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Lighted Schoolhouse at Daniel E. Morgan Elementary School: Pilot Program Evaluation

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Lighted Schoolhouse
at
Daniel E. Morgan Elementary School

Pilot Program

Evaluation

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EXECUTIVE SUMMARY

The Lighted Schoolhouse pilot project (LSH) at Daniel E. Morgan Elementary School (DEM) in the Hough neighborhood of Cleveland began operation in February 2005. It is a collaborative effort among a number of community organizations, led by the Urban League of Greater Cleveland (ULGC). The pilot LSH was initiated by then-Mayor Jane Campbell as a response to Cleveland's designation as the poorest large city in the U.S., and was meant to address three community priorities: after-school programming, fuller use of schools, and pathways out of poverty.

In June 2005, a team of evaluators from the Levin College of Urban Affairs at Cleveland State University was selected to evaluate the pilot project. The purpose of this evaluation is to: 1) assess the start-up and implementation process and the lessons learned; 2) track program activities and accomplishments; and 3) develop recommendations regarding the sustainability and replication of the pilot program. The Levin College Evaluation Team (LCET) also developed a plan for subsequent outcome-based evaluation of the initiative, so that the impact may be addressed over time.

This evaluation covers the 11-month time period of February through December 2005. In evaluating the pilot, the LCET conducted interviews with program partners and funders, collected available data, held focus groups with participants and parents and reviewed best practices. This report describes the planning and implementation process of the LSH; examines the available participation and cost data, interview responses, focus group results, and best practices to determine if the LSH met its goals and objectives; and offers lessons learned and recommendations for the future.

Findings

Planning and Implementation

The pilot LSH at DEM is an example of remarkable program implementation that occurred in less than optimal conditions. The LSH concept had been under consideration by a number of community leaders for years, but its implementation had been constrained by a lack of funding. Cleveland's designation as the poorest large city in the U.S. in 2004 provided the impetus to move forward quickly. Some steps in the planning process were cut short due to the brief time period between the announcement of the LSH at the second Poverty Summit in October 2004 and its implementation in February 2005.

Missing was a collaborative process enabling partners to agree upon goals and objectives as well as a needs assessment, both of which could have been used to determine the most appropriate mix of services and activities to be offered in the school. However, based on interviews with program partners in the summer of 2005, the LCET was able to identify substantial agreement that the goal of the LSH is to: ***Establish schools as community resource centers for adults, children and families,*** and ***test the lighted schoolhouse model.*** Similarly, the partners agreed on three objectives:

1. Provide opportunities for children to reach their Potential, enhancing opportunities beyond the school day
2. Provide opportunities for adult neighborhood residents to access programs and services
3. Foster a sense of community

These objectives and a number of sub-objectives were used by the LCET to evaluate program. They can also be used to guide the program if it continues.

Another step that was cut short was identifying sustainable funding sources. During the planning process, when expected funding from the state (through its TANF funds) failed to materialize in

early 2005, the partners struggled to identify other sources of funds that could be used for children's after-school programs. The County was able to fill in with some of its TANF funds for this purpose, but those funds were no longer available after June 2005, which greatly affected the sustainability of the pilot.

Few expected outcomes were identified for the LSH programs and no evaluation mechanism was put in place until June 2005. This limited the ability of program partners to track progress, make adjustments in programs and services, or measure the success of their efforts.

Program Structure

The LSH was a collaborative effort among ten community partners and funders. The SF=SC Vision Council played a key role in convening partners and funders and tracking progress over time. The Urban League of Greater Cleveland served as the lead agency, ensuring that the lines of communication stayed open and that the program partners were coordinated in delivering services and activities.

Collaboration is the norm for programs of this type. One of the many benefits of collaboration is the ability to leverage the expertise of each of the partners. However, collaboration is not enough to make a program of this type succeed. As we have learned from other programs around the country, collaboration requires constant attention. The pilot incorporated some best practices such as strong coordination among participating agencies and successful utilization of available personnel, expertise and in-kind support from the partners. Still, the LSH did not incorporate one key best practice: becoming an integral part of the school program and budget. Although the principal of the school was very supportive of the program and worked closely with the LSH coordinator, the CMSD seemed reluctant to make the LSH a priority, possibly the result of the short implementation timeframe and critical funding constraints. It is likely that the backseat role of the CMSD may have affected the success of the pilot.

Further, the pilot LSH lacked a long-term champion or leader with a stake in the sustainability of the LSH. The Mayor's office played this role initially, but it was not sustained.

Programs and Activities

With no formal needs assessment, the ultimate mix of services and activities offered through the LSH was driven by the availability and timing of funding and the identification of partners who were already offering programs and services either in the school or in the neighborhood. This shortcut appears practical, although more information on service gaps and needs might have caused the partners to redirect at least some of their efforts.

Children. Children's programming was intended to provide opportunities for children to reach their potential, enhancing opportunities beyond the school day. In spring 2005, the after-school program served 140 children, exceeding the projected 130 children, and approximately 26 students participated in the after-school counseling services offered by Bellefaire. The summer camp served the projected 150 children.   The children's programs continued to operate at full capacity until funding levels were reduced in fall 2005, forcing the program to reduce its after-school participation levels to 40 children and to cut counseling services altogether. The cost for children's programming was $135,748, not including facilities or administration.

Parents and DEM's principal were satisfied with the quality and breadth of activities offered in the after-school and summer programs. The principal was able to observe some tangible outcomes such as an increase in the number of children completing homework, and an increase in the number of students accepted into the Cleveland School of the Arts.   However, no data was collected to support this observation.

Adults and Seniors. Adult programs were intended to provide opportunities for neighborhood residents (age 17 and over) to access programs and services. Throughout the evaluation period, these programs were running significantly under capacity. Fewer than 30 adults participated in each activity for a total of 97 adults served. In addition, 25 seniors participated in the computer training classes and six attended the senior line dance. A more thorough needs assessment at the outset might have led to a different mix of programs for adults. Adult participants were satisfied with the training programs offered.

Senior activities were also planned as a part of the LSH. A decision was made to move the programs for seniors off-site to the Eliza Bryant Center where seniors were more comfortable and where the computers could be more easily accessible. (The computer room was on the second floor of DEM, and there were no elevators). The cost of all adult activities was $194,722, not including facilities and administration.

Community. The LSH also provided community programs, intended to foster a sense of community. The community forums provided services to 113 adults, about 75 percent of the expected number of participants. The weekly family meals, on the other hand, were very well attended (120 families) and considered to be successful by participants. Parents appreciated the family meals because they enhanced children's desire to go to school and to the after-school program and created a sense of community among the parents of DEM students. The cost of these programs was $49,600.

In addition to these program costs, the LSH paid $199,660 (27% of the total LSH cost) for the use of the facilities at DEM (including custodial and security personnel). Administrative costs were $130,799 (18%) and evaluation costs were $25,000.

A significant finding, likely the result of the lack of sufficient planning, was the mismatch between funding and need. Funding came from multiple sources with restricted uses for short periods of time. The largest source of funding for the LSH was from the Empowerment Zone, but those funds could not be used in the way they were most needed, i.e. for children's programs. As a result, children's programs had to be cut back in the fall when the County's TANF money for after-school programs was no longer available.

The goals, objectives and activities of the LSH pilot are consistent with those of identified best practices. This indicates that the LSH is well positioned to achieve longer-term positive outcomes including improved student grades and test scores, lower absenteeism, increased graduation rates and stronger families and communities.

Lessons Learned and Recommendations for Sustainability and Replication
The pilot LSH at DEM demonstrated the potential benefits of establishing schools as community resource centers for adults, children and families. Some of the lessons learned may be useful in modifying the program if it continues at DEM and in designing similar initiatives in the future.

- Establish realistic goals and measurable objectives and align them with activities and funding sources from the start.

- Advance planning is critical to the success of the program. The mix of programs and activities should be based on an assessment of the needs of each community.

- Build upon existing relationships and involve the community, including parents, teachers and residents, in planning so that programs and services are based on the needs and interests unique to the community being served and its school. The Fuller Use of School Buildings Initiative core team may be one such vehicle, if it can be reactivated.

- Include program evaluation as an integral part of the LSH. The evaluation plan should include tools for collecting appropriate information and providing ongoing feedback that can be used for continuous program improvement.

- Secure commitments from key stakeholders (mayor, school district, city council member, collective bargaining units) at the outset. Involve them in the design and implementation stages so that they are in accord and committed to the success of the initiative.

- Designate a lead agency with a stake in the success of the program (i.e. LSH should be aligned with the core mission of the lead agency), clearly define its role and responsibilities and give it sufficient authority secured with written agreements.

- Short-term funding jeopardized the LSH from the start and produced instability. Going forward, it will be important to obtain multi-year, sustainable funding that is diverse and aligns with program objectives and is secured with written agreements.

- Consider the benefits and costs of conducting the program in a school building. Although the costs may be higher than housing the program in a community center, the LCET concludes that the benefits are significant and include: the building is designed for children, has necessary facilities such as a gym and a cafeteria, parents are comfortable and feel their children are safe, it reduces transportation costs and issues, and it can enhance the quality of daytime academic offerings.

- Strengthen the connection with regular school offerings to improve academic performance of students. Integrate the program with school programs and budgets.

- If a decision is made to house the LSH in a school building, the cost considerations related to facilities and labor will either have to be accommodated or worked around.

Conclusion

The pilot LSH at DEM was fully operational for only 8 months. However, in that short time frame, it demonstrated the potential to have a positive impact on children, adults and the community in which it operates. Despite the constraints under which it operated, it had a number of short-term impacts. It improved the school experiences for 180 DEM students by providing a safe and enriched after-school environment and an active summer program that would not have otherwise been available to them. The adult programs, which were less well utilized, resulted in 72 adults participating in one of the three job training programs and twenty-five seniors learning to use computers. Its success as a community resource is evidenced by the attendance at community meetings and family meals. Further, the cost of running the children's component is comparable to other after-school programs.

The LSH program should be considered for replication with some modifications. This evaluation recommends a number of ways in which the program could be improved and sustained. Further, if a decision is made to replicate the program in other schools, the lessons learned and recommendations should lead to improvements in program design and implementation.

In conclusion, the LSH is one of a number of after-school programs that serve Cleveland school children. These programs are run by various community organizations and by the CMSD. Some, like the LSH, are offered in schools, while others are offered at recreation centers, churches, and other facilities. The evaluators conclude that a catalog of these various programs would be a useful resource for the community. Further, the Vision Council might serve as a convener or clearinghouse where the community could benefit from sharing the experiences reported by the different programs.

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INTRODUCTION

The Lighted Schoolhouse pilot project (LSH) at Daniel E. Morgan Elementary School (DEM) in the Hough neighborhood of Cleveland was intended to address three community needs: after-school programming, fuller use of schools, and pathways out of poverty. To that end, the pilot sought to serve children, adults, and families within the school building.

Program funding for the pilot was provided by three community partners: The Empowerment Zone; Cuyahoga County Family and Children First Council; and the Strong Families=Successful Children Vision Council. Programming for adults was provided by the Urban League of Greater Cleveland (ULGC) and several other community partners (Visiting Nurse Association and the City's Departments of Public Health, Consumer Affairs and Aging). Programming for children was provided by the Urban Minority Alcoholism and Drug Abuse Outreach Program (UMADAOP) and Bellefaire Jewish Children's Bureau.

In June 2005, a team of evaluators from the Levin College of Urban Affairs at Cleveland State University was selected to evaluate the pilot project. The purpose of this evaluation is to 1) assess the start-up and implementation process and the lessons learned; 2) track program activities and accomplishments; and 3) develop recommendations regarding the sustainability and replication of the pilot program. The Levin College Evaluation Team (LCET) also agreed to develop a plan for subsequent outcome-based evaluation of the initiative, so that the impact may be addressed over time.

One of the first steps in the evaluation process was to define LSH goals and objectives, which could be used to evaluate the success of the LSH. Community partners agreed upon the following:

Goal: To establish schools as community resource centers for adults, children and families, and to test the lighted schoolhouse model.

Objective 1: Provide opportunities for children to reach their potential;

Objective 2: Provide opportunities for adult neighborhood residents to access programs and services; and

Objective 3: Foster a sense of community.

This evaluation covers the time period of February through December 2005. Adult and senior services began in February 2005 with children's programming starting in March 2005. Spring 2005 included adult training programs and computer classes at DEM; computer classes and line dance lessons for seniors at the Eliza Bryant Community Center; various after-school activities and group counseling for children; and weekly dinners for DEM students and their families. In summer 2005 the activities for adults and seniors, and the weekly family meal continued, in addition to an all day Monday-Friday summer camp for the children. In fall 2005, adult and senior services continued at DEM and Eliza Bryant but funding cuts necessitated eliminating the weekly family meal and reducing the level of children's services.

In evaluating the pilot, the LCET conducted key partner interviews, held focus groups, completed best practice research, and compared derived goals and objectives to actual activities and service provision. The report is divided into five main sections:

1. Section I reviews events that led to the Lighted Schoolhouse initiative in Cleveland.
2. Section II describes the process of planning and implementing the pilot at Daniel E. Morgan.
3. Section III outlines the evaluation approach and presents findings.

4. Based on the evaluation results and the literature review of similar projects and best practices, Section IV outlines lessons learned during the planning and implementation of the LSH.

5. Finally, Section V offers recommendations for the future of the Lighted Schoolhouse project and other similar endeavors.

I. LIGHTED SCHOOLHOUSE PROJECT GENESIS

The idea for a Lighted Schoolhouse (LSH) project in Cleveland had its genesis in both a national movement and a local planning process. Conceptually, it is well grounded in theory and practice. The primary purpose of this evaluation is to identify lessons learned from the pilot program that can be used to guide the community if it decides to implement the LSH on a larger scale. In this type of evaluation, it is important to understand the context in which the pilot LSH was implemented because it sheds light on the programmatic challenges that may be unique to this particular situation. These challenges may not be present if the program were to be replicated in a different context. This section tells the story of the timing, genesis and early stages of implementation of the pilot LSH at Daniel E. Morgan Elementary School (DEM) in Cleveland, Ohio.

The Lighted Schoolhouse project addresses two long-standing community interests: 1) making public schools the centers of communities and 2) providing safe, educational enrichment and recreational after-school programs for Cleveland students.   Both had been on the civic agenda in Cleveland since at least 1990 when then-mayor Michael R. White convened the Cleveland Summit on Education to help establish a reform agenda for Cleveland Municipal School District (CMSD). One of the outcomes of that Summit was a recommendation to create after-school programs. As a result, after-school programs were created in three schools, using Community Development Block Grant Funds from the City of Cleveland. This program was later expanded to six schools, and continues to be run by Neighborhood Leadership Institute.

The interest in "lighted schoolhouse" type programs once again became a priority on the civic agenda when, prior to the 2000 mayoral election, the city passed a school bond issue and the Cleveland Municipal School District (CMSD) embarked on a $1.6 billion capital project to replace, renovate or build anew 110 schools. This provided an opportunity to rethink the design of school buildings so that they could function as centers of their communities or neighborhood learning centers. The Community Vision Council became a strong advocate, as was the Knowledgeworks Foundation, which sponsored a conference on this topic. The Cleveland Foundation, Gund Foundation and Knowledgeworks gave significant funding (approximately $900,000 in total) to support a public engagement process to look into the idea.   When Mayor Jane Campbell took office in January 2001, she referenced the importance of after-school programming in her inaugural address.

Nationally, the National League of Cities (NLC) was encouraging cities across the country to look at schools as neighborhood centers and in 2003 Cleveland received a technical assistance grant from the NLC to do planning around this issue. The Mayor publicly introduced the idea of establishing a "Lighted Schoolhouse" (LSH) in her February 2003 state of the city address as an "emerging initiative" under the "Smarter" goal of her strategic plan:

> …establishing lighted schoolhouses as working neighborhood resources with literacy programs, computer training, parenting, recreation, health, safety and other educational and human services. The United Way Vision Council is working with Barbara Byrd-Bennett and me to complete a strategy to provide quality after-school programs for Cleveland children. I deployed Craig Tame, my Chief of Health and Safety, and Jane Fumich, my Director of Aging, to the task of making sure that our children and our elders can use the schools after hours. (Jane L. Campbell, Mayor, State of the City Address, February 20, 2003)

Strong Families=Successful Children Vision Council (*SF=SC*), staffed by United Way of Greater Cleveland, convened the partners including the City, the CMSD, and the Cuyahoga County Family and Children First Council (FCFC).   The CMSD was exploring ways to foster links between schools and community-based after-school programs to strengthen its child development efforts. It was also operating Twenty-first Century Community Learning Centers in six middle and K-8 schools.

One outcome of the NLC supported planning process was the October 31, 2003 *Strategy and Resource Plan for Effective After-school Programs Initiative* of the *SF=SC* Vision Council. This identified as an emerging priority the need to "increase academic achievement, promote positive personal development, and provide a safe haven for children in Kindergarten through 8th grades by expanding and coordinating after-school programs." The NLC grant facilitated Cleveland's connection to other after-school initiatives across the country through July 2004.

At the same time, the County's FCFC convened an "Out-of-School Time" subcommittee that included many of the same partners (representatives from Mayor Campbell's office and the SF=SC Vision Council.) Their task was to develop a plan for improving the quality of out-of-school time programs. Committee members debated the pros and cons of creating new programs in schools vs. strengthening existing programs in community centers. The committee decided to take a balanced approach, building the capacity of quality community-based programs and starting school-based LSH-type programs in neighborhoods that had gaps in the availability of after-school programming.

As the County's committee completed its draft plan, both the City and the School District were facing fiscal deficits and the County was limited in the funding that it could provide. There was no mention of the Lighted Schoolhouse initiative in the Mayor's 2004 *State of the City* address.

In August 2004, the U.S. Census Bureau released its poverty rankings. Cleveland was ranked number one in the nation, with the highest poverty rate among cities with populations over 250,000. In response, the Mayor convened a poverty summit on September 3, 2004. A number of committees were established to work on various parts of a plan to reduce poverty. One committee was charged with looking at issues related to school-aged children. They identified passage of the November 2004 school levy as their top priority, but did not specifically address after-school programs.

However, the Mayor saw the LSH as a key initiative in creating pathways out of poverty for Cleveland residents. In addition, it remained a strategy in accomplishing her previously articulated "smarter" goal for the City. In late September/early October 2004, she approached the SF=SC Vision Council, which she co-chaired with Robert Reitman, seeking support and funding for the LSH. The SF=SC Vision Council had earlier identified as a priority the fuller use of school buildings and after-school programs, but a specific project and lead agency had not been identified. Further discussion had been tabled due to the absence of a strong commitment and funding constraints on the part of the two key partners (the city and the CMSD). The Vision Council was moving ahead with two other priorities: TEACH (Teacher Education and Compensation Helps), a program to enhance the quality of childcare; and adoption. The Mayor's request put the LSH back on the Vision Council's agenda.

In response to the Mayor's request, the Vision Council agreed to earmark $100,000 for the LSH but required that a needs assessment and a strategy and resource plan be completed before the funds could be released. It convened the "Lighted Schoolhouse Ad Hoc Task Force", co-chaired by Robert Reitman, SF=SC Vision Council co-chair and Craig Tame, Chief, Health and Public Safety, City of Cleveland. The Task Force included potential community partners: the Cleveland Municipal School District (CMSD); the Urban League of Greater Cleveland (ULGC); Cuyahoga County Family and Children First Council; The Center for Community Solutions; the Empowerment Zone; Cleveland UMADAOP; Marsha Curtis, Principal, Daniel E. Morgan Elementary School; Starting Point; the Neighborhood Leadership Institute; and foundations. (see Appendix A for a complete list of Task Force Members)

At the next Poverty Summit on October 14, 2004, the Mayor announced that one of the initiatives to combat poverty would be the Lighted Schoolhouse and that it would start almost immediately, based on a commitment of $887,563 (later reduced to $762,563) in funding from the city's

Empowerment Zone. However, the Empowerment Zone[1] money could only be used to support adult programs in a designated EZ area. (All EZ areas are on the City's east side.) The intent was to pilot the LSH in four Cleveland schools, two on the east side and two on the west side. A proposal was submitted to the state of Ohio for TANF dollars to provide the additional funding that would be needed to fully implement the pilot, including children's programming, in all four schools. Even though the state had informally indicated its support, the city never received a response to its proposal. Without the state TANF dollars, it became clear that the plan to have four schools involved in the pilot would have to be abandoned and the pilot was planned in one school, Daniel E. Morgan.

With an earmark from the Vision Council and a firm commitment of funding from the Empowerment Zone, the Mayor moved ahead with the pilot. It was important to have the pilot program up and running in time for the spring 2005 semester because the Empowerment Zone funds were time-limited and the Mayor had made a public commitment at the poverty summit to implement a pilot LSH. She approached Myron Robinson, Executive Director of the Urban League of Greater Cleveland (ULGC) to manage the LSH and serve as fiscal agent, and he agreed. The ULGC, which had been involved in the Poverty Summit, was successfully running a number of adult job training and readiness programs (construction trades, home health aid) in the Hough area in partnership with the Empowerment Zone. Marsha Mockabee, Director of Education and Youth Development of the ULGC, was assigned to run the LSH. Due to the constraints on the EZ funds, the LSH began operations in February 2005 with only adult programming.

Meanwhile, the Vision Council Task Force continued with its planning process. However, not all the partners were fully on-board. The failure of the November 2004 school levy had intensified the fiscal problems of the CMSD. Barbara Byrd-Bennett, the District CEO, insisted that children's programming be part of the LSH before she could lend her support, but the District had no funds to contribute. The County was funding other out-of-school-time programs with existing "neighborhood collaboratives" primarily in community centers. They agreed to use $138,220 of their TANF dollars to support the children's programming of the LSH during the spring 2005 semester, as well as a family meals program from March through August 2005 and ten days of facilities costs during the summer. These programs began on March 14, 2005. The County later agreed that their funds could also be used for a portion of children's summer activities and program evaluation. With these pieces in place, the pilot LSH became fully operational in mid-March 2005.

Moving very quickly, United Way of Greater Cleveland staff prepared the Strategy and Resource Plan for the Vision Council, which was approved at its March 2005 meeting. The plan identified how the SF=SC Vision Council's earmark of $100,000 from the previous October would be spent. It was agreed that the funds would be used for a summer program for the children and an evaluation.

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[1] The EZ areas were Fairfax, Glenville, Hough, and Midtown.

II. PROJECT PLANNING AND IMPLEMENTATION

Once the decision was announced in September/October 2004 that the City would use Empowerment Zone funds to implement a pilot LSH, the City moved very quickly to select a school, identify additional sources of funding, and pull together the partners that would provide services in the school.

Timing

The project timeline (see Appendix D) illustrates the chronology of the planning and implementation activities of the LSH. Planning for the LSH pilot began in earnest just after the first Poverty Summit in October 2004 and the program was fully operational by March 14, 2005, although the LSH officially opened on February 14, 2005 with adult programs. The full set of activities for children, adults and seniors ran from March 14th – June 2005. Adult and senior activities as well as a summer program for children ran from June through August 12, 2005. The 2005/06 school year began on August 26, 2005, with full services being offered to adults and seniors and very limited after-school services for children (because of lack of funding) from September 29 through December 2005.

Many LSH partners noted that the planning happened too quickly. While the quick start-up enabled the LSH to take advantage of time-sensitive funding from both the Empowerment Zone and the County FCFC, the partners identified a number of drawbacks:

1. Insufficient time to identify and secure a range of potential funding sources;
2. Insufficient time to meet the licensure requirements for more sustainable funding sources, such as child care vouchers;
3. Little or no opportunity for community involvement and/or needs assessments;
4. Program decisions constrained by permissible uses of available funding;
5. Little or no opportunity to negotiate costs or find lowest-cost options; and
6. Post-hoc evaluation, instead of being included in the program design from the beginning.

School Selection

From the outset, the Mayor's Office was committed to having the LSH located within a school building. The plan was to have pilot programs operating in four elementary schools, two on the east side and two on the west side. City staff identified four possible schools after reviewing census information to match areas of high socio-economic need with schools that had strong administrators. The four schools identified were: Wade Park and Daniel E. Morgan on the east side, and H. Barbara Booker Montessori and another (unidentified) school on the west side. But funding and time constraints limited the pilot LSH to only one school, as discussed above.

Daniel E. Morgan Elementary School (DEM) was selected to be the first of the four pilots, because it was located in the Empowerment Zone, had a strong principal interested in expanding the school's current after-school programming run by UMADAOP, and had a community of concerned parents. One of the most compelling reasons for selecting Daniel E. Morgan as the site for the LSH pilot project was its successful track record, largely a result of the work of principal Marsha Curtis who is perceived by most LSH program partners to be a very strong administrator and leader.

DEM is located in the Hough neighborhood (East 92nd Street and Wade Park). In 2004/05, the school served kindergarten to 5th grade, with a total enrollment of about 480 children. In 2005/06 grades 6-8 were added to the school and the enrollment has increased slightly (while individual class sizes decreased) to 520 children. DEM's students are 98% black and 100% economically disadvantaged. The school has a teacher-to-student ratio of 26:1 (considerably higher than the

state average of 18:1) and a 97% attendance rate[2] (slightly higher than the reported state average of 95%). In 2003-04, the School Report Card rated DEM "Continuous Improvement".

Most partner agencies agree that DEM was a good choice for piloting the LSH.

Funding

The pilot LSH was funded by three entities, the City of Cleveland's Empowerment Zone, the County FCFC, and the SF=SC Vision Council, as described below. The availability, timing and restrictions/requirements of these funding sources influenced key decisions relating to timing, design, location, programming, and identification of partner agencies for the LSH pilot, as described below. This would not necessarily be the case if the program were replicated.

The **Cleveland Empowerment Zone (EZ)** is a municipal agency funded by the U.S. Department of Housing and Urban Development to help reinvest in the Fairfax, Glenville, Hough, and Midtown neighborhoods, all on the city's east side. EZ funding for the LSH pays for job placement, training and related services for EZ residents, age 17 and over, and the facilities and administration costs associated with keeping the school building open after hours. This funding must be used within the Empowerment Zone's geographic area.

These requirements enabled the LSH to incorporate job placement, training, and related services for EZ residents, while it narrowed the options for location of the LSH. In addition, while the ULGC was chosen as the lead agency primarily because it had the necessary experience to run a large collaborative project with multiple funding sources and it was already working in the Hough community, EZ funding also influenced this choice. ULGC and the EZ had an existing contract (for Minority Business Centers), which expedited the EZ contracting process, as the City needed only to 'amend' an existing contract rather than create a new one.

In October/November 2004 the **SF=SC Vision Council** earmarked $100,000 for the LSH. After the resource plan was developed the Vision Council decided that its funds would be used for a summer program for children and, together with some of the County funds, to evaluate the pilot program. This funding:

1) Allowed the LSH to provide academic, recreational, and artistic programming to children during the summer of 2005; and

2) Enabled the LSH pilot's evaluation, to assess the effectiveness of the pilot project and offer recommendations for the future.

The **Cuyahoga County Family and Children First Council (FCFC)** supports after-school programs in Cleveland (7 neighborhoods), E. Cleveland and Euclid through its Out-of-School-Time Program, which is a prevention activity designed as part of a system of care for children. In November/December 2004, the FCFC identified a small amount of unallocated Temporary Assistance for Needy Families (TANF) funds that had to be spent by June 30, 2005. The County issued a request for proposals and the Vision Council submitted a proposal on behalf of the LSH. TANF funding was awarded to the LSH in January 2005. The County's TANF funding was used for children's programming during the after-school hours through June 30, 2005.

Although no commitments were made, there was a possibility that the FCFC would make TANF or other County money available for the LSH for the 2005/06 school year (August through December). However, in August 2005 the County decided not to continue funding the LSH. The primary reason given for the FCFC's decision was the pilot's cost and the fact that it was serving only one neighborhood. As a point of comparison, the County's Out-of-School-Time programs, which operated in existing neighborhood centers, served a total of 900 children in 9 neighborhoods/cities

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[2] as reported in the 2003-04, the School Report Card

for $236,000 last year, compared to the LSH that served just under 150 children in one neighborhood for about $130,000 (plus $8,000 for part of the evaluation).

County FCFC funding was a key part of the funding mix because it:

1. Allowed the LSH to leverage the EZ dollars and to provide extensive programming (academic, recreational, and artistic) to children during the after-school hours from March through June 2005;

2. Enabled the County to be a partner in a broad based community initiative that met many of the elements of its "Out of School-time" initiative (the 5 elements are educational enhancements, social skills development, life skills development, re-vocational and career development, and community service);

3. Increased the need for other funding, since the TANF money from the FCFC grant could not be used to cover the costs of keeping the school building open;

4. Created sustainability challenges for the program, with funding in flux for the 2005/06 school year; and

5. Supplemented the Vision Council's funds for the evaluation.

Partners

As described in Section I, a number of organizations were active in planning for the LSH. These organizations continued to be involved in the start-up and implementation. Once the school was selected, the Mayor's staff approached a number of community partners and neighborhood agencies that were working in the Hough neighborhood, and in some cases already working with Daniel E. Morgan, to become LSH program partners. The Urban League of Greater Cleveland (ULGC) committed to be the lead agency. Other partners included the *SF=SC* Vision Council, UMADAOP (which was running a very small after-school program at DEM), the Visiting Nurses Association (to work with the ULGC to provide Home Health Aide trainings to adults), Bellefaire Jewish Children's Bureau[3] (which was identified during the planning process because it was already working with children at Daniel E. Morgan as a Medicaid provider), the Cleveland Municipal School District (CMSD), and the Cuyahoga County Families and Children First Council (FCFC). Program partners are listed in Table 1.

The role of the ULGC as lead agency was to "establish partnerships, [take care of] overall oversight, and to be a convener and facilitator"(interview). The ULGC manages both the day-to-day operations of the LSH and the broader administrative issues. It proved rather challenging for the ULGC to juggle "a big-picture strategic view" and the daily problem solving within the limited time frame for implementation.

The SF=SC Vision Council played a lead role in the planning, start-up, and implementation phases of the LSH pilot. Their role included convening community leaders to work out the details of the pilot program, writing the Strategy and Resource Plan, which is the most comprehensive description of the LSH available, and providing funding for the summer program and the evaluation. The Vision Council also played a key role in monitoring the progress of the LSH.

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[3] Bellefaire was an in-kind contributor, not funded from the pilot budget; in addition, UMADAOP funded Fall '05 activities from its own resources.

Table 1. LSH partners

Partner categories	Partners
Funders	City of Cleveland Empowerment Zone
	Cuyahoga County, Family and Children First Council
	Strong Families=Successful Children Vision Council
Collaborative partners	City of Cleveland Mayor Jane L. Campbell
	Cleveland Municipal School District, Barbara Byrd-Bennett CEO
	Urban League of Greater Cleveland, Myron F. Robinson President/CEO
	Strong Families=Successful Children Vision Council
Service delivery partners	Cleveland UMADAOP
	Visiting Nurses Association University Hospitals
	Eliza Bryant Village
	Bellefaire Jewish Children's Bureau
Managing partner/Fiscal agent	Urban League of Greater Cleveland, Myron F. Robinson President/CEO

III. EVALUATION OF PROJECT PLANNING, IMPLEMENTATION AND OUTCOMES

This section describes the Levin College Evaluation Team's (LCET) evaluation approach and findings. It includes an assessment of the Lighted Schoolhouse (LSH) pilot planning, start-up and implementation process, and of the outcomes after one year of operation. It presents program activities, accomplishments and costs and assesses the extent to which they meet the goals and objectives derived by the LCET. This analysis informs the lessons learned and the recommendations regarding the sustainability and replication of the pilot program (Section IV), and regarding a plan for subsequent outcome-based evaluation of the initiative (Section V), so that the impact may be assessed over time.

Approach

This evaluation covers the pilot year of the LSH project at the Daniel E. Morgan Elementary School (DEM) from February 14, 2005 to December 31, 2005. During this period, the LSH operated at full capacity for one semester in the second half of the 2004-2005 school year, and during summer 2005. At full capacity, the program consisted of adult services at DEM, senior activities at Eliza Bryant Village, and various youth activities at DEM. When school resumed in Fall 2005, the pilot project operated at limited capacity: the adult and senior activities continued, but only a small number of the school's students were served.

The LCET began work in June 2005 at the behest of the SF=SC Vision Council. The LSH pilot had been active for four months. This time lag limited the scope of the evaluation, which had not been part of the pilot from the start. Had evaluation been part of the pilot design, it would likely have resulted in the necessary formulation of objectives, and of performance and outcome measures. The LCET had incomplete information with respect to objectives and their measures, and expected outcomes. Given this limitation, the LCET evaluation design consists of two components:

1. **Assessment of the start-up and implementation process.** Through key partner interviews and focus groups, the evaluation team identified challenges, successes, and lessons learned to date in the planning and implementation phases of the LSH pilot program. The LCET used the elicited information to define the goals and implicit objectives that guided the pilot, and devise some outcome measures.

2. **Evaluation of the pilot activities and accomplishments.** Using available data on outcomes and partner- and participant-based assessments, the team evaluated the LSH project's success in meeting the derived goal and objectives. Program effectiveness and design were also compared with best practices from similar projects around the country.

Data Collection

The LCET used evaluation data from several primary sources (collected by LCET) and secondary sources (collected from pilot partners, or from the literature):

1. Documents and partner records: To evaluate the effectiveness of program activities, the LCET collected quantitative and qualitative data including participation rates, certificates obtained, observed improvements, and individual feedback. The data were collected from the pilot program records and partner planning documents (Vision Council and Urban League of Greater Cleveland). Outcome data were then compared to the program goals and objectives the LCET derived from discussions with program participants.

2. Partner Interviews: The LCET conducted interviews with program leaders, partners, and funders. Interviews yielded information on goals and objectives, participation rates, certificates obtained, observed improvements, individual feedback, assessments of progress toward desired

outcomes, as well as obstacles and challenges. The interviews were conducted mostly at interviewees' location and in general followed along the same lines of inquiry for all respondents (see Appendix B for the Interview Guide).

Table 2. Key Interview Participants

Participation	Affiliation	Interviewee
Providers	Bellefaire JCB	Melanie Falls
		Christy Bednarski
	UMADAOP	Randall Turner
		Jessica Home
Funders	County FCFC	Jillian Driscoll
		Lisa Bottoms
	EZ	Michelle Kenney
		Byron Demery
Funder/partner	Vision Council	Rebekah Dorman
		Steve Minter
		Bob Reitman
		Marcos Cortes
Partners	Daniel E. Morgan	Marsha Curtis
	Mayor's Office	Mayor Jane Campbell
		Celeste Ribbins
		Craig Tame
		Elizabeth Newman
	NLI	Don Slocum
	CMSD	Eugenia Cash
Lead agency	ULGC	Marsha Mockabee

3. Focus Groups: The LCET conducted focus groups (see protocols and summary in Appendix C), with eight parents of DEM students and adult training programs participants, and one with five seniors enrolled in computer classes. The goals of these focus groups were to 1) assess alignment of the LSH pilot program goals with activities, in particular the participants' relationship to the school and to children; 2) assess expectations of results; and 3) explore perceptions of what works well and what needs improvement. The focus groups were held at the Daniel E. Morgan Elementary School and at the Eliza Bryant Community Center serving seniors in Hough.

4. Literature Review: The LCET conducted a review of literature on over 60 school-based programs[4] in other cities to identify links between specific activities and tangible results, as well as best practices that led to success in similar programs. From these 60 programs, the LCET selected three models to be used for comparison:

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[4] Reference information for all the reports examined is listed in the Resources section.

1. Schools Uniting Neighborhoods (SUN) Initiative in Portland Oregon, that began their programming research and planning in 1998 and started operating in the schools in 1999;
2. Polk Brothers Foundation's Full Service Schools in Chicago, that began in 1996; and
3. Beacon Schools model that began in 1991 and is currently running in many cities across the nation.

These three programs were selected as models because each had been independently evaluated, had a successful track record in making a difference in the lives of participating children, operated in urban elementary schools, and shared with the LSH the objective of making schools the centers of their communities and becoming family resources. These programs provided "best practices' in terms of goals, lessons learned, and outcomes that could benefit the LSH pilot at Daniel E. Morgan Elementary.

Some Evaluation Challenges

To evaluate a pilot project, one must take into account several challenges related to the differences between a pilot and a full-scale, long-term program. For example,

1. In general, start-up and pilot costs tend to be higher than those of running a program on an ongoing basis due to the absence of any economies of scale of which a full-scale program might take advantage. In the LSH case, this aspect was difficult to assess because of lack of data and of meaningful comparison terms: there are no on-going programs sufficiently similar to serve as indicators, and no means of independently costing the services provided.
2. Implementation may be, on the one hand, hampered by the initial lack of experience, but on the other hand it may appear more successful because of the heightened care and attention given to the pilot, and the initial site selection. In the case of the LSH, the pilot was run at a school with a strong principal and relatively good performance in the past.
3. Any primary and secondary outcomes expected to accrue over the long range (several years of operation), such as improved grades or graduation rates for participating students, or successful placement of adults trained for the workplace, could not possibly be observed after the short time period during which the Daniel E. Morgan pilot operated. This impedes attempts to assess direct and indirect program benefits.

Traditionally, school-based programs aim to make a lasting positive difference in students' lives, as measured by educational attainment, graduation and pursuit of post-secondary education. These outcomes can only be assessed after a number of years (Horsch, 2005). However, we should not lose sight of the need to improve students' school experiences and lives in the short run. Providing a safe and enriched after-school environment or an active summer program should be valued, regardless of any long-term links to positive educational outcomes (Scott-Little, Hamann & Jurs, 2002). Similarly, seniors' immediate thrill at newly acquired computer skills should be valued, regardless of the actual level of proficiency achieved, or any other long-term measure of success. Should a pilot program yield such desirable short-range outcomes, they are the ones that can most readily be assessed through the kinds of data that the pilot project can provide. Such measures include participation rates in various activities and participant satisfaction levels.

Data Analysis

The LCET identified the activities that were implemented as part of the LSH pilot, and analyzed their costs, sources and uses of funding, and any documented outcomes. It compared these activities with those originally proposed as well as with activities offered in "best practice" programs. The LCET also identified perceived problems, assets and benefits of the pilot in the areas of planning, implementation, program quality and satisfaction with outcomes. Finally, the LCET attempted to assess whether any/all the pilot objectives could be achieved in a different format

elsewhere. This analysis provides a basis for exploring whether the LSH program should/can be replicated and scaled up in light of costs and benefits.

Evaluation of Pilot's Planning and Implementation

The interviews with LSH partners were the primary source of information used to assess the planning, start-up and implementation phase of the pilot. The interview data were supplemented with written documentation and information gathered from best practice programs.

Goals

The Mayor's Office, the ULGC, and the SF=SC Vision Council each identified goals for the LSH (see Table 3). However, due to the short time frame for implementation, a shared set of goals was not explicitly formulated, and objectives emerged as the pilot took shape. In addition, since the LSH pilot did not include an evaluation component from the outset, partners did not identify and collect data that could have been used to measure progress toward meeting goals and objectives. Therefore, one of the first steps in the evaluation was to elicit, through interviews with partners, a description of what the pilot was intended to accomplish and to translate this into a set of goals and objectives that all partners recognized as representing the pilot's intent. The interview data was supplemented with information on goals and objectives included in the ULGC's proposal to administer the "Lighted Schoolhouse Initiative"[5] and the SF=SC Vision Council's "Strategy and Resource Plan."[6]   LSH partners (including funders, service providers, and administrators) reviewed the LCET-derived goals and objectives, and LCET modified the list in response to partners' suggestions. All partners signed off on the final version of this list (see Table 4).

The top row of Table 4 lists the main activities of the LSH pilot and the following two rows (Goals Served and Objectives Served) list the corresponding goal/s, objective/s and/or sub-objective/s (actions) that each pilot activity sought to accomplish. Goals, objectives, or actions without a corresponding activity are *italicized.* Note that some actions appear more than once because they can contribute to more than one objective. For example, creating opportunities for family togetherness serves both the objective of providing opportunities for children to reach their full potential, and the objective of fostering a sense of community.

A single goal for the Lighted Schoolhouse program emerged from interviews (Table 4): ***Establishing schools as community resource centers for adults, children and families***, with the sub-goal for the pilot to: ***Test the Lighted Schoolhouse model***. All the activities implemented for the Daniel E. Morgan pilot, with the exception of the programs for seniors, that were held offsite at the Eliza Bryant Village, are readily seen to contribute to this goal and its sub-goal.

This is a very specific goal; it prescribes the approach of having the resource center located in a school building. As such, it precludes consideration of alternative locations. Several interviewees suggested that alternative program locations should have been considered. It is quite possible that after such consideration the LSH might still emerge as the best means of accomplishing the implicit goals sought by the partners regarding improving the lives of children, their families and the community as a whole. Should the program be continued and/or expanded, the LCET recommends that partners formulate goals in more general terms, and then develop and evaluate alternatives.

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[5] December 15, 2004, stating that the goal of the LSH at DEM was "to enhance neighborhood residents' ability to access existing services and programs (all held at the Lighted Schoolhouse."
[6] March 2005, listing four goals, the first of which is identical to ULGC's. Two of the goals relate to increasing human capital in the host community, and one goal is to revitalize the community.

Table 3. Goals of the LSH program and pilot, by source

Source of Goals	Goals
Mayor Campbell	1. "Expand human development capacity in our neighborhoods" 2. "Increase skill development and lifelong learning ability of students through the activities and programs offered in a safe, supportive environment" 3. "Enhance neighborhood residents' ability to access existing services and programs and prepare them for better jobs with higher wages" 4. "Revitalize the community through targeted and focused programs designed to provide them with leadership skills and tools to better their lives"
Vision Council	1. Enhance neighborhood residents' ability to access existing services and programs (all held at the Lighted Schoolhouse); 2. Increase skill development and lifelong learning capacity for students through activities and programs offered (all youth programs to be based on positive youth development concepts and to address real issues and barriers faced by youth); 3. Expand human development capacity in the neighborhood (programs and services to be selected based on their fit with this goal); and 4. Revitalize the community through targeted and focused programs designed to provide them with tools to better their lives (programs and services with strong track records to be selected).
ULGC	1. Enhance neighborhood residents' ability to access existing services and programs 2. Increase skill development and lifelong learning capacity of students through activities and programs offered 3. Expand human development capacity in our neighborhoods 4. Revitalize the community through targeted and focused programs designed to provide them with tools to better their lives.
LCET-derived	**Establish schools as community resource centers for adults, children and families.** **Test the Lighted Schoolhouse model**

Table 4. Lighted Schoolhouse Project Activities in Relationship to LCET-Derived Goal and Objectives

Activities	Homework Help – Youth	Music and Recreation – Youth	Home Health Aide Training	Computer Training - Adults	Computer Training - Seniors	Community Forums	Individual and Group Counseling	Family Meal
Goals served	A	A	A	A		A	A	A
Objectives served	1a	1 (b, c)	2 (a, c, f)	2 (a, c, f)	2b	2f, 3 (c, d)	1d	1g, 2e, 3a

Goal & Subgoal	**A. Establish schools as community resource centers for adults, children and families.** **a. Test the Lighted Schoolhouse model**
Objectives	1. Provide opportunities for children to reach their potential, enhancing opportunities beyond the school day a. Assist children academically (completion and accuracy of homework); b. Provide a safe and easily accessible space for children during the after-school hours; c. Stimulate children's creativity; d. Increase accessibility of mental health services for children; e. Make schools less intimidating for adults; f. Create opportunities for adults and children to interact; and g. Create opportunities for family togetherness. 2. Provide opportunities for adult neighborhood residents to access programs and services a. Prepare adults for employment; b. Help seniors adjust to new technological and financial realities; c. Make schools less intimidating for adults; d. Create opportunities for adults and children to interact; e. Create opportunities for family togetherness; and f. Empower community residents and enhance self-sufficiency. 3. Foster a sense of community a. Create opportunities for adults and children to interact; b. Create opportunities for family togetherness; c. Make schools less intimidating for adults; d. Inform community residents about opportunities available through the LSH.

Needs Assessment: Identifying the Programs for the LSH

Best practice suggests that a careful needs assessment is a necessary first step in determining the best mix of programs and services to be offered. The needs assessment is a very useful method of projecting expected demand for these services, budgeting accordingly, and offering an underserved community what it really values. Such an assessment was not formally performed prior to implementation of the DEM pilot for several reasons including funding considerations and a tight start-up timeframe. When the Vision Council agreed to become an LSH partner in October 2004, it required that a needs assessment and a strategy and resource plan be developed. Nevertheless, in the face of timing constraints, the partners and funders relied on their own knowledge of the city, the needs of the community being served, and the pilot neighborhood's socio-economic situation. The Vision Council completed its Strategy and Resource Plan in March 2005. The Plan mentions three specific needs to be met by the Lighted Schoolhouse activities:

1. Safe place for children
2. Education and training for adults
3. Behavioral health

The Vision Council's document lists four rationales for locating community services in a school, chief among which is dispensing with transportation logistics and costs. It describes why Daniel E. Morgan was selected as the pilot site, including good student performance and discipline, strong support from the principal, the prospect of a new school facility to be built in the near future, and location in an Empowerment Zone, in the Hough neighborhood which has a 40% poverty rate and whose youth are in need of assistance.

According to several interviewees, the availability and timing of funding was a major consideration in selecting the programs and activities to be offered and the populations to be served at the LSH. While all such programs depend heavily on combining various sources of funding, the tight timeline appears to have made the funding considerations loom larger for the pilot LSH than might have been the case with more time for planning, cost negotiations, and communication among partners.

Given the brief time period between the announcement of the initiative and its implementation, as well as the fact that some of the partners were already offering programs and services in the Hough neighborhood where the Daniel E. Morgan Elementary School is located, this 'shortcut' appears practical, though more information on service gaps and on local demand for specific services might have caused the partners to redirect at least some of their efforts. For example, almost as soon as the LSH began to offer children's programs they were operating at full capacity, suggesting that they were meeting an unmet need. On the other hand, the adult programs were running considerably below their capacity, whether because of a lesser need or because the format offered did not accommodate time schedules or transportation. A thorough needs assessment might have led to a different mix of programs or different program design for adults.

According to "After School Pursuits: An Examination of Outcomes in the San Francisco Beacon Initiative" (Walker and Arbeton, 2004) the idea of schools as single points of entry for various services for children and adults has a number of benefits. The literature suggests that these benefits include (list is not exhaustive):

1. Students need not leave the school to access other services and activities, thereby increasing safety since school buildings are designed to be safe for children;
2. Transportation costs and serious logistic difficulties are eliminated, and the time saved can be used more profitably for the children;

3. The children's presence at the school during the day increases the likelihood that they will remain after hours to participate in after-school programming;

4. Proximity to teachers and educators offers the potential for integrating the students' after-school and school-day activities;

5. Fun and enriching experiences for children and adults in a location that is sometimes thought of as stressful or boring could improve their outlook on education;

6. Parents can familiarize themselves on a personal level with the school their children attend; and

7. Fostering the surrounding community's positive outlook on their local school could increase their sense of ownership and accountability for the school's success.

The program's location in a school was a key aspect of the LSH approach from the start. However, during interviews, LSH partners questioned whether the benefits of having the LSH within a school building outweighed the costs. Some suggested that other alternatives such as offering the same services at neighborhood churches or community centers, might have made better use of the available resources and might have been more productive. Other saw clear benefits from the school location, chief among which was safety for children and allowing teachers to stay in the building later.

Arguments for alternative program locations were mostly rooted in the partners' dissatisfaction with expending what they perceived to be an excessively large portion of the available funding on keeping the school building open instead of funding program activities. However, at the time of the interviews, many of the interviewees had not seen the actual facilities, security and custodial cost figures. In analyzing program costs, the LCET found that facilities represent 27% of total pilot costs. To get a sense of whether this is reasonable, it was compared with other after-school programs operating in CMSD school buildings. This comparison indicates that the LSH pilot's facilities costs are not entirely out of line with these programs. A more detailed analysis of program costs can be found on page 34.

<u>Program Management</u>

Once all pilot partners were on board, they selected the mix of programs and activities to be offered, day-to-day operations went rather smoothly (according to interviewees and focus group participants). The ULGC coordinator served as the point person for LSH within the school. A strong consensus emerged from the interviews that the ULGC coordinator was the project's "lifeline," ensuring that lines of communication stayed open and that the program partners providing activities were coordinated and committed to the successful implementation of the LSH. The LCET examined the role of the municipal leadership and the quality of the pilot's partnership structure, in light of interviewee comments as well as best practices, to derive some lessons for continuing and expanding the LSH program.

1. Role of municipal leaders: The National League of Cities report on "Stronger Schools, Stronger Cities" outlines the *role of municipal leaders* in the realm of education as: setting the public agenda, facilitating ongoing communications with school district leaders, bringing community partners together, removing obstacles to achievement, and building public will. It is noteworthy that Mayor Campbell did set the LSH agenda. But for a variety of reasons, discussed in Section I, her administration could not ensure ongoing funding support for the LSH pilot.

This issue came up in the interviews. Specifically, the lack of a clear champion or leader, especially for the children's programs, who was committed to, and focused on, the success of the LSH on a long-term basis, hampered its sustainability. As a result, the funding stream remained unstable and led to a sizeable cut in children's programs for the second semester of the pilot (Fall 2005).

2. Partnership structure: The Levin College Evaluation Team considered the *partnership structure* itself, and its effects on the implementation and management of the LSH pilot. Other LSH-type projects are managed by a public agency or non-profit entity that may or may not also be the fiscal agent, depending on funding arrangements. Program tasks typically include day-to-day management, coordination and service provision. There is often an advisory group that gives input to the lead agency and to the managing entity. When evaluation is built into the program from the outset, there may also be an evaluator who designs data collection instruments and ensures that the necessary data are collected and updated in a timely fashion and analyzed for on-going feedback to participating partners.

The LSH pilot did have a lead agency and fiscal agent, ULGC, that also provided day-to-day management, including: fiscal oversight, DEM site management, partnership management, concept development, intake and assessment, case management, and educational and occupational skill delivery. The Vision Council had the advisory group role but also contributed funding along with the Empowerment Zone and the County FCFC. There were several service providers: Cleveland UMADAOP, Bellefaire Jewish Children's Bureau, Eliza Bryant Village and the Visiting Nurses Association (see Table 1).

Service providers had relatively clear tasks, but the leadership channels were somewhat blurred, affecting the responsibility lines. The lead agency and fiscal agent, ULGC, did not have full and clear fiscal agent responsibilities or authority and its lead role was not clearly defined. According to interviews, Cleveland Municipal Schools District (CMSD) hosted the pilot reluctantly, not least due to the dire funding straits in which it found itself during the pilot period. Since implementation and the running of the pilot depended critically on the partnership with CMSD, it is likely that the backseat role CMSD played may have affected the success of the pilot. The most salient aspect of this relationship was the need to keep the school building open after regular school hours. Some interviewees suggested that the CMSD might have been able to lower the costs. However, the LCET concludes that lower facility costs had not been a realistic possibility due to the tight pilot timeline and other competing CMSD priorities at the time.

According to Horsch (2005), the collaborative structure underlying programs such as the LSH pilot requires constant attention. The best practices she mentions in this sense include a number of synergistic features:

1. Housing all program staff and services in the school facility;
2. Making available personnel and expertise as well as in-kind support for the programs;
3. Integration of the school and program budgets;
4. Extensive collaboration between program and school staff; and
5. Strong coordination among participating agencies.

The LSH pilot at Daniel E Morgan incorporated best practice #2, and to a great extent best practice #5 above. The other features were not as fully in place for the pilot, since they all hinged on the extent and quality of cooperation of the school district and its allowing the school a central and integral role in the program. Consideration of continuing the Daniel E. Morgan program or scaling up to other schools should include securing this kind of involvement from the CMSD for full success.

Other factors Horsch mentioned as playing a key role in successful school-based programs include the strength of the collaboration (for example, sharing resources such as staff in both program and school); the appearance of the collaboration of being an integral part of the school (through inclusion in school phone menus and brochures, for example); drawing families into the program; and stability and adequacy of funding, with direct implications for the program's sustainability.   The LSH pilot implemented some of these features only partially, and others not at

all. However, the pilot structure does not preclude incorporating such practices into the project design if the LSH is continued at Daniel E. Morgan or replicated at other sites.

Evaluation of LSH Outcomes

The LCET examined the LSH pilot outcomes by comparing them to stated goals and derived objectives, to best practices in similar programs, and assessments offered by interviewees and focus group participants.

There was consensus among the LSH partners that three key objectives guided pilot programming: 1) *meeting children's needs*, 2) *meeting adult/senior needs*, and 3) *fostering a sense of community through use of the school space* for the provision of adult, youth, and family services.

Objectives are useful in guiding program implementation, especially if accompanied by specific measures that enable partners and evaluators to assess progress and accomplishments. The information sources used by the LCET provided extensive background to the identified need for the LSH, described the program design in some detail, laid out various long-term goals (such as reducing poverty and making schools the center of communities), and defined target numbers of adults and children to be served by specific activities (Table 5) and target hours of operation. They did not, however, specify concrete expectations of what success would mean in the pilot in terms of outcomes.

The LCET concluded that each activity conducted for the LSH pilot, with the exception of the senior programming at Eliza Bryant, could be seen to contribute to Goal A. To assess the effectiveness of the LSH pilot program, the LCET examined how each activity, independently and/or as part of the larger program, achieved or worked toward the objectives and the actions needed to reach them (as listed in Table 4). This assessment is based on the perceptions and satisfaction levels of those who received services from LSH, as expressed during the focus groups. In addition, the LCET looked at the extent to which the LSH met targets for program design and numbers of participants specified in the ULGC proposal by comparing them to actual program design and number of participants (see Table 5).

Children's Programming

Objective 1.   Provide opportunities for children to reach their potential, enhancing opportunities beyond the school day

According to the Vision Council[7] document, the LSH would include the following services for children:

1. The ***after-school programming*** for 130 children, Monday-Friday from 2:30 – 5:00 p.m. at DEM, aimed to offer a safe environment, provide enriching programming, and improve school performance. *This component was implemented fully in spring 2005, and in reduced format in fall 2005.*

   a. Youth programming was extensive, including: homework assistance; math and reading assistance; social, recreational and cultural exposures; self-development; cultural history; boys and girls drill teams; arts and crafts activities; African drum instruction; martial arts training; woodwind and brass music instruction; children's choir; piano instruction; and a poetry and drama club. *All these activities were conducted in spring 2005, but there were considerable cut-backs during fall 2005.*

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[7] The Vision Council Strategy and Resource Plan, approved in March 2005, was intended to incorporate a comprehensive strategy for all parts of the LSH.

2. The ***behavioral health services*** including individual and group counseling for children aimed to improve social, emotional and behavioral functioning of the children and improve family functioning. *This component was implemented.*

3. The ***Summer Youth Program*** for 150 children, Monday-Friday, from 7:30 a.m. – 5:00 p.m. at DEM aimed to provide a safe, fun childcare program while school is out of session. *This component was implemented.*

4. The ***licensed after-school childcare*** was listed as 'currently under discussion'. UMADAOP was to seek licensure as a childcare provider in order to offer quality, accessible after-school care and allow parents to participate in employment and employment readiness programs. *This component was not implemented.*

UMADAOP and Bellefaire Jewish Children's Bureau provided children's services. UMADAOP had a track record based on their "Aiming High" program, providing after-school activities for a small number of children at DEM. When the LSH began in Spring 2005, they scaled up their offerings in terms of number of children served and range of activities offered, as well as their hours of operation. UMADAOP offered the LSH children activities from 2:05 p.m. – 7:30 p.m., Monday through Friday. The after-school program served 140 children in spring 2005, slightly exceeding the target of 130 children. Bellefaire expanded the mental health programming it already offered at DEM, from providing individual counseling during the school day to providing group sessions during the LSH hours. Twenty-six students participated in the after-school counseling services during the spring (see Table 5).

During summer 2005, again expanding an existing offering, UMADAOP ran the IMAGES Summer Program for 150 children, as planned.

In fall 2005 LSH funding dedicated to children's programs was no longer available. Although the school building remained open for adult programs, UMADAOP had to reduce to pre-LSH levels the number of children it could serve (40). In addition, the hours of operation were reduced to 2:05 p.m. – 5:30 p.m., Monday – Friday. Bellefaire also had to reduce its offerings and discontinued the group counseling component of their services.

Eight parents participated in a focus group as part of the evaluation. They expressed overall satisfaction with the children's programming both during the school year and in summer and were disappointed when some of the activities were discontinued. They also valued the programs that brought them to school to spend family time with their children and their neighbors. Other observations about children's programming from the focus group include:

Parents found the after-school program very beneficial for both themselves and their children. They valued the tutoring and the safety provided at no cost to them, and the structured environment. One parent praised the choir component of the after-school program (which has been discontinued). She reported that it helped her daughter get over her shyness and built a skill that assisted her in dealing with her mother's absence. She stated her willingness to pay or volunteer to ensure this program was brought back, because she believed it contributed to her daughter's school performance.

The summer program was also appreciated. Parents found it "excellent for children not to get themselves in trouble" and reported that the children enjoyed the many different activities, especially the field trips every Friday. One mother who had to be away during the summer (for reasons of work or military service) reported feeling good knowing that her daughter was exercising every morning, and also appreciated the stories her daughter developed as part of the story-telling activity. Others described the end-of-year program and other activities and trips in which their children were involved, including karate lessons, and trips to a water park and to the History Museum.

Some wished the tutoring had been even more intensive – more than the two tutors who were available, more homework help, and some way to test the children and offer them targeted assistance based on their specific needs. Parents found that homework was not always correctly done, and children were all offered the same type of assistance although they may have had different needs. The small number of adults involved in the tutoring program seemed to be a limiting factor, since they could not effectively help the 20 or more children they had to supervise.

The summer camp was said to have experienced some problems as well when neighborhood children not enrolled in the program attempted to infiltrate the camp, making some security measures necessary around the playground. Parents expressed concern with the security arrangements, as well as with the city's lack of responsiveness to reported physical plant problems – a flooded playground, preventing children from using the basketball court and attracting mosquitoes, and rusty equipment around the school building.

The parents praised the interaction between adults and children. They reported that children were so happy in the school environment that it was hard to get them to go home. They felt different about the school because of the activities associated with the LSH. One parent whose children had been transferred to another school insisted on having them transferred back to Daniel Morgan.

Parents felt that programs of the LSH could take place at any school, though they expected staffing difficulties. Having the after-school program in the school was deemed convenient and some thought their children would not have been able to attend a program elsewhere. They hoped the program would continue because both parents and children loved it, because there were no other activities for the children after school, and because the program was educational and improved children's school performance. It also helped socialize children in positive ways that are not always possible at home. Children were said to get along more peacefully because they were taught how to deal with their anger. An added benefit mentioned was the support offered to young parents who don't necessarily have an extended family and role models.

In summary, all the planned activities for children, with the exception of after-school childcare[8], were successfully implemented during spring and summer 2005, but had to be cut back during fall 2005 despite a general level of parental satisfaction with activities.

Adult Programming

Objective 2. Provide opportunities for adult neighborhood residents to access programs and services

During the LSH planning, adult activities at the school site were given priority, primarily because the Empowerment Zone funding was the first to be finalized. Adult program components, detailed in the ULGC proposal (see Table 5), were to include:

1. The **"Light's on" learning center**, to deliver computer training for adults; 200 persons were to be trained over 5 months to use web-based Microsoft Office Suite components; trainees were to include up to 50 youths between 17- and 35-years old; up to 30 staff from Daniel E. Morgan; up to 20 staff of the partner organizations; up to 150 residents older than 25. The program was to operate on an open entry/open exit basis. *Computer training was offered to adults and seniors in spring, summer and fall 2005.*

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[8] The after-school childcare component would have required that UMADAOP be licensed by the state as an after-school childcare provider. This process was not completed in time for the opening of the LSH.

2. ***"Over the Top" proficiency support and career planning*** for 17-19 year-olds in school, aiming to assist African American high school students in passing Ohio proficiency tests (since Local Report Card Data indicate a need). This assistance was to be provided on two nights a week from January to May 2005. The program was to include a Support Program (2:30-4:00 p.m.) and Proficiency "Jam" sessions (2:30-8:00 p.m.). The computer lab would also be available from 2:30 to 8:00 p.m. on selected Fridays. Career planning was to be provided online through the "March 4 Success" US Army program. *This component was not implemented.*

3. ***"Employment Edge"*** was to be offered on Mondays from 2:30 to 8:00 in conjunction with "Dress for Success" and "Career Gear." *This component was offered in spring, summer and fall 2005.*

4. ***Basic Skills Assessment and Instruction*** was to provide initial assessment and basic kills remediation in the first 6 months of the pilot, with the intent to offer targeted GED services in the following phase. Practice GED tests were to be offered to participants on Monday and Wednesday evenings from 5:00 to 8:00. *This component was not implemented.*

5. ***Senior Programming*** was to be offered from 6:00 to 8:00 p.m. on topics including benefits check-up, prescription drug savings, grandparents raising grandchildren, and senior line dancing. *Senior computer classes and line dancing were offered at the Eliza Bryant Village in the spring, summer and fall 2005.*

ULGC and the Visiting Nurses Association provided adult services. Three of the five target activities ("*Light's on*" Learning Center, "*Employment Edge*", and Senior Programming) were implemented during the LSH pilot and ran throughout the pilot period from February to December 2005. The *Over the Top* program and *Basic Skills Assessment and Instruction* were not implemented due to lack of participation. The senior programs were implemented but cannot be considered as part of the LSH because they were moved off-site to the Eliza Bryant Center. This was a logical decision, made by the LSH pilot leadership team, because the DEM computer room was on the second floor of the building, with no elevator and was not accessible to seniors. The seniors were also clearly more comfortable in their own building. Thus, the senior programs, while successful, did not serve Goal A of the LSH.

Table 5. Proposed vs. Actual Program Participants

Adult Activity, 2/14/05 – 12/31/05	Target Number of Participants		Actual Number of participants
Home Health Aide	50	>	28
Employment Edge	50	>	24
Adult Computer Training (17-25 years)	50	>>	5
Adult Computer Training	150	>>>	12
Senior Computer Training at EVB	NA		25
Proficiency Jams	50	>	17
Senior Line Dance @ EVB	NA		14
Community Forums	150	>	113
TOTAL NUMBER OF ADULT PARTICIPANTS (duplicated)	**NA**		**200**
Family Activity 3/14/05 – 12/31/05			
Family Meal (spring and summer 2005)	130	>	120
Youth Activity 3/14/05 – 12/31/05			
After-school (spring 2005)	130	≤	140
Summer program	150	=	150
Counseling	NA		26
After-school (fall 2005)	NA		40
TOTAL NUMBER OF YOUTH PARTICIPANTS (unduplicated)	**NA**		**305**
TOTAL NUMBER OF PARTICIPANTS (not including families)	**NA**		**387**

As shown in Table 5, the actual number of adult participants was considerably smaller than the corresponding target in almost all program areas. Participation in the Home Health Aide Training and Employment Edge was at half the respective target levels. One outcome for which a target had not been specified was the successful employment of 10 adults following their participation in the Home Health Aide Trainings.

All other adult activities had participation at levels far below their targets. Table 6 shows that this was due in part to the high attrition rates for some of these activities: the proficiency jams lost more than half of those who registered, and the home health aids training lost a little les than half of its participants. These activities would have reached their targets had they retained the participants. Line dancing, the computer classes for adults and seniors and employment edge did not attract their respective target levels.

The relatively low attendance rate for adult activities -- fewer than 30 total participants in each activity -- might be partly due to the haste with which the pilot was implemented, which did not allow for a needs assessment or the development of a broad outreach to the community. So despite good intentions, either the content of the adult programming or some other features – for example, scheduling, or lack of child-care on site – may have discouraged attendance. Focus group participants gave some indication that these conjectures are not off the mark.

But what of the participants' satisfaction with services received? Here the LSH pilot seems to have performed very well, judging by the opinions adult participants expressed during focus groups[9].

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[9] We had no direct means of assessing children's satisfaction with the LSH programming, but some of the parents' reactions informed indirectly on the children's experiences.

Senior focus group participants believed the program's goal was to help seniors understand more about computers so they would not be "left behind the times" especially since many aspects of their lives are computerized. Their personal goals included increasing their independence, accessing the Internet, and keeping in touch with younger family members through email. One participant was seeking to change careers.

There was consensus that the program fulfilled expectations, and that it was appropriately paced. One participant compared it to another program (at Cuyahoga Community College) that she considered less helpful although it had lasted longer. They clearly enjoyed the activities, which included skill building at an adequate pace, and even games. Participants mentioned some side benefits such as keeping the mind alert, breaking the tedium of living alone in an apartment, or using a computer received as a gift that used to sit idle.

Participating seniors enjoyed accessing Internet sites to learn new things, such as visiting the White House site. They also appreciated being in a program designed specifically for seniors, and that those who needed could get transportation to the site. The only improvement suggested was to have the instructors hold class more often. The location of the program was appreciated as safe and convenient, friendly and clean.

The link to the Daniel E. Morgan Lighted Schoolhouse Pilot seems to have been relatively weak. Two of the participants were aware of the program being sponsored by the Lighted Schoolhouse, while two others were unaware. None had relatives going to that school, though some knew the building from having voted there. All agreed that they would not have liked to have to interact with school children and they preferred being among adults, concentrating on learning in a quasi-college atmosphere.

The implemented adult programs did not include the variety of services initially proposed and did not serve the target number of participants. The programs were, however, very helpful to those who did participate (see focus group summary). While the senior programming was successful on its own (based on focus group responses) it cannot be seen as a component of the LSH because of its offsite location that in a sense defeats the LSH communal purpose.

Table 6. Participants enrolled in LSH activities
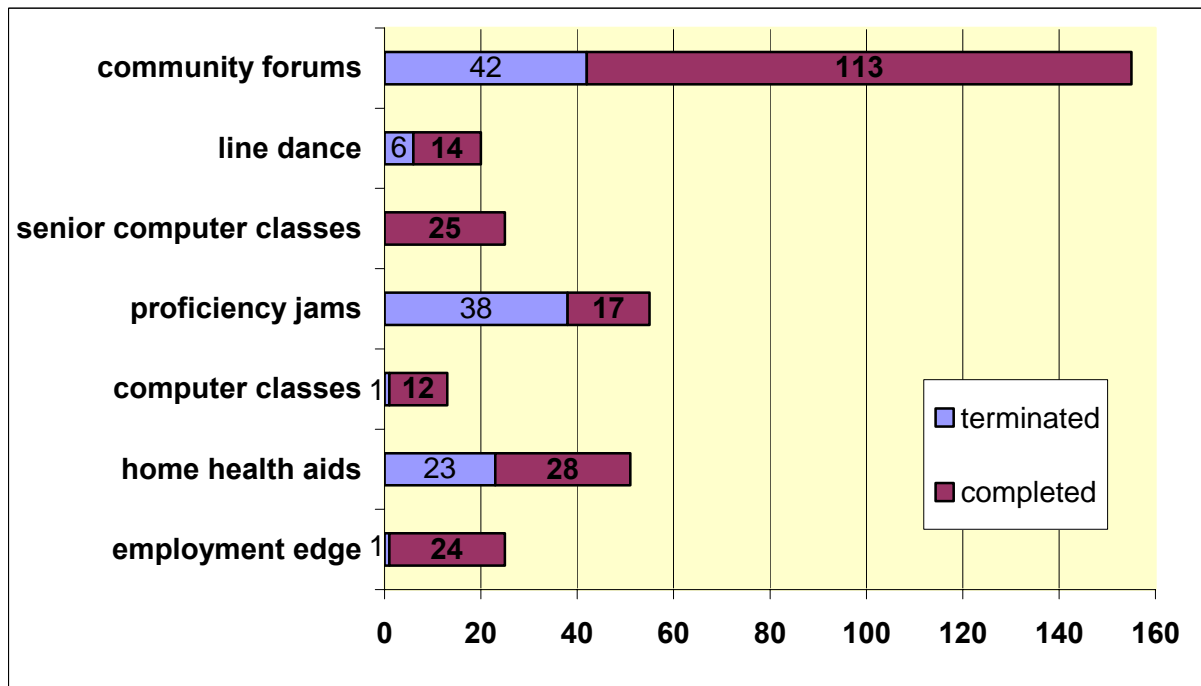
Community Programs

Objective 3. Foster a sense of community.

All LSH activities contributed to this objective. However, programs specifically directed towards strengthening the sense for the community, detailed in the ULGC proposal (see Table 5), were to include:

1. ***"Community Forums"*** were held on the fourth Friday of every month from 6:00 to 8:00 p.m. to enhance the self-sufficiency and personal development of community members. Additional mini-forums were considered on other Fridays. The forums were to address credit management and debt avoidance, tax preparation, budgeting and home management, healthy relationships and community engagement and civic responsibility. *This component was offered in spring, summer and fall 2005.*

    a.   Public Health Education was planned for two 45-minute sessions each month, focusing on health issues with monthly themes, including stop smoking, exercise, eat right, etc. *This was only implemented as a component of the Community Forums offered in spring, summer and fall 2005.*

    b. Consumer Affairs Programming was to include sessions related to home ownership and tax-related topics. *This was only implemented as a component of the Community Forums offered in spring, summer and fall 2005.*

2. ***"Family Meal"*** once a week for 130 families aimed to offer children with a nutritious meal and provide an opportunity for parents and children to enjoy a family meal together. *This component was implemented in spring and summer, but was discontinued in fall 2005.*

Community Forums were held in the school every month and covered topics such as safety (after a house fire in the community). Attendance was shy of the target (113 participated, compared to the 150 proposed).

Family meals were held every Thursday from March through August 2005, serving 120 families, just shy of the 130 target. By all accounts (interviews and focus groups), the family meals were very popular and considered successful. They were discontinued in Fall 2005 because of lack of funding for children's programming. However, participants clearly appreciated this activity, as reflected in the words of focus group participants:

> The Family Meals were particularly appreciated because they enhanced children's desire to go to school and to the after-school program and enabled them to meet each other's families and siblings, creating a feeling of community. The meals were "like a picnic in the neighborhood," accompanied by music, and created a friendly atmosphere. The resulting friendships were particularly helpful in pulling people together during the trying time when a neighborhood fire resulted in several deaths. Following that event, there were safety meetings at which the Fire Department distributed information and smoke detectors.

Participation figures and interviews confirm the focus group information that the weekly Family Meals were enjoyable for both parents and children, and it was suggested that the school might seek funding to continue this activity in the future. DEM had strong parental involvement even before the pilot, not least due to the principal's effort to make the school inviting, and to draw parents in through activities such as a parent patrol, so it is likely that parent participation in the school and the Family Meals enhanced each other.

Comparing the (LCET-derived) objectives to the implemented program at Daniel E. Morgan (during fall and summer 2005) reveals that the pilot accomplished what it set out to do in terms of the mix of activities and hours during which the school remained open, though it did not uniformly reach targets, where pre-specified. One key benefit of the adult programming component was that it enabled the school building to remain open until 7:30 p.m., providing the leverage needed to operate the children's programs.

It is, however, impossible at this stage to measure the success at reaching certain objectives, such as improved student performance. Nevertheless, teachers reportedly saw higher rates of homework completion and accuracy, increased parental involvement, and five students (instead of the usual one or two) were accepted into the School of the Arts.

<u>Best Practices</u>

It is instructive to compare the goals and objectives that guided the LSH pilot to the goals pursued by other programs with either similar goals or similar design, deemed "best practices" in the literature. For example, the Beacon Schools program in San Francisco has six goals, all of which were either mentioned among the LSH goals listed in Table 4, or are consistent with them:

1. Improve youths' academic performance
2. Provide an opportunity for youth to use their out-of-school time safely and productively
3. Provide an opportunity for youth to develop positive relations with peers and adults
4. Have parents become more involved in their children's lives and schooling
5. Keep youth off the streets and out of trouble
6. Provide youth with athletic and cultural experiences to enrich their lives.

The Beacon Schools program has nine types of outcome-oriented objectives[10] separated into early, intermediate and long term, a very useful practice that can also contribute considerably to the evaluation process:

A. Early outcomes:

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[10] They are specific, and measurable in the sense that we can tell when they have been achieved.

1. Beacon Centers that are visible, accessible, safe and welcoming to all.
2. Beacon programs that support long-term outcomes.
3. Beacon staff that are well trained, diverse and responsive.
4. Participation of youth and families in a range of activities.

B. Intermediate outcomes:

1. High-quality developmental opportunities for supportive relationships, interesting learning experiences, involvement and membership, leading to growing participation
2. Supportive relationships with peers and adults.
3. Leadership and decision-making experiences.
4. Increased productive use of time (reading, homework, sports, church activities, etc.

B. Long-term outcome:

1. Increased competencies in core areas; well-being; success in school.

The Beacon Schools list of objectives is useful as a guide for planning and then as a set of criteria for evaluation. Such a list was missing in the LSH initiative and would have to be developed, should the initiative continue at Daniel E. Morgan or be extended to other sites.

The Polk Brothers Foundation's Full Service School Initiative aimed to:

1. Improve the access of children and families to recreation, education, social service, and health programs at each school.
2. Involve school faculty and staff, students, parents, community and nonprofit representatives in deciding which programs and services will take place in the school, and in monitoring their success.
3. Improve the relationship between parents, teachers and school personnel so that the teachers feel supported by parents and parents strengthen leadership skills, feel welcome in their school, and believe that their contribution to their child's education is valued and nurtured.
4. Create a mutually supportive environment where classroom and social support services work together to enhance student achievement.

This set of four goals is also quite consistent with both the stated intentions of the LSH and with the choice of activities implemented at the pilot.

Finally, the SUN Schools program chose to pursue the following set of five goals, of which at least a subset is similar to the LSH intent:

1. Increase the capacity of the local schools to provide a safe, supervised, and positive environment for expanded experiences that improve student achievement, attendance, behavior and other skills for healthy development and academic success.
2. Increase family involvement in supporting schools and school based activities that build individual and community assets.
3. Increase community and business involvement in supporting schools and school-based programs that combine academics, recreation and social/health services.
4. Improve the system of collaboration among school districts, government, community-based agencies, families, citizens and business/corporate leaders through established and written agreements.
5. Improve use of public facilities and services by locating services in the community-based neighborhood schools.

Since this and the other programs cited here are considered best practices, the LSH is well positioned with respect to its goal. These programs also have a good track record, meaning that the similarly conceived LSH initiative has the potential to achieve its goals, regardless of the extent to which its pilot program achieved measurable success. This finding regarding the possibility of successful pursuit of LSH goals is critical precisely because, as mentioned, success in such endeavors accrues in the long range so short-run decisions to engage in LSH-type programs and to institutionalize them need to rely on external evidence of potential. Note that even some of the best practices programs were unable to discern any effects on long-term objectives (such as better student grades and test scores or reduced absenteeism).

Evaluation of Costs

The LCET obtained cost data for the LSH pilot from the Empowerment Zone reports and the ULGC coordinator. (see Tables 7-10 and Figures1-3). These cost figures provide a basis for addressing questions related to the operating efficiency and replication of the LSH pilot. In analyzing the cost data, however, the LCET found that there were a number of important considerations that could not be addressed due to a lack of detailed information.

For example, in general, in assessing a pilot program, it is important to distinguish between costs of setting up the pilot and the costs to be expected if the program were to be institutionalized and/or replicated at other schools, in which case economies of scale and experience might be expected to alter costs. Second, it is useful to have a meaningful standard as a basis of comparison. This standard could be the cost of similar programs operating in the same school district, or those in other areas considered "best practices." Finally, it would be useful to compare the costs of programs that offer a similar mix of services for similar populations, but through some other means—at another location, and/or through different service providers.

For example, in evaluating the LSH pilot, it might have been useful to look at per capita cost data for the LSH compared with other programs. This information is available for some of the "best practice" programs such as the Beacon Schools. While a cursory calculation indicates that the LSH pilot program costs are at the upper end of the range for the Beacon Schools, without more detailed information, it is difficult to compare the two programs, especially in terms of content and quality of service.

The LCET could not compute a meaningful per capita cost for all the programs in the LSH pilot because some costs are driven by the number of participants, while others are either fixed or increase in steps (threshold numbers of participants), rather than with each additional participant. For example, behavioral health services costs are likely participant-driven, while various classes and facility costs are threshold-driven (fixed for up to a certain number of participants). A total or per capita figure is particularly uninformative for threshold-driven costs. For instance, facility costs double from up to 100 to up to 200 hundred children present in the building, so for 105 children the facility cost per child is double that of a group of 95 children.

Table 7 displays participation rates and the percentage of total costs of the various activities that were part of the pilot. The most well attended activity was the after-school program with 180 participants (140 in the spring; 40 in the fall), followed by the summer camp (150 participants), accounting together for three quarters of the total of 387 participants. Children's programs cost about one-fifth of the total pilot program budget. Total program costs, including adult and senior programs was about half of the total. The remaining half was devoted to facilities, administration and evaluation.

**Table 7. LSH activities, participants, and cost shares (program costs only)
February 14–December 31, 2005**

Activity	Number of Participants	% of total budget**
1. Children's After-School	180	
2. Children's Counseling	26	
3. Summer Camp	150	
Total Children Activities	**356**	**18.5%**
4. Home Health Aide Training	28	
5. Employment Edge	24	
6. Adult Computer Training	17	
7. Seniors' Computer Training	25	
8. Proficiency jams	17	
9. Line dancing	14	
10. Community Forum	113	
Total Adult Activities	**238**	**26.5%**
11. Family Meal*	120	6.7%
Total Community Activities	**120 families**	**6.7%**

* Number of participants for the Family Meal are BY FAMILY, not by individual

** The cost of keeping the school open after hours ($172/hour) has been divided between each program, weighted by number of participants

It could also be useful to compare the LSH costs with those of similar programs operating in the CMSD schools. While the LCET was able to obtain cost data for two of these programs, comparisons with the LSH are problematic because each program calculates its costs in a different manner. In fact, it is instructive that each program has a different cost structure for facilities (broadly defined to include security, maintenance, use of the building, utilities, etc.) even though they are all operating in the CMSD buildings. However, to the extent that it is useful, the cost data for these two programs is described below.

The federally funded 21st Century Community Learning Centers provide an opportunity for students and their families to continue to learn new skills and discover new abilities after the school day ahs ended. This program operates in six CMSD middle schools. It expends a total of about $660 per student, including administrative and facilities costs.[11]

Another program active in six Cleveland schools is the Neighborhood Leadership Institute's (NLI), "Schools as Neighborhood Resources" program. It offers athletic, creative and educational activities in the evenings from 6:00 to 8:45 p.m. Buildings are also available for a variety of community uses during program hours. NLI reports a per capita cost of $117. It reports an hourly cost of $62.50/hour for keeping the school open, which covers custodial costs. It hires it's own security guards.[12] Other programs operating in CMSD schools have adopted the strategy of selecting schools that already have after-hours programming, so they do not have to pay the costs of keeping the school buildings open.[13]

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[11] Personal communication with Monique Witherspoon, CMSD, February 26, 2006.
[12] Neighborhood Leadership Institute, "Schools as Neighborhood Resources" fact sheet, (see Appendix E)
[13] Personal communication with program officers.

In comparison, the LCET estimates that the cost of children's programs in the LSH pilot are approximately $470 per child, but this does not include facilities and administrative costs, and so cannot readily be compared with the programs described above. The cost of keeping the school open (including custodial services, security, and maintenance) has a threshold cost structure as defined above and depends upon the number of participants. The amount is $86 per hour for fewer than 100 participants, and $172 per hour for 100-200 participants. It was not possible to accurately distribute facilities costs on a per capita basis between the children's program and the adult program.

The facilities expenditures, mostly devoted to keeping the school open after the school day, were a constant proportion of the cost for all activities except computer training for seniors, held at the Eliza Bryant site. Keeping the school open after instruction hours accounted for just over one quarter of the total LSH budget. This cost should not be compared to zero, since any location would have required some facility expenditure. In addition, transporting children to another location would also have had its costs, whether paid by the program or by the participating families. The latter would have imposed a considerable hardship and safety issue and would almost certainly have reduced participation levels. In addition, the transfer of the children from one location to another would have taken time away from the activities themselves. Arguably, at least the adult programs could have been held at a different location, but it seems better to share the cost of keeping the school open. Most of the adult participants, except the seniors, were parents of DEM students and this would not have been the case if the activities had been offered elsewhere. Further moving the adult services would negate the goal of 'schools as community centers'.

The LCET used existing program cost data to estimate the cost of offering the same menu of children and family activities for a full year, for the same number of students (140) and families. (See Table 11) This estimate may assist future decisions regarding the continuation of the LSH program at Daniel E. Morgan, and scaling up to other schools. For the after-school program, the summer program and the family meals, the estimated cost of continuing the program for one full school year, is $632,704. This includes $130,799 for administrative costs, and an estimated $57,518 for evaluation (about 10 percent of the total cost). It does not include facilities charges, which would likely run close to the $199,660 that applied to the pilot, unless a lower hourly rate can be negotiated. If the number of students could be increased by 43%, from 140 to 200 for the after-school and summer programs, it is estimated that the program costs would increase by 30% from $444,387 to $577,703. Facilities, administration and evaluation costs should be constant.

The cost incurred for adult activities, including home health aide training, employment edge and the adult computer training at the school site that had relatively few participants, represents about a quarter of the LSH budget. As illustrated above, a relatively large proportion of these costs remains the same for much higher participation levels. This suggests that in the future, in order to make the best use of scarce funds, planning would become critical and the mix of programs would have to be based on a careful needs assessment, to ensure realistic targets and to optimize occupancy to reduce costs (i.e. operate at the maximum occupancy for a given hourly facility cost, either 100 or 200).

Table 8. Sources of funding for the LSH pilot

Source	Total contributed	% of Total
County FCFC	$ 138,220	18.8%
Vision Council	$ 92,940	12.6%
Empowerment Zone	$ 504,369	68.6%
Total	$ 735,529	100.0%

Figure 1. Shares of total funding by source
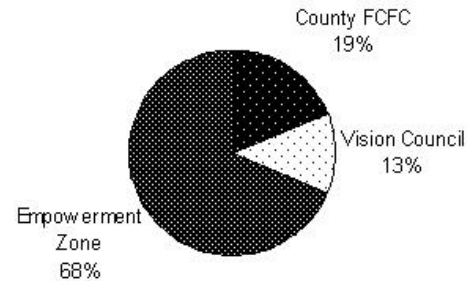
Table 9. Costs of LSH program

Item	Cost	%
Facilities	$ 199,660	27.1%
Administration	$ 130,799	17.8%
Evaluation	$ 25,000	3.4%
Total Non-Programming	$ 355,459	48.3%
Children's Programs	$ 135,748	18.5%
Adult/Senior Programs	$ 194,722	26.5%
Community Programs	$ 49,600	6.7%
Total Programming	$ 380,070	51.7%
Total Cost	$ 735,529	100.0%

Figure 2. Shares of total cost by item
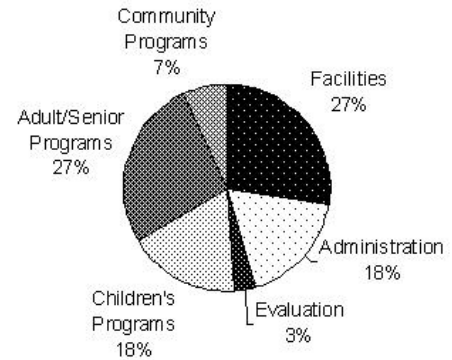
Table 10. Cost of keeping school building open

Time period	Hourly rate	Total
Spring/Summer 2005	$ 172 (100-200 persons)	$ 172,871
Fall 2005	$ 86 (up to 100 persons)	$ 26,789
Total		$ 199,660

Figure 3. Spring/Summer and Fall building costs shares
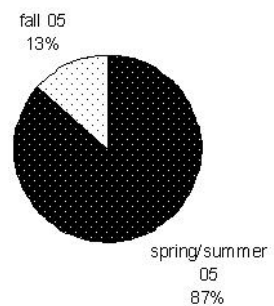
Table 11. Estimated Costs for 1 Year, After-School, Summer, Family Meal & Evaluation

Program	Cost for 140 children
After-School (Program + 4 hrs.Facilities)	$ 156,558
Summer (Program + 8.5 hrs Facilities)	$ 215,520
Family Meal (Program + Facilities)	$ 72,309
Administrative Cost (Fixed)	$ 130,799
Sub-total	*$ 575,185*
Evaluation @ 10% of program	$ 57,518
Total	**$ 632,704**

IV. LESSONS LEARNED FOR REPLICATION AND SUSTAINABILITY

The Lighted Schoolhouse is an example of remarkable program implementation that occurred in less than optimal conditions. It stands out as an effort that was developed in a short period of time with little advance planning. Partners made commitments to provide services without clearly stated goals and objectives. Very few outcomes were established for the programs offered and no evaluation mechanism was put in place until June 2005. The available funding came from multiple sources with restricted uses for short periods of time. Due to its unique origin, the Lighted Schoolhouse provides some lessons that are particular to sustaining this program but that may also be relevant to replicating similar efforts in the future.

Sustainability

The two major questions relative to sustainability are: 1) should the Lighted Schoolhouse be maintained at Daniel E. Morgan Elementary School and 2) what would it take to keep the Lighted Schoolhouse going at the Daniel E. Morgan Elementary School? The findings of the evaluation suggest that continuing the program is appropriate. As a pilot project, the Lighted Schoolhouse at Daniel E. Morgan Elementary School demonstrated the potential of the model. The school setting provides opportunities that distinguish it from other after-school environments. First, it appears that the start-up costs were marginal because the program did not require new accommodations. Second, the school was a familiar and safe place for parents and children. Children were able to remain in the building after school rather than travelling to another location. The school building is kid-friendly with facilities like the gym and cafeteria available. Third, it offered programming that participants found beneficial. Seniors, adults, and parents were engaged in the programs and wanted them to continue.

In order to maintain the LSH, it must move beyond the pilot program status. As a pilot program, the LSH raised community expectations but has disappointed some parents and children by scaling back services in the fall. Sustaining the program will require long-term funding and commitments of key players to make it successful. It is also important to maximize the uniqueness of the lighted schoolhouse approach to distinguish it from other after-school programs. For example, a critical element of after-school programs within the school -- collaboration between teachers and the after-school staff -- was not realized with the LSH.

Replication

The LSH program should be considered for replication with some modifications. The program was successful in serving children and meeting parent expectations when fully funded. It has also served as a community resource, evidenced by the attendance at community meetings. Furthermore, when costs for running the children's component are considered, they are comparable to other after-school programs. As replication is addressed, the incremental cost of providing additional services for other groups, such as seniors and adults, must be factored into the total cost.

If the LSH is replicated, the lessons learned from the LSH pilot for future program changes can also apply to new ventures. The issues for replication potential are essentially the same for the Lighted Schoolhouse at Daniel E. Morgan as for any other school. A full and clear articulation of the lighted schoolhouse concept is the first step to sustainability and replication. The goals of this type of project must be clearly stated and the means of achieving them explicitly formulated.

Lessons Learned

If funding is sought in the future, program operators must demonstrate an awareness of where improvements should occur and take steps to achieve them. To that end, the major lessons learned from the Lighted Schoolhouse project are:

1. Realistic goals and measurable objectives should be established for the program. A broad mission for the program such as "eradicating poverty" or "making schools the centers of communities" are appropriate but this language must be converted into practical terms that the staff can work toward on a short-term basis, and that correspond with the expectations of funding sources.

2. Advance planning is critical to program implementation and outcomes. Sufficient planning time would permit the leadership to identify goals and objectives and would allow the opportunity to secure commitments and resources from the participating partners. The limited use of the adult job training services suggests that either the programs are not meeting the needs/interests of the community and/or that people are not aware of the programs.

3. Program evaluation should be included as part of the program design and funding. The evaluation plan should include a mechanism for ongoing feedback that can be used for continuous program improvement. Ideally, established goals and objectives serve as the basis for program evaluation.

4. The leadership of all entities involved in the partnership must be committed to its operation and success. Key stakeholders were not brought into this program through the design and implementation stages. It appears that the heads of the two major components, the city of Cleveland and the Cleveland Municipal School District, were not on one accord regarding this project.

5. Conducting the program in a school building has cost considerations that either have to be accommodated or worked around. The overhead for running the program in the school seems to be a function of two factors: facilities and labor costs. Older schools typically were not built with an area for after-school activities. Therefore, during after-school hours the entire building is open and accessible during those hours resulting in additional security concerns and utility usage. Labor costs relate to custodial and security expenses have been non-negotiable with this project.

6. The role of a lead agency with sufficient authority and responsibility for program implementation must be well defined and communicated clearly to all partners. A program that relies heavily on partnership cooperation must allow for a central coordinating function that oversees the management and assumes tasks such as monitoring and fundraising.

7. Short-term funding puts the program in jeopardy from the start and produces instability. The expectations of students and their parents were dashed when expected funds were retracted for youth programming during the 2005-06 school year.

8. The available funding and objectives gleaned from participants were misaligned. The Empowerment Zone provided the most generous funding source, however, those dollars could not be used to serve the youth where the demand and need were greatest.

9. To maximize the benefits of placement in the school building, the program could be more integrated with the school personnel. Teachers were not part of the feedback loop regarding student participation and any impact that participation might have on student performance.

V. RECOMMENDATIONS FOR THE FUTURE

Conceptually, the use of school buildings to serve as centers of various community activities is sound. There are benefits inherent in utilizing the schools, as described earlier in this document. However, in order for the Lighted Schoolhouse to better achieve its potential, the LCET makes the following recommendations for program development and growth:

1. Build upon existing relationships to garner support and participation. Such relationships exist with the Fuller Use of School Buildings Initiative core teams formed for community engagement for the CMSD construction project. These core teams are made up of community development corporations, students, parents, council members, and ward or district clubs. Although it is currently inactive, it may be possible to re-mobilize the team in the Hough area, where the Lighted Schoolhouse is located.

2. Incorporate an evaluation component, with short-term and long-term objectives, into the program. The evaluation should address progress and effectiveness in achieving expected outcomes.

3. Establish a sound foundation by securing commitments from the leadership of key entities including the Mayor, city council person, CMSD, and collective bargaining units.

4. Secure multi-year commitments from program partners using contracts or memoranda of agreement.

5. Secure multi-year, sustainable funding using contracts or memoranda of agreement. Secure funding that is diverse and reflects primary objectives, i.e., serving students.

6. Planning for any additional schools must include a needs assessment for the surrounding neighborhood to help identify the most appropriate mix of services. The assessment should also identify existing assets that already exist in the neighborhood. Every neighborhood and every school is unique and the differences must be recognized. This process will allow for the identification of likely partners and avoid duplication.

7. Seek funding that corresponds to program priorities. In an after-school setting, financial support for children's programming would take precedence over adult and senior activities.

8. Revisit the adult program offerings to determine if there are more attractive options available that would generate more participation and employment opportunities.

9. Reconsider the senior programming offerings in another building to determine whether they are consistent with the concept of the school as center of community. Consider how location outside of the school building might affect future funding possibilities.

10. Enhance the quality of the academic offerings and coordinate with daytime teaching staff for maximum impact. School officials must be involved in the planning and implementation of the after-school program. This engagement will strengthen the link between after-school activities and learning experiences during the regular school day to improve academic performance. Coordinating after-school activities with what students learn during the regular school day and establishing linkages between after-school staff and teachers can go a long way toward helping students to learn. (From Safe and Smart: Making After-School Hours Work for Kids – June 1998, http://www.ed.gov.pubs/SafeandSmart/intro.html).

Possible Funding Sources

Maintaining a funding stream is a major difficulty for after-school programs in general. Most sources are temporary in nature and may be restricted in usage. Therefore, sustaining the LSH will require continual efforts to identify funding sources and to creatively package program activities. This requires careful consideration to avoid losing sight of program goals in the pursuit of dollars. The program that efficiently produces positive outcomes and client benefits may receive more positive responses from prospective funders than those that do not.

Typically, the funds used to support after-school programs come from diverse sources. They have different participation requirements and may be available only to specific populations based upon requirements such as residence, age of children, employment status, and family income. The location of the Lighted Schoolhouse in the Hough area made it eligible to receive Empowerment Zone monies. Similarly, the county funds allocated to the project came from TANF that can be used only for persons eligible under their guidelines. Moreover, while there are multiple possible funding sources, some may require partnerships with implementing agencies such as a child care provider to access child care subsidies. The Lighted Schoolhouse project was able to provide psychological services through Bellefaire that received Medicaid funds for their clients.

The Ohio Community Collaboration Model for School Improvement provides a comprehensive list of possible federal and state funding opportunities (see Appendices F and G). It lists federal entitlement programs that are eligible to anyone who meets their criteria and state block grant programs that receive and disburse federal funds. Discretionary dollars are available on a competitive basis for program components that may benefit after-school and community school programs.

These include GEAR-UP (Gaining Early Awareness and Readiness for Undergraduate Programs), Youthbuild, 21st Century Community Learning Centers, and Americorps. The application processes for these dollars vary and the program staff would have to continually seek partnerships and opportunities for support.

Private foundations also support educational programs like the Lighted Schoolhouse. Locally, the Cleveland Foundation, Gund Foundation and KnowledgeWorks have provided grants to numerous educational programs, including an early planning grant to explore ways to use schools as centers of their communities. Local corporations are also a potential funding source. Funding diversity is the norm for after-school and community school programs: government funding, especially 21st Century Community Learning Centers, local foundations, and local corporations. For example, in addition to federal, state, and local government funding, the SUN Initiative in Oregon received support from the Annie E. Casey Foundation, Harold & Arlene Schnitzer CARE Foundation (Oregon-based), Youth Services Consortium, Jubitz Corporation, and Tonkin Corporation. The latter two sources are Oregon-based businesses. The local Cleveland community would likely be a major source of support based on the experiences of other places in the country.

Future Evaluation Framework

Program evaluation has benefits that will contribute to the Lighted Schoolhouse and similar programs. It has value in giving ongoing feedback that can be used for mid-term corrections and to secure funding. The components of an evaluation framework with ongoing and summative components are listed below:

1. Finalize agreed-upon goals, short- and long-term objectives, and desired outcomes and make them available to the evaluator or prospective evaluators.

2. Decide who the evaluator will be and/or how the evaluation will be conducted. Insure that the evaluation plan will provide regular feedback on the attainment of goals, objectives, and desired outcomes.

3. Compile ongoing program outcome information. Insure that data gathering mechanisms are in place, such as sign-in sheets (to determine program participation), program output reports (activities conducted weekly, monthly, or quarterly), and regular reports of program expenditures.

4. Provide copies of any documentation required by funding sources to the evaluator.

5. Provide appropriate baseline information, for example, student grades and attendance.

6. Keep the evaluator abreast of program changes. This can be accomplished through the evaluator's attendance at meetings, receipt of meeting outcomes, or other documentation.

7. The evaluator should gather primary information from program participants through surveys, interviews, and/or focus groups.

8. The evaluator should ascertain relevant research and best practices to guide the evaluation and provide feedback to the program.

9. Provide for periodic reports from the evaluator regarding the process of program implementation.

10. Provide a schedule for regular (usually annual) reporting of program outcomes.

RAND researchers have developed a matrix of model practices against which after-school programs might be evaluated. The list is instructive though not totally applicable to the LSH concept of schools serving as centers of community. Hence, some variables that are primary for an educationally-based after-school program might be less significant for the community-centered program. For example, providing a safe environment for as many children as possible might be more important to community members than the tutor-pupil ratio. Ultimately, the elements of evaluation and the weights ascribed to them will be determined by the goals, objectives, and outcomes agreed upon by the program participants.

Model After-School Practices Proposed by RAND Researchers

Staff Management Practices
Hiring and retaining educated staff
Providing attractive compensation
Training staff

Program Management Devices
Ensuring that programming is flexible
Establishing and maintaining a favorable emotional climate
Establishing clear goals and evaluating programs accordingly
Having a mix of younger and older children
Keeping total enrollment low
Maintaining a low child-to-staff ratio
Maintaining continuity and complementarity with regular school day
Paying adequate attention to safety and health
Providing a sufficient variety of activities
Providing adequate space
Providing age-appropriate activities and materials
Providing enough quality materials

<u>Communications with Other Organizations</u>
Involving families
Using community-based organizations and facilities
Using volunteers

Note: Italics indicate strong support in the research literature

These practices were assembled based upon an extensive literature review of after-school care. RAND reports that these elements have been shown or upheld by experts in the field to be linked with high-quality after-school programs and/or positive child outcomes. Importantly, their researchers found only a few scientifically sound empirical studies that demonstrated a connection between specific practices and desirable outcomes. This list of model practices, is therefore, preliminary and subject to change. The process of evaluating after-school care for meeting high-quality standards is still developing.

(source: Labor and Population Program Research Brief, RAND Corporation, RB-2505, 2001)

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APPENDICES

A. Lighted Schoolhouse Ad Hoc Task Force Membership

B. Interview guide

C. Focus groups protocols

D. Lighted Schoolhouse Planning & Implementation Timeline

E. Neighborhood Leadership Institute Program Details

F. OH Department of Education Funding Opportunities

G. Federal Entitlement and State Block Grant Programs

A. LSH Ad Hoc Task Force Members
(Names and Affiliations)

Co-Chairs
Robert S. Reitman
Riverbend Advisors

Craig Tame
City of Cleveland

Members (in alphabetical order)

Lisa Bottoms
Cuyahoga County FCFC

Gregory L. Brown
The Center for Community Solutions

Eugenia Cash
Cleveland Municipal School District

Marsha Curtis
Daniel E. Morgan Elementary School

Timothy D. Haas
Urban League of Greater Cleveland

Amy Hochadel
City of Cleveland

Jessica Horne
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Lynnette Jackson
City of Cleveland

Michelle Kenney
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Wendy Leatherberry
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Marsha A. Mockabee
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The Cleveland Foundation

Billie Osborne-Fears
Starting Point

Celeste Ribbins
City of Cleveland

Marva A. Richards
Cleveland Municipal School District

Terry Seery
KnowledgeWorks Foundation

Don R. Slocum
Neighborhood Leadership Institute

Dottie Sterling
Cleveland Municipal School District

William Wendling
Wendling Communications

B. Lighted Schoolhouse Evaluation Interview Guide

INTERVIEWERS: _____

INTERVIEWEE: _____

TITLE: _____

ORGANIZATION: _____

PHONE: _____ EMAIL: _____

DATE: _____ LOCATION: _____

INTRODUCTION:
As part of the pilot Lighted Schoolhouse program at Daniel E. Morgan Elementary School, we are working with the program partners and stakeholders to evaluate the program's implementation to date and going forward to the end of the Fall 2005 semester. The LSH program partners are particularly interested two things. First, they want to know how well the LSH at Daniel E. Morgan is meeting its goals – both of the overall LSH and the individual programs. Second, they want to identify lessons from the LSH implementation process and outcomes. This part of the evaluation will be a critical resource for considering future LSH efforts at Daniel E. Morgan as well as at other schools.

As we begin to design the evaluation we are meeting with key stakeholders and program partners to discuss the LSH implementation process thus far, including such topics as: the goals for the program, and key factors of the implementation process.

ROLE, GOALS, OUTCOMES:
1. Please discuss your role in implementing the Lighted Schoolhouse at Daniel E. Morgan Elementary School –

    Who approached you about the program?

    How were you approached?

    At what point did you commit to the project?

    What factors were important in your decision to participate?

    What commitments did your organization make?

    Were you already working in the neighborhood?

    Has your role changed during the program's implementation?

2. What is your understanding of the overall goals for the Lighted Schoolhouse?

    - What are the goals and objectives your program was designed to meet?
    - How do the services provided by each of the program partners advance these goals?
    - How were your goals for the LSH different from your goals for individual programs?

3. What do you expect (the Lighted Schoolhouse / your program) to achieve by the end of the school year?
   - Are you on track to do that?

Implementation:
1. Were you working in this neighborhood with any of the other organizations before your involvement in the LSH?
   - How do you work in this context (multiple organizations)?
     - who do you connect with?
   - How do you think its going?

2. What influenced the design of the LSH / this program?
   - (Listen for external social, political, community contexts)

3. What is it about the neighborhood that's reflected in the LSH design? OR How would the Lighted Schoolhouse be different if it wasn't where it is now?

4. How did the East 87th Street Fire impact the implementation of the LSH / program?

5. What are your plans for future service delivery in the neighborhood and/or the School District?

6. Has the LSH added any value to your organization?

DATA COLLECTION:
1. What data is being collected?
   - Outcomes?
   - Participants?
   - Units of service?

CONCLUSION:
1. Is there anything else we should know right now that will help us understand what's going on?

2. Is there anyone else we should talk to?

3. Currently, we are planning to meet with people again during the fall semester to continue the evaluation, as a chance to ask additional questions, review our findings and get their impressions. Will you agree to meeting with us again?
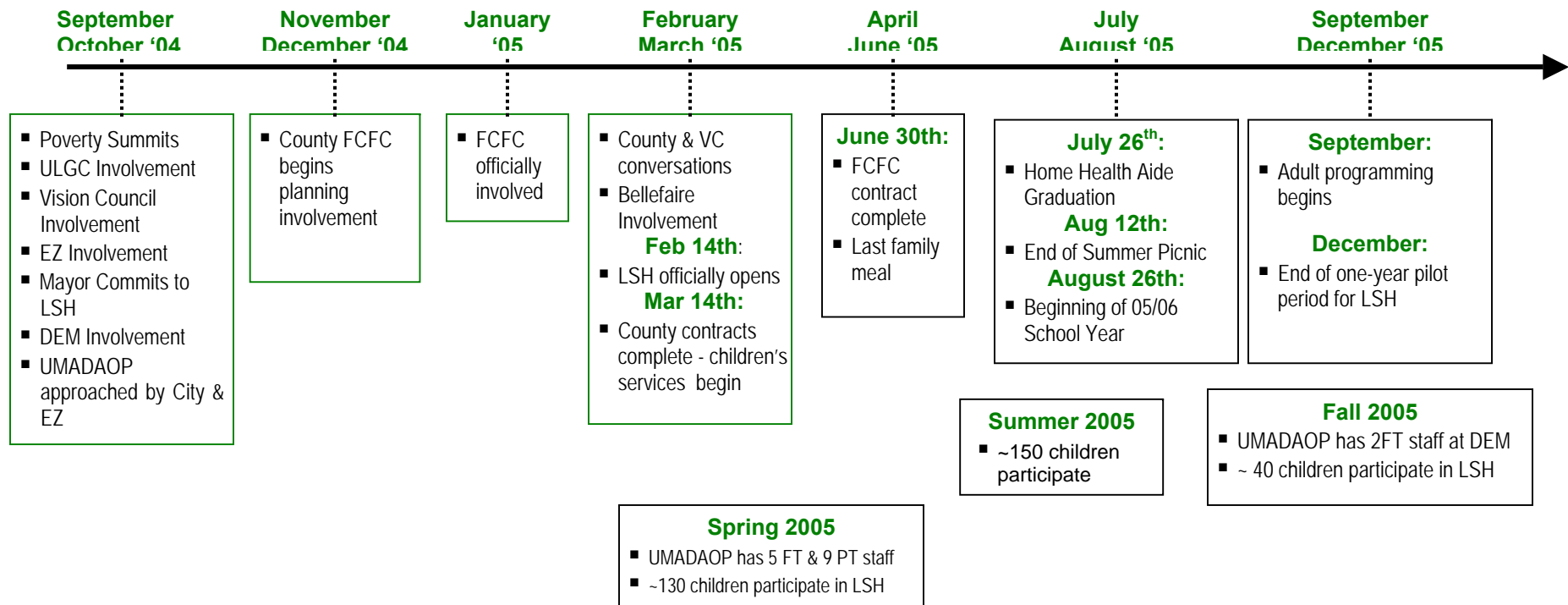
C. Focus Group Protocols

Seniors Focus Group Protocol

- ❑ **Objectives:**
- ▪ Assess alignment of the LSH pilot program goals with activities, in particular
    - ▪ the relationship to the school and to children
- ▪ Assess expectations of results.
- ▪ Explore perceptions of what works well and what needs improvement.
- ▪ Assess perceived needs to make the program work.
- ❑ **Administration:**
- ▪ Hold focus group with seniors at the location where services are provided.

- ❑ **Introductions**
    - o Explain the purpose of the focus group – to assess the LSH pilot program
    - o Review agenda of the meeting
    - o Ask for participation and responses with direct reference to specific activities
    - o Promise limited confidentiality (report summary of answers, but do not attribute to individuals)
- ❑ **General impressions:**
    - o What did you see as the LSH program goals? What did it aim to achieve with its adult/senior programming?
- ❑ **Outcomes:**
    - o What did you get out this program?
    - o Would you have been able to get this elsewhere if the LSH program had not been in operation?
- ❑ **What works well and how do you know:**
    - o Is there any way to tell if the program works? How?
    - o What do you believe has been accomplished in general? For you personally?
    - o Are any changes needed in the activities that currently work well?
- ❑ **What needs improvement? What might help?**
    - o Did anything not work well for you? Why?
    - o What would make it work better for you?
- ❑ **Relationship to the school and to the children:**
    - o Was there any interaction?
    - o Do you feel differently about the school because of the LSH program?

Adults Focus Group Protocol

❑ **Objectives:**
▪ Assess alignment of the LSH pilot program goals with activities, in particular
  ▪ the relationship to the school and to children
▪ Assess expectations of results.
▪ Explore perceptions of what works well and what needs improvement.
▪ Assess perceived needs to make the program work.

❑ **Administration:**
▪ Hold focus group with adults at the school in conjunction with another event they have to attend.

❑ **Introductions**
  o Explain the purpose of the focus group – to assess the LSH pilot program
  o Review agenda of the meeting
  o Ask for participation and responses with direct reference to specific activities
  o Promise limited confidentiality (report summary of answers, but do not attribute to individuals)

❑ **General impressions:**
  o What did you see as the LSH program goals? What did it aim to achieve with its adult/senior programming?
  o Is there anything special about offering the services in a school? In your school?
  o Would you have been able to enroll had you not had the childcare? Did it have to be on site?

❑ **Outcomes:**
  o What did you get out this program? Was it helpful?
  o Would you have been able to get this elsewhere if the LSH program had not been in operation?

❑ **What works well and how do you know:**
  o Is there any way to tell if the program works? How?
  o What do you believe has been accomplished in general? For you personally?
  o Are any changes needed in the activities that currently work well?

❑ **What needs improvement? What might help?**
  o Did anything not work well for you? Why?
  o What would make it work better for you?

❑ **Relationship to the school and to the children:**
  o Was there any interaction?
  o Do you feel differently about the school because of the LSH program?
  o What are the pluses or minuses of having the program in your school?

D. Lighted Schoolhouse Project Timeline

September October '04
- Poverty Summits
- ULGC Involvement
- Vision Council Involvement
- EZ Involvement
- Mayor Commits to LSH
- DEM Involvement
- UMADAOP approached by City & EZ

November December '04
- County FCFC begins planning involvement

January '05
- FCFC officially involved

February March '05
- County & VC conversations
- Bellefaire Involvement

Feb 14th:
- LSH officially opens

Mar 14th:
- County contracts complete - children's services begin

April June '05

June 30th:
- FCFC contract complete
- Last family meal

July August '05

July 26th:
- Home Health Aide Graduation

Aug 12th:
- End of Summer Picnic

August 26th:
- Beginning of 05/06 School Year

September December '05

September:
- Adult programming begins

December:
- End of one-year pilot period for LSH

Summer 2005
- ~150 children participate

Fall 2005
- UMADAOP has 2FT staff at DEM
- ~ 40 children participate in LSH

Spring 2005
- UMADAOP has 5 FT & 9 PT staff
- ~130 children participate in LSH

E. Neighborhood Leadership Institute

Neighborhood Leadership Institute, Program Details	
Agency	Neighborhood Leadership Institute
Program Model	Schools As Neighborhood Resources (SNR)
1	Charles Mooney - 3213 Montclair Ave.
2	Colinwood High School - 15210 St. Clair Ave.
3	Harvey Rice - 11529 Buckeye
4	John Marshall - 3952 W. 140th Street
5	Lincoln-West - 3202 W. 30th Street
6	Nathan Hale - 3588 MLK Drive
Contact Information	Don Slocum - (216) 812-8700 - don@nli.intranets.com
Logistics: Union Bldg	Custodians (school district employees) are paid at a rate of $62.50 per hour. Teachers who work in the program (including site coordinators) are paid outside the union/school district contract. Non-school district employees are also employed in the program. Hiring of program staff is done by each site coordinator. Custodians are assigned by the school district. (For the summer pilot program, NLI was also required to hire school district security guards at a rate of $21.25 per hour.)
Days/Hours of Operation	Monday, Wednesday, Thursday 6:00 - 8:45 p.m. (except Harvey Rice, which is 5:00 - 7:45 p.m.) October 7, 2004 - April 7 2005 Closed during school holidays. Piloted summer program at Colinwood High School in 2004 (9 weeks, Monday through Friday, noon to 8:00 p.m.)
Program Description	Operate through contracts with the Cleveland Recreation Department and the Department of Community Development, which partner with the Cleveland Municipal School District. Programming at the sites includes athletic activities, computer instruction, and GED preparation. (All activities not offered at every site.) Programs are free and open to the public, but have initial registration and sign in requirements. Program participants range in age from elementary school children to senior During program hours, the buildings are also available for a variety of community uses.
Transportation/ Safety	No transportation provided. Site coordinators hire safety monitors for each site. Participants are required to sign in at main program entrance. Beginning in 2004, City Recreation Department instituted requirement that children under 12 must be signed in and picked up by an adult.
Cost/Funding sources	The cost for the 2004-2005 program is $350,000 ($150,000 from the City of Cleveland Recreation Department and $200,000 from CDBG). The cost for the pilot summer program at Collinwood was $64,411.
Lead Agency	Neighborhood Leadership Institute
# of Participating	3,536 persons served during the 2003-2004 program year
Key Outcomes Measures & Results	Total number of persons served Total units of service provided Number of persons served by race and ethnicity Number of persons served from low- and moderate-income households Number of persons served from female-headed households

F. Ohio Department of Education competitive funding opportunities

Program	Purpose
21st Century Community Learning Centers	Provides opportunities for academic enrichment, particularly those who attend low-performing schools, to meet state and local student performance standards in the core academic areas of reading and mathematics
	Offers students a broad array of additional services, programs and activities, such as youth development activities, that are designed to reinforce and complement the regular academic program of participating students
	Offers families of students who are served by community learning centers the opportunities for literacy and related educational development
Alternative Education Challenge	Allows local school districts to work with community partners to develop alternative education strategies for at-risk children and youth
	Serves children and youth who: have been suspended or expelled; have dropped out of school or at risk of dropping out: are habitually or chronically truant; are disruptive in class; are on probation from the juvenile court; and/or are on parole after having spent time in an Ohio Department of Youth Services facility
Homeless Education Program -- McKinney-Vento Act	Assures that each homeless child, and homeless youth of a homeless individual, shall have access to a free, appropriate public education
	Provides that educational activities and services to homeless children and youth that enable them to enroll in, attend and achieve in school
	Develops and implement programs for school personnel and the general public to heighten awareness of specific problems related to the education of homeless children and youth.
Even Start Family Literacy	Helps break the cycle of poverty and low literacy by improving the educational opportunities of low-income families through a cooperative learning effort
	Creates interactive literacy activities between parents and their children (PACT)
	Trains parents regarding how to be the primary teacher for their children and full partners in the education of their children (Parenting Education)
	Teaches parent literacy preparation that leads to economic self-sufficiency (Adult Education)
	Creates an age-appropriate education to prepare children for success in school and life experiences (Early Childhood Education)
Learn and Serve America	Creates high-quality service-learning programs that provide youth with opportunities to learn and develop by bringing together classroom instruction and community service
	Expands the awareness of the value or engaging young people in service to their community
	Transitions service-learning programs and activities from being primarily supported by the Ohio Department of Education to Local support

Program	Purpose
Public Preschool	Serves children between the ages of three and five that are not age eligible for kindergarten whose families earn no more than 185 percent of the federal poverty level
	Provides an age appropriate education to all children enrolled in the public preschool program
Reading First	Supports teachers and students in low-performing, high-poverty schools and targets children in kindergarten though grade three
	Helps states, school districts and schools use scientifically based reading research and proven instructional strategies and tests to ensure that all children can read at or above grade level by third grade
	Helps teacher learn to identify and monitor the progress of students' reading abilities
	Helps school align reading instruction with Ohio's academic content standards in reading
	Allows schools and districts to develop teacher expertise to make sound decisions about materials, programs and interventions
Title II-D Special Education -- ACCESS	Ensures students with disabilities have access to the general curriculum aligned with Ohio's academic content standards, regardless of the educational setting(s) in which they receive special education services
	Identifies and supports evidence-based strategies for increased student achievement
	Assists schools in building the capacity to include children with disabilities in standards-based reform efforts designed to improve the academic performance of all children
Title II-D Special Education – ASD	Identifies and supports current resources and programs that show evidence of increased student achievement for students with Autism Spectrum Disorder (ASD)
	Builds the capacity of principal-led building-level teams to provide services and supports to students with ASD
	Grants under this program must be used to improve results for students with ASD by increasing knowledge in educational assessment and instructional strategies of building-level teams providing services and supports
	Project activities may include strategies that increase students' time in the general education environment and focus on increased academic performance and effective data management
Title II-D Special Education -- Positive Behavior Support	Implements school-wide positive behavior support for students based on the model provided in the Ohio Department of Education's "Positive Behavior Support Toolkit"
	Will improve results for students by aligning instructional goals with Ohio's academic content standards
OhioReads	Help schools purchase books and other materials
	Funds schools reading programs
	Provides teachers with professional development opportunities in the area of reading

G. Select federal entitlement and state block grant programs

Temporary Assistance to Needy Families (TANF). This program promotes job preparation and work through education, training, professional development and work-related career planning. States have the option of spending TANF funds directly on various forms of assistance, including after-school programs or social services.

Medicaid. Medicaid provides financial assistance to states for medical assistance payments and administrative expenses made on behalf of low-income children and adults who meet income, resource and categorical eligibility requirements. States have flexibility in designing and operating their programs within federal guidelines.

Social Services Block Grants. This block grant is to be used on a range of social services such as child care, substance abuse prevention, information and referral services, counseling, and other related services.

The Child and Adult Care Food Program. This federal program provides funding for meals, snacks and nutrition education within child care programs and after-school programs in operating in low-income neighborhoods.

The Child Care and Development Fund (also known as the Child Care and Development Block Grant). Most of this money provides subsidies to help low-income working families access childcare. Subsidies are distributed through vouchers to families or slots funded by contract with licensed providers.

Title I Grants to Local Education Agencies. This program helps local education agencies and schools meet state academic standards by providing funds to address various needs evident among children who are disadvantaged and at risk of failing.

Safe and Drug Free Schools. This program provides funding for drug and violence prevention activities and other offerings that promote the health and well being of students.

Community Development Block Grants. This program provides states and localities funding for a wide variety of activities such as neighborhood revitalization, economic development or provision of improved community facilities and services (i.e., child care).

Community Services Block Grants. This program helps states provide services and activities that alleviate poverty, assist with self-sufficiency, address needs of low-income youth and improve social service systems.

Juvenile Justice and Delinquency Prevention - (Title V) Block Grants. This program provides grants to states to improve their juvenile delinquency prevention, treatment and rehabilitation programs and justice systems.

Child Welfare Services, Title IV-B. This program provides states with a range of child welfare activities that enable children to remain in their own homes or provide alternative placement for them (i.e., family preservation, kinship care, etc.).

Title IV-E Foster Care. This program provides funds to states to assist with the costs of foster care, which may include childcare and other goods and services for eligible children. It also pays for program administrative and training costs.

Title IV-E Independent Living. Grants under this program helps states assist youth in foster care to successfully transition to independent living.