partners and Hartford Public Schools staff were involved in the development of the research focus and evaluation recommendations. As noted above, RTI solicited feedback from CS stakeholders about the research questions and evaluation plan in a Deep Dive session. RTI fine-tuned those questions in a meeting with the Technical Advisory Committee. After the data were collected, RTI presented an analysis to CS stakeholders in a sensemaking session. RTI presented many key findings about the strengths of and challenges to CS implementation in Hartford and described key practices from the field scan sites that had been used to address many of those challenges. CS stakeholders then worked in small groups to identify which recommendations they believed would have the greatest impact on Hartford Community Schools. More details about the participatory approach are included in Appendix C.

Structure of the Report

This report separated into two sections. The first section details the findings from the implementation study and the second section details the findings from the impact study. The report concludes with a summary and recommendations

Findings: Implementation Study

This section presents findings for the six conditions identified in Research Question #1. For each condition, a description is given of why that condition is considered essential to the CS model, how Hartford implemented practices to establish the condition, the challenges with establishing that condition in Hartford, and promising practices implemented by field scan sites that speak to some of Hartford's challenges. The section concludes with recommendations to improve implementation and guide scaling of the CS model district-wide. Note that this study was not intended to describe implementation levels at each school; rather, the study describes examples promising practices to inform future implementation. Consequently, not all these practices are consistently implemented across CSs, and the findings are meant to underscore the presence of these practices, even though implementation may vary.

Condition: School Leadership That Supports Community School Model

Why is it a key school condition?

Critical to the success of a CS, the principal plays a pivotal role in developing successful community partnerships (Gross et al., 2015). First, principals establish the vision of a school as a "hub" for the community and create the buy-in among school staff of valuing community partnerships (Gross et al, 2015). A CS is not like a traditional public school but requires school leaders' "dedication" to involving the "whole community in the educational process" to meet the goals of the model (Purinton Azcoitia & Carlson, 2018). To involve the community in the educational process, school leaders establish and coordinate structures, activities, and relationships that are critical to the collaborative leadership practices that lead to the success of services and programs provided to students and families. Collaborative leadership practices require the involvement of community partners, such as CS directors, in developing a shared commitment "to achieving school improvement goals" and encouraging "broad participation and collaboration and decision making" to achieve student learning outcomes" (Oakes et al., 2017). Key activities of this process include the principal meeting regularly and coordinating with CS directors to successfully integrate partners into schools.

How do Hartford Community Schools implement school leadership that supports community school model?

Principals of CSs at Hartford Community Schools have demonstrated that they value and understand the importance of community partners in numerous ways. CS directors and lead agency staff report that the practices below demonstrate that principals see community partners as "equal partners." The

practices are not inclusive of the ways that principals value and integrate partners but are reflective of leaders' partnership mindset. As one CS director described, "It's hard to say what a principal does because you either have that value and perspective or don't—you live the philosophy that partnerships are important."

Practice #1: Fully integrate community partners into school site teams to engage in collaborative leadership practices

At many CSs, lead agency staff such as the CS director or program coordinator participate on different teams that are convened regularly to coordinate and implement supports for students and families. CS directors sit on the leadership team where they meet regularly with school administrators. Some other teams include the attendance team, Student Study team (SST) (provides supports to students with academic, behavior, and attendance challenges), Positive Behavioral Interventions and Supports (PBIS) team, climate and culture team, and parent engagement team. Teams set interventions and monitor progress towards goals. CS directors sit on and even lead these teams. They collaborate with other school staff, such as social workers or behavioral technicians to provide and monitor supports to students. One principal explained the benefit of having CS directors at team meetings:

> People are surprised to hear that the afterschool partners are part of our attendance team, but why shouldn't they be? They are on all of them. They are a part of the school. We use our community partners—they aren't separate. They need to get to know the students and teachers and how the building runs. It creates a more seamless program for us. This is the poorest community in Hartford right now. So building relationships creating empathy is really important. Having community partners at the table builds community and it carries over.

Practice #2: Regularly communicate with community school directors to implement the shared vision of the schools

CS directors meet regularly with principals and assistant principals to implement the vision of the schools that are outlined in the school improvement plans and community school workplans. (These are described in more detail in the section on Effective School Data Development, Data Sharing and Continuous Improvement). Formal meetings between these staff members may be weekly or monthly, but CS directors and principals report that informal interactions, such as talking multiple times throughout a single day, are far more frequent. In these interactions, the principal and CS director collaborate to implement the common goals of serving students and families. They discuss the workplan for the coming week or month and discuss progress on the workplan including challenges or barriers to the work. CS directors categorized these interactions as a give and take, with CS directors and school leaders both contributing their ideas on how best to serve the school. For example, one CS director explained meeting with the principal to give feedback on the services, such as trauma-informed services, that teachers wanted to include in their school. One director described this

partnership as a "marriage": "You're in this together and there are moments where you agree to disagree and moments where you get the best outcomes, but it comes down to working together and asking is it the best fit for the school and the kids?"

Practice #3: Provide community school staff with school resources to support the work

Principals who value community partners provide the necessary resources, such as office space, for lead agency staff to implement their supports and services. In addition to providing space, one lead agency staff member shared that a principal carved out resources from the school budget to pay teachers to teach in the afterschool program or pay for an education coordinator that supports alignment between school day and afterschool. Aligning afterschool to the school day is a critical factor to effective extended learning supports (Maier et al., 2017).

"It works best when principal acknowledges us, invites us to be involved, be on committees, and gives us a place to have our own presence, to be a part of the team. We're more family than partner. A partner is 'we work on a project together.' When embedded in the school you're not a partner, you're a team, working together for the betterment of the young people. So when we are looked at as part of the team it works so much better."- Operations Director

Practice #4: Treat lead agency staff as school staff

Principals who demonstrate that they value partners see the lead agency staff as not just a partner but as part of the school family that is working towards improving students and their families. When principals see these staff members as part of their school community, they ensure that lead agency staff are part of school communications and attend meetings, events, and in-school professional development. For example, one lead agency staff member mentioned that they need to be in communication if schools close early due to staff development or some other event because this impacts the afterschool program. A principal commented on the importance of having lead agency staff attend school events: "When we have school events the [lead agency] is there and doing things to engage with the parents and families and proactively contributing to the fabric of the school." Treating community partners like school staff conveys to teachers the importance of community partners. Lead agency staff mentioned how leadership messaging and modeling of their value "trickles" down to teacher buy-in.

Practice #5: Give lead agency staff authority to implement afterschool programming

When principals see lead agency staff as equal partners and value their expertise, they also provide lead agency staff autonomy to implement programming they see fit. For example, one CS director explained that a principal trusts the provider to develop a plan for activities that are aligned with students' needs. Instead of micromanaging the plan, the principal asked the lead agency what resources it needed to implement the plan. Another CS director explained that the principal allowed the lead agency staff to take students on field trips because the principal knew that students could benefit from the opportunity.

Practice #6: Create awareness among teaching staff

Securing buy-in among school staff is critical to the successful implementation of the CS model. Because Hartford Public Schools experiences teacher turnover rates similar to other urban school districts,[5] it is critical to continually create awareness about the CS model among the new teaching staff. One strategy to create awareness, as mentioned above, is to integrate lead agency staff into existing school events, such as meetings or professional development. Additionally, principals have created formal opportunities for lead agencies to introduce the CS model to teachers. At one school, lead agency staff presented to teachers during in-service days before the start of the school year. The lead agency staff presented during small group rotations "what a community school is and what services they offer." Principals have also communicated the importance of community partners with teachers and negotiating to use their classrooms during the afterschool program.

What are some challenges faced at Hartford Community Schools with implementing school leadership that supports community school model?

Although CS directors and other lead agency staff mentioned ways that current or former principals demonstrated how they valued and understood the model, not all principals have exhibited these same practices. Below are some challenges Hartford Community Schools faced with implementing this condition. Hartford Community Schools is not alone in experiencing challenges. Research suggests that most school and district leaders have not been trained on how to support CSs (Oakes et al., 2017). Many field scan sites also mentioned similar challenges, with one administrator of a CS model explaining that the lack of principal support was named as a "key barrier" by other administrators of CS models across the country.

"It's definitely different—you have to be able to collaborate with a multitude of partners. Philosophically, I feel that my job is to serve the community. All of the staff here are here to do this, and if it's not what they are looking for then I'm not the right principal…. I think it takes a different kind of mindset, it's about the community, everybody, whether their kids are here or not. I see us as a hub for this community. In that respect it's different [than being a principal of a traditional school]. Having that mindset is important to have in a community school."- Hartford Community School Principal

Challenge #1: All principals do not understand the community school model nor value partnerships

CS directors and lead agency staff mentioned many instances in the past where principals demonstrated their lack of knowledge or value of partnerships. When principals did not value these partnerships nor integrate lead agencies into the school, lead agencies experienced roadblocks to implementation. These included the following:

[5] Nationally about 8% of teachers leave their profession each year. But turnover rates for teachers in schools serving a high concentration of students of color are 70% higher. Rates are almost 50% higher for teachers in Title I schools (https://learningpolicyinstitute.org/product/teacher-turnover-brief). Underserved schools lose 20% of faculty a year.

- Waiting or not being able implement programs and services due to principals not signing off on the work.
- Not being included on important communication about school events which caused lapses in programming.
- Lead agency staff (especially CS directors) not having space at the school to meet or implement programming.
- Lack of buy-in from teachers or other school staff (explained in detail below).

In field scan districts, one administrator of a CS model mentioned skills and mindsets that principals lacked, such as lack of understanding of the CS framework, the role of the CS director, or how to run a site-based leadership team and struggles with sharing leadership.

Challenge #2: Lack of systematic onboarding of new principals or support of current principals

Being a CS principal is different than being a principal of a traditional public school. Lack of onboarding for new CS principals or tailored supports for existing principals can be problematic. If principals do not fully understand the purpose of community partners or the model or do not value their partners, this can impact effective implementation of a CS model.

Onboarding process

Prior to the 2019–20 school year, the district lacked any formal CS onboarding process for new principals. Lead agency staff thought this was particularly problematic due to the ongoing turnover of principals. Many principals noted that their introduction to CSs occurred when they met with the school staff during their interview process or once they began their principalship. For example, one principal mentioned thinking a "community school" meant that the school had an afterschool program and was surprised to learn about all the services provided by the lead agency upon first meeting with the CS director. Another principal explained, "We had always talked about neighborhood schools but not about community schools…. After I met with the school governance council, I think I knew I was going to be principal, I met with all the community partners but I didn't understand the model. I just thought it was a school with a lot of partners." Because Hartford Public Schools has transitioned to converting all schools to community schools, they have instituted two new onboarding processes for CS principals: screening principal hires for prior CS experience and a new orientation process that introduces new principals to CSs.

Principal supervision and support

Lack of clear expectations or mechanisms to hold principals accountable to implementing the CS model was also mentioned by lead agency staff members as hindering their work. The current principal support system lacks tailored supports for CS principals. For example, CS principals are not provided with dedicated time and opportunity to collaborate as a cohort during principal meetings to

provide tailored professional learning or opportunities to support one another. A couple of CS principals mentioned that they would appreciate opportunities to network with other CS principals, to learn about best practices, get support with challenges, and plan on next steps.

In addition, the district does not have any formal guidelines or framework to outline effective qualities of CS leaders or how they should operate. In principals' one-on-one meetings with their supervisors, conversations have included ways to better leverage partnerships but not necessarily any supports or expectations about other aspects of CSs. One principal supervisor said, "I don't think we've laid out particular expectations or strategies for those principals aside from their school improvement plan. The ongoing monitoring of that relationship is not one that is necessarily on our radar. We don't have a defined strategy for it."

Challenge #3: All teachers do not understand the community school model

Another challenge expressed by lead agency staff, principals, and school staff (including current teachers) is the lack of understanding and valuing among teachers of resources community partners can provide to students. These staff members explained that some teachers think the only service a lead agency provides is an afterschool program or funding for events like pizza parties. One school staff member who was formerly employed as a lead agency staff member commented that teachers used to view staff who led afterschool programs as "glorified babysitters." CS directors and school staff considered it critical to increase teachers' awareness about the CS model because it allows lead agency staff to support students in the classroom and collaborate with teachers to better serve students. For example, school and lead agency staff thought lead agency staff provide important insight into students because these staff members encounter students in venues outside of the classroom, such as afterschool programs. Moreover, teachers are more likely to provide classroom space to the afterschool program when they value the services provide by partners.

What are promising strategies used at other community school models to implement school leadership that supports community school model?

To better prepare and help principals be effective leaders, other CS models represented in the field scan were observed. They used different strategies when hiring, onboarding, and supporting principals.

Mechanisms to hiring, onboarding, and supporting principals

Strategy #1: Hire those invested in the mission of CS

The process Oakland Unified School District (OUSD) uses for hiring new principals entails a performance-based aspect that includes an understanding of family and community. At United Way of Asheville and Buncombe County, United Way staff meet with district administrators in charge of hiring and advocate for the hiring of principals who want to be part of the CS. In the interview process, administrators discuss the CS strategy with principal candidates as well as the mindset and skill set

required to be the principal of a CS. In Greater Lehigh Valley, United Way has been invited to participate in any new Principal hire of existing or soon to be Community Schools and provide feedback on perceived fit to leadership style and mindset to the CS model.

Strategy #2: Creating specific onboarding practices

The ABC Community Schools Partnership in Albuquerque holds a Principal Academy (Community School 101) to establish a foundation for new principals. OUSD has a principal orientation, and a CS administrator meets one-on-one with principals. Both models recognize that these orientations are not enough to support principals. To better assist with the onboarding of principals, the ABC Community Schools Partnership, with the University of New Mexico and the State Department of Public Education, is in the early stages of developing a principal microcredential on CSs. Greater Lehigh Valley has hired a CS network director who meets with all new principals to orient and onboard them. Further support is offered through lead partners during monthly core team meetings.

Strategy #3: Evaluation framework to hold principals accountable to effective leadership practices

In partnership with its principal union, OUSD developed a school leadership framework (see Appendix E for an example of the framework) that includes CS leadership skills. All principals are evaluated on that domain, but only when principals choose to develop specific skills in that domain do principals and their supervisors explicitly discus CS leadership practices.

Greater Lehigh Valley created a CS principal profile that has been further validated through research conducted by College of New Jersey (Appendix F). The profile includes supports principals have indicated would be helpful. It articulates the attitudes, behaviors, and actions the group expected to see in principals of CSs. It was based on CS principals Greater Lehigh Valley identified as excellent. Greater Lehigh Valley presented that profile to district leaders in a few districts and encouraged them to keep it in mind as new leadership was hired.

Strategy #4: Ongoing support for principals

To provide ongoing support to principals in Cincinnati Public Schools, the staff at the community partnerships office and principal supervisors collaborate. Each principal supervisor and each community partnerships staff member provides one-on-one support to principals of schools from a specific region. These regions overlap which allows for a coordinated approach. Many CS models recognize the difficulty in convening principals into cohorts during the school day. One district had quarterly meetings with principals but struggled with attendance. Albuquerque Public Schools is also testing this strategy and has created a position of Principal Support Staff: Community Schools. The person in that role is responsible for one-on-one coaching as well as working with exploring schools' capacity to assist with readiness to implement the model. At United Way of Asheville and Buncombe County, summer planning retreats are used as opportunities for the principal and CS coordinator to develop goals and actions steps for the upcoming school year. In a learning cohort, principals and CS

coordinators conduct self-assessments using the Community School Standards, study Adaptive Leadership practices, and focus on equity as the guiding principle of CSs.

Recommendations

RTI recommends that Hartford Public Schools and community partners implement the various promising practices and strategies implemented by Harford Community Schools and the field scan sites described in this section to support effective collaboration between school leadership and community partners. The additional recommendations mentioned below are those prioritized by stakeholders during the sensemaking session or the study process.

Recommendation #1: Provide ongoing support for principals from onboarding through principal supervision

Principal understanding and support of CSs is a key lever for the implementation of the CS model—and it is a key barrier when principals learn on the job. Hartford Public Schools has already begun to build a new principal onboarding process as Hartford increases the number of Tier 3 and 4 schools. Ensuring principals receive ongoing support, such as meeting as a small cohort or with principal supervisors, will also support their practice. Adapting a metric, such as that developed by Greater Lehigh Valley or OUSD, would provide a framework that clarifies roles and expectations for the position.

Recommendation #2: Develop a university partnership to create a microcredential for community school principals

Another recommendation prioritized by stakeholders was the goal of developing a university microcredential for principals that would provide even greater training and support for principals while having the extra benefit of developing a university partnership. CS stakeholders already have relationships with university partners that can support this process. Although CS and lead agency staff knew that developing a microcredential was a long-term goal, they felt that the principal is key to the model and proposed devoting resources to developing a partnership now.

Recommendation #3: Enact a teacher onboarding and retention plan

Just as CS staff identified principal knowledge and support of CS as necessary for the model to succeed, they also identified teacher turnover as a barrier to CS implementation. They believed that teacher turnover was high and impacted the entire school's ability to support its students and they also argued that teachers were unaware if the CS model which impacted CS staff ability to work with teachers and support their efforts both during the school day and in afterschool. To that end, CS staff proposed developing an onboarding and retention plan.

Note that a 2009 study by the National Council on Teacher Quality (Cohen et al, 2009) identified a number of strategies to recruit and retain teachers in Hartford Public Schools, including recommendations regarding compensation, transfer and assignment, work life and school climate, and

developing teachers. Examining the efficacy of these ideas for Hartford Public Schools currently is beyond the scope of this research, but a review of the findings may be worthwhile in light of this recommendation. This recommendation also aligns with the ERS (2017) recommendation that "Hartford Public Schools should accelerate the hiring process for teachers; use teachers' strengths and interests to inform assignment to schools and leadership roles" (p. 20) by proactively developing partnerships with preservice programs to find teachers who have a strong interest in community schools.

Recommendation #4: Develop university partnerships with preservice teacher programs

CS staff believed that developing relationships with preservice programs would improve teacher awareness and understanding of CSs and ensure a better fit between the teacher and CS. Partnerships could range from having state college preservice programs teach about CS to having specific programs in which teachers do their preservice teaching in CSs. Building awareness, understanding, and relationships benefits both partners—CSs would have a larger pool of qualified candidates, and preservice teachers from programs that provide training on CS would have an advantage in finding a job in those schools.

Condition: Family Engagement

Why is it a key school condition?

Family engagement is a key element of the CS strategy. Authentic family engagement values parents and families' assets and involves parents in decision making to support their students' education. CSs create a welcoming environment for all families and make the schools hubs by providing services and educational opportunities to families (Maier et al., 2017). By engaging families in these ways, CSs create the conditions to support student success by creating stronger connections and trust between home and school, increasing parent capacity to support student learning and improving families' well-being (Maier et al., 2017).

How do Hartford Community Schools implement family engagement?

Hartford Public Schools has recently created a new office of Family and Community Partnerships to better support family engagement. This office is in the process of developing a systematic approach to community and family engagement district-wide. This section mainly reports on the practices used by lead agencies to support family engagement that could be furthered leveraged as this office grows.

Practice #1: Lead agencies engage families in decision making

Lead agency staff shared a few methods for gathering parents' input to inform decision making around the school programs provided to youth and adults. One school implemented a morning forum called "second cup of coffee" because parents reportedly did not appreciate the formal structure

of the parent teacher organization (PTO). At this monthly forum that meets the Thursday morning after the Tuesday evening PTO meeting, parents gather to review issues discussed at the PTO meeting in a more relaxed atmosphere. Full breakfast is provided as well. Due to the success of this format in fostering connections with parents, another school implemented the same format.

Lead agencies also convene parent advisory committees that meet twice a year or quarterly to gather feedback about programs, including afterschool programs. At one parent advisory committee, the lead agency staff gathers parents' feedback on desired resources and informs parents about the resources the lead agency can provide. Lead agency staff members also ask for feedback on how their programs can be improved and how they can better integrate parents at the school. Holding these advisory committees directly after school when parents pick up their students was suggested as a key strategy to increasing turnout.

Practice #2: Build family/parent capacity through classes and workshops

Many schools provide classes and workshops for adults that build their capacity. For example, a few schools provide GED or diploma classes and ESL classes for Spanish-speaking parents. At one school, 10 parents were in the process of completing the diploma class. One school provides weekly workshops for parents based on their educational and personal interests. Some topics included soap making, starting a business, and a resume workshop. The school's family community school support service providers (FCSSP) reported that as a result of participation in these workshops, a few parents were able to start their own business.

Practice #3: Create a welcoming hub for families

Family resource centers at four community schools provide a space for parents to gather and create community. The lead agency employs parent educators and family resource coordinators to implement activities at these centers Family resource coordinators or parent educators collaborate with the school's FCSSP to implement programs and services for families. These staff members build trusting relationships with families while supporting them with a variety of needs, such as providing them with uniforms or school supplies and connecting them with resources outside of the school. Parents can access these centers during the school day and use the computer technology as needed. The FCSSP and CS director or CS coordinator were named by parents as one of the top three staff members at the school with whom they interacted. One family member explained why she interacted with the CS director: "She gets things done; she'll understand things from my cultural perspective."

What are some challenges faced at Hartford Community Schools with implementing Family Engagement?

Challenge #1: Engage families authentically across the entire school

All schools noted challenges engaging families, especially engaging them in the School Governance Council. Many of these challenges are documented in the FourPoint Education Partners (Deich &

Neary, 2019) report to Hartford Public Schools, such as the lack of financial resources, lack of an effective framework of family and community engagement, and inconsistent expectations for the district's family liaison roles. This report was commissioned to inform the direction of the new Office of Family and Community Partnerships and provided a series of recommendations to improve the district's approach to these partnerships.

Challenge #2: Measure authentic family engagement

District staff noted the difficulty with measuring authentic family engagement beyond participation numbers.

What are promising strategies used at other community school models to implement Family Engagement?

CS models in the field scan noted challenges with measuring authentic family engagement. Even though these models defined effective family engagement more broadly, they acknowledged that the easiest metric for family engagement is parent participation at school events or committees. To move beyond measuring quantity to examine quality of engagement, the ABC Community Schools Partnership in Albuquerque is examining family members' quality of participation at site-based councils. It examines the extent to which schools have an "actional voice" as opposed to merely attending as a token participant. Both the ABC Community Schools Partnership and United Way of Asheville and Buncombe County also examine the category of stakeholders that participate in events or site-based councils to assess whether they are reaching the most marginalized communities. For example, United Way of Asheville tracks the neighborhoods of families that attend local homework events. Thusly it can target neighborhoods that are not as well represented, such as those neighborhoods historically mistrusting of schools. In addition to these approaches to tracking quality of family participation, one site, ABC Community Schools Partnership (Albuquerque), asks CS coordinators to contribute monthly stories about students and families using the Harvard Family Research Project "build your case" framework to generate data using the question "Is anybody better off?"

Recommendations

RTI recommends that CS staff and community partners implement the various promising practices and strategies implemented by Harford Community Schools to make schools welcoming hubs for families, including engaging families in decision making and building family capacity. The newly formed Office of Family and Community Partnerships aims to improve the measuring and tracking of family engagement. Unfortunately, Hartford Public Schools' challenges with measuring effective family engagement are shared with many of the field scan sites. But some of the field scan sites' approaches can be used by Hartford Public Schools. The following recommendations combine the experiences of the field scan sites and knowledge of recommendations from stakeholders during the study process.

Recommendation #1: Develop metrics that capture the on-the-ground work of family engagement

Hartford Public Schools should gather data that capture the work it is already doing at the program level, including the use of the food pantry, use of the family resource center, and GED preparation, and use that data for continuous improvement. CSs are providing these services but their impact is not known.

Second, if relevant staff could be trained on and enter this data into the Efforts to Outcomes system, then CS staff will be able to analyze data in various ways. Staff can begin with basic metrics such as the following:

- How much did we do?
- How well did we do it?
- Is anyone better off? What percentage of people are better off?

From here, staff may be able to disaggregate data across sites, looking for patterns, examining similarities and differences, and noting which communities are making better use of the resources. It can also show that needs may be great across all sites, highlighting a major community need. The next section describes how leveraging data across multiple sites can highlight broader needs of the community (see Strategy #2: Leverage partners across multiple schools using data in Effective Partnerships and Collaborations).

Recommendation #2: Use community-wide measures of well-being and health

While the recommendation above focused on program level data and how to use that data to understand patterns in a community, this recommendation suggests that CSs collect community-wide data to understand the well-being of their community. Ultimately, community level-data provide a way to identify key community needs and to track changes over time; combining this with program-level data helps to identify if programs implemented to meet these broad needs are being implemented well.

Community partners can collect data on the broader needs of families to identify potential areas to provide support, including how families' basic needs are being met (whether they have access to medical care, dental care, mental health care, or housing needs). While CSs cannot provide everything, capturing broader needs can help CSs identify where the greatest need is and potentially identify other providers and/or shift their own resources to address greatest needs. The Family Center may be a potential partner.

As new needs are identified and strategies are developed, it is important to continue to build a data system that can capture the work that is being done. It is also important to understand that family engagement and its impact is difficult to measure. It is okay to start simply and build a system that

captures more of the work and more of its impact. When examining the data for continuous improvement, identify data holes and capture the best data possible to provide more information.

Condition: Effective Partnerships and Collaboration

Why is it a key school condition?

The success of the CS model requires effective partnerships and collaboration between school staff and community partners. The Community School Standards articulate that partnership and collaboration are necessary to create the conditions that enable all students to learn (Institute for Educational Leadership, 2018). By working together, school staff and community partners "assess issues, make plans, and improve practices" to ensure supports, programs, and practices are integrated and aligned to meet students and families' holistic needs (Maier et al., 2017, p. 65). Coordination between school and community partners also provides mechanisms to align afterschool programs to the school day, which is a key feature of effective extended learning programs (Oakes et al., 2017; Maier et al., 2017).

How do Hartford Community Schools implement effective partnerships and collaboration?

Hartford Community Schools implements a few practices that support lead agency and school collaboration. It also implements practices that support lead agency and community-based partner collaboration, which is critical because lead agencies contract with multiple CBOs to provide services during and after school. Practices outlining both types of collaboration are outlined below.

Practices to support lead agency and school and/or district collaboration

Practice #1: School staff and lead agency staff collaborate to serve students and families

The CS director and other lead agency staff members sit on multiple teams where they collaborate with school staff to plan and provide services to students. These teams include SST, PBIS team, the attendance committee, climate and culture team, parent engagement team, and event committee. At meetings, staff typically discuss the school goals related to the team and how the lead agency staff can best meet those goals. At one school, for example, the CS director, special education teacher, and school intervention specialist convene as an SST. This group provides interventions for selected students who are struggling academically or with low attendance. SST meets with the families of the selected students and develops a plan to meet students' needs. The group then meets every three to four weeks to ensure the plan is working. At another school, one CS director explained collaborating with members of the academic team to meet literacy goals.

Lead agency staff members reported that being on these teams is beneficial because they better understand the needs of students who attend their afterschool programs and because it allows them to

build trusting relationships with the school staff. School staff (i.e., social workers and intervention specialists) also noted the importance of having lead agency staff on the teams. One said, "It helps to have [the CS director] and other [lead agency] staff in those meetings. They know the students in a different way so it's vital to have them at these meetings."

Practice #2: Employ former or current teachers and administrators to support alignment between school and afterschool program

Lead agencies or certain schools have employed former or current teachers or administrators to support the implementation of academic and enrichment programs after school. Called "education coordinators" at some schools, current teachers are employed by the CBO or funded through the school's existing budget to align the afterschool work to the school day. The CS director, the education coordinator, and afterschool lead work together to ensure afterschool work is aligned to school day work. Education coordinators review existing afterschool curriculum, develop new curriculum, train afterschool program staff on best practices for literacy or math, supervise tutoring, and observe and support afterschool staff with the implementation of lessons. For example, one education coordinator developed phonics lessons for students struggling with reading. This coordinator also developed math lessons that "mimicked" classroom lessons taught by teachers to give students "reinforcement." Training and support for afterschool program staff on teaching strategies are key because those staff members do not have a teaching background.

Three lead agencies have hired former teachers or administrators to support their CSs in this function, such as for training and review of curriculum or lessons. This eliminated the need for individual schools to hire individual education coordinators.

Practices to support lead agency and community-based organization collaboration

Practice #1: Hold monthly or quarterly partnership meetings

CS directors convene CBO partners either monthly or quarterly to build relationships, coordinate implementation, and assess progress. For example, one school hosts monthly partner meetings facilitated by the CS director. At those meetings partners provide updates on their activities and share the school's monthly calendar of events so they are aware of other partners' events and not duplicating services. CS directors explained that it is necessary to build trusting "neighborly" relationships with partners because they are all sharing the same space and serving the same students. Another CS director schedules quarterly partnership meetings with CBOs where they assess implementation of programs and discus areas for improvement and additional support. One school also convenes all partners at the beginning of the year as a kickoff and to develop the yearly calendar. As a result of these conversations, the Hartford Public Schools CS manager recognized new partnerships forming between organizations to better serve students at their schools.

Practice #2: Establish processes for ease of coordination

To ensure collaboration and coordination with partners is seamless, one school assigned one lead agency staff member as the point person for all community partners, whether working during the school day or after school, which led to more seamless coordination. The lead agency staff also described the importance of having a detailed memorandum of understanding (MOU) between each CBO partner and school to establish clear expectations. For example, this lead agency's MOU details the number of classrooms needed to provide services and the number of people the CBO expects to serve. One lead agency staff member explained the benefits of clear expectations: "It's beneficial to be very upfront about expectation for both sides so we can say 'this is what we were hoping to accomplish from this partnership' and then be able to see if we are."

Practice #3: Vet and evaluate partnerships

CSs select new CBO partners by identifying students and families' needs. To ensure the partners are the right fit and have the capacity to effectively serve students, lead agencies go about different ways of vetting and evaluating partners. One lead agency administers a partnership evaluation survey that is sent out to each CBO partner at the end of the year to rate how well the partnership was implemented. The lead agency staff evaluate the CBO partners as well. When it comes time to establishing partnerships for the following school year, the lead agency staff uses these survey results in addition to assessing whether the CBO implemented programs and services detailed in the MOU as part of the decision making process. Survey results are also used to evaluate how the lead agency can provide better supports to CBOs. Partnerships are also evaluated using feedback from students and families gathered through focus groups and surveys (see the section on Effective School Planning, Data Development, Data Sharing, and Continuous Improvement for more details).

Having a strong vetting process before the lead agency enters a partnership can also ensure partnerships are of high quality. One lead agency explained that it had a multistep process to vet partners. Prior, the responsibility of vetting partners rested on CS coordinators, but this lead agency decided to create a staff position to help CSs vet partners. First, the lead agency staff has an informal meeting with a potential partner to explain expectations and the needs of youth and learn how the potential partner aims to serve youth. At this point, the lead agency learns how aligned the potential partners' services and mission are to its own mission and the school's needs. After this first meeting, the lead agency will then gather feedback from other organizations that have partnered with the potential partner in the past. Several more meetings will take place to ensure a good fit before embarking on the MOU process.

What are some challenges faced at Hartford Community Schools with implementing effective partnerships and collaboration?

Challenge #1: Selecting the right partners

The lead agency staff has relationships with multiple CBO partners to provide services. But many partners are often chosen because of past relationships or tenure at the school, not necessarily because of effectiveness or alignment with student needs. Self-reported feedback from partners is helpful but staff feel the partnership evaluation method can improve.

Challenge #2: Duplication of efforts at the district level

A few staff members mentioned challenges with districts duplicating efforts at schools, such as attendance initiatives. Similar challenges were also mentioned by CS models investigated during the field scan.

Challenge #3: Partners may find it challenging to work with multiple lead agencies

Because each lead agency uses different policies and practices when partnering with CBOs, CBOs who work with multiple lead agencies may find it challenging. RTI only interviewed one CBO and the partner reporting this challenge. The CBO partner provided afterschool enrichment services to multiple CSs. The CBO partner explained that each lead agency had a different registration and orientation process, start and end times of afterschool programs, and format for how classes were offered (once a week versus 4 days a week). These differences made it challenging to oversee programs and teaching staff. The CBO partner made the following recommendations on how to standardize the process:

- Standardize the number of students in an enrichment class.
- Standardize the deadline for student registration into classes.
- Create a calendar of when there will be no afterschool program.
- Standardize a policy in each MOU that there be an assistant in the room with the enrichment teacher.

What are promising strategies used at other community school models to implement effective partnerships and collaboration?

Strategy #1: Vetting new partners

OUSD, Sun County Community Schools, and Community Schools in Greater Lehigh Valley solicit partners through a request for proposals (RFP) process. In OUSD, the partnership office reviews responses to the RFP and approaches schools with potential partners. The OUSD CS administrator explained that not all matches are successful immediately and may take some coaching of the school or of the partner to accept the match. At Community Schools in Greater Lehigh Valley, the RFP solicitation is very specific about the services requested in order to align with the CS model's goal of

increasing by 50% the number of 3rd-graders reading on grade level by 2022. At the end of the year, CS administrators reviewed all the partnerships; requested feedback from partners, principals, and schools; and analyzed data. They presented these data to their partners and asked for feedback on how to improve the RFP requirements to better align to the schools' needs.

Another way of vetting a partner is by conducting a short-term pilot with a new partner at one school to determine the success of the program. The ABC Community Schools Partnership in Albuquerque uses this approach. After the pilot, CS administrators decide whether to continue the partnership in other schools.

Strategy #2: Leverage partners across multiple schools using data

To leverage effective partnerships across multiple schools, CS models in the field scan analyzed trends across various sites to scale partners. For example, the ABC Community Schools Partnership in Albuquerque noticed many referrals for domestic violence services. Based on this need, it partnered with a legal organization that held a training for CS coordinators.

This led the ABC Community Schools Partnership to see that the needs were much broader than had been identified. It has focused on eviction prevention which has led to the University of New Mexico Law School Economic Justice Clinic not only representing families facing eviction but also training all CS coordinators in what a legal eviction is and how to assess families' situations and connect them to the appropriate resources. This also led to a private grant to pay for stabilization costs and court fees while the law clinic assesses families' situations. This work led to a ABC Community Schools Partnership and one of the law students drafting a bill to introduce the eviction prevention statewide to support all CSs (the bill was not passed but many legislative supporters are prepared to pass it in their next session). The ABC Community Schools Partnership is also piloting a Medical Legal Alliance through the school-based health center at one of the CSs (takes referrals from all schools but is based in one) that is an expansion of an existing University of New Mexico program. The health providers work hand in hand with the law school to ensure that people have legal support in a broad array of areas from housing to LGBTQ.

Community Schools in Greater Lehigh Valley examines its year-end reports to analyze trends in services and needs. CS administrators brought these findings to district partners, and together they decided on partners to support behavioral health. At Cincinnati Public Schools, schools make decisions about their partners at the local level, but the district partnerships office also creates partnerships based on district goals, such as attendance or serving homeless students.

Strategy #3: Provide professional development to CBO partners

To build the capacity of partners who provide services to schools, Community Schools in Greater Lehigh Valley invested resources into professional development or training. Results from the partnership evaluation identified a need for funded CBOs to improve their use of data and identification of

effective performance measures. Community Schools in Greater Lehigh Valley developed a series of professional development opportunities to meet these needs.

Recommendations

RTI recommends that Hartford Public Schools and community partners implement the various promising practices and strategies implemented by Harford Community Schools and the field scan sites described in this section to support effective partnerships and collaboration between schools and CBOs. The recommendation below outlines some key strategies the newly formed Office of Family and Community Partnerships can implement as Hartford Public Schools scales CSs across the district.

Recommendation #1: Establish central systems to ensure partnerships are effective

To better assist the Office of Family and Community Partnerships in supporting partnerships district-wide, the district should continue to follow the recommendations written in a recent report from ERS (Education Resource Strategies) (2017) to implement a central system to ensure partnerships are effective.

ERS suggests that the district implement a central system in which

- "Partners are chosen from a centrally managed short-list of high-quality and cost-effective organizations
- Partnership goals and performance measures align with specific school goals
- Partner staff is included in faculty team-building and training to build an aligned and connected school community
- Regular meetings with partners occur to monitor service delivery and solve problems to ensure goals are being met
- Other potential partner organizations are considered to ensure school is getting the maximum value and quality" (p.16)

The office is implementing some of these recommendations. Because various central office departments can develop their own memorandums of understanding (MOUs) for specific needs (i.e., the college and career readiness office can create MOUs with a university partner), MOUs were not centrally housed. The office is aligning all the partnership MOUs in the district. As a result of this alignment process, Hartford Public Schools could pull up all the partners with which it has relationships. This is the first step in developing a centrally managed list of high-quality partners.

Second, the office is creating an evaluation tool that can be used by school staff to vet new partners. These evaluation tools should include descriptions of how potential partnerships align with school goals. School staff members in the new Family and Community Support Service Provider role and

CS directors and staff are convened monthly to deliver professional development, troubleshoot issues, and provide support.

Condition: Effective School Planning, Data Development, Data Sharing, and Continuous Improvement

Why is it a key school condition?

Using data to develop school plans and engage in continuous improvement is a key practice outlined in the Community School Standards. By using data on student achievement and a community needs assessment, CS directors, working in collaboration with school leaders, create plans to address students and families' needs through integrated supports and extended learning time. These plans also include goals and indicators to measure progress of the implemented programs and supports. Once schools have plans in place for the school year, they are then able to track their progress through ongoing data collection and regularly analyzing the data to make improvements. Having established systems and processes to support data use is critical to ensure schools are truly integrating their supports to students and providing effective out-of-school-time programs that are aligned with school goals (Oakes et al., 2017) as well as assessing the effectiveness and quality of those supports and services. The Community School Standards articulates that data sharing agreements between schools and community partners should be in place to support the CS directors' school and partnership data collection and analysis (IEL, 2018).

How do Hartford Community Schools implement effective school planning and continuous improvement?

In focus groups and interviews, CS directors and other lead agency staff members shared how they implemented planning, data use, and continuous improvement practices in their work. They also shared many challenges that prevent implementation.

Practice #1: Develop workplans

All CSs reported that they used data to inform the services and supports that lead agencies provide to students and families. They used a variety of data, such as test scores, attendance data, and needs assessment data along with principal input to develop workplans. Workplans are separated by different domains (e.g., student, family, school, and community). Under each domain, the lead agency outlines goals and planned activities or strategies to reach the proposed goals, time frame for implementation, staff responsible for implementation, how activities link to school and district plans or the Theory of Change, resources needed to implement the plan, whether implementation is on track or delayed, and outputs and/or challenges to implementation.

Typically, the school administration develops a School Improvement Plan (SIP) that outlines the school's goals for the year and area of focus. Once the SIPs are developed, CS directors develop a CS workplan to ensure their plans support the school's goals. School staff provide aggregated school-wide data to help develop the workplan. Some schools also implemented community needs assessment processes to assess school needs. CS directors also conduct regular meetings with principals to discuss how the lead agency should provide services to meet the goals. Based on identified needs, either the school's lead agency provides the aligned services or the CS director brings in an external partner to meet those needs. One CS director explained,

> The principal might say we need social emotional learning or behavior health needs for the school, so we would find a partner to come in to help provide support in that way because maybe the school has only one social worker. So it's not just data, it's the principal stating needs. Or we see a lot of kids coming in with no coats, so we might set up a coat drive. Or we want to make sure our young people are receiving tools for college and careers. So we will plan around that.

Practice #2: Use multiple sources of data for continuous improvement

To assess the effectiveness of their afterschool programs, lead agencies collect multiple sources of data. First, some lead agencies conduct pre- and post-tests in their afterschool enrichment programs to determine whether the programs succeeded in the intended growth areas for students. A CS director explained that the education coordinator creates pre- and post-tests for math and literacy to determine improvement due to afterschool tutoring. However, one lead agency member reported that students disliked taking tests in the afterschool program because tests were similar to those students took during the school day.

Second, lead agencies collect feedback from students and families about existing programs and whether other programs would better meet students and families' needs. One CS director reported that two separate focus groups with family members and students were successful ways to get feedback. Focus groups were recommended over paper surveys because the focus groups allowed the staff to get more substantial information. Another CS director found student surveys helpful. In those surveys, students were asked for feedback on the types of programs they would want to have in the future. Students reported that they liked homework help and wanted more trips in the afterschool program. A lead agency administers a set of surveys each year: a student survey and a parent satisfaction survey. One CS director mentioned how surveys were helpful because parents shared their recommendation that parent events start at 5pm instead of 4:30pm because parents were still leaving work. Parents also shared their communication preferences.

One lead agency also reported annually collecting data from the National Youth Outcomes Initiative which focuses on youth development measures such as conflict resolution, safety, and how well students engage with staff. The lead agency staff can look at year-to-year differences to assess trends.

Workplan reporting processes also provide opportunities for monitoring and continuous improvement. Each school provides monthly reports to the CS manager that documents progress towards key goals. Monthly reports are based off each school's workplan. As noted above, the staff documents whether implementation of strategies are on track as well as any challenges to implementation. The CS manager reviews these workplans monthly and troubleshoots challenges with CS directors during monthly group or bi-weekly one-on-one meetings. HPSS staff and community partners also conducted yearly site visits which provided an opportunity to discuss improvements to the overall strategy. Staff used a rubric from Children's Aid that outlined different Stages of Development of CSs to rate schools.[6] An HPSS staff member reported that summaries from the site visits were given to lead agency staff but a few lead agency staff mentioned these summaries were not an opportunity for lead agency staff to receive meaningful feedback.

What are some challenges faced at Hartford Community Schools with implementing effective school planning and continuous improvement?

Challenge #1: Lack of direct access to school data through PowerSchool

To successfully align CS services to students' and families' needs, lead agency staff should have access to various data that identify these needs. In fact, having data sharing agreements in place to share student data among school personnel, CS coordinators, and community partners is a Community Schools Standard. However, Hartford Public School's policies do not provide lead agency staff direct access to student-level data in PowerSchool. CS directors and lead agency staff must ask school staff to provide these data. School staff members often but not always provide the data, but there are delays in responding due to their other responsibilities. Multiple CS directors and lead agency staff find lack of access to the data challenging to planning effectively to meet students' needs. One CS director explained, "The [CS] workplan needs to be aligned to the SIP and the data that is driving the SIP. I can't see the data to know. I have to work based off data that is given to me. If someone says, 'this is a need' or 'a student needs this' I need to see the data, not just do something based off what someone said. Then I need to ask for the data and then wait for someone to give me data." This challenge was mentioned in earlier Hartford CS evaluations.

Other lead agency staff members explained how lack of access to PowerSchool not only affects the planning process but impacts their everyday work at the school supporting students' needs. This included not being able to access students' contact information to contact family members in cases of emergency or log into the system to add information about students. Some CS directors or other lead agency staff sit on the SST and work with a caseload of students. Without access to PowerSchool, they are not allowed to enter information on how students are faring. One lead agency staff member explained, "I can't see my student's grades. I get an attendance list to see when they are absent, but I can't see how many absences they have. And my responsibility in my role is to pull a list weekly who are chronically absent, and without that it's really hard to get that work done." Another lead agency

[6] The four stages of development included Stage 1: Exploring, Stage 2: Emerging, Stage 3: Maturing, and Stage 4: Excelling.

staff member said, "[It would also be helpful to have] benchmark data, data from assessments throughout the year to know if students are at grade level or not since we often get asked to be more intentional about the youth we are serving. If we have trouble identifying which students are below grade level, that's a problem." Lack of access also complicates CSs ability to identify appropriate students for supports and makes it more difficult to track how students served are doing, which limits the ability of CSs to engage in continuous improvement processes to support students.

Lack of access to PowerSchool also impacts the lead agencies' ability to assess the effectiveness of their programs. One CS director explained, "[Lack of access is a] problem because we're required to make academic gains but don't know if we are doing it. We have to ask students to bring us their report cards. We don't have access to the achievement data." One principal summed up: "[Lead agency staff members] are working with the kids every day. Why can't they have access to systems as simple as PowerSchool? That would make them work more efficiently and effectively."

Challenge #2: Inability to assess the effectiveness of school day services

Although lead agency staff members can monitor progress towards workplan goals and examine the effectiveness of their afterschool programs, they do not have data systems or monitoring practices to asses effectiveness of programs and supports provided to all students during the school day. For example, one lead agency staff member explained, "So if we're doing guided reading, how do we track the kids in that class from when they started to the end? Is there a difference between them and other students in their class?" A CS director explained that it is difficult to assess the impact of mental health services on all students that receive that support because it is difficult for them to get the data and the data is in multiple data systems.

To remedy this challenge, lead agencies are monitoring selected cohorts of students receiving different services, including afterschool programming, to assess the effectiveness. For example, one lead agency moved to a case manager model to support individual students. The lead agency selected 15 students in each grade level by certain criteria, such as chronic absence or behavior issues, and are tracking their growth over the school year.

Administrators of different CS models across the country report similar challenges with evaluating the effectiveness of school day services for specific students. The administrators lack databases that allow them to track participation in programs and services and link them to student success. Some field scan sites are tracking individual student interventions using spreadsheets, and an assessment of effectiveness of specific interventions for students are examined at the school level, not district-wide.

What are promising strategies used at other community school models to implement effective school planning and continuous improvement?

Strategy #1: Create data sharing agreements with community-based organizations

Many CS models across the country have created agreements between school districts and CBOs to ensure CBO staff (especially CS directors) can access student-level data to effectively identify appropriate services for students and monitor progress. These models acknowledge districts' hesitancy to create data sharing agreements with CS directors due to Family Educational Rights and Privacy Act (FERPA) regulations. But the models suggest districts take steps to establish agreements because access would ensure better services to students.

To provide CS directors access to the data systems, United Way of Asheville and Buncombe County, Cincinnati Public Schools, United Way of the Greater Lehigh Valley, OUSD, and Sun Community Schools (Portland) developed data sharing agreements (see Appendix G for examples) with school districts that recognize CS directors as agents of the district. CS directors sign confidentiality agreements to access these data systems. At some districts, CS directors can only retrieve data, but in others, they can enter data.

In addition to creating data sharing agreements that allow CS directors to access data systems, United Way of Asheville and Buncombe County created an Early Warning Response System (EWRS) that multiple CBO partners can access alongside their school partners. This system pulls student attendance data, behavior data, and core course grades on a regular basis. School and community partners can share their established interventions and supports and student program enrollment, make referrals to community partners, and retrieve outcomes data for students enrolled in partner programs. CBO partners can run reports, filtering by demographics and programs or interventions as well as early warning indicator levels. This system was codeveloped between district and CBO partners. To codesign the data sharing agreement, Asheville district, school, and CBO partners studied early adopters of the EWRS model (such as Spokane, Philadelphia, and Phoenix) and used those systems to successfully implement data sharing practices aligned to FERPA regulations. Those models informed Asheville's policy. Key factors that contributed to the successful adoption of the policy, as reported by the United Way of Asheville and Buncombe County administrator, include the following:

- Codesigning policy between the district and partners: "It was not just CBO pitching to district but school and community partners designing together and realizing that sharing data allow us to go farther and faster together"
- Gaining initial buy-in from the superintendent and key community leaders
- Grounding the EWRS strategy on data sharing agreements that are evidence based and grounded in federal law
- Using evidence from other districts to develop a thorough design

CS administrators have not encountered any parents access to these data. At Sun Community Schools in Portland, parents are presented with a release that explains the partnership and requests their permission to allow the district to release data to the other agencies. Parents do not have to say yes to participate. At the United Way of Asheville and Buncombe County, to gain consent, partners explain the benefits of data sharing agreements between multiple partners serving students and embed parent consent in community partner enrollment forms which are then shared with districts.

United Way of Greater Lehigh Valley is developing a regional data information exchange across all 17 school districts. This will allow districts to input their academics, attendance, and behavior data into a portal. Additionally, service providers would be able to create reports filtered by the students they are serving. Schools and service providers would be able to access their data on a weekly or bi-weekly basis. While United Way of Greater Lehigh Valley acknowledge the challenge with creating a new data system into the "already burdened" data system, they hope that this system would be more efficient and provide the opportunity to assess individual student-level impact. For example, the United Way are hoping this regional data system would allow a school to pull all the different interventions it is implementing, track which students are receiving particular interventions, and create reports to examine which programs are producing the best outcomes.

Strategy #2: Collect various sources of data to monitor effectiveness of community schools

CS models in the field scan use a variety of systems and frameworks to collect data from schools and monitor the effectiveness of the CS strategy. These models noted challenges with collecting student-level intervention data; a few are developing new systems to streamline those processes. For example, Cincinnati Public Schools is currently developing a new data system to better track student level intervention data.

Schools are asked to report data at different intervals (twice a year, quarterly) to CS administrators or coordinators. The main data collected by these models include attendance (e.g., chronic absenteeism), behavior (e.g., number of suspensions) and academics (e.g., test scores or grades). In Sun Community Schools in Portland, CSs are expected to increase student achievement by 10% from the previous year. To measure success at the high school level, they are focused on number of credits and on-time graduation. Other metrics or data points collected by CS models are as follows:

- OUSD assesses the effectiveness of partnerships, such as how partnerships are working, the resources partnerships are bringing, and the extent to which partners are vetted and aligned to school needs.
- Austin Independent School District developed a universal screener score used for middle and high school students called the "Reliable Integrated Trend" Score, or "RIT" score. This is a composite score composed of failing grades, unexcused tardies, unexcused absences, and office discipline referrals or suspensions. The higher the score, the more at risk the student is for dropping out. These RIT scores are used by school staff to identify and provide intervention services for students. CSs' RIT scores are expected to decrease over time.

- Sun Community Schools (Portland) has schools report on four success metrics. Each school is required to provide 15 hours of extended time a week, hold three events for family engagement, provide learning opportunities for at least 50 parents, and serve 200 students. One hundred of those students must attend the afterschool program for 30 days or more. In addition, 100 of the youth served must be labeled "at risk" according to CS model definitions.
- United Way of Asheville and Buncombe County uses the Results-Based Accountability framework and is examining indicators and milestones to assess whether it is on track to meeting goals. Indicators tracked include an increase in families presence at the school, teacher-family communication, and the number of community partners participating in professional development and reporting impact on practice. United Way of Asheville and Buncombe County also administers the Community and Youth Collaborative Institute School Experience Surveys[7] (both the student and teacher surveys) which "help inform school and community improvement efforts and advance school-family-community partnerships." These data are used to build compassionate environments for students and parents.
- ABC Community Schools Partnership (Albuquerque) asks CS coordinators to contribute monthly stories about students and families using the Harvard Family Research Project "build your case" framework to generate data using the question "Is anybody better off?"
- To guide monitoring and tracking of community schools, some field scan sites use CS frameworks of effective models such as the four pillars of effective CSs from the Learning Policy Institute[8] or the Coalition of Community Schools framework titled the Six Conditions of Learning.[9]
- ABC Community Schools Partnership (Albuquerque) used the four pillars to develop specific outcome expectations for CSs. For example, it developed benchmarks for the collaborative leadership pillar (Pillar 4) by asking, "What would you see if you walked to a highly functional community school under the collaborative leadership pillar?" Based on these expected outcomes, ABC Community Schools Partnership developed a scope of practice for CS directors that details actions needed to achieve those outcomes (see Appendix H for scope of practice). ABC Community Schools Partnership connects the scope of practice with its Whole-Child Metric which aligns the four pillars to ACSD conditions for learning. Coordinators report on the Whole-Child Metric monthly. Once the system is up and running, the idea is to match the student or family participation to

[7] See https://cayci.osu.edu/surveys.
[8] The four pillars are Integrated Student Supports, Extended Learning Time, Family and Community Engagement, and Collaborative Leadership.
[9] See https://cscinnovation.org/wp-content/uploads/pdf/conditions-learning.pdf. Condition #1: Early childhood development programs are available to nurture growth and development. Condition #2: The school has a core instructional program with qualified teachers, a challenging curriculum, and high standards and expectations for students. Condition #3: Students are motivated and engaged in learning—both in school and in community settings, during and after school. Condition #4: The basic physical, mental, and emotional health needs of young people and their families are recognized and addressed. Condition #5: There is mutual respect and effective collaboration among parents, families, and school staff. Condition #6: Community engagement, together with school efforts, promote a school climate that is safe, supportive, and respectful and connects students to a broader learning community.

individual student-level outcomes across all programs accessed by a student and/or family members.

- Community Schools in Greater Lehigh Valley report to the United Way annually on metrics that fall under the Six Conditions of Learning (in addition to attendance, behavior, and academics). These conditions of learning detail the "comprehensive and supportive environment necessary to educate all students to high standards."[10] For example, Community Schools in Greater Lehigh Valley collects data on the numbers of families that participate at school events, the number of volunteers contributing to the school, and how students' and families' basic needs are being met (e.g., whether they have access to food, dental needs, and medical care or eyewear needs). It also collects data on how many dollars it can leverage around partnerships, who is participating in school decision making councils, and the diversity of those councils.

Recommendations

RTI recommends that Hartford Public Schools and community partners implement the various promising practices and strategies implemented by Harford Community Schools and the field scan sites described in this section to support effective school planning, data development, and continuous improvement. The additional recommendations mentioned below are those prioritized by stakeholders during the sensemaking session or the study process.

Recommendation #1: Provide CS directors with access to PowerSchool

As Hartford moves to transition all schools to the community school model only those schools designated as Tier 3 or 4 schools will have CS directors. We recommend that those staff are provided access to PowerSchool. Creating data sharing agreements between schools and community partners is a Community Schools Standard. Many of the field scan sites have also recognized the importance of ensuring that CS directors have access to data and have made them agents of the district through data sharing agreements. CS directors have repeatedly reported the challenges they face to their work without access and have requested access year after year. While it is true that school staff can provide the needed data to CS directors, over the past decade CS Directors continued to request access to PowerSchool. This will allow them to get the data they need when they need it, and it will also allow them to manipulate the data in ways they might not think of when they have to ask a third party to do a data pull for them. This study has identified three other sites where CS Directors have access to data and provided one example legal form that allows them to as well. Further, capturing data on which students receive services during the school day will help inform lead agencies of their effectiveness.

Recommendation #2: Explore district-wide data systems

We recommend that the Hartford Public Schools/HPSS explore the data systems that were identified in the field scan (United Way of Asheville and Buncombe County) or consult with districts in the

[10] See http://www.communityschools.org/assets/1/AssetManager/CS_Results_Framework.pdf, p. 5.

process of building systems (Cincinnati Public Schools and United Way of Greater Lehigh Valley to improve the ability to monitor the effectiveness of the model at the student level. . Specifically, this system allows tracking by program which would greatly increase the data capacity of CS and help them to identify those programs which are making the greatest impact. The districts' new performance officer could be the lead for this recommendation.

Condition: Community-Wide Leadership to Ensure Sustainability of Community Schools

Why is it a key school condition?

Because CSs support "cradle to career" conditions for learning in a city or region, this model requires a collaborative partnership among various community and city partners to align resources towards improving youth and family well-being (Blank et al., 2012). The Coalition for Community Schools recommends that models create a community-wide leadership that includes public agencies and local governments, philanthropies and businesses, unions, school districts, higher education and nonprofit organizations, community and faith-based agencies and students, families and parents (Melaville et al., 2011). See Appendix I for a figure detailing this leadership structure. This team develops the vision, collects and analyzes data and "integrates different databases for improved decision making," develops supportive policies, aligns activities, ensures financial resources are identified and provided to schools, provides technical assistance, and builds the political will to sustain CSs. This structure is particularly critical when building a scaled system of CSs (Melaville et al., 2011).

How do Hartford Community Schools support sustainability?

Practice #1: Community aspirations

Steven Adamowski, superintendent of Hartford Public Schools from 2006 to 2011, brought to Hartford an understanding of CSs from his previous experience in Cincinnati. In 2008, he, in partnership with the Hartford Foundation, United Way, and the City of Hartford formed SCP and launched Hartford's CS initiative. A core tenet of CSs is that schools serve as hubs in the neighborhood. CSs tailor services not just to students in the schools but to their communities—children and adults in the neighborhood. Hartford contracted with Children's Aid's National Center for Community Schools to develop the initiative. Children's Aid helped the first schools and partners understand what goes into an authentic partnership model, particularly the partnership between the principal, agency, and school governance council which helped parents develop a relationship with, and help select, the school principal.

Practice #2: Strategic learning

HPSS has conducted multiple evaluations. Further, HPSS hired two consultants from Children's Aid to provide external support for CS from the beginning of the initiative. Children's Aid provided support to both the CS directors and HPSS itself. This aid was considered vital and supported the capacity to implement effective CSs. One consultant met monthly with CS coordinators and principals. She conducted observations of the CS coordinators and provided feedback on how to improve. The second consultant worked with HPSS, coaching the leadership team, building their capacity, and helping them plan how to move forward. This consultant also provided support to new superintendents.

Practice #3: Containers for Change

Containers for Change refers to the need, in community change initiatives that cut across multiple organizational and sectoral boundaries, for an intermediary or backbone organization whose function is to coordinate and support the day-to-day work of collaboration.[11] HPSS has served as that backbone organization as a facilitator, long-term partner, and resource provider.

As a resource provider, HPSS contributes infrastructure costs that support "staffing, evaluation, training, and technical assistance. In 2017–18, HPSS's total investment—which includes both the infrastructure budget and grants to lead agencies in support of their designated schools—was approximately $2.5 million."[12]

This support has been welcomed by the schools. It included monthly support meetings for CS directors, facilitated by the HPSS CS coordinator. In these meetings the budget, the common application, and various templates, including a streamlined common application for funding, were developed.

Practice #4: Use policy to enable necessary conditions

HPSS helped to create policy conditions at the city level that supported CSs. At the beginning of the CS initiative, the City of Hartford adopted a school board policy, one of the few communities to do so. This policy is important to the sustainability of CSs and provides a leverage point for partners to request funding from city or state agencies.

Practice #5: High-leverage activities

Hartford Community Schools developed four key practices that allow it to leverage resources. These include (a) aligning workplans to SIPs, (b) having CBO partners aligned with integrated student supports, (c) aligning the HPSS common application to the district, and (d) developing targeted supports for students.

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[11] See https://www.collectiveimpactforum.org/sites/default/files/Collective%20Impact%203.0.pdf.
[12] See https://www.americanprogress.org/issues/education-k-12/reports/2018/08/22/454977/building-community-schools-systems.

CS directors also highlighted monthly meetings and the support of the CS coordinator as a key support. These meetings address challenges and provide support, training, and information. For example, during these meetings they have discussed how to hold effective family engagement activities. Further, the CS coordinator is seen as a liaison between the schools and/or the district.

Practice #6: Cross-sector partners

CSs have widespread support from the district, city, nonprofits, and philanthropic partners**.** Twice a year the CS coordinator convened the mayor and the superintendent to discuss Community Schools. HPSS has MOUs with all the lead agencies; not all CS initiatives have such MOUs in place. Cross-sector partners aid the implementation and sustainability of CSs.

What are some challenges faced at Hartford Community Schools with supporting sustainability?

Challenge #1: Turnover at all levels of the partnership

Turnover at all levels was identified by almost everyone as a key challenge for the CS model. Turnover has led to a loss of institutional memory and to changes in CSs' vision and mission. At the leadership and partner level, Hartford Public Schools has had four superintendents since CSs were established, and each superintendent has brought his or her own "'flavors' and priorities to the work." Because of superintendent turnover, according to one HPSS partner, "HPSS needs to exist and carry history, clarity, and wisdom, to drive the district." The loss of key leaders, such as the director of education investments from the Hartford Foundation who spearheaded the CS model, led many to worry that the vision of the CSs had veered far away from their initial establishment as hubs of their community. At the school level, principal and teacher turnover were cited as key challenges. Along with a lack of a clear and efficient onboarding process, hiring principals who did not yet understand the CS model led to an interruption in the partnership and a delay in integrating lead agency and school services, to the detriment of children and families in the community.

Challenge #2: How to pay for medical services

School and agency staff like the CS model because it serves the whole student, including basic needs. However, many communities in the city of Hartford are trauma saturated. One of the lead agencies did provide mental health services, but not enough clinicians were available to meet the need.

Challenge #3: Funding challenges

Lead agencies highlighted a change in the way that CSs have been funded that has adversely impacted their ability to plan their work. With a revisioning of CS occurring, and some challenges redefining the role of HPSS, a lead agency director observed that "it doesn't feel that that type of planning occurring at the partnership level" would allow them to plan and devote resources for their fundraising. Lead agencies raise their own funding. The lack of a roadmap for their roles and the roles of CSs has had the unintended impact of making lead agencies "piece it together year over year in 1-year cycles

[and that] makes it difficult." They believe that the "partners forget how many resources it takes to run a community school. There should at least be a 3-year roadmap and this is what we're committing to, so everyone else can build around it."

SCALING CHALLENGES

Challenge #1: HPSS role as an external partner to the district

HPSS had a large role in creating CSs in the city of Hartford and providing people and resources to develop and deepen the model. The organizations comprising HPSS believed they were partners of the district. Part of that partnership role included pushing the district and nonprofit partners, helping them think in different ways, and advocating for CSs. An HPSS partner believed it was helpful to have an "outside group…to push the district and the nonprofits in a way to make sure that both were working with fidelity and quality" and to "make sure, with a change of superintendents, it would continue." HPSS believed it supported collaboration between districts and nonprofit organizations, and some HPSS partners view the current relationship between those groups as fraying without HPSS support. At present, partner organizations are unclear of their roles, feel underused, and want to revisit their roles and contributions.

Challenge #2: HPSS organizations not collaborating as much as in the past

Related to challenge #1, many organizations within HPSS acknowledged that they were not collaborating as much as they had in the past, which was problematic. As evidence, one organization mentioned this current evaluation as something that HPSS may have undertaken in the past, but instead the evaluation was presented as a partnership between the Hartford Foundation and Hartford Public Schools. Some HPSS organizations were not included in conversations about the RFP or the goals of the evaluation until they were invited to a session discussing the evaluation plan after the contract had been awarded. Those organizations acknowledged that they did not believe they were intentionally excluded but that it was a communication lapse and evidence of the current lack of collaboration among the organizations.

> *"Would love it to be a Collective Impact-like table. Build it together, want all stakeholders to feel committed, shared agenda…. If HPSS has to sunset, then fine. But we have students still failing so what are we going to do instead? We need to wrestle through how we are going to do this and what is the district's role in this? What is the partner's role? Is the district only going to ask us to fund individual programs and do it themselves, or is the district going to create a shared agenda? We need to figure this out soon because the funding to support the current cohort of schools ends in June. We need to figure out what's next. We put a band aid in for this year because the district wasn't ready, and we kicked the can down the road because the district wasn't ready." – HPSS organization*

Challenge #3: HPSS mission needs to be reviewed

Some HPSS organizations have acknowledged a shift in their roles but believe that there is still shared interest and a collective contribution they can make. One organization noted that an original

goal of HPSS was that the CS was just one strand of the work. Currently, it is the only strand. A review of their role might lead organizations to their original vision of building a wide network of community supports.

Organizations acknowledged a change in their relationship with the district. The decision making dynamic changed. According to one long-time HPSS partner, "there has to be a recognition of that. If the dynamic changes with the school district operationalizing the strategy, that needs to be clear. It leaves partners to think they have input or voice. Not saying one is right or wrong. I think that partnership was not always the most equal in voice because someone who has purse strings calls the shots." This happened despite the partnership, through its MOUs, working to ensure that the main funders were not unilaterally driving the agenda.

What are promising strategies used at other community school models to support sustainability?

Strategy #1: Leverage university partners

CSs supported by Florida International University and the University of Pennsylvania, because they are situated within universities, have been able to leverage university resources in multiple ways. Florida International University's- The Education Effect worked with the university's College of Public Health and Social Work to fund a fellowship for public health and social work students to provide information and resources to support health awareness, immunization, and parent programs. The Education Effect has partnered with local agencies to fund AmeriCorp Vista to provide classroom support and differentiated instruction during the day. Florida CS noted that the university of Central Florida sought partnerships with the community, and it found ways to leverage that university resources. In Philadelphia, the dental school has community engagement and service learning embedded in all four years of its program. It has a full-size city bus that provides dental care they set up outside schools for up to a week; the service is free to children as long they have permission slips. One high school CS has a federally qualified health center that the University of Pennsylvania medical school helped establish. Medical students, doctors, medical residents, social work outreach workers, and nurses from the university staff the health center.

Strategy #2: Leverage governmental agencies

Sun County Community Schools is situated within the Department of County Human Services which allows it greater access to county resources. The department uses a "push-in" model wherein it provides services to families through schools. The Sun County Community Schools model provides resources to families in different areas, including homeless prevention, youth advocacy, hunger reliance, and early learning. The Department of County Human Services controls the funding and resources budget and contracts Sun County Community Schools for services. Because of budget cuts, the department needed to innovate and found that the best way to get resources to families was through CSs. For example, when a CBO is awarded an RFP, it receives funding for and is in charge of providing families wraparound services, such as energy assistance and housing supports.

The ABC Community Schools Partnership is a joint powers agreement between the city, county, and district. Three governmental agencies joined as a state-recognized quasi-governmental agency to develop community schools in Albuquerque and Bernalillo County. Additional members of the partnership board outlined in the joint powers agreement (JPA) are the University of New Mexico, United Way of Central New Mexico, and a couple of community representatives. This structure allows ABC Community Schools Partnership to leverage funding from all the government Entities through intergovernmental agreements. In addition, due to the make-up of the board (outlined in the JPA), each main entity has both the leader (mayor appointee, superintendent, county manager) and two elected officials of those entities. This enables ABC Community Schools Partnership to access funding, policy, and systems with intention and move through government barriers at a quick pace.

Strategy #3: Leverage medical services

Many CS models have leveraged medical services for youth and families. Oakland implemented school-based health centers through a partnership with Kaiser Permanente, and health care and services are paid through MediCal. Cincinnati Public Schools Community Learning Centers has a mental health partner in all buildings. The schools provide space to the providers at no cost and use a billing model like Medicaid or Medicare as well as conduct other fund development. In ABC Community Schools Partnership (Albuquerque), the University of New Mexico and the state fund school-based health centers. ABC also has three schools that house federally qualified health center clinics provided by two different community providers. The university also runs another community health center that uses third-party billing, Medicaid billing, and state funding to sustain itself.

Strategy #4: Leverage diverse funding sources

CSs models represented in the field sites use multiple funding models. For example, some CS coordinators are paid directly by districts, some by external sources, and some by both or by other sources including lead partners or state or federal funds. Many initiatives leverage 21st-century learning grants; one receives funding from a program at the U.S. Department of Agriculture that has set up a health and nutrition initiative in an afterschool program. In Philadelphia, CSs are supported by the Mayor's Office. The mayor passed a sweetened beverage tax as part of his antipoverty strategy, and this money was dedicated to pre-K and CSs, among other initiatives. Sun County Community Schools receives its main funding from three streams—district, city, and county—and is not reliant on grants or federal dollars.

Recommendations

As Hartford Public Schools continues to scale the CS model district-wide so that all schools will become community schools, the Hartford Public Schools and community partners should implement the various promising practices and strategies implemented by Harford CS and the field scan sites described in this section to support the development of a sustainable strategy through community-wide leadership. Additional recommendations below were developed based a collective impact

framework, a model for cross-sector collaboration aimed at impacting social issues (Kania & Kramer, 2011).

Recommendation #1: Bring together the HPSS partners for a revisioning of their role

The key to a successful collective impact model is the alignment of partners' vision for change. HPSS has been a significant force for CSs in Hartford Public Schools for over a decade, helping to sustain the CS model during that time. However, due to staff turnover at all levels of HPSS and the development of a new strategic plan at the district, HPSS does not have a clear directive. To develop a strong cross-sector partnership, HPSS should reset by revisiting and developing new goals and align the partnership members according to these new goals. This includes bringing in new partners.

Recommendation #2: Revisit policy

As one of the few CS initiatives to be supported by policy, Hartford Community Schools could revisit and revise the policy language and leverage that policy to get state funding. There is an opportunity for legislation at the state level, by having legislatures champion the bill to get state funding. Regardless of state policy, the current policy on the books should be updated to reflect current practice and future vision. Updating the policy can be a way to recreate the shared CS vision.

Recommendation #3: Include lead agencies in more planning processes

Lead agencies had a seat at the HPSS table, but their involvement could increase to better align resources to provide services for students. HPSS' recent year-to-year planning, while understandable, placed a strain on the lead agencies ability to fundraise to support the CS effort. All agencies raise additional resources to function as a lead, but their funding sources are looking for multi-year plans. Consequently, Lead Agencies are not as effective in fundraising year-to-year and year-to-year fundraising strains their organizational capacity and ability to plan and sustain itself long-term.

Recommendation #4: Engage Families as Community Leaders

Research suggests that students and families should be included as part of the community-wide leadership structure. Yet these groups are currently not a part of HPSS. Parent voices are needed at decision making tables and should be a part of the change that impacts children at the school and community level. Parents are critical partners in their children's education and their expertise cannot be overlooked. RTI recommends providing leadership opportunities for parents at multiple levels, including places for parents (and students) on the HPSS partnership team. RTI also recommends thinking about the role of parents in playing larger leadership roles for reform in Hartford Public Schools. Bringing parents to the table as partners requires listening to and acting upon their voice and does require those currently at the table to give up some power. In the end, parents' active participation will strengthen communities.

Recommendation #5: Leverage university partners

Currently Hartford Public Schools leverages different university partners for academic programs and college and career readiness supports. Yet many of the field scan sites leveraged the resources of university partners for other services such as mental and physical health. These partners can provide critical differentiated services needed by Hartford Public Schools students. As the district continues to scale the CS model, HPSS should devote resources to engaging university partners. It was beyond the scope of this research to reach out to universities, but there is the potential for mutually beneficial relationships between universities and CSs.

Recommendation #6: Multisystems focus

Challenges in Hartford Public Schools, as in many school systems across the United States, stem from a variety of causes that are beyond schools' ability to address, such as students and their families housing insecurity, food insecurity, high unemployment rates, and need for energy assistance. The CS model provides one way to support schools by leveraging other services and systems. It is recommended that HPSS, as part of its refocus, adopt a broader cross-sector approach and align systems, not just across school district and CBOs, but across state and city departments, to more effectively provide resources needed by the community. Creating a multi-system focus will also ensure financial sustainability of the CS model.

New Practices to Support Scale-Up of Community Schools Model

Supporting school mergers

A few Hartford Community Schools have had to divide into different schools due to building issues. These transitions and mergers can be disruptive for students and families. CS partners have played a role in minimizing these challenges in the past. Now that Hartford Public Schools is dividing its K–8 schools into K–5 and 6–8, these lessons from past instances can be used to help minimize the disruptions felt by students and families.

- **Establish a transition team.** One CS director approached a principal to start a "transition" team to get to know the new students and families that will be attending the school in the coming year. Various community partners and school administrators convened to develop ideas on how to manage the transition and make new students and families feel welcome.
- **Create mechanisms for ongoing and clear communication with families.** The previous CS director at one of the schools mentioned the need for ongoing and clear communication with families. Lead agency staff called many parents who were transitioning to the new school. Staff explained the process and ensured families knew they were welcome at the new school. During a transition that was going to happen in the coming year, the CS director attended the schools' "back to school" event, meeting with many families, sharing

information about the new school, and presenting the school as "welcoming and neighborly."

- **Create activities to make students feel welcome at the new school.** One school started a pen pal program between the two schools that were integrating. This program was created to ensure new students would already have one friend at the school when they entered in the coming year.
- **Once the transition occurs, take time to understand parents and their needs**. Parents and students may feel trauma and anger about the split. Lead agency staff can collaborate with school staff to ensure programs and supports are in place. For example, at one school, staff provided a parent support group and worked with intervention specialists to manage student behavioral challenges.
- **Central office to consider the needs of community partners.** Community partners may have specific needs to be considered during transitions. Including community partners as early as possible during transition discussions would ensure these moves are as seamless possible. For example, clinicians need state licenses to operate at specific schools. These licenses cannot be transferred from school to school. Therefore, to prevent disruptions in services to students, community partners need enough time to prepare for these transitions. Community partners also need specific spaces to run their programs and services. During one transition, lack of space at the new building caused a food pantry to close, which was detrimental to the school community.

Implementing the community schools model in high schools

The current CS model in Hartford serves students in grades 1–8; Hartford Public Schools is looking to expand CSs into high school. CS models represented in the field scan use a variety of strategies to integrate their models into high schools. A couple of districts mentioned difficulty with implementing the CS model in high schools due to many factors. These include the size of high schools and the challenge of implementing afterschool programs when high school students must earn an income to support their families or have other extracurricular opportunities available to them. However, a few CS administrators recognize the potential for successful implementation of the model at high schools due to larger numbers of staff available to broker and coordinate partnerships as well as the ability to build numerous community partnerships to support high school students' college and career readiness. Presented below are the variety of ways CS models across the country have designed high school CSs.

- At OUSD the CS managers work closely with the principal and are often responsible for implementing the climate and culture initiatives at the school, including implementation of the PBIS structures. At some schools, CS managers are also involved with implementation of college and career initiatives. One school has implemented a lead agency model in which each academic pathway at the high school is connected to a case manager (or another school administrator) that creates a system of supports for students in the particular academic pathway. Access to services, attendance, behavior, and grades are tracked by the school staff.

According to the CS administrators, this allows for staff and students to build closer relationships.

- ABC Community Schools Partnerships (Albuquerque) has four high schools in its model. It leverages a variety of partnerships based on schools' needs, such as a partnership with a nonprofit after reviewing the data that illuminated specific trends regarding discipline statistics and students with disabilities. One area of success is creating a student union center for students to have a safe space before and after school. ABC Community Schools Partnerships engaged students and community partners in the design of the space through a site-based leadership team. Multiple programs operate in this space chosen with student input. ABC Community Schools Partnerships also fund a variety of student clubs at the high school through a competitive process similar to the TV show Shark Tank where business entrepreneurs pitch their business idea to investors. Community partners support students with developing and delivering their "pitches." This process is also an opportunity to build students' leadership skills.
- In Austin Independent School District, all the high school CSs have family resource centers attached to them. The directors of these centers are also part of a district structure called a "child study team." Directors, lead teachers, CS managers, administrators, and counselors convene on a weekly basis to analyze drops in students' academic performance, increased absences, or other issues. Including all these partners in these meetings allows for coordination of supports for students and families. High schools also host community fairs twice a year. At these fairs, community partners provide various services to families to meet their specific needs such as providing immunizations or hosting a food pantry. Activities and meals are also provided to attendees.
- University of Pennsylvania's Netter Center for Community Partnerships partners with high schools on their school day academics. College students whose courses are connected to teachers in the science, technology, engineering, and mathematics (STEM) field support the high schools' activities. This partnership offers STEM resources, such as physics labs or biology dissections, that local high schools do not have. The college program administrator coordinates these programs according to teachers' needs and ensures that programs are integrated into the teachers' curricula. The Netter Center for Community Partnerships also provides a variety of supports to high school students in the areas of college and career readiness. College students from the University of Pennsylvania work in GEAR UP where they increase high school students' awareness about college and help them with college applications. The Netter Center for Community Partnerships also creates or supports high school student internships at the college and with various community partners. Another area of work involves high school students leading activities, such as cross-grade sports or literacy programs, for younger students. These opportunities allow high school students to develop and demonstrate their leadership skills.

Findings: Impact Study

This section provides an overview of the design of the impact study as well as the analysis and results. Although we know that Community Schools can impact students, including improvements in attendance, behavior, social functioning, and academic achievement and can lead to improved school culture and increased family engagement, this study focuses on academic achievement and attendance outcomes.

The impact study examined the following research questions:

- Does attendance at a Hartford Community School result in greater student year-to-year performance in key academic outcomes?
- Does the amount of exposure to interventions provided by CSs' programming (dosage) correlate with improvements in key student academic outcomes?

First, the research design is discussed and the important decisions made to assemble comparable groups of students is detailed. Then results and a discussion of the study are presented. Again, CSs can impact students and families in many ways. This study looks specifically at academic and behavioral outcomes for students, outcomes which are also impacted by many factors outside of CS control.

Quasi-Experimental Design

For this study, we use a research method common in assessments of educational interventions called quasi-experimental design (QED). QEDs are experiments in which subjects are not assigned to interventions randomly (Shadish et al., 2002; Murnane & Willet, 2010). While randomization remains the gold standard for causal inference, it is often the case that randomization (or controlling for potential confounds) into treatment and control conditions in school settings is not possible or desirable, since school systems have many other considerations when making student assignments to classrooms. In QED, statistical controls are used instead of random assignment, and certain conditions must be met for causal inferences to be made about the effects of an intervention. In designing the QED for this study, we were guided by the U.S. Department of Education's What Works Clearing House (WWC) standards (https://ies.ed.gov/ncee/wwc/Docs/ReferenceResources/wwc_standards_handbook_v4_draft.pdf) which, when followed, provide educational decision makers with the most rigorous evidence on the effects of educational interventions. To be eligible for WWC's highest rating for QEDs (meets groups design standards with reservations), the study must satisfy WWC's baseline equivalence requirement that the analytic intervention and comparison groups appear similar at baseline. Baseline equivalence refers to whether the intervention and comparison groups are similar enough ("equivalent") before the start of the intervention (at "baseline") or study period. Baseline equivalence is

important because if the interventions and comparison groups are different at the start of the study, on a pretest or other relevant measures likely to be correlated with the outcome, those differences would likely be carried through to the outcomes and be erroneously identified as an effect of the treatment.

Community School Group

Seven schools in Hartford Public Schools have been CSs since 2009: Asian Studies Academy at Belizzi, Hartford Magnet Trinity College Academy, Burns Latino Studies Academy, Alfred E. Burr Elementary School, Fred D. Wish Elementary and Middle School, West Middle Elementary School and Middle Grades Academy, and Milner School. Students enrolled in these schools on the 20th day of each study academic year are retained in the CS or treatment and intervention group.

Forming the Equivalent Comparison Group

The key to a well-designed QED is the formation of the comparison group. As explained above, the treatment and intervention group and the comparison group should be statistically similar on as many variables as possible that predict how subjects got into the treatment group. In this case, we sought to find students in non-CS Hartford Public Schools schools who were similar to the CS student population.

Propensity Score Analysis. The original impact analysis plan called for using propensity scores analysis (Caliendo & Kopeinig, 2008; Guo & Fraser, 2015; Rosenbaum & Rubin, 1983) to achieve baseline equivalence between CS and comparison group students. Propensity scores are commonly used to estimate the probability of a subject receiving an intervention. Propensity score methods refer to methods that match intervention cases to comparison cases with similar propensity scores (e.g., nearest neighbor, caliper, or kernel matching). Analysts can use several different approaches based on propensity scores which are normally calculated by applying the following steps:

- Identify a set of variables thought to predict both the probability of being in an intervention (i.e., a CS in the case of the current study) and the outcomes of interest to the study (i.e., academic outcomes).
- Use a logistic regression model with the variables above to produce a set of propensity scores that predict the likelihood of any case being in the intervention.
- The range of propensity scores for the intervention group should overlap the range of propensity scores for the comparison group.
- Cases with propensity scores that fall outside the area of overlap—also referred to as the area of common support—are often removed from the propensity score analysis and the outcomes analysis.

The area of common support is defined as the range of propensity scores common to both intervention and comparison groups and is formed by identifying those cases that fall between (a) the higher of the minimum intervention and comparison propensity scores and (b) the lower of the maximum intervention and comparison propensity scores.

Sometimes propensity score matching methods cannot achieve baseline equivalence on pretest measures, especially when an intervention is implemented at the school level. With so fewer CSs than traditional schools, the inability of propensity score matching to achieve equivalence across all outcomes is not surprising. We attempted several adjustments to try to achieve equivalent groups.

Grouping grade levels. The initial reviews of the data found that analyzing students by grade level and academic year resulted in cell sizes too small for appropriate statistical analysis. To address this issue, we created groups of elementary school students (i.e., grades 3, 4, and 5) and middle school students (i.e., grades 6, 7, and 8). This corrected small cell size problems and provided appropriate power to detect effects, but baseline equivalence was still not established across each group, each year, and each outcome.

Outlier and magnet schools. Next, we examined the data for outlier schools that might be skewing the means and preventing baseline equivalence. We also examined magnet schools for this same purpose on the theory that their populations were different from the CS population. We looked for schools with average math and ELA outcomes that fell outside of 1 and 2 standard deviations from the mean. Removing outlier schools did not improve balance. However, the removal of the magnet school population did result in improved balance across most outcomes, so students within this set are removed from the final analytical sample.

Eligibility for free and reduced-price lunch. Finally, we examined free and reduced-priced lunch status for all students and found that the removal of students not receiving free or reduced-price lunch improved balance dramatically. The final analytical sample includes only those on free and reduced-price lunch in both the CS and comparison group.

In summary, the final analytical sample includes students who attend either an Hartford Public Schools CS (treatment) or a Hartford Public Schools traditional neighborhood school (comparison) and receive free or reduced-price lunch. Results are presented by grade group (3, 4, 5 and 6, 7, 8) and by academic year. Baseline equivalence tables are presented in Appendix J.

Description of Community School and Comparison Group Analytical Samples

Tables 2 (younger students) and 3 (older students) show sample sizes and covariate means for the final analytical sample. Table 4 shows student counts within the intervention and comparison schools that form the final analytical sample.

Table 2: Numbers and Means of Intervention and Comparison Students in Grades 3, 4, and 5, by Model Covariate

		Community School Group		Comparison Group	
Year	Variable	Number	Mean	Number	Mean
2010–11	Female	1,129	49.2	3,287	49.2
	Asian	1,129	2.9	3,287	1.6
	Black	1,129	34.9	3,287	35.5
	Hispanic	1,129	57.3	3,287	55.7
	White	1,129	3.2	3,287	5.8
	Special education	1,129	16.5	3,287	14.1
	English language learner	1,129	25.4	3,287	16.6
2011–12	Female	1,205	48.7	3,096	49.4
	Asian	1,205	3.2	3,096	2.0
	Black	1,205	31.9	3,096	35.2
	Hispanic	1,205	60.8	3,096	54.7
	White	1,205	2.4	3,096	6.4
	Special education	1,205	18.3	3,096	15.8
	English language learner	1,205	25.6	3,096	14.4
2012–13	Female	1,172	49.0	3,016	49.0
	Asian	1,172	3.3	3,016	1.8
	Black	1,172	31.9	3,016	32.6
	Hispanic	1,172	60.2	3,016	56.7
	White	1,172	3.0	3,016	7.4
	Special education	1,172	17.5	3,016	15.6
	English language learner	1,172	25.3	3,016	14.7
2013–14	English language learner	1,111	48.5	3,181	48.4
	Asian	1,111	3.9	3,181	1.6
	Black	1,111	30.0	3,181	31.5
	Hispanic	1,111	62.1	3,181	57.4
	White	1,111	2.6	3,181	8.0
	Special education	1,111	17.6	3,181	16.8
	English language learner	1,111	25.7	3,181	16.9
2014–15	Female	1,014	48.3	3,096	49.6
	Asian	1,014	3.1	3,096	2.0
	Black	1,014	28.5	3,096	30.0
	Hispanic	1,014	64.9	3,096	58.3
	White	1,014	2.3	3,096	8.0
	Special education	1,014	17.5	3,096	18.6
	English language learner	1,014	28.6	3,096	18.0
2015–16	Female	992	49.7	3,163	48.2
	Asian	992	2.9	3,163	1.8

Year	Variable	Community School Group		Comparison Group	
		Number	Mean	Number	Mean
	Black	992	25.6	3,163	28.7
	Hispanic	992	67.4	3,163	59.8
	White	992	2.6	3,163	8.2
	Special education	992	17.7	3,163	19.4
	English language learner	992	30.5	3,163	19.9
2016–17	Female	930	49.8	3,032	48.9
	Asian	930	2.8	3,032	1.9
	Black	930	25.4	3,032	29.3
	Hispanic	930	67.6	3,032	59.9
	White	930	2.9	3,032	7.4
	Special education	930	18.0	3,032	20.4
	English language learner	930	34.7	3,032	19.5
2017–18	Female	948	49.2	2,922	50.2
	Asian	948	2.4	2,922	1.4
	Black	948	22.8	2,922	29.4
	Hispanic	948	71.4	2,922	61.3
	White	948	2.4	2,922	6.2
	Special education	948	19.2	2,922	21.7
	English language learner	948	38.4	2,922	23.7

* Originally John C. Clark Elementary and Middle school. The school was consolidated with Fred Wish School in 2016.

Table 3: Numbers and Means of Intervention and Comparison Students in Grades 6, 7, and 8, by Model Covariate

Year	Variable	Community School Group		Comparison Group	
		Number	Mean	Number	Mean
2010–11	Female	945	50.5	3,378	50.1
	Asian	945	2.9	3,378	1.3
	Black	945	34.2	3,378	32.7
	Hispanic	945	59.7	3,378	56.5
	White	945	2.2	3,378	6.8
	Special education	945	17.4	3,378	14.9
	English language learner	945	29.7	3,378	15.8
2011–12	Female	950	50.4	3,385	49.7
	Asian	950	2.5	3,385	1.2
	Black	950	34.0	3,385	32.6
	Hispanic	950	58.9	3,385	55.1
	White	950	2.4	3,385	8.2
	Special education	950	19.9	3,385	16.2
	English language learner	950	28.9	3,385	14.7
2012–13	Female	975	49.2	3,059	49.4
	Asian	975	2.5	3,059	1.3
	Black	975	31.4	3,059	31.0
	Hispanic	975	61.7	3,059	55.5
	White	975	3.1	3,059	9.8
	Special education	975	20.6	3,059	16.9
	English language learner	975	30.2	3,059	14.3
2013–14	Female	965	46.9	2,947	49.3
	Asian	965	2.3	2,947	2.1

Year	Variable	Community School Group		Comparison Group	
		Number	Mean	Number	Mean
	Black	965	31.3	2,947	31.5
	Hispanic	965	62.0	2,947	54.4
	White	965	3.1	2,947	9.8
	Special education	965	22.0	2,947	17.0
	English language learner	965	30.3	2,947	14.0
2014–15	Female	857	48.3	2,970	48.7
	Asian	857	2.8	2,970	2.1
	Black	857	27.8	2,970	34.1
	Hispanic	857	65.2	2,970	53.7
	White	857	2.8	2,970	8.0
	Special education	857	20.1	2,970	18.9
	English language learner	857	31.6	2,970	14.5
2015–16	Female	812	47.2	2,997	49.5
	Asian	812	3.0	2,997	2.1
	Black	812	29.9	2,997	32.8
	Hispanic	812	64.5	2,997	55.7
	White	812	1.5	2,997	7.6
	Special education	812	20.4	2,997	19.1
	English language learner	812	29.2	2,997	14.2
2016–17	Female	776	45.9	2,814	49.1
	Asian	776	3.4	2,814	2.0
	Black	776	28.5	2,814	30.3
	Hispanic	776	65.7	2,814	58.1
	White	776	1.3	2,814	7.9
	Special education	776	23.2	2,814	18.5
	English language learner	776	27.3	2,814	14.4
2017–18	Female	820	48.3	2,919	49.5
	Asian	821	2.4	2,919	2.3
	Black	821	23.3	2,919	28.8
	Hispanic	821	70.9	2,919	57.9
	White	821	2.6	2,919	8.8
	Special education	821	21.1	2,919	19.9
	English language learner	821	35.6	2,919	16.1

Table 4: Treatment Status and Number of Students, by Facility ID

Facility ID	Treatment Assignment	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
640611	Intervention	516	454	411	302	219	158	121	74	44	16
640711	Intervention	356	234	183	194	176	165	111	69	39	19
641911	Intervention	415	329	254	192	138	108	77	52	23	10
642111	Intervention	671	536	400	282	199	126	77	43	36	12
642211	Intervention	427	353	304	222	160	116	73	45	28	13
642311	Intervention	540	471	441	402	301	218	152	98	57	24
642411	Intervention	452	343	252	193	132	90	56	32		
640111	Comparison	434	317	301	281	197	132	82	51	29	12
640121	Comparison								53	51	33
640241	Comparison			1							
640261	Comparison	16	13	10	16	14	14	9	7	5	5
640282	Comparison			1							
640341	Comparison			2							
640382	Comparison	15									
640411	Comparison	544	495	401	320	218	143	97	73	39	14
640441	Comparison			1							
640811	Comparison	767	612	490	236	177	129	99	64	41	16
640841	Comparison			1							
641011	Comparison	815	658	523	415	292	190	124	75	44	17
641211	Comparison	396	282	251	320	243	190	130	97	65	30
641241	Comparison			2							
641341	Comparison			1							
641411	Comparison	647	578	464	389	306	214	156	103	59	20
641511	Comparison	560	391	280	179	119	78	25	7		
641611	Comparison	541	404	317	207	142	92	54	38	18	6
641711	Comparison	749	585	295	194	206	121	75	48	30	9
641861	Comparison	3	1								
642061	Comparison	4		1							
642161	Comparison			36	31	16	12	9	12	9	7
642261	Comparison					6	10	10	8	8	6
642611	Comparison	355	361	241	173	95	62	51	36	33	11
642711	Comparison							21			
643011	Comparison	521	382	288	183	122	75	22	5	1	
643211	Comparison	548	488	402	282	177	105	36	8	1	
643611	Comparison	153	225	189	194	173	158	173	187	142	105
643911	Comparison							5	5	9	3
644011	Comparison			56	87	67	69	32	25	12	2
644211	Comparison							11			
644311	Comparison							1	1	1	
644411	Comparison								10	8	5
644511	Comparison							5			
644711	Comparison										1

Facility ID	Treatment Assignment	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18
644811	Comparison							3	3	5	4
644911	Comparison							10	13	17	12
644941	Comparison			1							
645011	Comparison							11	10	10	9
645111	Comparison	167									
645211	Comparison	549	207								
645311	Comparison	442	364	215	101	41					
645611	Comparison			148	130						
645911	Comparison							14	12	11	5
646011	Comparison	212	236	184	151	140	120	96	86	44	19
646061	Comparison	6	5	9	9	7	7	3	2	1	2
646111	Comparison	1,296	557	455	380	316	246	167	101		
646161	Comparison		6	4	2	2					
646211	Comparison	1,452									
646311	Comparison	863	294	135							
646611	Comparison	156	137	125	101	66	65	78	105	109	112
646711	Comparison	119	114	103	99	68	63	59	64	75	77
647111	Comparison		443	350	238	203	195	169	137	163	134
647211	Comparison		334	311	297	256	210	188	133	124	121
647311	Comparison		323	246	183						
647411	Comparison		317	280	243	295	259	194	143	109	101
647511	Comparison		329	289	253	255	200	165	140	125	109
647611	Comparison		101	118	141	117	100	80	64	57	52
647711	Comparison		129	132	148	78	60	56	58	62	62
647811	Comparison		37	42	49	37	50	40			
647911	Comparison					17	22	20	22	30	46
648011	Comparison	15									
648111	Comparison							5	7		
648211	Comparison							12	15	12	13
648311	Comparison							1	7	5	5
648411	Comparison							7	10	10	13
648511	Comparison							3	3		
648611	Comparison								2		
648741	Comparison	137	54								
648911	Comparison										1
649011	Comparison	47	31	26	22	19	16				
649111	Comparison	57	50								
649311	Comparison								2		
649611	Comparison								3		
649811	Comparison								1		
649911	Comparison	1									

Analysis Approach for Producing Estimates of the Effects of Attending a Community School in Hartford Public Schools

This impact analysis examines the effect that CSs have on the student outcomes described above. The students in this study are not a singular group of independent students; rather, they are individual students clustered within schools. When study subjects are nested within schools (clusters), statistical methods that do not account for subject clustering are often less likely to identify statistically significant outcomes. That is, we need to account for the effect that being in a school may have on all the students in that school. Multilevel or hierarchical linear modeling techniques account for the hierarchical, nested structure of educational data (Raudenbush & Bryk, 2002; Singer & Willet, 2003) and allow us to control for variation in impacts *within* each condition, as opposed to the impacts *between* conditions (i.e., CS students compared with non-CS students). Multilevel models achieve this by analyzing data separately at the individual student level (i.e., student-level characteristics like race and gender) and at the school level (e.g., percentage of students receiving free or reduced-price lunch at a school), which allows us to separate out any irrelevant variation or "noise" in the results.

All models were estimated using SAS. The PROC MIXED procedure was used to fit the test score models and PROC GLIMIX was used for the dichotomous attendance, disciplinary sanctions, and promotion models (Dai, J. et al., 2006; SAS Institute Inc., 2018). Most predictors were categorical (like race) or binary (like special education), but continuous predictors and outcomes were standardized in the regression models. Thus, the reported coefficients are also standardized and can be treated as the effect size (i.e., the number of standard deviations away from zero) of the relationship.

Results

Why examine tests scores, grade promotion, attendance, and disciplinary actions?

Recent reviews of CS research (Maier et al., 2017) report that most studies investigating effects examine outcomes related to academics (test scores, grades, course completion, promotion), behavior (attendance, discipline), and sometimes, social-emotional attributes (attitudes, relationships). We were interested in situating this study within the broader literature on CSs so we chose outcomes consistent with prior research on CSs and for which Hartford Public Schools had quality data. Furthermore, Hartford Public Schools's District Model for Excellence Strategic Plan lists ELA test score improvement and absenteeism reduction as key goals for 2022. Additionally, the Hartford Community Schools Theory of Change explicitly connects CSs to students demonstrating grade-level

competencies and skills and being fully prepared to take state standardized assessments. We believed it necessary to choose those district priorities as outcomes. It is true however that Hartford Public Schools and its partners engage in many activities to address student needs, some of which do not easily link to these outcomes. In other words, community partnerships may tend to student needs and family well-being through activities that cannot reasonably be expected to influence student performance on outcomes, like SBAC scores and grades earned. Activities in which students engage through community partners may be better assessed through more proximal measures which were not available for this study. Examples of these more proximal measures could be social-emotional outcomes like social skills, problem behaviors, or self-regulation.

Results of Test Score Analysis (by Year and Grade Group)

Tables 5, 6, 7, and 8 present results for MAP and SBAC ELA and math, by year and grade group. Hartford Public Schools administered the MAP in ELA and math through the 2016–17 school year and began implementing the SBAC in ELA and math in 2014–15, which was considered the pilot year. **Overall, students attending CSs had test scores that were similar to or slightly lower than students who did not attend CSs, across both sets of tests and subjects**. However, because we were unable to establish baseline equivalence for most of the years in this sample, these results are correlational except where noted and should be interpreted with caution.

In the most recent year for which SBAC data were available (2018–19; and where baseline equivalence could be achieved, which means the results can be interpreted causally), CS students in grades 6–8 scored significantly lower than comparison group students in both subjects. The effects are sizable as well (-0.155 for ELA, -0.135 for math) and are close to an emerging consensus of adequate effect size to be of interest for policy in education (Kraft, in press).

In the tables, the column labeled "coefficient" is the standardized coefficient produced by the model and describes the effect of attending a CS in that year. The coefficients below describe the treatment effect of attending a CS. In regression with multiple independent variables, the coefficient relates how much the dependent variable, or student outcome (i.e., SBAC and MAP scores, attendance, disciplinary actions, promotion), is expected to increase when the independent variable of interest (whether or not the student attends a CS) increases by one, *holding all other independent variables constant*. A negative sign in the tables that follow means that students in CSs scored lower than comparison group students (a negative treatment effect). SE is the standard error of the coefficient which estimates the variability of the coefficient or the amount of variation across cases; *t* is the *t*-statistic which is the coefficient divided by the standard error; *p* is the *p*-value of the *t*-statistic (probability that the result is chance); and BE shows whether baseline equivalence was established for that year and that group. A gray cell indicates a statistically significant result; a blue cell indicates a statistically

significant and positive result. Again, when baseline equivalence was not found, the results can only be interpreted in a correlational, not causal, manner.

Table 5: English Language Arts Outcomes (MAP)

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2013–14	1	-0.137	0.035	-3.89	.0001	NO
	2	0.007	0.032	0.2	.8394	NO
2014–15	1	-0.080	0.016	-2.45	.0144	NO
	2	X	X	X	X	NO
2015–16	1	-0.011	0.031	-0.33	.7418	NO
	2	-0.128	0.029	-4.39	.0001	YES
2016–17	1	-0.110	0.033	-3.29	.0010	NO
	2	-0.248	0.037	-6.75	.0001	NO

Note: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. X = not enough data. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result.

Table 6: Math Outcomes (MAP)

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2013–14	1	-0.140	0.033	-4.18	.0001	NO
	2	0.007	0.033	0.20	.8394	YES
2014–15	1	0.072	0.034	2.13	.0331	NO
	2	-0.072	0.029	-2.47	.0136	YES
2015–16	1	-0.023	0.031	-0.73	.4629	NO
	2	-0.133	0.029	-4.54	.0001	YES
2016–17	1	X	X	X	X	
	2	-0.313	0.036	-8.61	.0001	NO

Note: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. X = not enough data. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result; a blue cell indicates a statistically significant and positive result.

Table 7: English Language Arts Outcomes (SBAC)

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2014–15	1	0.057	0.036	1.55	.3640	NO
	2	0.092	0.033	2.77	.0057	NO
2015–16	1	-0.080	0.032	-2.44	.0146	NO
	2	-0.164	0.019	-4.84	.0001	NO
2016–17	1	-0.800	0.037	-2.15	.0316	NO
	2	-0.230	0.041	-5.65	.0001	NO
2017–18	1	-0.005	0.044	-0.11	.9110	NO
	2	0.015	0.042	0.04	.7845	NO
2018–19	1	-0.035	0.032	-1.09	.2763	NO
	2	-0.115	0.293	-3.91	.0001	YES

Note: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result; a blue cell indicates a statistically significant and positive result.

Table 8: Math Outcomes (SBAC)

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2014–15	1	-0.941	1.014	-0.93	.3540	NO
	2	0.108	0.044	2.48	.2443	NO
2015–16	1	-0.062	0.030	-2.07	.0386	NO
	2	-0.143	0.038	-3.71	.0002	NO
2016–17	1	-0.052	0.033	-1.57	.1176	NO
	2	-0.186	0.046	-4.03	.1549	YES
2017–18	1	-0.020	0.037	-0.55	.5858	NO
	2	-0.117	0.050	-2.36	.0182	NO
2018–19	1	-0.025	0.030	-0.84	.4018	NO
	2	-0.135	0.034	-4.01	.0001	YES

Note: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result.

Results of Attendance Outcome Estimates (by Year and Grade Group)

Table 9 shows the effects on student attendance of attending a CS. **CS students had more unexcused absences than students in the comparison group, especially in the most recent years, with older students tending to have larger negative effects.** Baseline equivalence was achieved for both groups in all years, so the coefficients can be interpreted as the causal effects of attending a CS. Both grade groups experienced positive effects in 2013–14, which were the only positive and significant effects across the period.

Table 9: Attendance Rates, by Year and Group Level: 2012–18

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2011–12	1	-0.116	0.027	-4.29	.0001	YES
	2	-0.096	0.049	-1.95	.0512	YES
2012–13	1	-0.018	0.022	-0.79	.4290	YES
	2	-0.011	0.043	-0.26	.7987	YES
2013–14	1	0.063	0.021	3.02	.0026	YES
	2	0.075	0.037	2.00	.0461	YES
2014–15	1	-0.108	0.021	-5.13	.0001	YES
	2	-0.142	0.037	-3.85	.0001	YES
2015–16	1	-0.075	0.021	-3.50	.0005	YES
	2	-0.116	0.035	-3.30	.0010	YES
2016–17	1	0.033	0.023	1.42	.1570	YES
	2	-0.066	0.045	-1.48	.1392	YES
2017–18	1	-0.086	0.023	-3.68	.0002	YES
	2	-0.211	0.038	-5.49	.0001	YES

Note: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result; a blue cell indicates a statistically significant and positive result.

Results of Disciplinary and Promotions Outcomes Estimates

There were few differences between CS and non-CS students in the number of disciplinary sanctions received and in the number of students promoted to the next grade. Most students in the district were promoted each year and most had no disciplinary sanctions. CS membership seemed to have very little, if any, impact on disciplinary sanctions (Table 10) or promotions (Table 11) at any time during the study period.

Table 10: Students Receiving at Least One Disciplinary Sanction, by Year and Group Level: 2012–18

Year	Group	Coefficient	*SE*	*t*	*p*	OR	(95% CI)	BE
2011–12	1	-1.35	0.258	-5.24	.0001	0.258	0.156 – 0.428	YES
	2	-2.30	0.253	-9.09	.0001	0.099	0.060 – 0.162	YES
2012–13	1	0.04	0.127	0.34	.7336	1.040	0.811 – 1.334	YES
	2	0.02	0.136	0.12	.9005	1.012	0.775 – 1.322	YES
2013–14	1	0.01	0.131	0.09	.9258	1.012	0.783 – 1.308	NO
	2	-0.19	0.132	-1.45	.1483	0.823	0.635 – 1.067	NO
2014–15	1	-0.09	0.138	-0.66	.5089	0.912	0.696 – 1.196	NO
	2	-0.03	0.129	-0.22	.8294	0.972	0.755 – 1.251	YES
2015–16	1	0.78	0.136	5.73	.0001	2.175	1.668 – 2.837	YES
	2	0.67	0.133	5.01	.0001	1.941	1.496 – 2.518	YES
2016–17	1	-0.18	0.142	-1.25	.2119	0.838	0.635 – 1.106	NO
	2	0.52	0.170	3.05	.0023	1.672	1.199 – 2.331	YES
2017–18	1	0.05	0.173	0.28	.7819	1.049	0.747 – 1.473	YES
	2	0.28	0.174	1.64	.1020	1.330	0.945 – 1.870	YES

NOTE: BE = baseline equivalence; CI = confidence interval; OR = odds ration; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result; a blue cell indicates a statistically significant and positive result.

Table 11: Grade Promotion Outcome: 2011–18

Year	Group	Coefficient	*SE*	*t*	*p*	BE
2010–11	1	-0.038	0.007	-5.30	.0001	NO
	2	-0.005	0.005	-1.00	.3176	NO
2011–12	1	0.000	0.007	-0.02	.9831	NO
	2	0.003	0.007	0.40	.6876	NO
2012–13	1	-0.012	0.007	-1.55	.1213	YES
	2	0.000	0.008	-0.05	.9639	YES
2013–14	1	-0.012	0.007	-1.89	.0589	YES
	2	-0.004	0.006	-0.81	.4207	NO
2014–15	1	0.003	0.006	0.49	.6246	YES
	2	-0.001	0.003	-0.17	.8628	NO
2015–16	1	0.000	0.003	0.15	.8799	YES
	2	-0.006	0.003	-2.08	.0373	YES
2016–17	1	0.000	0.003	-0.09	.9271	NO
	2	0.003	0.003	0.88	.3798	NO
2017–18	1	0.016	0.005	3.12	.0018	YES
	2	-0.005	0.003	-1.60	.1103	NO

NOTE: BE = baseline equivalence; *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8. A gray cell indicates a statistically significant result.

Dosage Analysis Findings

Why examine dosage?

Dosage is defined as the amount of time a student attended an afterschool program in a CS. Afterschool programming is a central component of the Hartford Public Schools CS program, and student attendance data were available from community partners. The dosage analysis is correlational and exploratory by design. This is a typical approach to linking implementation with outcomes, particularly in studies of programs implemented with great variability across sites, and where theory is not explicit about how student- and site-specific characteristics will interact with program components and the resulting outcomes. Because the dosage analysis is not intended to be causal, we did not attempt to refine the sample for baseline equivalence, allowing us potentially to use more of the treatment group student data. Analytical models resemble those for causal analysis, though limited to treatment group students and with the inclusion of dosage as a predictor of outcomes.

What were the results of the dosage analysis?

Attendance rates, defined as the proportion of days a student attended school, is the outcome most related to afterschool dosage after accounting for other factors. **Greater dosage (more attendance at programming) was related to greater attendance among students in lower grades (Group 1) in 2011–12 and in every year from 2015–16 to 2018–19.** Among upper-grade students (Group 2), no significant relationship was found between dosage and attendance (Table 12). The difference between groups may be due to older students having greater agency and autonomy in their afterschool plans.

Table 12: Attendance Rates, by Year and Group Level: 2011–18

Year	Group	Coefficient	*SE*	*t*	*p*
2011–12	1	0.303	0.092	3.352	**0.0001**
	2	0.135	0.084	1.617	0.1084
2012–13	1	0.065	0.103	0.63	0.5311
	2	-0.148	0.0852	-1.734	0.0863
2013–14	1	0.114	0.11	1.025	0.31
	2	-0.111	0.1369	-0.814	0.4184
2014–15	1	0.02	0.081	0.25	0.803
	2	-0.033	0.121	-0.276	0.7834
2015–16	1	0.304	0.076	4.023	**<0.0001**
	2	0.011	0.071	0.156	0.876
2016–17	1	0.183	0.088	2.085	**0.0404**
	2	-0.209	0.177	-1.18	0.2527
2017–18	1	0.196	0.087	2.256	**0.0265**
	2	-0.067	0.108	-0.62	0.5373
2018–19	1	0.398	0.072	5.514	**<0.0001**
	2	0.173	0.089	1.963	0.0524

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. A blue cell indicates a statistically significant and positive result.

The dosage analysis for disciplinary sanctions showed few significant relationships between students' dosage and number of sanctions (Table 13). The relationship was only significant in 2017–18, and then only for students in grades 3–5 (Group 1). However, the fact that dosage was associated with fewer sanctions for both groups in almost every year may indicate a small but real trend. The number of students in each group per year was relatively small, which limited the statistical power to identify an effect as significant. Power to detect change is also limited by the fact that the variable of sanctions is not a very sensitive measure of positive behavior change: since only the most extreme misbehavior leads to sanctions, improvements in everyday behavior will go undetected. Likewise, any positive impact on behavior will not show up in the data for students who happened to receive no sanctions the previous year just because they cannot do better than zero sanctions. As with the other analyses, there was even less power to detect effects of dosage that varied in strength across the even smaller subgroups, for example, by race, gender, free or reduced-price lunch status, or if it depended on a variable unable to be included in the model. For example, there were no data on the types of activities each student engaged in during the afterschool programs, so an effect limited to students who engaged more in a particularly impactful activity could not be taken into account.

Table 13: Student Disciplinary Sanctions, by Year and Group Level: 2011–18

Year	Group	Coefficient	*SE*	*t*	*p*
2011–12	1	-0.026	0.096	-0.271	0.787
	2	-0.071	0.095	-0.746	0.4574
2012–13	1	-0.203	0.123	-1.648	0.105
	2	0.191	0.096	2.001	0.0484
2013–14	1	-0.212	0.164	-1.292	0.202
	2	-0.045	0.139	-0.322	0.7484
2014–15	1	-0.053	0.087	-0.601	0.549
	2	-0.105	0.425	-0.246	0.806
2015–16	1	-0.0658	0.0785	-0.838	0.4035
	2	-0.159	0.092	-1.719	0.0879
2016–17	1	-0.194	0.109	-1.779	0.0798
	2	-0.047	0.096	-0.488	0.626
2017–18	1	-0.332	0.081	-4.097	**<.0001**
	2	0	0.092	-0.003	0.9979
2018–19	1	-0.143	0.091	-1.568	0.12
	2	-0.199	0.091	-2.192	0.0031

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. A blue cell indicates a statistically significant and positive result.

MAP scores in both reading and math had no apparent relationship with dosage. The association between dosage and both MAP subject scores was nonsignificant in every year and for both groups. Across years, the relationship was too small to identify any possible trend (Tables 14 and 15).

Table 14: Reading Outcomes (MAP): 2013–16

Year	Group	Coefficient	*SE*	*t*	*p*
2013–14	1	0.034	0.171	0.200	0.8440
	2	0.130	0.162	0.800	0.4394
2014–15	1	0.074	0.077	0.956	0.3426
	2	0.438	0.595	0.736	0.4830
2015–16	1	0.013	0.068	0.196	0.8450
	2	0.420	0.208	2.021	0.0576
2016–17	1	0.076	0.116	0.654	0.5162
	2	-0.062	0.081	-0.766	0.4464

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic.

Table 15: Math Outcomes (MAP): 2013–16

Year	Group	Coefficient	*SE*	*t*	*p*
2013–14	1	-0.076	0.153	-0.498	0.6280
	2	-0.172	0.203	-0.845	0.4177
2014–15	1	0.143	0.071	1.998	0.0497
	2	-0.021	0.249	-0.083	0.9359
2015–16	1	0.102	0.057	1.789	0.0767
	2	0.029	0.150	0.191	0.8500
2016–17	1	0.043	0.108	0.401	0.6906
	2	-0.041	0.062	-0.669	0.5063

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic.

SBAC scores in ELA and math did not strongly associate with dosage for most of the duration of the program. However, a notable exception occurred in 2018–19, when there was a significant positive relationship between dosage and ELA scores for both groups of students. That same year, dosage was also associated with higher math SBAC scores for grade 3–5 (Group 1) students. It is possible that this abrupt shift reflects recent changes in program effectiveness. Interestingly, the comparison between all CS students and non-CS students found that CS students in grades 6–8 scored significantly lower in both subjects than did non-CS students (Tables 16 and 17).

Table 16: English Language Arts Outcomes (SBAC): 2014–18

Year	Group	Coefficient	*SE*	*t*	*p*
2015–16	1	-0.002	0.072	-0.029	0.9770
	2	0.123	0.082	1.493	0.1404
2016–17	1	0.181	0.144	1.252	0.2230
	2	-0.066	0.080	-0.823	0.4137
2017–18	1	-0.072	0.091	-0.793	0.4310
	2	-0.007	0.091	-0.083	0.9344
2018–19	1	0.703	0.079	8.861	**<.0001**
	2	0.173	0.071	2.432	**0.0174**

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. A blue cell indicates a statistically significant and positive result.

Table 17: Math Outcomes (SBAC): 2014–18

Year	Group	Coefficient	*SE*	*t*	*p*
2015–16	1	-0.036	0.073	-0.498	0.6199
	2	-0.044	0.098	-0.451	0.6530
2016–17	1	-0.200	0.167	-1.201	0.2430
	2	0.122	0.089	1.368	0.1760
2017–18	1	-0.032	0.098	-0.327	0.7446
	2	-0.030	0.080	-0.371	0.7120
2018–19	1	0.231	0.069	3.336	**0.0013**
	2	-0.097	0.089	-1.090	0.2792

NOTE: *p* = *p*-value; *SE* = standard error; *t* = *t*-statistic. A blue cell indicates a statistically significant and positive result.

Discussion and implications

These mainly neutral or negative findings indicate the difficulty with shifting academic outcomes system-wide. It is important to note that difficulties with impacting student standardized test scores through school-level programmatic interventions are well known. Cheung and Slavin (2016) examined math and reading studies that met WWC standards and found the differences in effect sizes between the inherent and noninherent measures to be remarkable. Across seven WWC-accepted math studies, the mean effect size was +0.45 for measures with treatment-inherent measures and -0.03 for measures used in the same studies that were not inherent to the treatment. Across 10 WWC-accepted early reading studies, the effect sizes were +0.51 and +0.06, respectively.

Additionally, Hartford Community Schools and their partners address student needs that are hard to link directly to student academic outcomes. SBAC and MAP are not inherent to the CS treatment and may not align well to the goals of CSs. While SBAC and MAP may not be that well aligned to CS goals, these tests are important to Hartford Public Schools and to Connecticut, and it would be difficult to exclude these measures from any program evaluation in Hartford Public Schools.

However, qualitative data suggest that CSs provide critical services and programs needed by students and families in Hartford that make an individual impact but are difficult to capture through existing measures. A few parents expressed that afterschool programs provide a safe and caring environment for students to receive help with homework and engage in enriching activities. Because parents work late hours, these programs were a needed service. One staff said, "It's kind of like a safe haven for some of the students."

Other support, such as coat drives, free shoes, accessing medical or dental services, and backpack programs with snacks were mentioned as needed resources that could make a difference in families' well-being. One parent said, "I forgot to mention the activities they do, when they created the pizza-family dinner night. It was amazing. They invited so many families and children and they made pizza from scratch. A lot of the children don't have the opportunities where the children can ask their parents to take them somewhere." Other impacts may be measurable but are individualized for students.

For example, one parent saw improvement in her child due to the speech and occupational therapy sessions received at the school.

School staff discussed the impact of the family resource center and other supports on the school campus on the ability to connect families to services. One social worker said, "This lets us think outside of the box compared to a traditional school because there's more resources. In traditional school all you get to do is refer, and you make phone calls and its often leaving messages. But here you know you can go to the person's office and talk about it."

Parents and staff also discussed the importance of the relationships and welcoming community provided by community partners. One grandparent discussed how a granddaughter's transition into the school was "easier" because of the constant support by lead agency staff during the school day and during afterschool programs.

Yet, other research on CSs have found positive impact on many of the outcomes used in this study (Dobbie & Fryer, 2011; Dryfoos, 2000, Heers et al., 2016; Maier et al., 2017). Therefore, what are some plausible explanations for the mainly neutral and negative results? Many factors may have contributed to these results. Despite the consistent leadership of HPSS in leading the community school initiatives (detailed in the implementation findings) Hartford Public Schools has experienced many transitions during the past 10 years. Five superintendents have come and gone in Hartford since the beginning of this initiative. CS staff have reported principal and teacher turnover at their schools as well. In fact, stakeholders reported that turnover is higher in the upper grades (grades 6–8). In addition, according to stakeholders, conversations around school closures during the 2015–16 school year created a lot of uncertainty at the district.

These transitions and uncertainty at the district perhaps influenced the consistency of implementation of the CS model. As described earlier, Hartford Community Schools experienced challenges with establishing the key conditions necessary for successful implementation of the model. Therefore, while CSs have successfully provided supports for students and families, without the conditions firmly in place to implement the model consistently and with fidelity, impacts are still anecdotal and not systematic enough to be captured by the outcome measures.

Impact study limitations

Challenges of moving standardized test scores with school-level interventions. Hartford Community Schools and their partners address student needs that are hard to link directly to student outcomes. SBAC and MAP are not inherent to the CS treatment and may not align well to the goals of CSs. Furthermore, the difficulties with impacting student standardized test scores through school-level programmatic interventions are well known, as noted above (Cheung and Slavin, 2016). While

SBAC and MAP may not be that well aligned to CS goals, these tests are important to Hartford Public Schools and to the Connecticut, and it would be difficult to exclude these measures from any program evaluation in Hartford Public Schools.

Lack of data on student daily activities. Data on community partner programming was quite limited. Data on student attendance at a provider could only be obtained for a particular day. There was no information on activities a student engaged in on any day. No further disaggregation was possible than a simple measure of student attendance at programming. Because CS interventions vary from school to school, ideally, data on specific activities students engaged in would be available, then, those activities would be linked to more theoretically appropriate outcomes. Data that would be useful are numerous and would include the provision of a literacy or math supplemental program, social skills interventions, or online activities that support interpersonal problem solving**.**

Lack of proximal outcomes measures on integrated student supports. While the focus of this study was on the academic, school-based effects of CSs in Hartford, most research on CSs emphasizes the importance of integrated students supports, like social and health services, social-emotional learning programming, or restorative justice practices (Maier et al., 2017). Programming in these, and other areas, when implemented well, will lead, in theory, to improvements in academic outcomes. For example, a proximal outcome that might be directly related to CS programming could be a measure of social skills or impact of mental health services on students' behaviors. Those skills might be more directly related to programming and, therefore, might make good proximal measures that can help explain links between CSs and academic effects. Unfortunately, proximal outcome data were not readily available, and the collection of such data proved cost prohibitive. Without these data, the study misses an important potential explanation for the effects of CSs. In future studies of CSs in Hartford, it will be very important to assess proximal effects, especially considering the largely negative and neutral findings on distal outcomes reported in this study.

Comparison group student attendance at comparable programs. Students eligible for the comparison group were those not attending a CS in a given academic year. But some schools in some years had students attending other afterschool programming, such as 21st Century Community Learning Centers. This situation is a clear confound that could not be measured. It is conceivable that the effects of other programming for comparison groups students is influencing academic outcomes. In future studies, evaluators will have to account for other district programming either through gathering more data on the activities of comparison group students or choosing comparison schools where no similar programming is available to students.

Inconsistent implementation of programs. Program implementation varied across sites and over time for the same site. This was true both in terms of intentional variation, like adopting different programs to match local needs, and lapses in fidelity to planned activities. Infidelity can be a particularly important factor as it impacts the validity of research conclusions. The aim is to draw

conclusions about the effects of the CS intervention as it was intended to be implemented, but analysis is based on the intervention as it was actually implemented. As a result, for the conclusion that there was no significant change (or a negative change) among CS students compared with non-CS students, it is uncertain if this is due to the CS model being ineffective or to CSs not truly having been implemented as intended.

Recommendations

Recommendation #1: Collect proximal outcome data

As Hartford Public Schools continues to scale the CS model district-wide so that all schools will become community schools, it will be critical to evaluate the impact of the model on students. Hartford Public Schools and community partners should consider collecting proximal outcomes, such as students' social-emotional learning or student connectedness and relationships, to better connect the links between the services provided to students in CS and academic outcomes.

Summary and Recommendations

In 2008, Hartford Public Schools, in partnership with the Hartford Foundation, United Way, and the City of Hartford, formed the School-Community Partnership (SCP) and launched Hartford's CS initiative. In 2012, SCP assumed a broader agenda and renamed itself the Hartford Partnership for Student Success (HPSS). HPSS expanded to include private-sector organizations and new funders, such as the Fund for Greater Hartford, Aetna, Travelers, and The Hartford.

CSs have remained in Hartford for the past decade, through multiple changes in superintendents and budgetary concerns that have affected the Hartford public school system. Hartford Community Schools is seen by other Community Schools Initiatives as a leader, especially in how schools and lead agencies align their work, in setting policy, in the use of the lead agency model, and in persevering through multiple changes.

Similar to many school districts, Hartford Public Schools has been struggling with declining resources and declining enrollment. It is to its credit that it has sustained CSs through multiple superintendents and resource challenges. This report describes a number of promising strategies being implemented by Hartford Community Schools, aligned with the Community School Standards. It also has highlighted a number of challenges that have affected implementation. The analysis of student outcome data indicated that students in CSs had test scores that were similar to or slightly lower than students who did not attend CSs, across both sets of tests and subjects. Other ways that CSs can impact students and families were not examined. Student outcomes can be impacted by many factors outside of CS control.

Of note, some challenges identified in this report have been documented in previous reports or identified through practice. The enduring nature of some of these issues is unsurprising given resource challenges and turnover at the district but also among HPSS and the lead agencies; the lack of institutional knowledge is a problem. It is also important to note that, because of this turnover, many of these challenges feel new to recent staff, but for many CS staff on the ground these issues have been reoccurring and intransigent over the past decade.

As the Hartford Public Schools embarks on its new strategic plan in which, over the course of 4 years, all schools in Hartford will become CSs, RTI provides recommendations to strengthen implementation of the CS model. These recommendations are a compilation of recommendations made within the sections of this report. Recommendations are organized by the audience that has the primary power to act upon each recommendation. The first set of recommendations are addressed to Hartford Public Schools and the second set are addressed to the Hartford Partnership for Student Success.

District/Central Office Recommendations

RTI recommends that Hartford Public Schools implement the various promising practices and strategies implemented by Harford Community Schools and the field scan sites. The additional recommendations mentioned below are those prioritized by stakeholders during the sensemaking session or during the study process.

School leadership that supports the CS model

Recommendation: Provide ongoing support for principals from onboarding through principal supervision

Principal understanding and support of CSs is a key lever for the implementation of the CS model—and it is a key barrier when principals learn on the job. Hartford Public Schools has already begun to build a new principal onboarding process as Hartford increases the number of Tier 3 and 4 schools. Ensuring principals receive ongoing onboarding, such as meeting as a small principal cohort or with principal supervisors, will also support their practice. Adapting a metric, such as that developed by Greater Lehigh Valley or OUSD, would provide a framework that clarifies roles and expectations for the position.

Recommendation: Enact a teacher onboarding and retention plan

Just as CS staff members identified principal knowledge and support of CSs as necessary for the CS model to succeed, they also identified teacher turnover as a barrier to CS implementation. They believed that teacher turnover was high and impacted the entire school's ability to support its students. They also argued that teachers were unaware of the CS model which impacted CS staff ability to work with teachers and support their efforts both during the school day and after school. To that end, CS staff proposed developing an onboarding and retention plan.

Note that a 2009 study by the National Council on Teacher Quality (Cohen et al., 2009) identified a number of strategies to recruit and retain teachers in Hartford Public Schools, including recommendations regarding compensation, transfer and assignment, work life and school climate, and developing teachers. Examining the efficacy of these ideas for Hartford Public Schools currently is beyond the scope of this research, but a review of the findings may be worthwhile in light of this recommendation. This recommendation also aligns with the ERS (2017) recommendation that "Hartford Public Schools should accelerate the hiring process for teachers; use teachers' strengths and interests to inform assignment to schools and leadership roles" (p. 20) by proactively developing partnerships with preservice programs to find teachers who have a strong interest in community schools.

Family engagement

Recommendation: Develop metrics that capture the on-the-ground work of family engagement

Hartford Community Schools should gather data that capture the work it is already doing at the program level, including the use of the food pantry, use of the family resource center, and GED preparation, and use that data for continuous improvement.

Second, if relevant staff could be trained on and enter this data into the Efforts To Outcomes system, then CS staff will be able to analyze data in various ways. Staff can begin with basic metrics such as the following:

- How much did we do?
- How well did we do it?
- Is anyone better off? What percentage of people are better off?

From here, staff may be able to disaggregate data across sites, looking for patterns, examining similarities and differences, and noting which communities are making better use of the resources. It can also show that needs may be great across all sites, highlighting a major community need. A previous section provided an example that described how leveraging data across multiple sites can highlight broader needs of the community (see Strategy #2: Leverage partners across multiple schools using data in Effective Partnerships and Collaborations).

Effective partnerships and collaboration

Recommendation: Establish central systems to ensure partnerships are effective

To better assist the Office of Family and Community Partnerships in supporting partnerships district-wide, the district should continue to follow the recommendations written in a recent report from ERS (Education Resource Strategies) (2017) to implement a central system to ensure partnerships are effective.

ERS suggests that the district implement a central system in which

- "Partners are chosen from a centrally managed short-list of high-quality and cost-effective organizations
- Partnership goals and performance measures align with specific school goals
- Partner staff is included in faculty team-building and training to build an aligned and connected school community
- Regular meetings with partners occur to monitor service delivery and solve problems to ensure goals are being met

- Other potential partner organizations are considered to ensure school is getting the maximum value and quality" (p.16)

The office is implementing some of these recommendations. Because various central office departments can develop their own MOUs for specific needs (i.e., the college and career readiness office can create MOUs with a university partner), MOUs were not centrally housed. The office is in aligning all the partnership MOUs in the district. As a result of this alignment process, Hartford Public Schools could pull up all the different partners with which it has relationships. This is the first step in developing a centrally managed list of high-quality partners.

Second, the office is creating an evaluation tool that can be used by school staff to vet new partners. These evaluation tools should include descriptions of how potential partnerships align with school goals. School staff members in the new Family and Community Support Services Provider role and CS directors and staff are convened monthly to deliver professional development, troubleshoot issues, and provide support.

Effective school planning, data development, data sharing, and continuous improvement

Recommendation: Provide CS directors with access to PowerSchool

As Hartford moves to transition all schools to the CS model, only those schools designated as Tier 3 or 4 schools will have CS directors. Those staff members should be provided access to PowerSchool. Creating data sharing agreements between schools and community partners is a Community Schools Standard. Many of the field scan sites have also recognized the importance of ensuring that CS directors have access to data and have made them agents of the district through data sharing agreements. CS directors have repeatedly reported the challenges they face to their work without access and have requested access year after year. While it is true that school staff can provide the necessary data to CS directors, over the past decade CS directors continued to request access to PowerSchool. This will allow them to get the data they need when they need it, and it will also allow them to manipulate the data in ways they might not think of when they have to ask a third party to do a data pull for them. This study has identified three other sites where CS directors have access to data and provided one example legal form. Further, capturing data on which students receive services during the school day will help inform lead agencies of their effectiveness.

Recommendation: Explore district-wide data systems

Hartford Public Schools and HPSS should explore the data systems that were identified in the field scan (United Way of Asheville and Buncombe County) or consult with districts in the process of building systems (Cincinnati Public Schools and United Way of Greater Lehigh Valley to improve the ability to monitor the effectiveness of the model at the student level. Specifically, this system allows tracking by program which would greatly increase the data capacity of CSs and help them identify

those programs which are making the greatest impact. The district's new performance officer could be the lead for this recommendation.

Recommendation: Collect proximal outcome data

As Hartford Public Schools continues to scale the CS model district-wide so that all schools will become community schools, it will be critical to evaluate the impact of the model on students. Hartford Public Schools and community partners should consider collecting proximal outcomes, such as students' social-emotional learning or student connectedness and relationships, to better connect the links between the services provided to students in CS and academic outcomes.

Partnership Recommendations

RTI recommends that community partners, including HPSS partners, implement the various promising practices and strategies implemented by Harford Community Schools and the field scan sites. The additional recommendations mentioned below are those prioritized by stakeholders during the sensemaking session or during the study process.

School leadership that supports the CS model

Recommendation: Develop a university partnership to create a microcredential for community school principals

Another recommendation prioritized by stakeholders was the goal of developing a university microcredential for principals that would provide even greater training and support for principals while having the extra benefit of developing a university partnership. CS stakeholders already have relationships with university partners that can support this process. Although CS and lead agency staff knew that developing a microcredential was a long-term goal, they felt that the principal is key to the model and proposed devoting resources to developing a partnership now.

Recommendation: Develop university partnerships with preservice teacher programs

CS staff believed that developing relationships with preservice programs would improve teacher awareness and understanding of CSs and ensure a better fit between the teacher and CS. Partnerships could range from having state college preservice programs teach about CS to having specific programs in which teachers do their preservice teaching in CSs. Building awareness, understanding, and relationships benefits both partners—CSs would have a larger pool of qualified candidates, and preservice teachers from programs that provide training on CS would have an advantage in finding a job in those schools.

Effective school planning, data development, data sharing, and continuous improvement

Recommendation: Use community-wide measures of well-being and health

While the recommendation above focused on program-level data and how to use that data to understand patterns in a community, this recommendation suggests that CSs collect community-wide data to understand the well-being of their community. Ultimately, community-level data provide a way to identify key community needs and to track changes over time; combining this with program-level data helps to identify if programs implemented to meet these broad needs are being implemented well.

Community partners can collect data on the broader needs of families to identify potential areas to provide support, including how families' basic needs are being met (whether they have access to medical care, dental care, mental health care, or housing needs). While CSs cannot provide everything, capturing broader needs can help CSs identify where the greatest need is and potentially identify other providers and/or shift their own resources to address greatest needs. The Family Center may be a potential partner.

As new needs are identified and strategies are developed, it is important to continue to build a data system that can capture the work that is being done. It is also important to understand that family engagement and its impact is difficult to measure. It is okay to start simply and build a system that captures more of the work and more of its impact. When examining the data for continuous improvement, identify data holes and capture the best data possible to provide more information.

Sustainability

Recommendation: Bring together the HPSS partners for a revisioning of their role

The key to a successful collective impact model is the alignment of partners' vision for change. HPSS has been a significant force for CSs in Hartford Public Schools for over a decade, helping to sustain the CS model during that time. However, due to staff turnover at all levels of HPSS and the development of a new strategic plan at the district, HPSS does not have a clear directive. To develop a strong cross-sector partnership, HPSS should reset by revisiting and developing new goals and align the partnership members according to these new goals. This includes bringing in new partners.

Recommendation: Engage families as community leaders

Research suggests that students and families should be included as part of the community-wide leadership structure. Yet these groups are currently not a part of HPSS. Parent voices are needed at decision making tables and should be a part of the change that impacts children at the school and community level. Parents are critical partners in their children's education and their expertise cannot be overlooked. RTI recommends providing leadership opportunities for parents at multiple levels, including places for parents (and students) on the HPSS partnership team. RTI also recommends

thinking about the role of parents in playing larger leadership roles for reform in Hartford Public Schools. Bringing parents to the table as partners requires listening to and acting upon their voice and does require those currently at the table to give up some power. In the end, parents' active participation will strengthen communities.

Recommendation: Include lead agencies in more planning processes

Lead agencies had a seat at the HPSS table, but their involvement could increase to better align resources to provide services for students. HPSS's recent year-to-year planning, while understandable, placed a strain on lead agencies' ability to fundraise to support the CS effort. All agencies raise additional resources to function as leads, but their funding sources are looking for multiyear plans. Consequently, lead agencies are not as effective in fundraising year to year, and year-to-year fundraising strains their organizational capacity and ability to plan and sustain themselves long term.

Recommendation: Leverage university partners

Currently Hartford Public Schools leverages different university partners for academic programs and college and career readiness supports. Yet many of the field scan sites leveraged the resources of university partners for other services such as mental and physical health services. These partners can provide critical differentiated services needed by Hartford Public Schools students. As the district continues to scale the CS model, HPSS should devote resources to engaging university partners. It was beyond the scope of this research to reach out to universities, but there is the potential for mutually beneficial relationships between universities and CSs.

Recommendation: Revisit policy

As one of the few CS initiatives to be supported by policy, Hartford Community Schools could revisit and revise the policy language and leverage that policy to get state funding. There is an opportunity for legislation at the state level, by having legislatures champion the bill to get state funding. Regardless of state policy, the current policy on the books should be updated to reflect current practice and future vision. Updating the policy can be a way to recreate the shared CS vision.

Recommendation: Multisystems focus

Challenges in Hartford Public Schools, as in many school systems across the United States, stem from a variety of causes that are beyond schools' ability to address, such as students and their families housing insecurity, food insecurity, high unemployment rates, and need for energy assistance. The CS model provides one way to support schools by leveraging other services and systems. It is recommended that HPSS, as part of its refocus, adopt a broader cross-sector approach and align systems, not just across school district and CBOs, but across state and city departments, to more effectively provide resources needed by the community. Creating a multi-system focus will also support financial sustainability of the CS model.

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Appendix A. Hartford Public Schools Community Schools Tiered Partnership Components

Appendix B. Proposal to Revise Research Design

DATE July 2019

TO Kate Szczerbacki and Scott Gaul, Hartford Foundation for Public Giving

FROM Nitya Venkateswaran and Jay Feldman, RTI International

RE Findings and proposed recommendations to revise implementation research design

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Introduction

The Hartford Foundation for Public Giving (HFPG) commissioned a retrospective analysis of the impact and implementation of Hartford Community Schools over the past 10 years. RTI answered a public request for proposals in February 2019 and was selected by HFPG to conduct the retrospective study. This study will examine outcomes and implementation from the 2009–2010 to 2018–2019 school years.

The outcomes study will examine the impact of Hartford Public Schools (HPS) Community Schools (CS) model on academic and nonacademic outcomes by comparing the outcomes of students who did attend a community school with similar students who did not. The intent of the implementation review is to understand the operational conditions and partnerships that affect student outcomes to then inform expansion of the model across the district.

RTI had developed an implementation research design according to the research questions presented in the RFP. To ensure the study was responsive to the needs of the community, RTI gathered feedback from community stakeholders about the implementation study. This memo summarizes findings from background conversations with Hartford Stakeholders from May – June 2019 and outlines proposed changes to the implementation research design. No changes are proposed to the outcomes study.

Current Implementation Research Design

The below implementation research questions were developed in partnership between HFPG and HPS. RTI had proposed to conduct two site visits in the fall to examine the dynamics of collaboration and planning and monitoring. RTI had proposed to interview multiple CS staff and stakeholders

during these site visits.[13] RTI had also planned to conduct a field scan to compare Hartford to other practices from other communities. This includes a review of literature and interviews with 8-10 Community Schools staff from other districts. In order to get community input on the research design and gain critical background information to inform the site visits, RTI proposed to hold a "Deep Dive" in-person community meeting and conduct a series of background interviews with 6-10 CS staff and stakeholders.

RFP Implementation Research Questions

1: How does the implementation in Hartford compare to Community Schools practices from other communities? What have been changes in implementation over time?

2: How has the district, individual schools, HPSS, and community partners interacted to implement the CS model? What were the barriers and facilitating factors in this collaboration?

3: To what extent were district and HPSS monitoring, continuous improvement, and planning efforts aligned? What factors contributed to and/or inhibited alignment?

Methods

Findings in this memo stem from input gathered from two Deep Dive meetings held on May 21st and 7 background interviews. Nineteen community members attended the Deep Dive meeting. A list of the participating organizations is listed in Attachment A. RTI conducted background interviews with seven CS staff or stakeholders, including one principal from a proposed expansion school.

Findings

RTI analyzed the feedback provided from community stakeholders to make recommendations on how to refine the research design to ensure that the implementation study provides the most useful information to HPS and program implementers. RTI used the Hartford Community Schools Theory of Change[14] (TOC) (Attachment B) recently aligned to the Institute for Education's Community School Standards[15] to frame our analysis of the feedback.

It is important to note that these findings are not intended to be comprehensive. Some effective practices and/or barriers to implementation may not be included. Because we did not interview parents, we are not able to provide their perspectives on the effectiveness of the family engagement

[13] Proposed interviewees are Community Schools directors, Community Schools principals, Key staff at lead agencies; Teachers, family resource coordinators, other school staff, and parents; Staff at partner organizations, Hartford Partnership for Student Success staff; and Hartford Public Schools central office staff.

[14] Act Knowledge. (2018). Hartford Community Schools Evaluation Report 2016-2017. New York, NY. Retrieved by https://www.hfpg.org/files/1915/4654/9477/Hartford_Community_Schools_2017_ActKnowledge.pdf

[15] http://www.communityschools.org/resources/community_schools_standards_.aspx

activities. In addition, the feedback presented does not reflect a broader HPS perspective but only that of one HPS district staff member. Despite these limitations, these findings provide some guidance to inform further inquiry.

Conditions that need to be in place for community school programming to be implemented effectively

The TOC identifies a set of 11 "foundational preconditions" or conditions that need to be in place for community school programming to be implemented effectively. Seven are system, or district-level preconditions and four are school-level preconditions. Because HPS implemented the CS model at only seven of their 39 schools, we do not expect for all preconditions to be met. Now as the district scales the model across the entire district, it will be critical to identify instances where HPS was able to establish these preconditions and opportunities for growth to ensure success. Examples of instances where these preconditions were met are explained below. See Table 1 for a summary of our findings.

Table 1. Summary of foundational preconditions findings [16]

Preconditions	Successful example	Challenge
District support for family engagement		• Prior to the 2019-2020 school year, district office support for parent engagement was diffused across different departments. Stakeholders mentioned they had no vision of what effective parent engagement looked like.
District supports consistent leadership		• Ongoing turnover of principals negatively affected implementation because some principals do not understand the benefits of being a community school and do not effectively collaborate with the LA. No onboarding for new principals. Lead Agencies were also not consistently involved in principal hiring process.
Shared vision and mission		• Many stakeholders reported a lack of cohesive vision among stakeholders about the CS model.
Effective budgeting for community schools	• The streamlined CS workplan and application process lessened staff burden.	• Some stakeholders mentioned challenges with maintaining continuous levels of funding.
Effective data development and sharing		• LA staff that work at schools do have access to PowerSchools which hinders their ability to provide services to students and families.
School leadership supports the Community School Model	• At a few schools, the school leader full supports and engages with the school community model. The leader understands the benefits of being a community school and the importance of collaborating with the community.	• Principals varied in their understanding of the benefits of a community school and subsequent support. Teachers also varied in their understanding and support of CS, leading to uneven implementation.

[16] These conditions also address Scott's questions to RTI about data and monitoring.

Effective school planning	• Some schools collect various data about the afterschool program for continuous improvement. • Some schools have school site governance councils that are effective in gathering stakeholder input. • Community School Directors or other LA staff sit on multiple school subcommittees to identify appropriate services and interventions.	• Stakeholders feel like they are not collecting adequate data to understand the effectiveness of their programs and inform continuous improvement.
Effective partnerships	• Monthly network meetings facilitated by HPSS • Ongoing partnership meetings between LAs and CBOs.	• CBO partners are often chosen because of prior relationships or because of tenure at school. • Limited student and parent and community voice in the CS model.

Examples of practices to establish foundational preconditions

Effective partnerships

- The monthly network meetings facilitated by HPSS allowed time for CS staff to collaborate. Staff can brainstorm, share ideas and best practices and network.
- At some schools, lead agencies (LA) and other community based organizations (CBOs) have ongoing partnership meetings to talk about concerns and struggles.

School Leadership supports the Community School Model

- At a few schools, the school leader full supports and engages with the school community model. The leader understands the benefits of being a community school and the importance of collaborating with the community. Because of the school leadership support, the Community School director is involved in leadership decisions and community partners feel supported and have necessary resources to implement the needed programming. School staff, like teachers, also seem more likely to understand the model and welcome community partner support.

Effective school planning

- Some schools collect data to about the afterschool program for continuous improvement. These include pre-post surveys to measure student change, student feedback surveys and data from afterschool advisory group meetings for parents and students. This data is used to inform programming decisions.
- Some schools have school site governance councils that are effective in gathering stakeholder input. But they also have challenges with engaging families in this process.
- Community School Directors or other LA staff sit on multiple school subcommittees, such as PBIS and attendance committees, and analyze student data to identify appropriate services and interventions.
- The workplans are aligned to the school improvement plans.

Effective budgeting for community schools

- The streamlined CS workplan and application process lessened staff burden.

Examples of when preconditions were not met

Community stakeholders noted cases where these preconditions were not in place. Many of these are at the systems/district level which makes sense given the CS model was not the sole school model implemented in HPS from 2009-2019. Examples are noted below.

System: District supports consistent leadership

- Many stakeholders mentioned that ongoing turnover of principals affected implementation. Turnover was a barrier when principals new to the schools did not understand the benefits of being a community school and did not effectively collaborate with LA staff to implement the services. Stakeholders noted that new principals were not given any training or professional development on the purpose of a CS model. Lead Agencies were also not consistently involved in principal hiring process.

System: District support for family engagement

- Many stakeholders mentioned challenges with parent engagement at the school level. Some schools have been more successful with family engagement in the afterschool program but have not experienced success in other areas. District staff noted that HPS did not have a vision of "effective community engagement" and that prior to establishing the Community Partnerships & Family Engagement Office, administration of effective family engagement across the district was housed in many different departments. However, the newly established office will be able to support this precondition.

System: Shared vision and mission

- Many stakeholders reported a lack of cohesive vision among stakeholders about the CS model. They feel this has led to varied implementation across the different schools over the 10 years. They attribute this to the changes in leadership, especially because they have experienced three different superintendents since the original superintendent who brought the model had left. Stakeholders reported feeling unsure that they implemented the model with fidelity to be able to conduct an impact study because they were unclear on what were the critical elements of the model needed to be effective. Staff also want a clear vision of the fundamental basics required to provide an effective community school model.

System: Effective data development and sharing

- LA staff that work at schools do not have access to PowerSchools to implement their work. This means they do not have access to student achievement data to tailor services to their students. Often they receive access to data through other school staff, such as the principals and social workers. Not only do they not have access student outcome data, they cannot access parent contact information for students who do not participate in the afterschool program. Again, they need to go through other staff which hinders timeline communication.

System: Effective budgeting for community schools

- Some stakeholders mentioned challenges with maintaining continuous levels of funding. One school had to reduce the number of students served by the afterschool program due to changes in funding.

School: Effective partnerships

- LA staff know of many CBO partners to provide services. But many partners are often chosen because of prior relationships or because of tenure at school. LA staff wonder if there is a better method for selecting partners aligned with student needs than prior relationships. They also have some methods for evaluating these partners though self-reported feedback surveys but feel these methods can improve.
- Stakeholders mentioned limited student and parent and community voice in the CS model. Schools struggle actively engaging parents in the governance councils.

School: School leadership supports the Community School Model

- Many stakeholders noted that because principals of community schools varied in their understanding of the benefits of a community school and effective partnership practices, school leadership support varied. Some principals think of Community Schools as mainly the afterschool program, not an integral part of school. Therefore, some principals do not collaborate or prioritize the partnerships, which includes not securing enough space for partners to implement their programs. When principals do not prioritize the importance of these partnership, they also do not bring teachers on board. Stakeholders noted that teachers also do not receive any professional development or training on the community school model. Some stakeholders mentioned that some teachers do not know they are in a community school or do not understand the benefits of being a community school. This leads to many implementation challenges. First, partners have difficulty scheduling services for students during the school day because teachers question why partners need to implement programs for students. Teachers are also hesitant about lending classroom space for afterschool program.

School: Effective school planning

- Many stakeholders mentioned that they are not sure if collecting the right data about their programs in the Efforts to Outcomes (ETO) system. They are also not able to track or collect data from students who get services during the school day, such as push-in services, which limits their ability to assess the effectiveness of those services.

Key school level conditions condition to impact student achievement

The TOC also identifies the critical school level conditions (not to be confused with preconditions) that are necessary to subsequently impact student achievement. The TOC lists a total of 24 conditions. We group these by areas of focus, such as interventions or practices to support students' needs, practices to support effective family engagement, practices to support implementation of attendance and behavior strategies, community outcomes (e.g. "community is involved and connected

to the school"), family outcomes (e.g. "Parents/families are comfortable with school environment and feel understood and respected") and student outcomes (e.g. "students participate in enrichment programs that meet their needs"). Stakeholders noted instances where these interventions were implemented successfully. See Table 2 for a summary of findings.

Table 2. Summary of school level preconditions findings

	Successful example	Challenge
Practices to support students' needs	• Effective coordination and implementation of the afterschool programs at schools. • Some schools align their afterschool program with school day. • Staff are providing in-school and out-of-school services according to students' needs.	• Some schools lack space to provide services. • Some stakeholders reported a lack of integration of district initiatives at the school level.
Implementation of attendance and behavior strategies		• Some stakeholders reported a lack of integration of district initiatives at the school level.
Practices to implement family engagement services		• Some schools struggle with providing services to families and engaging families at the school level.
Community outcomes		• Some parents are not aware their children are attending community schools.
Student outcomes	• One school improved chronic absenteeism rates.	

Successful examples of school level conditions

Practices to support students' needs

- Stakeholders noted the effective coordination and implementation of the afterschool programs at their school.
- Some schools align their afterschool program with school day by employing an Education Coordinator. The coordinator is a school staff member hired by the LA to serve as an advisory to the afterschool program.
- Staff noted their ability to access CBOs to provide needed services for their students. They also use data from the afterschool program to create programming that meet students' needs. They also gather student feedback about desired programs or topics in order to create programming.

Student Outcomes

- One school reported improved chronic absenteeism rates.

Examples of school level conditions that are not met

Community stakeholders noted cases where these conditions were not in place which hindered implementation.

Practices to support students' needs

- Some schools lack space to provide services.

Implementation of attendance and behavior strategies

- Some stakeholders reported a lack of integration of district initiatives at the school level. For example, one CS direct was surprised when the HPS attendance worker showed up at their school.

Practices to implement family engagement services

- Some schools struggle with providing services to families because families do not attend the programs. As noted above, stakeholders also mentioned difficulty in engaging parents to be involved with school events and increasing communication with school staff about their students' education. Staff also noted low response rates with the parent surveys as evidence of parents' limited involvement with schools' attempts to engage families.

Community outcomes

- Some parents are not aware their children are attending community schools. CS staff feel that parents do not know how to take advantage of services.

Recommendations to revise implementation research questions

Based on these findings, we propose new research questions to guide the implementation study. We have provided a few examples of the specific preconditions we may want to explore. These are based on the challenges or barriers mentioned by stakeholders as the most critical and/or the effective examples stakeholders shared with RTI.

1. How do districts establish foundational preconditions for community schools to be implemented effectively?

These preconditions can include:

   a. Support for consistent leadership
   b. Support for family engagement
   c. Support for effective partnerships
   d. Support for effective school planning, including data development and sharing
   e. Shared vision and mission
   f. School leadership that supports the community school model
   g. Effective budgeting for community schools

2. How has HPSS and HPS established these preconditions? What preconditions were more challenging to establish?
3. What are effective practices to implement the school-level conditions?

Next steps

We believe a next step is to have a discussion to narrow which preconditions and conditions RTI should explore through the site visits and field scan. We have outlined the various preconditions and conditions in Table 3 and have noted whether we believe they are elements to explore through our implementation study. If we do not have a check mark next to a precondition or condition, this does not mean that we did not think they should be explored, but we merely did not hear or ask about them in our background conversations. We are also not suggesting we examine all these preconditions and conditions but discuss the possible areas of exploration between RTI, HFPG and HPS. About the school level conditions, we think it would be most useful to focus on the successful implementation of practices, not on the student or family outcomes. RTI's outcomes study will be examining student level outcomes.

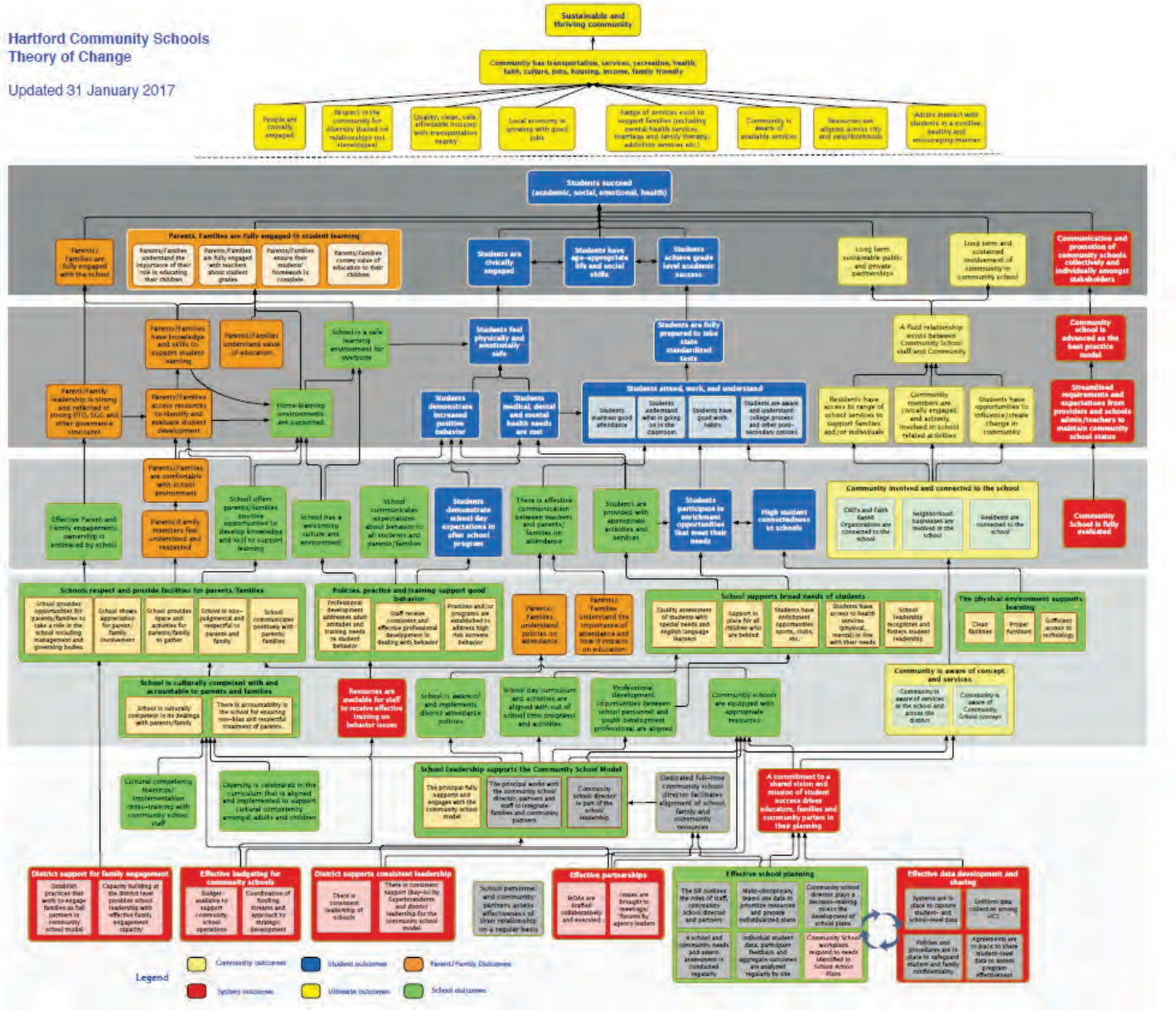
Table 3. Summary of preconditions and conditions and potential areas for future study

	Hartford CS example	External districts/field scan
District preconditions		
Support for consistent leadership	✓	✓
Support for family engagement		✓
Support for effective partnerships	✓	✓
Shared vision and mission		✓
Effective data development and sharing		✓
Effective budgeting for community schools		✓
School preconditions and conditions		
Effective school planning	✓	
School leadership that supports the community school model	✓	
Implementation of attendance and district strategies (this includes alignment of district initiatives with school initiatives)		
Effective school outreach to parents, families and community (this includes providing services to families, engaging them in school governance, and their awareness of behavior strategies)	✓	
Supporting students' broad needs (This includes alignment of school-day and out of school time, professional development opportunities and available space to implement programs)	✓	

Attachment A. Participating organizations at Deep Dive meeting

- Hartford Partnership for Student Success (1)
- Fund for Greater Hartford (1)
- Burr Elementary School (1)
- Thirman L. Milner School (1)
- Fred D. Wish Museum School (1)
- West Middle School (1)
- COMPASS (1)
- Village for Families and Children (1)
- Boys and Girls Club of Hartford (3)
- Connectikids (1)
- United Way (1)
- New England Science and Sailing(1)
- Catholic Charities (1)
- Hartford Foundation (4)
- Hartford Public Schools (1)
- Catholic Charities (1)

Attachment B. Hartford Community Schools Theory of Change



Appendix C. Implementation Study Methodology

The implementation study had three main data sources: site visit interviews with Hartford Community Schools stakeholders, interviews with field scan sites, and documents.

Site Visit Interviews

In fall 2019 RTI conducted site visit interviews at the CSs to talk to a broad range of staff involved in implementation. These staff included the following:

- CS directors
- CS principals
- Key staff at lead agencies
- Teachers, family resource coordinators, other school staff, and parents
- Staff at partner organizations
- HPSS
- Hartford Public Schools central office staff

RTI conducted in-person site visits to six of the seven CSs. A planned visit to one school was cancelled due to the needs of the school and, therefore, interviews with staff were conducted over the phone. A few interviews with lead agency and Hartford Public Schools staff were also conducted over the phone after the in-person site visit due to scheduling conflicts. Some participants were interviewed twice for follow-up clarification.

In preparation for the site visit, RTI talked with the CS director via phone or in person to discuss data collection plans for the site visits. CS directors were asked to invite lead agency and other school staff to interviews or focus groups, which were held during times most convenient to staff. CS directors at two schools were also asked to recruit parents, guardians, and other adult family members to a separate focus group to provide feedback on the CS model. In planning for the site visit, RTI worked with the CS coordinator to provide translation for families in schools where it was needed. The number of site visit and background interview participants are shown in Table C-1. The site visits were conducted by two RTI researchers.

Table C-1. Number of site visit and background interview participants

Organization	Role	Number of people interviewed
Lead agency staff	Community school directors	7
	Lead agency staff	7
	Youth development apecialists	4
	Community cchool coordinators	3
	Lead agency family coordinator or educator	2
Hartford Public Schools staff	Principal/assistant principal	7
	School staff (education coordinator, social workers, behavior technician, intervention specialists)	7
	Hartford Public Schools district staff	4
	Family and Community Support Service Provider	3
Community partners	HPSS staff and partners	10
	Family members	8
	Children's Aid staff	2
	Community-based organization partner	1
Total		65

Field Scan

We conducted a field scan of nine different CS models across the country to identify promising strategies implemented to address some of the key challenges identified by Hartford Community Schools stakeholders. Staff from the Coalition of Community Schools named 11 sites across the country as having promising strategies to share. Nine of the 11 identified sites responded to email invitations to participate in the study. Information obtained from the field scan was integrated into the Findings section.

Documents

The research team reviewed pertinent documents for background information on CS models including previous evaluation and research reports conducted for Hartford Public Schools and the Hartford Foundation, historical documentation about the CS model, the district's strategic plan, and HPSS templates and workplans.

Analysis

Focus groups and interviews were audio recorded and transcribed. At the start of each interview and focus group, the researcher explained the purpose of study and noted that study participation was voluntary and that data would be aggregated so no participant could be identified. RTI used a semi-structured protocol to ask a series of questions about the participants' experience with CSs and promising practices, challenges they faced, and feedback to improve CSs. Hartford Community Schools key informants were also asked about the benefits of CSs and anecdotal impact they could

share. To analyze the data, RTI developed a coding structure using NVivo, a qualitative data analysis software program, to code the written transcripts from the interviews and focus groups. The coding structure was informed by the research questions and preliminary debriefing meetings of the RTI study team.

Participatory Engagement

To engage voices of those most affected by the evaluation, RTI engaged in a participatory approach by engaging stakeholders during multiple parts of the research process.

RTI invited an extended group of CS stakeholders to both virtual and in-person meetings during the evaluation to provide feedback on the study design and interpretation of the results. Invitations to these gatherings were extended to 35–50 stakeholders. At the first two in-person meeting, or "Deep Dive," meetings in May 2019, RTI engaged a total of 19 stakeholders in a conversation about the study purpose and collected their feedback on key aspects of the design to shape the overall focus. Stakeholders provided feedback on the outcomes to be addressed by the study and what they hoped to learn from the implementation study. Two sensemaking sessions were held after the data were collected. At the in-person sensemaking session held in November 2019, RTI shared the implementation findings from the site visit interviews and field scan sites and engaged participants in a conversation about next steps. Stakeholders prioritized which recommendations to implement at Hartford Public Schools and developed initial next steps. During the January virtual sensemaking session on the findings from the impact study, RTI shared the results and engaged participants in a discussion about the interpretation.

A technical advisory committee (TAC) was convened twice to provide feedback to researchers on different aspects of the evaluation. The group met virtually. The committee was made up of nine CS stakeholders. At the TAC first committee meeting in July 2019, members provided feedback on the specific conditions in the Hartford Community Schools Theory of Change to be addressed by the implementation study. In the second TAC meeting, members provided feedback on the initial implementation findings and on the structure and focus of the in-person sensemaking session.

Appendix D. Differences Between This Study and Prior Evaluations of Hartford Community Schools

Prior evaluations of Hartford Community Schools have been completed, most recently in January of 2018 (*Hartford Community Schools Evaluation Report*, 2016-17, Act Knowledge) and in 2017 (*Defining the Path Toward a "Model for Excellence" for All Hartford Children: Findings and Implications from a Comprehensive Study of School and System Conditions in Hartford Public Schools,* 2017, ERS). There are several important differences between the methodologies employed in prior evaluations and the approach utilized in this study. In our review of prior evaluations, we did not see evidence of, 1) establishing baseline equivalences, 2) disaggregating students into grade level groups to avoid analyzing school level means, 3) using multi-level models to account for nested data, 4) analyzing SBAC data, and 5) conducting a rigorous dosage analysis.

Establishing Baseline Equivalence. The term "baseline equivalence" refers to whether the intervention (CS in this case) and comparison groups (non-CS students) had key observed characteristics that were similar enough ("equivalent") before the start of the intervention (at "baseline") or study period. If differences are present between the two groups at the start of the intervention the estimated impact of the intervention could be biased by those inequivalences. Simply examining outcomes of CS students and some comparison set of students, even if those students come from the same schools, does not provide assurances that the groups are equivalent at baseline. Researchers try to establish baseline equivalence across a set of key variables, including an outcome pretest measure.

Disaggregation of CS Students into Grade Groups. Analyzing overall school means can mask important within grade differences, particularly when examining an assessment like MAP. Ideally, comparisons would be conducted at the grade level, but minimally grade groups should be formed that avoid collapsing, for example 3rd and 8th grades together in a school level mean.

Use of Multi-Level Models. It is standard practice in educational research to recognize the nested structure of most educational data. Students are nested in classroom, which are nested in schools, which are nested in communities. All these levels exert influence on students and therefore should be accounted for in any estimates of school effects. Multi-level or hierarchical linear modeling techniques account for the hierarchical, nested struct of educational data (Raudenbush and Bryk, 2002; Singer and Willet, 2003). These models produce correct inferences, estimates of group effects, and correctly account for group level predictors.

Inclusion of Smarter Balanced Assessment Analysis. Since the currently administered Smarter Balanced Assessments given by the state of Connecticut are relatively new (first administered in 2014-15), prior evaluations were not able to incorporate these data into analyses of CS students. The Smarter Balanced Assessments are aligned to the Connecticut Core Standards in ELA and math and measure student progress in several areas within each domain. Since SBAC are aligned to the Connecticut Core Standards, these results provide a good complement to MAP which provides a more general overview of ELA and math skills.

Dosage analysis. In recent years, Hartford Public Schools and other Hartford city agencies and providers have kept attendance records for students participating in afterschool programming. These data were made available to the research team allowing for a more refined look at the relationship between attending a community partnership program and key student outcomes. Unfortunately, data capturing dosage of student involvement on CS activities during the school day was inconsistent and often not captured, so a significant part of CS activities were not able to be captured. Dosage analysis is only correlational, and the results do not suggest a causal relationship between amount of attendance and outcomes.

Appendix E. Principal Evaluation Framework, Oakland Unified School District

OUSD Principal Professional Learning and Evaluation Framework: Overview of Steps and Elements

Dimension IV: Leadership for Community and Family Partnerships

Key Questions:

- How does the leader intentionally create reciprocal partnerships with community and families in support of the school?
- How does the leader work in service of the community?

Step 1. Developing Leader Capacity	Step 2. Cultivating School Level Capacity	Step 3. Ensuring Collective Responsibility & Accountability
An OUSD Principal inventories, develops, and implements systems for effective partnerships and school governance teams that support the district and site vision of equity and students' academic, civic, and social and emotional success.	An OUSD Principal collaborates with partners and builds capacity of stakeholders to develop and implement systems for effective partnerships and school governance teams that support the district and site vision of equity and students' academic, civic, and social and emotional success.	An OUSD Principal monitors and revises strategies to build collective ownership and sustain effective partnerships and school governance teams that support the district and site vision of equity and students' academic, civic, and social and emotional success.
Family and Community Partnerships (FCP) Element 1: Family Partnership		
FCP 1.1 Family Partnership Formation: Principal inventories, develops, and implements systems for building effective family partnerships by using principles of student and family engagement that support the site vision and student outcomes.	**FCP 1.2 Capacity Building for Family Engagement:** Principal collaborates with and builds capacity of individuals and teams to develop and/or revise and implement systems to ensure authentic and useful school family partnerships in service of the school vision for equity student success.	**FCP 1.3 Collective Responsibility of Family Engagement:** Principal monitors and collaboratively revises systems that foster mutual accountability for sustaining authentic and useful family partnerships in service of the school vision for student success.
Family and Community Partnerships (FCP) Element 2: Community* Partnership (*Community includes district, local community, and business)		
FCP 2.1 Community Partnership Formation: Principal inventories, develops, and implements systems for building effective district, community, non-profit, and business partnerships by using principles of community engagement in support of the site's vision and student outcomes.	**FCP 2.2 Community Partnership Collaboration:** Principal collaboratively determines district, community, non-profit, and business partnership goals and processes and builds capacity at site to achieve and measure partnership goals in the service of the site's vision for student success.	**FCP 2.3 Community Partnership Sustainment:** Collaboratively engages district, community, non-profit, and business partnerships in a continuous cycle of improvement to maximize partnership effectiveness at achieving goals towards the school vision for student success.

Family and Community Partnerships (FCP) Element 3: School Governance		
FCP 3.1 School Governance Formation: Principal establishes and leads school governance teams that support school vision for equity and student success, and comply with policies, regulations, and laws.	**FCP 3.2 School Governance Collaboration:** Principal builds collaborative capacity of school governance teams to use data, information, and stakeholder input to determine and communicate school priorities that serve the school vision for equity and student success.	**FCP 3.3 Collective Responsibility for School Governance:** Principal regularly monitors and collaboratively revises structures of school governance teams to effectively communicate informed shared decisions that serve the school's vision for equity and student success.

Note: 2016 School Governance Teams include participation by family and community members who may serve on one or more of these committees: School Site Committee (SSC), EL Parent Sub-Committee, Community Advisory Committee for Special Education (CAC), LCAP Parent and Student Advisory committee (LCAP PAC), and LCAP EL Parent Sub-Committee.

Dimension IV: Leadership for Family and Community Partnerships

An OUSD Principal forms, integrates, and sustains effective partnerships in service of robust student academic, civic, and social and emotional outcomes.

Family and Community Partnership (FCP) Element 1: Family Partnerships		
Step 1. Developing Leader Capacity	**Step 2. Cultivating School Level Capacity**	**Step 3. Ensuring Collective Responsibility and Accountability**
FCP 1.1 Family Partnership Formation: Principal inventories, develops, and implements systems for building effective family partnerships by using principles of student and family engagement that support the site vision and student outcomes.	**FCP 1.2 Capacity Building for Family Engagement:** Principal collaborates with and builds capacity of individuals and teams to develop/revise and implement systems to ensure authentic and useful school family partnerships in service of the school vision for equity and student success.	**FCP 1.3 Collective Responsibility for Family Engagement:** Principal monitors and collaboratively revises systems that foster mutual accountability for sustaining authentic and useful family partnerships in service of the school vision for equity and student success.
Leader Indicators		
☐ Assesses current perception of family engagement from staff and family perspectives and implements feedback system. ☐ Establishes and upholds family and staff expectations for family engagement, participation, and decision making. ☐ Engages family and teacher leaders in understanding OUSD Family Engagement standards to create a family engagement vision and determine goals and action plan. ☐ Assesses current environment and determines and implements plan to create an inclusive, supportive, and welcoming environment for all families. ☐ Builds family support systems for student academic, social and emotional, health and wellness, and college and career readiness outcomes. ☐ Provides opportunities for families to engage with and understand what their children are learning, why they're learning it, and what it looks like to perform well. ☐ Creates communication systems so families can access school information easily. ☐ Develops public relation plan to recruit families and communicate a positive presence in the community.	☐ Builds capacity of stakeholders to use feedback to: ☐ improve family-teacher relations and appropriately address family concerns at the classroom and school level. ☐ collaboratively develop and implement strategies to ensure the school and classroom environments are inclusive, supportive, and welcoming. ☐ Builds capacity of family and teacher leaders to develop family engagement systems and implement an action plan in service of the school vision of equity and student success. ☐ Develops capacity of staff to deepen and differentiate approaches to engage all families in supporting student academic, social emotional learning, health and wellness, and college and career readiness. ☐ Collaboratively modifies communication systems so families can access school information easily and in a timely manner. ☐ Institutes systems to report and discuss assessments, student progress, and participation patterns with students, families, and community. ☐ Works with family and teacher leaders to create family resource center that meets the needs of families. ☐ Collaboratively staff and families in implementing and modifying public relation plan to recruit families and communicate a positive presence in the community	☐ Monitors and supports systems for constituents to use feedback to: o continually deepen family-staff relationships and address family concerns. o maintain and revise family engagement system, structures, and activities in service of the school vision of equity and student success. o revise and maintain strategies to ensure the school and classroom environments are inclusive, supportive, and welcoming. ☐ Supports staff and family to continually improve quality and quantity of communication in supporting student academic, social emotional learning, health and wellness, and college and career readiness. ☐ Modifies systems to effectively report and discuss assessments, student progress, and participation patterns with students, families, and community. ☐ Ensures family resource center is maintained and meets the needs of all families. ☐ Collaboratively monitors and revises public relation plan to recruit families and maintain a positive presence in the community

Dimension IV: Leadership for Family and Community Partnerships

School Level Behaviors		
☐ Principal/staff map and inventory school and community assets, resources, and challenges of family engagement for the purpose of advancing student outcomes. ☐ Principal uses data from mapping, CHK, parent, and staff surveys to create "action team" for family engagement that includes three academic workshops per year. ☐ All family surveys, information, and materials are in parent-friendly language and translated in home languages of school families. ☐ Families and teachers meet regularly to support student performance. ☐ Family diversity is recognized through school-wide events linked to learning and celebrating culture. ☐ School calendar includes ongoing teacher/staff professional development on family engagement. ☐ Information for families is easily accessible. ☐ Family outreach plan. ☐ Progress reports and report cards are received by families in a timely manner ☐ Students can explain their academic and social emotional learning progress to families	☐ Front office staff is friendly, attentive, and responsive to connecting parent/visitor to appropriate resources. ☐ Staff participates in professional learning about cultural competence and family partnerships. ☐ Family-teacher conferences meet the needs of families, including translation; strategic outreach ensures attendance. ☐ School offers volunteer and leadership opportunities that empower families as decision-makers in school community. ☐ Families from diverse backgrounds report that opinions are welcomed, heard, and included in decision-making process. ☐ Three academic workshops for families are well-attended and linked to school report card periods. ☐ Families understand how to obtain information, have access through their home language when possible, and feel comfortable using the communication structures. ☐ School has a dedicated Parent/Family room or center.	☐ Staff takes responsibility to identify and remove barriers to family engagement related to race, ethnicity, language, culture, socio-economic status, family structure, religion, and families with special needs. ☐ Almost all families attend parent/teacher conferences. ☐ Schools hold at least three academic workshops for families that are co-facilitated by families and students and are well-attended and linked to school report card periods. ☐ Parents proactively communicate the attributes of the school to new families and community members, and can articulate the values, goals, and mission of the school. ☐ New students to the school are often as a result of recruitment by currently enrolled families. ☐ Family resource center is actively used. ☐ All stakeholders can explain school policies
Evidence		
☐ Agendas, protocols, notes, and/or observations/videos that demonstrate: o Use of family engagement surveys/data to develop plans. o Use of data from principal-led focus groups on family engagement/perceived needs of the school. o Increase in attendance at family workshops. o Professional learning on cultural competence, family partnership, and engagement. o Principal training and feedback on how to identify and remove barriers to family engagement related to race, ethnicity, language, culture, socioeconomic status, family structure, religion, and special needs. o Clear front office procedures are family friendly and welcoming. ☐ Family-teacher conference schedules, protocols, sign-ins, and follow up notes, including translation. ☐ Data showing increase in student attendance. ☐ Documentation showing improvement in CHKS parent	☐ Agendas, protocols, notes, and/or observations/videos that demonstrate: o Teachers collaboratively analyze family engagement surveys/data to develop/revise plans. o Use of data from staff-led focus/feedback groups on family engagement/perceived needs of the school. o Staff leads workshops to educate families on how to support student performance. o Increase in attendance at family workshops, as well as feedback from families stating that workshops supported them to help their child in school. o Staff leads and participates in professional learning on cultural competence and family partnerships. o Staff training and regular feedback on how to identify and remove barriers to family engagement related to race, ethnicity, language, culture, socioeconomic status, family structure, religion, and special needs. o Training, feedback, and implementation of school procedures for front office staff to ensure	☐ Agendas, protocols, notes, and/or observations/videos that demonstrate: o Regular use of a variety of data on family engagement to modify plans and systems. o Staff and parents lead workshops to educate families on how to support student performance. o Consistently strong attendance at family workshops, as well as feedback from families stating that workshops supported them to help their child in school. o Calibration of systems of supporting staff to identify and remove barriers to family engagement related to race, ethnicity, language, culture, socioeconomic status, family structure, religion, and special needs. o Parent/family room and center are in use daily to build families' capacity to support students. o Family-teacher conference structures make use of stakeholder feedback to improve systems. o stakeholder use of "we" and "our" language.

Dimension IV: Leadership for Family and Community Partnerships

data. □ Visual representations of the culture of students and school community. □ School Public Relations Plan	attentiveness and responsiveness to families and visitors. □ Documentation showing 90% attendance at family-teacher conferences. □ Data showing increase in student attendance and a decrease in chronic absence across all subgroups. □ Documentation showing improvement in CHKS parent data. □ Listings of family workshops content connected to family input and school data. □ Staff actively implementing School Public Relations	□ Documents showing 100% attendance at family-teacher conferences. □ Data showing increase in student attendance and a decrease in chronic absence across all subgroups. □ Data from staff- and family-led focus/feedback groups on family engagement/perceived needs of the school. □ Surveys/feedback from families from diverse backgrounds who report that opinions are welcomed, heard, and included in decision-making processes. □ CHKS data showing that 95% of parents rate the school positively. □ Listings of family workshops content connected to family input and school data.

Dimension IV: Leadership for Family and Community Partnerships

Family and Community Partnership (FCP) Element 2: Community* Partnerships (*Community includes district, local community, non-profit, and business.)		
Step 1. Developing Leader Capacity	**Step 2. Cultivating School Level Capacity**	**Step 3. Ensuring Collective Responsibility and Accountability**
FCP 2.1 Community Partnership Formation: Principal inventories, develops, and implements systems for building effective district, community, nonprofit, and business partnerships by using principles of community engagement in support of the site's vision and student outcomes.	**FCP 2.2 Community Partnership Collaboration:** Principal collaboratively determines district, community, nonprofit, and business partnership goals and action plans in the service of the site's vision for student success.	**FCP 2.3 Community Partnership Sustainment:** Collaboratively engages district, community, non-profit, and business partnerships in a continuous cycle of improvement to maximize partnership effectiveness at achieving goals towards the school vision for student success.
Leader Indicators		
☐ Articulates role of district, community, nonprofit, and business in partnering with the school to support the district and site vision and goals for student success. ☐ Articulates leadership roles, responsibilities, and lines of communication with all community agencies or district partners who are regularly on school campus. ☐ Inventories the readiness of, and develops and implements plan to support, stakeholders to engage in partnership relationships with organizations that support the site and district vision. ☐ Assess current partnerships to determine appropriateness and consistency with the school and community vision and goals and re- aligns current partners to the site vision. ☐ Recruits additional partners to support site vision for student success vision and outcomes. ☐ Inventories, determines, and implements systems for partnership oversight and evaluation. ☐ Develops a public relations plan	☐ Co-develops/revises vision, goals, expectations, and measures for partnership effectiveness to align with School Site Plan. ☐ Co-develops and implements partnership agreements, collaborative structures, personnel roles and responsibilities, and coordinates implementation of partnership plan. ☐ Aligns resources and builds capacity of staff to engage with and achieve partnership goals. ☐ Co-develops systems and processes for appropriate oversight and evaluation of partnerships. ☐ Builds capacity of all staff and partners to cultivate a positive presence in the community by communicating the assets and successes of the school and partnerships.	☐ Collaboratively assesses and revises partnership agreements, structures, and personnel roles and responsibilities in service of partnership goals. ☐ Collaboratively assesses partner and school resource allocation and capacity to fulfill agreements and determines plan to maintain/adjust these resources. ☐ Monitors and exercises systematic oversight and evaluation of partnerships to ensure all partners and staff are working collaboratively to achieve collective goals and outcomes. ☐ Partners with stakeholders to consistently communicate the assets and successes of the school and partnerships to maintain a positive presence in the community.
School Level Behaviors		

Dimension IV: Leadership for Family and Community Partnerships

☐ Partners can explain oversight procedures. ☐ Partners can explain school vision and organizational role in supporting school vision and goals. ☐ After-school partnerships have clear expectations connected to student academic, civic, social and emotional, and health and wellness outcomes. ☐ Principal or designee meets regularly with each partner to establish expectations. ☐ Community liaison can articulate roles and responsibilities and relationship to school vision and goals and principal leadership.	☐ Partnership meetings include goal and action plan development. ☐ Partnership agreements are documented. ☐ Partners attend staff/leadership meetings that are aligned to partnership goals. ☐ Teachers can explain district, community, non-profit, and business partners' roles and benefits in supporting school vision and goals. ☐ District partners'/coaches' schedules allow for time with teachers and/or stakeholders.	☐ Partnerships between the school and community demonstrate reciprocal benefits. ☐ Community reports and media include stories of positive school community partnerships. ☐ Partners and school staff co-facilitate professional learning or data review meetings with teachers. ☐ All partnership evaluation and oversight documents are completed regularly.
Evidence		
☐ Agendas, protocols, notes, and/or observations/videos that demonstrate: o Family-teacher organization meetings determine team goals that support the school vision and mission. o Community and school organization meetings determine partnership goals that match the school vision and mission. ☐ Memoranda of Understanding or strategic plans with community organizations or other partnerships. ☐ Description and observation of after-school programs open to all students. ☐ Communication with local community/service organizations about the school's vision for learning. ☐ Communications to and between school community members outlining plans to engage with community organizations and other partners. ☐ Recruitment and outreach documents from meetings with potential district and community partners around equity initiatives, including African American Male Achievement, Newcomer Program, and OUT for Safe schools. ☐ Documentation showing improvement data on focus goals (e.g. attendance) and student and/or other program outcomes. ☐ Public Relations plan	☐ Agendas, protocols, notes, and/or observations/videos that demonstrate: o Partners and school collaboratively revise goals to meet school vision. o District personnel work with teachers to support site and classroom student equity goals. o Increase in number of school-community partnerships. ☐ Memoranda of Understanding or strategic plans with community organizations or other partnerships. ☐ Documents and results involving partnerships with district and community organizations around equity initiatives, including African American Male Achievement, Newcomer Program, and OUT for Safe schools. ☐ Analysis of partnership evaluation documents to improve partnership goals and outcomes. ☐ Documentation showing improvement data on focus goals (e.g. attendance) and student and/or other program outcomes. ☐ Public Relations plan	☐ Accounts of school accomplishment in various forms of public media. ☐ Revision of Memoranda of Understanding or strategic plans with community organizations or other partnerships. ☐ Documents showing an increase in the number of long-term school-community partnerships. ☐ Staff surveys data showing partnerships (district and community) are very useful in supporting their classroom goals. ☐ Partnerships with district and community organizations around equity initiatives show increased academic, social and emotional, and attendance outcomes for students. ☐ Use of partnership evaluation results to modify partnership strategies to better meet school equity goals. ☐ Documentation showing improvement data on focus goals (e.g. attendance) and student and/or other program outcomes. ☐ Public Relations plan

Dimension IV: Leadership for Family and Community Partnerships

Family and Community Partnership (FCP) Element 3: School Governance[1]		
Step 1. Developing Leader Capacity	**Step 2. Cultivating School Level Capacity**	**Step 3. Ensuring Collective Responsibility & Accountability**
FCP 3.1 School Governance Formation: Principal establishes and leads school governance teams that support school vision for equity and student success and comply with policies, regulations, and laws.	**FCP 3.2 School Governance Collaboration:** Principal builds collective capacity of school governance teams to use data, information, and stakeholder input to determine and communicate school priorities that serve the school vision for equity and student success.	**FCP 3.3 Collective Responsibility for School Governance:** Principal regularly monitors and collaboratively modifies structures of school governance teams to make informed shared decisions that serve the school's vision for equity and student success.
Leader Indicators		
☐ Articulates purpose of, and is compliant with, the policies and legal requirements of school governance. ☐ Creates environment and uses processes that make parents feel comfortable to participate fully on school governance teams. ☐ Systematically gathers input from stakeholders to determine school priorities for development and implementation of the site plan. ☐ Documents and reports school governance team decisions and actions.	☐ Builds capacity school governance team members' to articulate and act on school site plan and comply with, policies and legal requirements. ☐ Co-develops team agreements and norms to ensure full participation and follow-through of team members. ☐ Builds capacity of school governance members to use data, explain school budget, and make informed, shared decisions that foster equitable outcomes. ☐ Co-develops systems to gather input from all stakeholders (including students) on site plan, analyze and report on feedback, and use results to inform school priorities. ☐ Supports school governance members to participate in ongoing district and site training that develops expertise in leadership, data analysis, budget analysis, and decision-making.	☐ Maintains structures for school governance team(s) to engage in regular assessment of operations in accordance with bylaws and to regularly review and revise bylaws and team norms as necessary. ☐ Monitors, participates in, and supports school governance teams to make informed shared decisions that are connected to site vision for equity and student success. ☐ Monitors and supports school governance teams to regularly report progress in meeting site plan goals to all stakeholders. ☐ Partners with governance team members to maintain and modify feedback systems about school priorities and site plan implementation.
School Level Behaviors / Evidence		

[1] **2015 School Governance Teams** include participation by family and community members who may serve on one or more of these committees: School Site Committee (SSC), EL Parent Sub-Committee, Community Advisory Committee for Special Education (CAC), LCAP Parent and Student Advisory committee (LCAP PAC), and LCAP EL Parent Sub-Committee.

Dimension IV: Leadership for Family and Community Partnerships

☐ School uses OUSD site and SSC self-assessment. ☐ Principal participates in SSC training. ☐ SSC notes and attendance document compliance. ☐ Families that fully represent all the school communities are systematically recruited to participate on school governance teams. ☐ For secondary schools, students sit on the school governance teams. ☐ Principal uses school data (e.g. SPF) to make decisions. ☐ Communications show principal's efforts to build buy-in for initiatives/decisions.	☐ Families can explain the budget and how it connects to the priorities determined by stakeholder input and the site plan. ☐ School teams participate in district conferences and team professional development. ☐ Teachers facilitate student leadership classes to build capacity in leadership and decision making. ☐ Families from all student subgroups participate in teams. ☐ Use of school data (e.g. SPF) in meetings. ☐ Two-way communications show school governance team's efforts to build buy-in for initiatives/decisions	☐ Family members can explain the budget and build capacity of new members to understand the budget. ☐ Families use feedback systems for site plan. ☐ Governance team members facilitate meetings to gather feedback for site plan. ☐ Governance team members facilitate decision making protocols. ☐ Families from all student subgroups participate in teams. ☐ Two-way, multi-approach communication systems with all families in the school show school governance team's efforts to build buy-in for initiatives/decisions.

Appendix F: Community School Principal Profile

Principal Leadership in Community Schools
Summary of Findings for BASD

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Feb. 2020

Purpose: This investigation focused on what principals need to believe and do to successfully lead community school efforts, and the extent to which principals are prepared to lead them. The study centered the following questions:

Which attitudes, characteristics, and behaviors are necessary for principals to successfully lead community schools?
How have principals learned to lead community schools?
In which areas would principals benefit from further support and professional learning?

Methods:
This study involved two phases of data collection to provide a broad view of community school leadership from multiple perspectives. A list of 30 characteristics, dispositions, and behaviors of successful community school principals was developed using data from a group of 47 community school experts, principals, and coordinators. The specific data included in this report comes from the BASD community school principals and coordinators who served during the 2018-19 school district, all of whom participated in interviews or focus groups.

- Phase one used the Delphi method, whereby a panel of 15 experts on community schools deliberated on the topic of community school leadership. Demonstrating esteem within the field of community schools, the Delphi panel included:
    - a state commissioner of education,
    - two recipients of awards for their work with community schools,
    - four current or former advisory board members from national community school organizations, and
    - five published authors collectively responsible for more than 55 publications related to community schools or community-engaged leadership.
- Phase two relied on semi-structured interviews and focus groups to obtain 32 practitioners' opinions on community school leadership, validate the results of the Delphi panel, and reveal how principals developed their ability to lead community schools.

The Necessary Qualities of Community School Principals

Personal Characteristics

Committed and persistent (e.g., problem solver, does "whatever it takes" to best support kids)
Optimistic and positive attitude
Growth mindset (e.g. looks for opportunities to learn; supports the learning and success of school staff, parents, and community partners.)
Adaptable: Flexible and responsive to changing conditions
Courageous (e.g. challenges central office when necessary, questions long-standing policies or rules, engages in difficult conversations)
Strong interpersonal skills (e.g., empathic, compassionate, welcoming, demonstrably appreciative of others' efforts)
Respectful listener: approachable and open to feedback

Attitudes and Dispositions

Operates with an equity lens (e.g. believes all children can learn; supportive of outcomes indicative of educational, social, and economic justice)
Understands and values the whole-child approach (e.g. physical and mental health, social and emotional wellbeing, access to quality enrichment opportunities, positive youth development, trauma-informed practices, restorative practices)
Culturally responsive leader (e.g., inclusive, values diverse perspectives, reflects the cultures of the population within the school, learns to speak the primary language of the community.)
Builds trust with others (e.g. exhibits integrity, leads by example)
Skilled communicator (e.g. engaging story teller, keeps people informed, clear about expectations, celebrates successes)
Servant Leadership: Espouses a firm conviction that the school belongs to the community and school faculty and staff are stewards of the school serving to benefit children and families.
Appreciates the key role of parents in children's learning
Strategic and focused (e.g. makes decisions based on what is needed and makes sense and not on what has always been done)
Strong organizational skills (e.g., consistent routines, delegates effectively)
Accountability and results focused
Visionary big-picture thinker
Innovative risk taker willing to try new things

Behaviors

Nurtures a student-centered school culture and climate
Promotes collective responsibility for all children and their families
Present and active in the neighborhood and in the broader community
Collaborates, shares leadership, and substantively involves stakeholders in decision making (e.g., actively engages with planning teams and leadership councils, includes partner staff in hiring decisions)
Builds a collaborative and trusting relationship with the community school coordinator

Integrates the components of the community school strategy into the school's vision as a cohesive strategy for the whole school, rather than co-location of programs and services.
Makes solid links between the community school strategy, the instructional program, and student learning (e.g. involves teachers, aligns community school programming and the school improvement plan)
Rigorously uses data to promote continuous organizational learning and improvement
Fiscally responsible, uses resources efficiently
Change agent: adept at adaptive leadership and able to navigate systems change work.

Discussion Regarding the Necessary Qualities

Although the statements are listed separately, the principals and coordinators regularly remarked that they viewed the components of community school leadership as interconnected, indicating the list of qualities should be interpreted holistically. The following paragraphs describe the consensus statements and participants' perspectives in terms of four general themes: building collaborative relationships, implementing the community school strategy, operating with an equity lens, and reforming systems.

***Building collaborative relationships*.** Participants believed that community school leadership is shared relational work requiring principals who are predisposed toward collaboration. As a result, community school principals must possess strong interpersonal and communication skills, enabling them to work closely with a broad spectrum of people. Other relational qualities considered necessary for community school principals included being respectful, approachable, and predisposed to building trust and appreciating parents.

An additional necessary characteristic of being "adaptable" or "flexible and responsive to changing conditions" emerged from the principal and coordinator interviews. Although participants admitted that adaptability was somewhat in tension with the characteristics "strategic and focused," practitioners recognized that the level of collaboration they sought and the challenging nature of their work required leaders who were, in their words, "willing to bend" and "able to roll with anything that comes your way." One of the most commonly cited reasons for why community school principals need to be adaptable was the co-location of community partners in the school building. From a principal's perspective, co-location was difficult because, "You are inviting someone into your space." From a community school coordinator's point of view, the metaphorical question was, "How do we blend the families so that we aren't always reminded we're in someone else's house?"

***Implementing the community school strategy*.** According to the second major theme, community school principals must fully understand and work to implement the basic components of the community school strategy. The expert panel believed principals need to develop an overarching vision and take a holistic approach—educating the whole child and using the community school strategy as a cohesive framework for the whole school rather than offering a collection of isolated and disconnected programs or services. Although it could be considered redundant with the dispositions of building trust and being relationship focused, the experts found it important to explicitly articulate the centrality of the relationship between the principal and the community school coordinator. As one explained, "it's really important to clarify that the community school coordinator is part of the school leadership team." Finally, participants thought that managing a community school's expanded programming and multiple sources of funding requires principals to have the practical skills of organization and fiscal responsibility.

Operating with an equity lens. The participants widely agreed that successful community school principals make decisions based on equity and promote socially just outcomes. One panel member articulated the core of this theme by saying, principals must have "Firm commitments to children, families, and communities with value orientations supportive of

equity.” To those ends, successful community school principals nurture a student-centered culture and are culturally responsive. Also fitting within this theme were promoting collective responsibility among stakeholders and having an orientation toward servant leadership whereby leaders perceive the school as belonging to the community.

Reforming systems. The final theme was that community school principals required dispositions and characteristics to successfully reform systems within their schools, districts, and communities. As one Delphi member explained, community school principals maintain, “positive energy …. despite being aware of all of the challenges associated with systems change work.” The personal characteristics of principals who are change agents include being committed and having a growth mindset, which manifests in a disposition toward continuous learning and improvement and a willingness to take risks and try new things. These principals are also strategic and focused, informed by data, concentrated on results, and able to hold people “accountable for clear and high expectations.”

How BASD Principals Learned to Lead Community Schools

The interview protocol explicitly asked principals how they learned to lead community schools. Their responses revealed a patchwork of disconnected methods without a cohesive system in this area. The principals with a deeper understanding of school-community partnerships more often described having received informal mentoring from individuals in partner organizations or choosing to visit other community schools and/or attend community school workshops and national conferences. Although some principals started out as assistant principals in community schools, the assistant role did not always result in sustained contact with the community school model.

Overall, principals discussed their preparation to lead in terms of the practical and structural elements of implementing the community school strategy rather than normative aspects or underlying theories of action. Principals cited social supports as being helpful in their ongoing leadership of community schools. When participants mentioned the types of resources and supports they wished were available, they tended to focus on legalities and finances such as "How Title 1 funds are used" and "Strategic ways that you can access district funds to make resources available."

Quotations from BASD principals regarding their preparation:

United Way/Lead Partners

- I think what I don't find from listening to the United Way, I've gotten from [our Lehigh partner] about what is being practiced and what practices are working.
- We had George White and Jill Pereira, who were embedded in [my school] 24/7. Any time I had a question or I wasn't sure about something, all I had to do was call, text, email and I had an answer.
- United Way offered a workshop on trauma, and I think that it was eye opening.

Networking with other principals

- Collaboration between principals who are in community schools just sharing of ideas and experiences; I think I participated more as a new principal than I would say I do now.
- Collaborating with other administrators.
- [Another BASD principal] is one of the people that I would pick up the phone and call, and say, "Hey, I'm kind of navigating a sticky situation that, you know, we've got a community partner, the United Way, or district," you know, "What would you do?" type of thing, and that helps a lot, so that's a huge source of where you learn some things from.

National Resources/Conferences

- I read the blue book [Lubell, "Building Community Schools"]
- Attending all those conferences
- Community schools conference

- I would go online and look up other community schools in other places and read what they were doing. A lot of the work that I found, I would find it on Facebook and Twitter.
- As soon as I heard about it all the other schools getting it, I created a folder in my email that said, “community schools.” And everything I could do to try and incorporate the model.

Trial and Error

- I remember when we first started, the United Way had these wonderful schoolhouses, and they had all these pillars, and now it’s a tree. You stay around long enough, you see it all, right? But it's really about your school and your community, right?

  If you think you're going to come into a community school, whether it's new or existing, and just really run with it, you might be able to, if you don't have all the other stuff going on. But it's really figuring out. That's where I think the struggle is. Okay, let's bring all these partners to the table, let's talk about attendance. Okay, but who has something concrete that's going to help me? Then how do you make that actually work?

  I think I started in the summer, and I was so involved with just getting schedule and the managerial part done and then the next we know we're in October and we have to have our first Core team meeting and I'm looking around, I'm thinking, what is this? You know what I mean? It was sort of trial and error, trying to figure that all out.

- You have to be willing to learn things as you go, so I think most principals do have to learn in a lot of situations that you weren't schooled on, you didn't have a class on, you know, an experience that you didn't have prior, but there is no Class 101 community schools, like the closest thing was George White. You know? Talking to us in EDL 400 on a couple of like readings, and explaining to us what it was, you know? And I remember thinking like, “Wow, this is really cool.”

  But then when you are in it, all of a sudden you're expected to know certain things; whether it's terms and vocabulary, or actually navigating processes to make them like effective. So, I joke when I came to our first Core meeting, I'm like, “What is Core again? What are we doing here?”

How BASD Principals Perceived the Community School Model

The narrative in this section is based on principals' answers to four interview questions regarding how their schools were implementing the four pillars of the community school model (Maier et al., 2017) and Table 1, which shows how participants ranked the various attitudes, characteristics, and behaviors of successful community school principals.

Integrated Student Supports

Principals demonstrated the strongest understanding and implementation of integrated student supports and how they require coordination to "target academic and non-academic barriers to educational and life success" (Maier et al., 2017, p. 19). Both coordinators and principals ranked integrating the community school strategy into the school among their top five statements.

Extended Learning Opportunities

Each of the principals understood and was attempting to implement various forms of extended learning time and enriched learning opportunities. However, principals and coordinators repeatedly told us that they were still working toward fully making solid connections with the instructional program. One principal explained, "I do think that integration piece is hard," while another admitted, "We're not integrating the components all the way, but it's just because that's where we are right now."

Parent and Community Engagement

According to Maier et al. (2017):

> Family and community engagement encompasses a broad array of interactions among parents, students, educators, and community members that fall along a spectrum in which families and community members exercise varying degrees of power within schools. At one end of the spectrum, parents take a more active role in supporting their children academically and volunteering in the school, while at the other end, families and community members have meaningful roles and power in shaping change at the school and district levels (p. 52).

Although "appreciates the key role of parents" ranked in the bottom five for both coordinators and principals, principals highly valued operating with an equity lens, culturally responsive leadership, and building trust with others. These disparate results may be explained by participants ranking some statements lower when they believed the statements overlapped with other statements.

Most principals viewed school-community partnerships from school-centered or service-oriented perspectives. For example, community school leaders collectively identified parent organizations, family game nights, heritage celebrations, language classes, and case management services when discussing how they engage with parents and community members. Although many of the examples were school-centered, most principals recognized that parent engagement should include addressing the needs of the family.

Principals ranked being present in the community in their bottom five and community involvement appeared to be a common area where many coordinators took the lead. Some participants reasoned that being in the community was the coordinator's job, while other explanations reflected practical reasons, such as the coordinator living closer to the school, making it more convenient for the coordinator to attend community events.

Collaborative Leadership

> Collaborative leadership and practice engage stakeholders with different types of experience and expertise, including parents, students, teachers, principals, and community partners in working together and sharing decisions and responsibilities toward a commonly held vision or outcome for the school (Maier et al., 2017, 65).

Collaboration with the community school coordinator was a highly ranked statement by principals and coordinators, while collaborating and sharing leadership was in the top five only for coordinators. Several principals seemed confused when we questioned them about how their schools implemented the collaborative leadership component of the community school model and offered few specifics beyond their work with the coordinator, while others articulated the importance of their Core, Leadership, or Lighthouse Teams.

Notably, most of the principals' examples involved collaboration with teachers and professionals from community-based organizations, rather than with marginalized parents or members of the community. Principals also explained that it takes time for new leaders to develop a truly collaborative school culture. As one principal remarked, "I feel like we're not at the point where the families or the teachers are involved in the decisions that we're making yet."

Table 1

Statements Indicating the Attitudes, Characteristics, and Behaviors of Successful Community School Principals as Ranked by BASD Participants

Statement	Delphi	Principals	CSCs
Builds trust with others			
Promotes collective responsibility			
Relationship focused			
Builds a collaborative relationship with CSC			
Accountability and results focused			
Nurtures a student-centered school culture			
Operates with an equity lens			
Strategic and focused			
Understands and values the whole-child approach			
Committed and persistent			
Integrates the community school strategy			
Respectful listener, open and approachable			
Strong interpersonal skills			
Fiscally responsible and uses resources efficiently			
Optimistic and positive attitude			
Rigorously uses data			
Appreciates the key role of parents			
Change agent, adept at adaptive leadership			
Culturally responsive leader			
Growth mindset			
Collaborates and shares leadership			
Links community school with student learning			
Servant leadership			
Innovative risk taker willing to try new things			
Courageous, challenges central office			
Skilled communicator			
Visionary big-picture thinker			
Strong organizational skills			
Present and active in the community			

Note. Green indicates top five ranking. Orange indicates bottom five ranking. Greater than five cells of one color within a column indicates tied ranks.

Implications and Recommendations

- BASD principals were enthusiastic supporters of the community school model and their responses aligned with many of the dispositions, knowledge, and skills necessary to develop the model in their schools.
- The current system for developing new and experienced community school principals appears to be incidental and disconnected. While there is a social network among some of the BASD community school principals, there are gaps in some principals' understandings of the community school model. We recommend either requiring new principals to attend workshops, such as those offered by the Children's Aid Society, or developing a cohesive local system that covers basic terminology, the practical elements of how community schools work, and the community school model's underlying theories of action.
- Community school principals with assistants should consider this to be a form of apprenticeship and ensure emerging principals are directly involved with the community school initiative.
- BASD principals have a strong understanding of many key parts of the community school model, but some have a weaker grasp in the areas of community engagement and collaborative leadership. Principals also assessed themselves as needing more information in specific areas. Specific areas for professional learning and support are:
    - making strong links between community school programming (e.g., afterschool, summer school, tutoring, mentoring) and the instructional program
    - legal and financial logistics of managing a community school, including district protocols
    - expanding definitions and models of parent involvement
    - understanding how the principal's involvement in the community promotes equity, social justice, and school improvement

Appendix G: Data Access For Sun Community School Site Managers

ATTACHMENT D

DATA ACCESS FOR SUN COMMUNITY SCHOOL SITE MANAGERS

In the context of the SUN Service System system of care collaboration, joint ownership and shared accountability, the SUN Community School Site Manager (SUNCS Site Manager) is deemed a "school official" for purposes of accessing students records and reviewing and working with data that is individually identifiable. This provision is made available under the *The Family Educational Rights and Privacy Act* (*FERPA*), § 99.31 Conditions under which prior consent not required to disclose information, wherein it states:

> (a) An educational agency or institution may disclose personally identifiable information from an education record of a student without the consent required by §99.30 if the disclosure meets one or more of the following conditions:
>
> > (1)(i)(A) The disclosure is to other ***school officials***, including teachers, within the agency or institution whom the agency or institution has determined to have ***legitimate educational interests***.
> >
> > (1)(i)(B) A contractor, consultant, volunteer, or ***other party to whom an agency or institution has outsourced institutional services or functions may be considered a school official*** under this paragraph provided that the outside party—
> >
> > > (*1*) ***Performs an institutional service or function for which the agency or institution would otherwise use employees***;
> > >
> > > (*2*) Is under the direct control of the agency or institution with respect to the use and maintenance of education records; and
> > >
> > > (*3* ***) Is subject to the requirements of §99.33(a) governing the use and redisclosure of personally identifiable information from education records.***
> >
> > (1)(ii) An educational agency or institution must use reasonable methods to ensure that school officials obtain access to only those education records in which they have legitimate educational interests. An educational agency or institution that does not use physical or technological access controls must ensure that its administrative policy for controlling access to education records is effective and that it remains in compliance with the legitimate educational interest requirement in paragraph (a)(1)(i)(A) of this section.

While a SUNCS Site Manager is herein considered a "School Official" as described above, PARTIES to this contract maintain the belief that in order to maximize the highest degree of compliance with all district, local, state and federal confidentiality laws and regulations the following should be maintained at the discretion of the district:

- SUNCS Site Manager shall sign off on any and all Confidentiality waivers, intended or acceptable use policies, etc. as indicated by the district.
- SUNCS Site Manager shall be granted Administrator access in a "Read Only" format.

- The district will establish the parameters under which SUNCS Site Managers can request/generate reports related to the data and information available in the database system and for what purposes other than that which is stated herein it can be used.

- SUNCS Site Manager shall be assigned a unique username and password in order to access database(s).

It should also be understood that:

- Regular access to student/school data by the SUN Community School Site Manager allows for maximum efficiency when creating or coordinating programs and services around a particular identified need.

- The ongoing collection and review of data assists the SUNCS Site Manager to modify strategies mid-stream so that programs and services match changes in need.

- The ability to directly access data also helps the SUNCS Site Manager ensure the quality of the programming and services meets expectations.

- The ability to directly access data allows the SUNCS Site Manager to demonstrate impact as well as existing areas of need to stakeholders who may be interested in understanding how resources need to maintain or shift to have greatest impact.

- Non-individually identifiable data may be shared Community School leadership groups, student/family staffing teams or other providers.

Appendix H: Community School Coordinator Scope of Practice, ABC Community Schools

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

Community School Playbook
Learning Policy Institute Study
Community School National Standards
NMPED Progress Report

SUMMARY

Below is the Scope of Practice for the Community School Coordinator (Coordinator) position within the Albuquerque/Bernalillo County Community Schools Network (ABC). This Coordinator position may be housed in multiple agencies but to ensure consistent implementation of the position across all school sites this Scope of Practice shall govern all Coordinator positions funded in part or whole regardless of employer.

DEFINITIONS

OUTCOME INDICATOR:
An outcome indicator is a **specific, observable, and measurable characteristic or change that will represent achievement of the outcome**.

PROCESS INDICATOR:
A process indicator describes the important processes that contribute to the achievement of outcomes. Within the context of this document the process indicators are those deliverables that each ABC Community School funded coordinator is expected to implement. Measures the activities and outputs or deliverables to determine whether the framework is being implemented correctly and with fidelity.

COMMUNITY SCHOOL FRAMEWORK IMPLEMENTATION

A Community School Coordinator (Coordinator) operating within an ABC Network school will ensure the implementation of the four pillars of the ABC community school framework which are:

1) Collaborative Leadership;
2) Integrated Student Supports;
3) Expanded and Enriched Learning time and Opportunities; and
4) Active Family and Community Engagement.

The Coordinator will ensure effective implementation of the framework by conducting a thorough needs assessment and asset map, gathering and sharing relevant school and community data,

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

organizing partnerships with stakeholders, and coordinating all non-core academic programming at their assigned schools. This scope of practice is to be applied consistently across all lead partner agencies funded through an ABC Community School Partnership brokered investment.

COMMUNITY SCHOOL FRAMEWORK:

I. COLLABORATIVE LEADERSHIP PILLAR: Nurtures shared ownership and shared accountability.

Best Practice: A representative, site-based Community School Council (Council) -- made up of an interdisciplinary, cross-sector group of stakeholders which includes families, students, community partners, unions, neighboring community residents, the principal, Coordinator, teachers, and other school personnel -- shares responsibility to guide collaborative planning, implementation, and oversight for student and school success.

Outcome Indicators *(practices that would be observable in a community school)*:

- Partners are active at the school.
- To build trust and buy-in, school and partner goals and priorities reflect one another.
- Clearly defined site level operating expectations and alignment between the school and its partners.
- Where appropriate, partners are explicitly included as part of the School Improvement (90-Day) Plan.
- The Coordinator facilitates close communication among the principal, teachers, other school staff, and community partners.
- A strategy is in place for continuously strengthening shared ownership for the community school among school personnel, families, and community partners.
- Council reviews and celebrates progress with the whole school community.
- Clear definition of Council roles, responsibilities, and empowerment to make decisions.
- Community school coordinator is part of the school leadership team.

Process indicators (deliverables):

Indicator	***Collection Tool (located in the CSC Toolkit)***	***Data Reporting Mechanism***	***Reporting Frequency***
Community School Council is representative of the school and community	*Community School Council*	*Whole Child Metric*	*Monthly*

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

Bi-weekly council meeting agendas and minutes evident	*Community School Council Report*	*Whole Child Metric*	*Monthly*
All stakeholders attend council meetings 80% of the time	*Community School Council Sign In*	*Whole Child Metric*	*Monthly*
Principal meets weekly with Coordinator	*Coordinator Report*	*Whole Child Metric*	*Monthly*
Banners, logos, websites, and communications identify school and partners as an ABC Network Community School	*Photos, social media, screen shots*	*Included with narrative report*	*December/June*

II. INTEGRATED STUDENT SUPPORTS PILLAR: Addresses barriers to learning.

Best Practice: In a community school setting, the basic physical, mental, and emotional health needs of young people and their families are recognized and addressed as a core aspect of its work**.** Each student enters school healthy and learns about and practices a healthy lifestyle.

Outcome Indicators *(practices that would be observable in a community school)*:

- Students, teachers and families are knowledgeable about services and supports for physical, mental and behavioral health that are available at, or through, the community school.
- Services and supports are proactive and culturally and linguistically relevant and responsive.
- Integrated health and social supports and services are responsive to the needs of students, and families, and focus both on prevention and treatment.
- Aggregate student data, including access to health services, participant feedback, and student outcomes are analyzed regularly by the Council to assess program quality and progress and to develop strategies for improvement.
- Teachers know who to reach out to for supports for specific children.
- Community and school organizations, PTAs, school website, newsletters and bulletin boards communicate available supports.
- Community and school events (e.g., health fairs) inform students, teachers, and families about available supports.

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

Process Indicators (deliverables):

Indicator	***Collection Tool (located in the CSC Toolkit)***	***Data Reporting Mechanism***	***Reporting Frequency***
Array of services are offered in response to needs identified in needs assessment (e.g., on site health and mental health services, dental and vision services, etc.)	Program Map Needs Assessment	Whole Child Metric	Monthly
Students have increased access to physical, mental and behavioral health services	Whole Child Metric	Whole Child Metric	Monthly

III. EXPANDED AND ENRICHED LEARNING TIME AND OPPORTUNITY PILLAR: Engages students as independent learners.

Best Practice: Successful community schools put high-quality opportunities at the core of their expanded and enriched learning approach. They focus on ways to link learning during the typical school day and expanded learning opportunities (e.g., before and after school and summer). Expanded and enriched learning opportunities are meaningful, engaging, and motivating while also responsive to the voices and interests of students.

Outcome Indicators *(practices that would be observable in a community school)*:

- Teachers and community partners work together to provide well-rounded and enriching opportunities outside of the school day.
- Youth development principles, particularly an emphasis on student voice and choice, inform student learning and development strategies.
- Learning opportunities enable students to develop academic, social, emotional, health and civic competencies.
- Students have access to a variety of learning opportunities that address multiple competencies.
- Guidelines are in place to facilitate alignment.
- The Coordinator identifies and recruits partners for out-of-school time at the school and in the community.
- Students and families are asked about out-of-school time learning needs.
- School is open and accessible before and after school for students needing care and support.

- Field trips to understand real world issues are available.
- Students hear from local community leaders and residents about real world issues.
- Partners provide curriculum-linked learning and developmental opportunities during non-school hours.
- Description of after-school program and activities that demonstrate alignment with student voice.

Process Indicator (deliverables):

Indicator	***Collection Tool (located in the CSC Toolkit)***	***Data Reporting Mechanism***	***Reporting Frequency***
Students participate in decisions about learning opportunities outside of the school day (e.g. Council)	Community School Council Sign In	Whole Child Metric	Monthly
Youth surveys enable student voice and choice	Student Interest Survey (no specific tool required) Program Map	NA	NA
Increase access in Expanded Learning Opportunities, especially for the most at-risk student population	Whole Child Metric	Whole Child Metric	Monthly

IV. ACTIVE FAMILY AND COMMUNITY ENGAGEMENT PILLAR: Embraces families and mobilizes family assets.

Best Practice: Strong family and community engagement increases the resources and relationships available to enable better learning. Community schools value the experiences of people from diverse backgrounds who are committed to the welfare of the community, and thus, work to identify and deploy numerous resources.

Outcome Indicators *(practices that would be observable in a community school)*:

- Educators, families, community partners, and school personnel and leadership demonstrate trusting relationships.
- Families have equity of voice and power in the Council.

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

- Two-way, culturally and linguistically relevant communication between school and families is proactive and consistent.
- Families are empowered and supported to support learning at home.
- The community school recognizes that all adults involved must develop the capacity to work together.
- School or community partners provide translations of relevant documents and translators for key events and interactions (e.g., parent/teacher conversations).
- The school is a venue for exploring assets and addressing challenges affecting the school and the community.
- The school building is open and accessible beyond the school day, including evenings and weekends.
- Families and community members recognize the school as a hub of learning and community development.
- School offers adult education and family programs to help students and families achieve their academic and career goals.
- Community organizations and partners work with the Coordinator to facilitate outreach to parents utilizing appropriate technology.
- Leadership development opportunities for families are available in the school.
- School climate surveys demonstrate stakeholders, including families, have evidence of trusting relationships in the school

Process Indicator (deliverables):

Indicator	***Collection Tool (located in the CSC Toolkit)***	***Data Reporting Mechanism***	***Reporting Frequency***
School climate surveys show increased response rate from prior year	Quality of Ed Survey	NA (results are reported to the District)	NA (Data available on SAPR dashboard)
Families and community residents are represented on the Council	Community School Council Sign In	Whole Child Metric	Monthly
Family and community members volunteer in the school	Family/Community Engagement Sign In (No specific tool required)	Whole Child Metric	Monthly

School and partners facilitate adult education opportunities in response to results from needs assessment	Needs assessment Program map	Whole Child Metric	Monthly

V. *CRITICAL FOCUS AREA: DATA GATHERING - Guides opportunities and support to individual students and families.*

Best Practice: It is a vital role of the Coordinator to collect and report data on all programming occurring within the school. This will help the Coordinator and stakeholders understand how well programming is being implemented, what needs exist within the school's community that are being served well and which are not, and to report on the impact of programming to the community, funders, and other entities.

Outcome Indicators *(practices that would be observable in a community school)*:

- Data systems and protocols are in place to assure access to relevant individual and aggregate information and to assure transparency of decision-making.
- Policies and procedures are in place to safeguard student and family confidentiality.
- The Coordinator facilitates school and partnership data collection, sharing, and analysis.
- Interdisciplinary teams, including the Council and with the assistance of the community school coordinator, use data to prioritize resources and prepare individualized plans to make sure every student gets the opportunities and supports they need.
- Agreements are in place to share student data and data on services being provided to individual students among school personnel, community school coordinators and community partners.

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

Process Indicator (deliverables):

Indicator	***Collection Tool (located in the CSC Toolkit)***	***Data Reporting Mechanism***	***Reporting Frequency***
Site level data sharing agreement in place for each program/service provider to utilize the ABC database. Relevant school staff, the Coordinator and partners are trained to use it.	NA	Site Level Data Sharing Agreement Template	Annual Submission
Council agendas include review of data and differentiated response based on data	Community School Council Report	NA	NA
Coordinator identifies programs and partners based on data-driven student and family needs	Needs Assessment	Whole Child Metric	Monthly
Coordinator submits regular reports that capture school-wide data on all process indicators	Whole Child Metric	Whole Child Metric	Monthly

I acknowledge that I have read, understood and will follow the above scope of practice, including meeting the deliverables as outlined.

COORDINATOR NAME (please print) date signature

COMMUNITY SCHOOL COORDINATOR SCOPE OF PRACTICE

PRINCIPAL NAME (please print) date signature

Appendix I: A Collaborative Leadership Structure for Community Schools


A Collaborative Leadership Structure for Community Schools
Public Agencies and Local Government
Community and Faith-Based Agencies
Philanthropies and Businesses
COMMUNITY-WIDE LEADERSHIP
Key Roles: Vision, Policy, Resource Alignment
Unions
Students, Families, and Residents
School Districts
Nonprofit Organizations
Higher Education
Key System Functions
• Results-Based Vision
• Data and Evaluation
• Finance and Resource Development
• Alignment and Integration
• Supportive Policy and Practice
• Professional Development and Technical Assistance
• Community Engagement
Teachers and School Staff
Students, Families and Residents
Unions
SCHOOL-SITE LEADERSHIP
Key Roles: Planning and Implementation
Lead Agency
Principal
Site Coordinator
Community Partners
COMMUNICATION & ALIGNMENT
INTERMEDIARY LEADERSHIP
Key Roles: Planning, Coordination, and Management
COMMUNICATION & ALIGNMENT

Appendix J. Baseline Equivalence Results

Baseline equivalence (BE) was based on the final analytic sample by grade level for each outcome. Equivalence was estimated using Hedges's *g* (Hedges 1981) for continuous outcomes, and the Cox Index (Cox 1970) for dichotomous outcomes. Intervention and comparison groups were considered equivalent at baseline if the effect size was lower than .25 standard deviations. For some years BE could not be established and results for those years cannot be interpreted causally. Instead, those results can only be interpreted as a noncausal association.

BE for MAP/SBAC. Tables J-1, J -2, J -3, and E-4 show the BE results for MAP and SBAC. BE was established for older students in 2015–16 in both MAP subjects. For SBAC, BE was established for older students in 2018–19 in both ELA and math.

Table J-1: Baseline Equivalence for MAP English Language Arts Scores

		Intervention		Comparison		
Year	Group	Mean	*SD*	Mean	*SD*	*g*
2013–14	1	188.9	16.22	192.2	15.61	0.21
	2	200.8	16.00	204.7	15.65	0.24
2014–15	1	188.6	16.65	194.1	15.02	0.35
	2	202.4	16.87	205.3	15.25	0.19
2015–16	1	189.6	16.30	195.0	14.81	0.35
	2	204.4	16.44	209.1	14.77	0.31
2016–17	1	189.2	15.92	194.0	15.89	0.30
	2	202.5	16.60	207.2	15.66	0.29

NOTE: *g* = Hedge's *g*; *N* = sample size; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

Table J-2: Baseline Equivalence for MAP Math Scores

		Intervention		Comparison		
Year	Group	Mean	*SD*	Mean	*SD*	*g*
2013–14	1	192.7	12.69	195.8	12.17	0.26
	2	206.4	15.82	209.1	15.30	0.17
2014–15	1	190.3	14.75	195.7	12.51	0.40
	2	205.9	15.33	208.7	15.16	0.18
2015–16	1	192.8	14.86	197.3	13.18	0.33
	2	207.5	15.36	211.1	15.28	0.23
2016–17	1	193.3	14.15	197.8	13.19	0.33
	2	205.9	16.75	210.8	15.20	0.31

NOTE: *g* = Hedge's *g*; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

Table J-3: Baseline Equivalence for SBAC English Language Arts Scores

		Intervention		Comparison		
Year	Group	Mean	*SD*	Mean	*SD*	*g*
2014–15	1	188.7	16.6	194.2	14.78	0.36
	2	202.7	16.08	204.9	15.19	0.14
2015–16	1	2,358.6	74.12	2,388.9	79.05	0.39
	2	2,438.7	80.05	2,467.0	87.92	0.33
2016–17	1	2,357.2	72.76	2,392.6	83.20	0.44
	2	2,423.3	81.88	2,468.7	89.27	0.52
2017–18	1	2,342.8	69.73	2,377.6	82.64	0.44
	2	2,405.8	77.98	2,460.8	92.19	0.62
2018–19	1	2,347.4	83.00	2,394.9	87.41	0.55
	2	2,418.2	82.98	2,472.1	97.24	0.57

NOTE: *g* = Hedge's *g*; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

Table J-4: Baseline Equivalence for SBAC Math Scores

		Intervention		Comparison		
Year	Group	Mean	*SD*	Mean	*SD*	*g*
2014–15	1	190.1	14.67	195.7	12.32	0.42
	2	205.4	14.33	208.6	14.89	0.21
2015–16	1	2,353.5	64.17	2,380.8	64.98	0.42
	2	2,399.6	81.91	2,414.0	81.50	0.18
2016–17	1	2,370.3	69.56	2,389.6	71.82	0.27
	2	2,402.5	79.94	2,427.6	81.38	0.31
2017–18	1	2,368.5	69.85	2,386.0	71.98	0.25
	2	2,391.6	81.96	2,427.8	84.52	0.43
2018–19	1	2,373.8	78.80	2,394.0	76.40	0.26
	2	2,409.6	86.77	2,440.7	95.02	0.34

NOTE: *g* = Hedge's *g*; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

BE for Attendance. Table J -5 shows the BE results for attendance. For attendance, BE was established for every year in both grade groups, meaning the results from the outcome models can be interpreted causally.

Table J-5: Equivalence of Attendance Rates at Baseline: 2012–18

		Intervention			Comparison			
Year	Group	*N*	Mean	*SD*	*N*	Mean	*SD*	*g*
2011–12	1	1,057	0.92	0.084	2,164	0.93	0.082	0.12
	2	814	0.91	0.092	1,824	0.90	0.115	0.06
2012–13	1	1,014	0.92	0.075	2,007	0.94	0.067	0.24
	2	817	0.91	0.097	1,507	0.92	0.092	0.12
2013–14	1	995	0.93	0.069	1,997	0.94	0.067	0.15
	2	833	0.92	0.086	1,257	0.93	0.079	0.12
2014–15	1	931	0.92	0.075	1,993	0.94	0.067	0.18
	2	776	0.92	0.084	1,269	0.92	0.087	0.01
2015–16	1	865	0.92	0.069	2,039	0.93	0.067	0.18
	2	702	0.92	0.082	1,262	0.93	0.082	0.16
2016–17	1	836	0.92	0.067	1,937	0.94	0.064	0.22
	2	666	0.91	0.079	1,207	0.93	0.091	0.17
2017–18	1	794	0.93	0.059	1,752	0.93	0.062	0.09
	2	685	0.92	0.075	1,252	0.93	0.083	0.11

NOTE: *g* = Hedge's *g*; *N* = sample size; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

BE for Disciplinary Actions. Table J -6 shows the BE results for disciplinary sanctions. For younger students, BE was achieved in 2011–12, 2012–13, 2015–16, and 2017–18. For older students, BE was achieved in 2011–12, 2012–13, 2015–16, and 2017–18.

Table J-6: Equivalence at Baseline of Ever Receiving at Least One Disciplinary Sanction: 2012–18

		Intervention			Comparison			
Year	Group	*N*	Mean	*SD*	*N*	Mean	*SD*	*g*
2011–12	1	1,058	0.05	0.224	2,167	0.04	0.192	0.21
	2	817	0.09	0.292	1,824	0.11	0.315	0.11
2012–13	1	1,013	0.07	0.259	2,002	0.06	0.242	0.09
	2	820	0.10	0.300	1,504	0.11	0.314	0.07
2013–14	1	996	0.21	0.405	1,998	0.13	0.339	0.32
	2	836	0.35	0.478	1,258	0.23	0.423	0.35
2014–15	1	932	0.19	0.392	1,993	0.12	0.329	0.31
	2	777	0.31	0.461	1,270	0.29	0.452	0.05
2015–16	1	865	0.17	0.373	2,043	0.12	0.324	0.23
	2	703	0.25	0.434	1,264	0.28	0.452	0.10
2016–17	1	836	0.17	0.378	1,934	0.09	0.290	0.43
	2	670	0.31	0.461	1,207	0.24	0.427	0.20
2017–18	1	794	0.16	0.368	1,753	0.15	0.357	0.05
	2	685	0.27	0.445	1,253	0.20	0.402	0.23

NOTE: *g* = Hedge's *g*; *N* = sample size; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

BE for Grade Progression/Promotion. Table J-7 shows the BE results for grade promotions. For younger students, BE was achieved 2012–13, 2013–14, 2014–15, 2015, 16 and 2017–18.

Table J-7: Equivalence at Baseline of Grade Promotion Outcome: 2011–18

		Intervention			Comparison			
Year	Group	*N*	Mean	*SD*	*N*	Mean	*SD*	*g*
2010–11	1	916	0.927	0.2605	2,086	0.958	0.2000	0.36
	2	766	0.974	0.1596	1,658	0.987	0.1119	0.45
2011–12	1	942	0.932	0.2518	1,978	0.968	0.1756	0.48
	2	739	0.978	0.1456	1,644	0.993	0.0815	0.72
2012–13	1	901	0.957	0.2036	1,842	0.955	0.2075	0.03
	2	724	0.988	0.1109	1,354	0.984	0.1236	0.14
2013–14	1	894	0.961	0.1941	1,813	0.954	0.2091	0.10
	2	730	0.974	0.1593	1,131	0.990	0.0982	0.61
2014–15	1	849	0.963	0.1877	1,790	0.974	0.1583	0.22
	2	704	0.982	0.1347	1,118	0.990	0.0987	0.39
2015–16	1	782	0.972	0.1655	1,888	0.973	0.1622	0.03
	2	628	0.995	0.0690	1,138	0.995	0.0725	0.06
2016–17	1	748	0.981	0.1356	1,795	0.994	0.0781	0.68
	2	589	0.997	0.0582	1,102	0.998	0.0426	0.38
2017–18	1	701	0.987	0.1127	1,584	0.987	0.1117	0.01
	2	607	0.998	0.0406	1,117	0.997	0.0518	0.30

NOTE: *g* = Hedge's *g*; *N* = sample size; *SD* = standard deviation. Group 1 includes students in grades 3, 4, and 5; group 2 includes students in grades 6, 7, and 8.

Dosage Analysis Design

The dosage analysis used student and school demographic data, including the reported race and gender, as well as participation in programs like free-or-reduced-price lunch and special education. These characteristics were used to predict the following outcomes: attendance rates, disciplinary sanctions, mathematics performance as measured by MAP and SBAC, reading performance as measured by MAP, and ELA performance as measured by SBAC.

Dosage was defined as the number of days a student participated in at least one qualifying program, as a faction of the number of days that student had the opportunity to participate. Students may have attended many such programs in one day, but the dosage dataset we received was such that we could not ascertain that level of detail.

Attendance was defined as the number of days a student was counted as attending, as a fraction of the number of that student's days enrolled in school (membership days). Disciplinary sanctions were simply the total number of sanctions logged for a student in a given year. MAP and SBAC scaled scores were used by subject area where available.

These outcomes were predicted from dosage and student characteristics, as well as from the student's prior-year performance on the outcome metric. Students who were missing data for any of the variables in a particular analysis were excluded from that analysis but may have been included in others for which their data were complete. Most predictors were categorical (like race) or binary (like special

education), but continuous predictors and outcomes were standardized in the regression models. Thus, the reported coefficients are also standardized and can be treated as the effect size (i.e., the number of standard deviations away from zero) of the relationship.