



# School-Community Partnerships: A Guide



This Center is co-directed by Howard Adelman and Linda Taylor and operates under the auspice of the  
School Mental Health Project, Dept. of Psychology, UCLA.  
Center for Mental Health in Schools, Box 951563, Los Angeles, CA 90095-1563  
(310) 825-3634 Fax: (310) 206-8716; E-mail: [smhp@ucla.edu](mailto:smhp@ucla.edu) Website: <http://smhp.psych.ucla.edu>

Support comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V,  
Social Security Act), Health Resources and Services Administration (Project #U45 MC 00175), U.S. Department of Health and  
Human Services.

# ***School-Community Partnerships: A Guide***

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# *School-Community Partnerships: A Guide*

## Executive Summary

Recent years have seen an escalating expansion in school-community linkages. Initiatives are sprouting in a rather dramatic and ad hoc manner.

These efforts could improve schools, strengthen neighborhoods, and lead to a marked reduction in young people's problems. Or, such "collaborations" can end up being another reform effort that promised a lot, did little good, and even did some harm. It is time to document and analyze what has developed and move forward with a renewed sense of purpose and direction.



This guidebook briefly

- underscores the “why” of school-family-community collaborations
- highlights their key facets
- sketches out the state of the art across the country
- offers some recommendations for local school and community policy makers
- discusses steps for building and maintaining school-community partnerships
- includes some tools for developing such partnerships.

### Why School-Community Partnerships?

Increasingly, it is evident that schools, families, and communities should work closely with each other to meet their mutual goals. Schools are located in communities, but often are islands with no bridges to the mainland. Families live in neighborhoods, often with little connection to each other or to the schools their youngsters attend. Neighborhood entities such as agencies, youth groups, and businesses have major stakes in the community. All these entities affect each other, for good or bad. Because of this and because they share goals related to education and socialization of the young, schools, homes, and communities must collaborate with each other if they are to minimize problems and maximize results.

***Policy makers must realize that, as important as it is to reform and restructure health and human services, such services remain only one facet of a comprehensive, cohesive approach for strengthening families and neighborhoods.***

Interest in working together is bolstered by concern about widespread fragmentation of school and community interventions and problems of access. The hope is that by integrating available resources, a significant impact can be made on “at risk” factors. In particular, appropriate and effective collaboration and teaming are seen as key facets of addressing barriers to development, learning, and family self-sufficiency.

While informal school-family-community linkages are relatively simple to acquire, establishing major long-term connections is complicated. They require vision, cohesive policy, and basic systemic reform. The difficulties are readily seen in attempts to evolve a comprehensive, multifaceted, and integrated continuum of school-community interventions. Such a comprehensive continuum involves more than connecting with the community to enhance resources to support

## What are School-Community Partnerships?

instruction, provide mentoring, and improve facilities. It involves more than school-linked, integrated services and activities. It requires weaving school and community resources together in ways that can only be achieved through connections that are formalized and institutionalized, with major responsibilities shared.

School-community partnerships often are referred to as collaborations. Optimally, such partnerships formally blend together resources of at least one school and sometimes a group of schools or an entire school district with resources in a given neighborhood or the larger community. The intent is to sustain such partnerships over time. The range of entities in a community are not limited to agencies and organization; they encompass people, businesses, community based organizations, postsecondary institutions, religious and civic groups, programs at parks and libraries, and any other facilities that can be used for recreation, learning, enrichment, and support.

School-community partnerships can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Strong school-community connections are critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer. Comprehensive partnerships represent a promising direction for generating essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such partnerships requires an enlightened vision, creative leadership, and new and multifaceted roles for professionals who work in schools and communities, as well as for all who are willing to assume leadership.

In thinking about school-community partnerships, it is essential not to overemphasize the topics of coordinating community services and co-locating services on school sites. Such thinking downplays the need to also restructure the various education support programs and services that schools own and operate. And, it has led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. In situation after situation, it has become evident that as soon as the first few sites demonstrating school-community collaboration are in place, community agencies find they have stretched their resources to the limit.

## A Growing Movement

Projects across the country demonstrate how schools and communities connect to improve results for youngsters, families, and neighborhoods. Various levels and forms of school-community collaboration are being tested, including state-wide initiatives in California, Florida, Kentucky, Missouri, New Jersey, Ohio, and Oregon, among others. The aims are to improve coordination and eventually integrate many programs and enhance linkages with school sites. To these ends, projects incorporate as many health, mental health, and social services as feasible into "centers" (including school-based health centers, family and parent centers) established at or near a school. They adopt terms such as school-linked and coordinated services, wrap-around, one-stop shopping, full service schools, systems of care, and community schools. There are projects to (a) improve access to health and social services, (b) expand after school academic, recreation, and enrichment, (c) build systems of care, (d) reduce delinquency, (e) enhance transitions to work/career/post-secondary education, and (f) enhance life in school and community.

Such "experiments" have been prompted by diverse initiatives:

- some are driven by school reform
- some are connected to efforts to reform community health and social service agencies
- some stem from the youth development movement
- a few arise from community development initiatives.

For example, initiatives for school-linked services often mesh with the emerging movement to enhance the infrastructure for youth development. This growing youth development movement encompasses concepts and practices aimed at promoting protective factors, asset-building, wellness, and empowerment. Included are (a) some full service school approaches, (b) efforts to establish "community schools," (c) programs to mobilize community and social capital, and (d) initiatives to build community policies and structures to enhance youth support, safety, recreation, work, service, and enrichment. This focus on community embraces a wide range of stakeholders, including families and community based and linked organizations such as public and private health and human service agencies, schools, businesses, youth and faith organizations, and so forth. In some cases, institutions for postsecondary learning also are involved, but the nature and scope of their participation varies greatly, as does the motivation for the involvement. Youth development initiatives expand intervention efforts beyond services and programs. They encourage a view of schools not only as community centers where families can easily access services, but also as hubs for community-wide learning and activity. Increased federal funding for after school programs at school sites enhances this view by expanding opportunities for recreation, enrichment, academic supports, and child care. Adult education and training at neighborhood school sites also help change the old view that schools close when the youngsters leave. Indeed, the concept of a "second shift" at school sites is beginning to spread in response to community needs.

No complete catalogue of school-community initiatives exists. Examples and analyses suggesting trends are summarized in this document. A reasonable inference from available data is that school-community collaborations can be successful and cost effective over the long-run. They not only improve service access, they encourage schools to open their doors and enhance opportunities for recreation, enrichment, remediation and family involvement. However, initiatives for enhancing school-community collaboration have focused too heavily on integrated school-linked services. In too many instances, school-linked services result only in co-locating agency staff on school campuses. As these activities proceed, a small number of youngsters receive services, but little connection is made with school staff and programs, and thus, the potential impact on academic performance is minimized.

## Recommendations to Enhance School-Community Partnerships

School-community partnerships must not be limited to linking services. Such partnerships must focus on using all resources in the most cost-effective manner to evolve the type of comprehensive, integrated approaches essential for addressing the complex needs of all youngsters, families, schools, and neighborhoods. This includes a blending of many public and private resources. To these ends, a high priority policy commitment at all levels is required that (a) supports the strategic development of comprehensive approaches by weaving together school and community resources, (b) sustains partnerships, and (c) generates renewal. In communities, the need is for better ways of connecting agency and other resources to each other and to schools. In schools, there is a need for restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlement, safe and drug free school grants, and specially funded projects. In the process, efficiency and effectiveness can be achieved by connecting families of schools, such as high schools and their feeder schools.

School-community partnerships require a cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy school and community resources that are used ineffectively. Policy must

- move existing *governance* toward shared decision making and appropriate degrees of local control and private sector involvement -- a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members
- create *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time
- delineate high level *leadership assignments* and underwrite essential *leadership/management training* re. vision for change, how to effect such changes, how to institutionalize the changes, and generate ongoing renewal
- establish institutionalized *mechanisms to manage and enhance resources* for school-community partnerships and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)
- provide adequate funds for *capacity building* related to both accomplishing desired system changes and enhancing intervention quality over time -- a key facet of this is a major investment in staff recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work
- use a sophisticated approach to *accountability* that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves into evaluation of long-range indicators of impact. (Here, too, technologically sophisticated and integrated management information systems are essential.)

Such a strengthened policy focus would allow personnel to build the continuum of interventions needed to make a significant impact in addressing the health, learning, and well being of all youngsters through strengthening youngsters, families, schools, and neighborhoods.

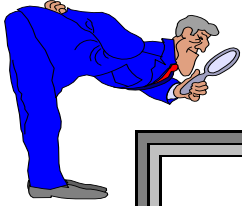
## Guidelines and Strategies for Building and Maintaining School-Community Partnerships

*Adopting a scale-up model.* Establishing effective school-community partnerships involves major systemic restructuring. Moving beyond initial demonstrations requires policies and processes that ensure what often is called diffusion, replication, roll out, or scale-up. Too often, proposed systemic changes are not accompanied with the resources necessary to accomplish essential changes throughout a county or even a school-district. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes. The process of scale-up requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. These are described in section III of this document. Fourteen steps for moving school-community partnerships from projects to wide-spread practice are outlined.

*Building from localities outward.* From a decentralized perspective and to maintain the focus on evolving a comprehensive continuum of programs/services that plays out in an effective manner in *every locality*, it is a good idea to conceive the process from localities outward. That is, first the focus is on mechanisms at the school-neighborhood level. Then, based on analyses of what is needed to facilitate and enhance efforts at a locality, mechanisms are conceived that enable several school-neighborhood collaborations to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to provide support for what each locality is trying to develop.

*Building capacity.* An infrastructure of organizational and operational mechanisms at all levels are required for oversight, leadership, resource development, and ongoing support. With each of these functions in mind, specific mechanisms and their inter-relationship with each other and with other planning groups are explored. Key mechanisms include change agents, administrative and staff leads, resource-oriented teams and councils, board of education subcommittees, and so forth. The proposed infrastructure provides ways to (a) arrive at decisions about resource allocation, (b) maximize system-atic and integrated planning, implementation, main-tenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involvement. They also call for redeployment of existing resources, as well as finding new ones. (Appendices provide tools and resource to aid in capacity building.)





## Preface

Families have always provided a direct connection between school and community. Recent years have seen an escalating expansion in school-community linkages. Initiatives have sprouted in a rather dramatic and ad hoc manner. It is time to clarify a big picture, document and analyze what has developed, and move forward with a renewed sense of purpose and direction.

This guidebook briefly (a) underscores the “why” of school-community partnerships, (b) highlights their nature and key dimensions, (c) sketches out the state of the art across the country and in L.A. County, (d) offers some recommendations for local school and community policy makers, (e) discusses steps for building and maintaining school-community partnerships, and (f) includes some tools for developing such partnerships.

This document was developed with three objectives in mind:

- to enhance understanding of the concept of school-community partnerships
- to convey a sense of the state of the art in a way that would underscore directions for advancing the field
- to provide some tools for those interested in developing and improving the ways schools and communities work together in the best interests of young people and their families.

In a real sense, the entire document is meant to be a toolkit. The material contained here can be drawn upon to develop a variety of resource aids. Given the different groups of stakeholders who must be involved if school-community partnerships are to succeed, there is a need to prepare brief introductions to the topic and develop presentation materials to fit each audience (e.g., community members, practitioners, policy makers). You will certainly want to rewrite sections to fit your specific objectives and to enhance readability for a given audience. You will also want to add attractive design and formatting touches

Treat the material as a starting point. Feel free to use whatever you find helpful and to adapt it in any way that brings the content to life.

Note: A great many references have been drawn upon in preparing this guide. These are included in a special reference section. Individual citations in the text are made only to credit sources for specific concepts, quotes, and materials.



## INTRODUCTION

Collaboratives are sprouting in a dramatic and ad hoc manner. Properly done, collaboration among schools, families, and communities should improve schools, strengthen families and neighborhoods, and lead to a marked reduction in young people's problems. Alternatively, poorly implemented "collaborations" can end up being another reform effort that promised a lot, did little good, and even did some harm.

Leaders for fostering family, community, and school connections have cautioned that some so-called collaborations amount to little more than groups of people sitting around engaging in "collabo-babble." Years ago, former Surgeon General Jocelyn Elders cautioned: "We all say we want to collaborate, but what we really mean is that we want to continue doing things as we have always done them while others change to fit what we are doing."

An optimal approach involves formally blending together resources of at least one school and sometimes a group of schools or an entire school district with local family and community resources. The intent is to sustain connections over time. The range of entities in a community are not limited to agencies and organization; they encompass people, businesses, community based organizations, postsecondary institutions, religious and civic groups, programs at parks and libraries, and any other facilities that can be used for

recreation, learning, enrichment, and support.

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*One of the most important, cross-cutting social policy perspectives to emerge in recent years is an awareness that no single institution can create all the conditions that young people need to flourish . . .*

Melaville & Blank, 1998

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While it is relatively simple to make informal linkages, establishing major long-term collaborations is complicated. Doing so requires vision, cohesive policy, and basic systemic reforms. The complications are readily seen in any effort to develop a comprehensive, multifaceted, and integrated approach to promoting healthy development and addressing barriers to development and learning. Such an approach involves much more than linking a few services, recreation, and enrichment activities to schools. Major systemic changes are required to develop and evolve formal and institutionalized sharing of a wide spectrum of responsibilities and resources.

Collaboratives can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Strong family-school-community connections are critical in impoverished communities where schools often are the

largest piece of public real estate and also may be the single largest employer.

Comprehensive collaboration represents a promising direction for efforts to generate essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such collaboration requires stake-holder readiness, an enlightened vision, creative leadership, and new and multi-faceted roles for professionals who work in schools and communities, as well as for family and other community members who are willing to assume leadership.

As noted, interest in connecting families, schools, and communities is growing at an exponential rate. For schools, such links are seen as a way to provide more support for schools, students, and families. For agencies, connection with schools is seen as providing better access to families and youth and thus as providing an opportunity to reach and have an impact on hard-to-reach clients. The interest in collaboration is bolstered by the renewed concern about widespread fragmentation of school and community interventions. The hope is that integrated resources will have a greater impact on “at risk” factors and on promoting healthy development.

In fostering collaboration, it is essential not to limit thinking to coordinating community services and collocating some on school sites. Such an approach downplays the need to also restructure the various education support programs and services that schools own and operate. And, it has led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way

to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. In situation after situation, it has become evident that as soon as the first few sites demonstrating school-community collaboration are in place, local agencies find they have stretched their resources to the limit. Policy makers must realize that increasing access to services is only one facet of any effort to establish a comprehensive, cohesive approach for strengthening families and neighborhoods.

Collaboratives often are established because of the desire to address a local problem or in the wake of a crisis. In the long-run, however, family-community-school collaboratives must be driven by a comprehensive vision about strengthening youngsters, families, schools, and neighborhoods. This encompasses a focus on safe schools and neighborhoods, positive development and learning, personal, family, and economic well-being, and more.

It is commonly said that collaboratives are about building relationships. It is important to understand that the aim is to build potent, synergistic, *working* relationships, not simply to establish positive personal connections. Collaboratives built mainly on personal connections are vulnerable to the mobility that characterizes many such groups. The point is to establish stable and sustainable working relationships. This requires clear roles, responsibilities, and an institutionalized infrastructure, including well-designed mechanisms for performing tasks, solving problems, and mediating conflict.

A collaborative needs financial support. The core operational budget can be

direct funding and in-kind contributions from the resources of stakeholder groups. A good example is the provision of space for the collaborative. A school or community entity or both should be asked to contribute the necessary space. As specific functions and initiatives are undertaken that reflect overlapping arenas of concern for schools and community agencies such as safe schools and neighborhoods, some portion of their respective funding streams can be braided together. Finally, there will be opportunities to supplement the budget with extra-mural grants. A caution here is to avoid pernicious funding. That is, it is important not to pursue funding for projects that will distract the collaborative from vigorously pursuing its vision in a cohesive (nonfragmented) manner.

The governance of the collaborative must be designed to equalize power so that decision making appropriately reflects all stakeholder groups and so that all are equally accountable . The leadership also must include representatives from all groups, and all participants must share in the workload – pursuing clear roles and functions. And, collaboratives must be open to all who are willing to contribute their talents.

Obviously, true collaboration involves more than meeting and talking. The point is to work together in ways that produce the type of actions that result in important results. For this to happen, steps must be taken to ensure that collaboratives are formed in ways that ensure they can be effective. This includes providing them with the training, time, support, and authority to carry out their roles and functions. It is when such matters are ignored that groups find themselves meeting and meeting, but going nowhere.

*It's not about a collaborative . . . it's about collaborating to be effective*



## **Section I: Why School-Community Partnerships?**

### **Why School-Community Partnerships?**

- **To enhance effectiveness**
- **To provide a comprehensive, multifaceted, and integrated continuum of interventions**
- **To support all youth & families**
- **Hawaii's Healthy Children Healthy Communities model**

### **Definitions**

### **Principles**

### **Dimensions and Characteristics**

- **Table 1: Some key dimensions relevant to family-community-school collaboration**
- **Figure 1A: Framework outlining areas for school-community collaboration**
- **Figure 1B: Nature and scope of collaboration principles**

### **State of the Art**

- **A growing movement across the country**
- **School-family partnerships**
- **Family and citizen involvement**
- **Enhanced support, access, & impact**
- **An example of why collaboration is needed**
- **What it looks like from a community-wide perspective**
- **Table 2: Four overlapping areas of school-community collaboration in Los Angeles County**
- **Table 3: A range of resources that could be part of a collaboration**

### **Recommendations to Enhance School-Community Partnerships**

- **Partnerships in rural school districts**
- **Public Schools and Their Communities: Executive Summary**

## Why School-Community Partnerships?

Schools are located in communities, but often are islands with no bridges to the mainland. Families live in neighborhoods, often with little connection to each other or to the schools their youngsters attend. Nevertheless, all these entities affect each other, for good or bad. Because of this and because they share goals related to education and socialization of the young, schools, homes, and communities must collaborate with each other if they are to minimize problems and maximize results.

*Never doubt that a small group of thoughtful, committed people can change the world. Indeed, it is the only thing that ever has.*

*-Margaret Mead*

Dealing with multiple and interrelated problems, such as poverty, child development, education, violence, crime, safety, housing, and employment, requires multiple and interrelated solutions. Interrelated solutions require collaboration.

Promoting well-being, resilience, and protective factors and empowering families, communities, and schools also requires the concerted effort of all stakeholders.

Collaboration can improve service access and provision, increase support and assistance for learning and for addressing barriers to learning, enhance opportunities for learning and development, and generate new approaches to strengthen family, school, and community. Thus, appropriate and effective collaboration and teaming are keys to promoting well-being and addressing barriers to development, learning, family well-being, and community self-sufficiency.

To enhance effectiveness

Schools are more effective and caring places when they are an integral and positive part of the community. This means enhanced academic performance, fewer discipline problems, higher staff morale, and improved use of resources. Reciprocally, families and other community entities can enhance parenting and socialization, address psychosocial problems, and strengthen the fabric of family and community life by working in partnership with schools.

*Leaving no child behind is only feasible through well-designed collaborative efforts.*

Increasingly, it is becoming evident that schools and communities should work closely with each other to meet their mutual goals. Indeed, for many schools to succeed with their educational mission, they must have the support of community resources such as family members, neighborhood leaders, business groups, religious institutions, public and private agencies, libraries, parks and recreation, community-based organizations, civic groups, local government. Reciprocally, many community agencies can do their job better by working closely with schools. On a broader scale, many communities need schools to play a key role in strengthening families and neighborhoods.

For schools and other public and private agencies to be seen as integral parts of the community, steps must be taken to create and maintain various forms of collaboration. Greater volunteerism on the part of parents and others from the community can break down barriers and help increase home and community involvement in schools. Agencies can make services more accessible by linking with schools and enhance effectiveness by integrating with school programs. Clearly, appropriate and effective collaboration and teaming are key facets of addressing barriers to development, learning, and family self-sufficiency.

To provide a comprehensive, multifaceted, and integrated continuum of interventions

While informal school-community linkages are relatively simple to acquire, establishing major long-term connections is complicated. They require vision, cohesive policy, and basic systemic reforms. The complications are readily seen in efforts to evolve a comprehensive, multifaceted, and integrated continuum of school-community interventions. Such a comprehensive continuum involves more than connecting with the community to enhance resources to support instruction, provide mentoring, and improve facilities. It involves more than establishing school-linked, integrated health and human services, and recreation and enrichment activities.. It requires comprehensive, multifaceted strategies that can only be achieved through school-community connections that are formalized and institutionalized, with major responsibilities shared.

Strong school-community connections are especially critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer. As such they are indispensable to efforts designed to strengthen families and neighborhoods. Comprehensive school-community partnerships allow all stakeholders to broaden resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond.

To support  
all youth &  
families.

Comprehensive school-community partnerships represent a promising direction for efforts to generate essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such partnerships calls for an enlightened vision, creative leadership, and new and multifaceted roles for professionals who work in schools and communities, as well as for all who are willing to assume leadership.

**Hawaii's Healthy Children Healthy Communities Model** stresses the importance using school-community partnerships to develop a systemic approach, comprehensive, multifaceted approach. They note: "A systemic approach recognizes that no one program, no matter how well designed it is, will work for all participants." Their model, "which is comprehensive in nature, goes an important step beyond assuming that a process which has been developed is systemic simply because it has a comprehensive foundation. The interactions between essential environments (e.g., culture, community, school, family, peers) need to be in sync, understood, and explained in how they are coherently pushing in the same direction for desired wellness outcomes. A systemic approach is fluid, dynamic, interactive -- a cohesive process supporting outcome for a shared vision. Key components offer:

- \* **comprehensive integration** of all the essential strategies, activities, and environments of school, community, family, students, and peers;
- \* **prevention** rather than crisis orientation by offering young people support and opportunities for growth;
- \* **collaborative partnerships** between policymakers, departmental managers, schools, community health and social agencies, businesses, media, church groups, university and colleges, police, court, and youth groups; and
- \* **local decision-making** empowering communities to produce change for youth by recognizing and solving their own problems and practicing an assets-based approach in program development.



## What are School-Community Partnerships?

### About Definition

One resource defines a school-community partnership as:

*An intentional effort to create and sustain relationships among a K-12 school or school district and a variety of both formal and informal organizations and institutions in the community (Melaville & Blank, 1998).*

For purposes of this guide, the *school* side of the partnership can be expanded to include pre-k and post secondary institutions.

Defining the *community* facet is a bit more difficult. People often feel they belong to a variety of overlapping communities – some of which reflect geographic boundaries and others that reflect group associations. For purposes of this guide, the concept of community can be expanded to encompass the entire range of *resources* (e.g., all stakeholders, agencies and organizations, facilities, and other resources -- youth, families, businesses, school sites, community based organizations, civic groups, religious groups, health and human service agencies, parks, libraries, and other possibilities for recreation and enrichment).

The term partnership also may be confusing in practice. Legally, it implies a formal, contractual relationship to pursue a common purpose, with each partner's decision-making roles and financial considerations clearly spelled out. For purposes of this guide, the term partnerships is used loosely to encompass various forms of temporary or permanent structured connections among schools and community resources. Distinctions will be made among those that connect for purposes of communication and cooperation, those that focus on coordinating activity, those concerned with integrating overlapping activity, and those attempting to weave their responsibilities and resources together by forming a unified entity. Distinctions will also be made about the degree of formality and the breadth of the relationships.

As should be evident, these definitions are purposefully broad to encourage “break-the-mold” thinking about possible school-community connections. Partnerships may be established to enhance programs by increasing availability and access and filling gaps. The partnership may involve use of school or neighborhood facilities and equipment; sharing other resources; collaborative fund raising and grant applications; shared underwriting of some activity; volunteer assistance; pro bono services, mentoring, and training from professionals and others with special expertise; information sharing and dissemination; networking; recognition and public relations; mutual support; shared responsibility for planning, implementation, and evaluation of programs and services; building and maintaining infrastructure; expanding opportunities for assistance; community service, internships, jobs, recreation, enrichment; enhancing safety; shared celebrations; building a sense of community.

*Defining  
Collaboration  
and its Purposes*

School-community partnerships often are referred to as collaborations. Collaboration involves more than simply working together. It is more than a process to enhance cooperation and coordination. Thus, professionals who work as a multidisciplinary team to coordinate treatment are not a collaborative; they are a treatment team. Interagency teams established to enhance coordination and communication across agencies are not collaboratives; they are a coordinating team.

*Some was defined  
collaboration as an  
unnatural act between  
nonconsenting adults*

The hallmark of collaboration is a formal agreement among participants to establish an autonomous structure to accomplish goals that would be difficult to achieve by any of the participants alone. Thus, while participants may have a primary affiliation elsewhere, they commit to working together under specified conditions to pursue a shared vision and common set of goals. A collaborative structure requires shared governance (power, authority, decision making, accountability) and weaving together of a set of resources for use in pursuit of the shared vision and goals. It also requires building well-defined working relationships to connect and mobilize resources, such as financial and social capital, and to use these resources in planful and mutually beneficial ways.

Growing appreciation of social capital has resulted in collaboratives expanding to include a wide range of stakeholders (people, groups, formal and informal organizations). The political realities of local control have further expanded collaborative bodies to encompass local policy makers, representatives of families, nonprofessionals, and volunteers.

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*Families have always provided a direct connection between school and community. In addition, the militancy of advocates for students with special needs has led to increased parent and youth participation on teams making decisions about interventions. Many who at best were silent partners in the past now are finding their way to the collaborative table and becoming key players.*

---

*It's relatively easy  
to establish a  
"collaborative" ...*

*it's turning the  
group into an  
effective mechanism  
& maintaining it  
that's hard to do*

Any effort to connect home, community, and school resources must embrace a wide spectrum of stakeholders. In this context, collaboration becomes both a desired process and an outcome. That is, the intent is to work together to establish strong working relationships that are enduring. However, family, community, and school collaboration is not an end in itself. It is a turning point meant to enable participants to pursue increasingly potent strategies for strengthening families, schools, and communities.

As defined above, true collaboratives are attempting to weave the responsibilities and resources of participating stakeholders together to create a new form of unified entity. For our purposes here, any group designed to connect a school, families, and other entities from the surrounding neighborhood is referred to as a "school-community" collaborative. Such groups can encompass a wide range of stakeholders. For example, collaboratives may include agencies and organizations focused on providing programs for education, literacy, youth development, and the arts; health and human services; juvenile justice; vocational education; and economic development. They also may include various sources of social and financial capital, including youth, families, religious groups, community based organizations, civic groups, and businesses.

*It's about functions . . .  
not the "collaborative"*

Operationally, a collaborative is defined by its *functions*. Family, community, and school connections may be made to pursue a variety of functions. These include enhancing how existing resources are used, generating new resources, improving communication, coordination, planning, networking and mutual support, building a sense of community, and much more.

Such functions encompass a host of specific tasks such as mapping and analyzing resources, exploring ways to share facilities, equipment, and other resources; expanding opportunities for community service, internships, jobs, recreation, and enrichment; developing pools of nonprofessional volunteers and professional pro bono assistance; making recommendations about priorities for use of resources; raising funds and pursuing grants; advocating for appropriate decision making, and much more.

#####

Remember the organizational principle:

***Form (structure) follows function.***

#####

Organizationally, a collaborative must develop a differentiated infrastructure (e.g., steering and work groups) that enables accomplishment of its functions and related tasks. Furthermore, since the functions pursued by a collaborative almost always overlap with work being carried out by others, a collaborative needs to establish connections with other bodies.

*Effective collaboration requires vision, cohesive policy,  
potent leadership, infrastructure, & capacity building*

## Dimensions and Characteristics

As should be evident by now, collaboratives differ in terms of purposes adopted and functions pursued. They also differ in terms of a range of other dimensions. For example, they may vary in their degree of formality, time commitment, breadth of the connections, as well as the amount of systemic change required to carry out their functions and achieve their purposes.

Because family, community, and school collaboration can differ in so many ways, it is helpful to think in terms of categories of key factors relevant to such arrangements (see below).

**Table 1**  
**Some Key Dimensions Relevant to Family-Community-School Collaborative Arrangements**

<p><b>I. Initiation</b>  <i>A. School-led</i>  <i>B. Community-driven</i></p> <p><b>II. Nature of Collaboration</b>  <i>A. Formal</i></p> <ul style="list-style-type: none"> <li>• memorandum of understanding</li> <li>• contract</li> <li>• organizational/operational mechanisms</li> </ul> <p><i>B. Informal</i></p> <ul style="list-style-type: none"> <li>• verbal agreements</li> <li>• ad hoc arrangements</li> </ul> <p><b>III. Focus</b>  <i>A. Improvement of program and service provision</i></p> <ul style="list-style-type: none"> <li>• for enhancing case management</li> <li>• for enhancing use of resources</li> </ul> <p><i>B. Major systemic reform</i></p> <ul style="list-style-type: none"> <li>• to enhance coordination</li> <li>• for organizational restructuring</li> <li>• for transforming system structure/function</li> </ul> <p><b>IV. Scope of Collaboration</b>  <i>A. Number of programs and services involved (from just a few -- up to a comprehensive, multifaceted continuum)</i>  <i>B. Horizontal collaboration</i></p> <ul style="list-style-type: none"> <li>• within a school/agency</li> <li>• among schools/agencies</li> </ul> <p><i>C. Vertical collaboration</i></p> <ul style="list-style-type: none"> <li>• within a catchment area (e.g., school and community agency, family of schools, two or more agencies)</li> <li>• among different levels of jurisdictions (e.g., community/city/county/state/federal)</li> </ul> <p><b>V. Scope of Potential Impact</b>  <i>A. Narrow-band -- a small proportion of youth and families can access what they need</i>  <i>B. Broad-band -- all in need can access what they need</i></p>	<p><b>VI. Ownership &amp; Governance of Programs and Services</b>  <i>A. Owned &amp; governed by school</i>  <i>B. Owned &amp; governed by community</i>  <i>C. Shared ownership &amp; governance</i>  <i>D. Public-private venture -- shared ownership &amp; governance</i></p> <p><b>VII. Location of Programs and Services</b>  <i>A. Community-based, school-linked</i>  <i>B. School-based</i></p> <p><b>VIII. Degree of Cohesiveness among Multiple Interventions Serving the Same Student/Family</b>  <i>A. Unconnected</i>  <i>B. Communicating</i>  <i>C. Cooperating</i>  <i>D. Coordinated</i>  <i>E. Integrated</i></p> <p><b>IX. Level of Systemic Intervention Focus</b>  <i>A. Systems for promoting healthy development</i>  <i>B. Systems for prevention of problems</i>  <i>C. Systems for early-after-onset of problems</i>  <i>D. Systems of care for treatment of severe, pervasive, and/or chronic problems</i>  <i>E. Full continuum including all levels</i></p> <p><b>X. Arenas for Collaborative Activity</b>  <i>A. Health (physical and mental)</i>  <i>B. Education</i>  <i>C. Social services</i>  <i>D. Work/career</i>  <i>E. Enrichment/recreation</i>  <i>F. Juvenile justice</i>  <i>G. Neighborhood/community improvement</i></p>
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Figure 1-A

**Levels of Intervention:\***  
**Connected Systems for Meeting the Needs of All Students**

**School Resources**

(facilities, stakeholders, programs, services)

Examples:

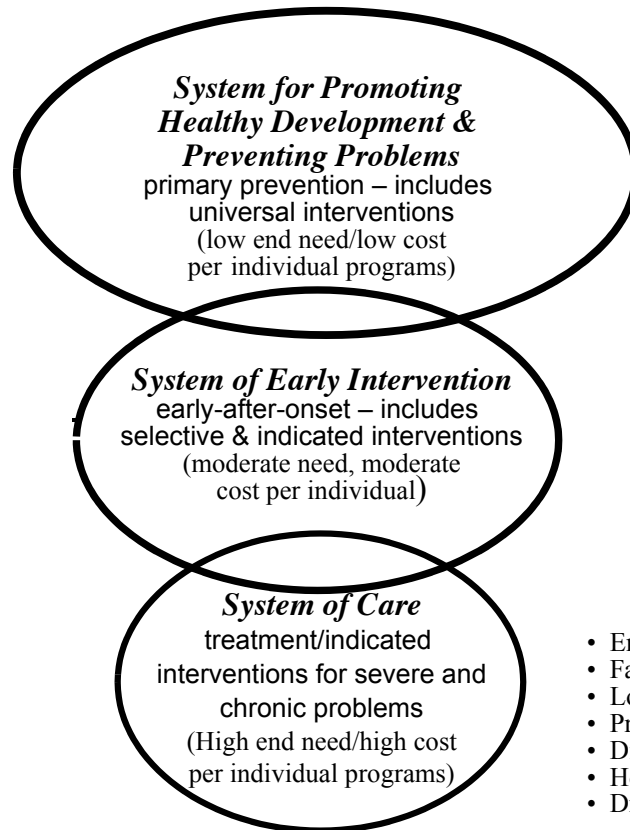
- General health education
- Social and emotional learning programs
- Recreation programs
- Enrichment programs
- Support for transitions
- Conflict resolution
- Home involvement
- Drug and alcohol education
  
- Drug counseling
- Pregnancy prevention
- Violence prevention
- Gang intervention
- Dropout prevention
- Suicide prevention
- Learning/behavior accommodations & response to intervention
- Work programs
  
- Special education for learning disabilities, emotional disturbance, and other health impairments

**Community Resources**

(facilities, stakeholders, programs, services)

Examples:

- Recreation & Enrichment
- Public health & safety programs
- Prenatal care
- Home visiting programs
- Immunizations
- Child abuse education
- Internships & community service programs
- Economic development
  
- Early identification to treat health problems
- Monitoring health problems
- Short-term counseling
- Foster placement/group homes
- Family support
- Shelter, food, clothing
- Job programs
  
- Emergency/crisis treatment
- Family preservation
- Long-term therapy
- Probation/incarceration
- Disabilities programs
- Hospitalization
- Drug treatment



Systemic collaboration is essential to establish interprogram connections on a daily basis and over time to ensure seamless intervention within each system and among *system for promoting healthy development and preventing problems*, *system of early intervention*, and *system of care*.

Such collaboration involves horizontal and vertical restructuring of programs and services  
(a) within jurisdictions, school districts, and community agencies (e.g., among departments, divisions, units, schools, clusters of schools)  
(b) between jurisdictions, school and community agencies, public and private sectors; among schools; among community agencies

\*Various venues, concepts, and initiatives permeate this continuum of intervention *systems*. For example, venues such as day care and preschools, concepts such as social and emotional learning and development, and initiatives such as positive behavior support, response to intervention, and coordinated school health. Also, a considerable variety of staff are involved. Finally, *note that this illustration of an essential continuum of intervention systems differs in significant ways from the three tier pyramid that is widely referred to in discussing universal, selective, and indicated interventions.*

## Principles

Those who create school-community partnerships subscribe to certain principles.

In synthesizing “key principles for effective frontline practice,” Kinney, Strand, Hagerup, and Bruner (1994) caution that care must be taken not to let important principles simply become *the rhetoric of reform, buzzwords that are subject to critique as too fuzzy to have real meaning or impact . . . a mantra . . . that risks being drowned in its own generality.*

Below and on the following page are some basic tenets and guidelines that are useful referents in thinking about school-community partnerships and the many interventions they encompass. With the above caution in mind, it is helpful to review the ensuing lists. They are offered simply to provide a sense of the philosophy guiding efforts to address barriers to development and learning, promote healthy development, and strengthen families and neighborhoods.

As guidelines, Kinney et al (1994) stress:

- *a focus on improving systems, as well as helping individuals*
- *a full continuum of interventions*
- *activity clustered into coherent areas*
- *comprehensiveness*
- *integrated/cohesive programs*
- *systematic planning, implementation, and evaluation*
- *operational flexibility and responsiveness*
- *cross disciplinary involvements*
- *deemphasis of categorical programs*
- *school-community collaborations*
- *high standards-expectations-status*
- *blending of theory and practice*

Interventions that are:

- *family-centered, holistic, and developmentally appropriate*
- *consumer-oriented, user friendly, and that ask consumers to contribute*
- *tailored to fit sites and individuals*

Interventions that:

- *are self-renewing*
- *embody social justice/equity*
- *account for diversity*
- *show respect and appreciation for all parties*
- *ensure partnerships in decision making/shared governance*
- *build on strengths*
- *have clarity of desired outcomes*
- *incorporate accountability*

(cont on next page)

**The following list reflects guidelines widely advocated by leaders for systemic reforms who want to evolve a comprehensive, multifaceted, and integrated continuum of interventions.**

An infrastructure must be designed to ensure development of a continuum that

- includes a focus on prevention (including promotion of wellness), early-age and early-after-onset interventions, and treatment for chronic problems,
- is comprehensive (e.g., extensive and intensive enough to meet major needs)
- is coordinated-integrated (e.g., ensures collaboration, shared responsibility, and case management to minimize negative aspects of bureaucratic and professional boundaries),
- is made accessible to all (including those at greatest risk and hardest-to-reach),
- is of the same high quality for all,
- is user friendly, flexibly implemented, and responsive,
- is guided by a commitment to social justice (equity) and to creating a sense of community,
- uses the strengths and vital resources of all stakeholders to facilitate development of themselves, each other, the school, and the community,
- is designed to improve systems and to help individuals, groups, and families and other caretakers,
- deals with the child holistically and developmentally, as an individual and as part of a family, and with the family and other caretakers as part of a neighborhood and community (e.g., works with multigenerations and collaborates with family members, other caretakers, and the community),
- is tailored to fit distinctive needs and resources and to account for diversity,
- is tailored to use interventions that are no more intrusive than is necessary in meeting needs (e.g., least restrictive environment)
- facilitates continuing intellectual, physical, emotional and social development, and the general well being of the young, their families, schools, communities, and society,
- is staffed by stakeholders who have the time, training, skills and institutional and collegial support necessary to create an accepting environment and build relationships of mutual trust, respect, and equality,
- is staffed by stakeholders who believe in what they are doing,
- is planned, implemented, evaluated, and evolved by highly competent, energetic, committed and responsible stakeholders.

Furthermore, infrastructure procedures should be designed to

- ensure there are incentives (including safeguards) and resources for reform,
- link and weave together resources owned by schools and other public and private community entities,
- interweave all efforts to (a) facilitate development and learning, (b) manage and govern resources, and (c) address barriers to learning,
- encourage all stakeholders to advocate for, strengthen, and elevate the status of young people and their families, schools, and communities,
- provide continuing education and cross-training for all stakeholders,
- provide quality improvement and self-renewal,
- demonstrate accountability (cost-effectiveness and efficiency) through quality improvement evaluations designed to lead naturally to performance-based evaluations.

## State of the Art

### A growing movement across the country

Much of the emerging theory and practice of family and community connections with schools encourages a rethinking of our understanding of how children develop and how the various people and contexts fit together to support that development.

-Southwest Educational Development Laboratory (2001)

School and community agency personnel long have understood that if schools and their surrounding neighborhoods are to function well and youth are to develop and learn effectively, a variety of facilitative steps must be taken and interfering factors must be addressed. All across the country, there are demonstrations of how schools and communities connect to improve results for youngsters, families, and neighborhoods.

Various levels and forms of school-community-family collaboration are being tested, including state-wide initiatives in California, Florida, Kentucky, Missouri, New Jersey, Ohio, and Oregon, among others. To these ends, major demonstration projects across the country are incorporating as many health, mental health, and social services as feasible into "Centers" (including school-based health centers, family centers, parent centers) established at or near a school and are adopting terms such as school-linked services, coordinated services, wrap-around services, one-stop shopping, full service schools, systems of care, and community schools.

The aims of such initiatives are to improve coordination and eventually integrate many programs and enhance their linkages to school sites. One sees projects focused on (a) improving access to health (e.g., immunizations, substance abuse programs, asthma care, pregnancy prevention) and social services (e.g., foster care, family preservation, child care), (b) expanding after school academic, recreation, and enrichment programs (e.g. tutoring, youth sports and clubs, art, music, museum and library programs) (c) building wrap around services and systems of care for special populations (e.g., case management and specialized assistance), (d) reducing delinquency (truancy prevention, conflict mediation, violence prevention), (e) enhancing transition to work/career/postsecondary education (mentoring, internships, career academies, job placement), and (f) improving schools and the community (e.g., adopt-a-school, volunteers and peer programs, neighborhood coalitions).

Such "experiments" have been prompted by diverse initiatives:

- some are driven by school reform
- some are connected to efforts to reform community health and social service agencies
- some stem from the youth development movement
- a few arise from community development initiatives.



Currently, only a few initiatives are driven by school reform. Most stem from efforts to reform community health and social services with the aim of reducing redundancy and increasing access and effectiveness. While the majority of effort focuses narrowly on "services," some initiatives link schools and communities as ways to enhance school to career opportunities, encourage the community to come to school as volunteers and mentors, and expand programs for after school recreation and enrichment with the goal of reducing delinquency and violence.

*A budding trend is for school-linked services initiatives to coalesce with the youth development movement*

The youth development movement encompasses a range of concepts and practices aimed at promoting protective factors, asset-building, wellness, and empowerment. Included are efforts to establish full-fledged community schools, programs for community and social capital mobilization, and initiatives to build community policies and structures to enhance youth support, safety, recreation, work, service, and enrichment. This focus on community embraces a wide range of partners, including families and community-based and linked organizations such as public and private health and human service agencies, schools, businesses, youth and faith organizations, and so forth. In some cases, institutions for postsecondary learning also are involved, but the nature and scope of their participation varies greatly, as does the motivation for the involvement. Youth development initiatives clearly expand intervention efforts beyond services and programs. They encourage a view of schools not only as community centers where families can access services, but as hubs for community-wide learning and activity. Increased federal funding for after school programs at school sites is enhancing this view by expanding opportunities for recreation, enrichment, academic supports, and child care. Adult education and training at neighborhood schools also are changing the old view that schools close when the youngsters leave. The concept of a "second shift" at a school site to respond to community needs is beginning to spread.

School-community linkages are meant to benefit a wide range of youngsters and their families, and some of the best articulated collaborations are those being established for special education students with emotional disturbance. This population is served by classrooms, counseling, day care, and residential and hospital programs. The need for all involved to work together in providing services and facilitating the transitions to and from services is widely acknowledged. To address the needs for monitoring and maintaining care, considerable investment has been made in establishing what are called *wrap around services* and *systems of care*. Initial evaluations of systems of care underscore both the difficulty of studying collaboratives, and the policy issues that arise regarding appropriate outcomes and cost-effectiveness.

## School-Family Partnerships

Schools must become places where families feel wanted and recognized for their strengths and potential. Studies show that school practices to encourage parents are more important than family characteristics like parental education, family size, marital status, socioeconomic level, or student grade level in determining whether parents get involved (Dauber & Epstein, 1993). For partnerships to work, there must be mutual trust and respect, an ongoing exchange of information, agreement on goals and strategies, and a sharing of rights and responsibilities.

There are several concrete actions that schools and families can take to improve the school environment and promote partnerships with families:

- *Establish family-school-community partnerships.*
- *Make learning relevant to children.*
- *Emphasize early childhood education.*
- *Recognize the disconnection.*
- *Train teachers to work with parents.*
- *Reduce distrust and cultural barriers.*
- *Address language barriers.*
- *Evaluate parents' needs.*
- *Accommodate families' work schedules.*
- *Use technology to link parents to the classroom.*
- *Make school visits easier.*
- *Establish a home-school coordinator.*
- *Give parents a voice in school decisions.*

Excerpted from ERIC Clearinghouse on Urban Education (1994). *School-Family Partnerships*. In *Strong Families, Strong Schools* at

[http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content\\_storage\\_01/0000019b/80/15/bc/13.pdf/](http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/15/bc/13.pdf/)

## Family and Citizen Involvement

For various reasons, many collaboratives around the country consist mainly of professionals. Family and other citizen involvement may be limited to a few representatives of powerful organizations or to “token” participants who are needed and expected to “sign-off” on decisions.

Genuine involvement of a wide-range of representative families and citizens requires a deep commitment of collaborative organizers to recruiting and building the capacity of such stakeholders so that they can competently participate as enfranchised and informed decision makers.

Collaboratives that proactively work to ensure a broad range of stakeholders are participating effectively can establish an essential democratic base for their work and help ensure there is a critical mass of committed participants to buffer against inevitable mobility. Such an approach not only enhances family and community involvement, it may be an essential facet of sustaining collaborative efforts over the long-run.

### Enhanced support, access, & impact

Interest in school-community collaborations is growing at an exponential rate. For schools, such partnerships are seen as one way to provide more support for schools, students, and families. For agencies, connection with schools is seen as providing better access to families and youth and thus as providing an opportunity to reach and have an impact on hard-to-reach clients. The interest in school-community collaboration is bolstered by the renewed concern for countering widespread fragmentation of school and community interventions. The hope is that by integrating available resources, a significant impact can be made on “at risk” factors.

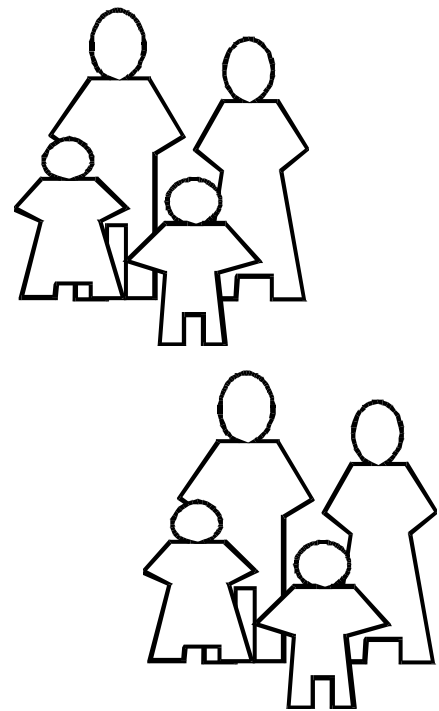
\* In practice, the terms *school-linked* and *school-based* encompass two separate dimensions: (a) where programs/services are *located* and (b) who *owns* them. Taken literally, school-based should indicate activity carried out on a campus, and school-linked should refer to off-campus activity with formal connections to a school site. In either case, services may be owned by schools or a community based organization or in some cases may be co-owned. As commonly used, the term school-linked refers to community owned on- and off-campus services and is strongly associated with the notion of coordinated services.

There is no complete catalogue of school-community initiatives. A sampling of types of activity and analyses suggesting trends can be found in various works. A few conclusions from several resources follow.

*“The range of services provided and the variety of approaches to school-linked services are broad, reflecting the diversity of needs and resources in each community.”*

Hardiman, Curcio,  
& Fortune (1998)

Concern about the fragmented way *community* health and human services are planned and implemented has led to renewal of the 1960s human service integration movement. The hope of this movement is to better meet the needs of those served and use existing resources to serve greater numbers. To these ends, there is considerable interest in developing strong relationships between school sites and public and private community agencies. In analyzing school-linked service initiatives, Franklin and Streeter (1995) group them as -- informal, coordinated, partnerships, collaborations, and integrated services. These categories are seen as differing in terms of the degree of system change required. As would be anticipated, most initial efforts focus on developing informal relationships and beginning to coordinate services. A recent nation-wide survey of school board members reported by Hardiman, Curcio, & Fortune (1998) indicates widespread presence of school-linked programs and services in school districts. For purposes of the survey, school-linked services were defined as “the coordinated linking of school and community resources to support the needs of school-aged children and their families.” The researchers conclude: “The range of services provided and the variety of approaches to school-linked services are broad, reflecting the diversity of needs and resources in each community.” They are used to varying degrees to address various educational, psychological, health, and social concerns, including substance abuse, job training, teen pregnancy, juvenile probation, child and family welfare, and housing. For example, and not surprisingly, the majority of schools report using school-linked resources as part of their efforts to deal with substance abuse; far fewer report such involvement with respect to family welfare and housing. Most of this activity reflects collaboration with agencies at local and state levels. Respondents indicate that these collaborations operate under a variety of arrangements: “legislative mandates, state-level task forces and commissions, formal agreements with other state agencies, formal and informal agreements with local government agencies, in-kind (nonmonetary) support of local government and nongovernment agencies, formal and informal referral network, and the school administrator’s



prerogative.” About half the respondents note that their districts have no policies governing school-linked services.\*

*"multiple and interrelated problems . . . require multiple and interrelated solutions"*

Schorr (1997)

Schorr (1997) approaches the topic from the perspective of strengthening families and neighborhoods and describes a variety of promising community and school partnerships (see examples in Appendix B). Based on her analysis of such programs, she concludes that a synthesis is emerging that "rejects addressing poverty, welfare, employment, education, child development, housing, and crime one at a time. It endorses the idea that the multiple and interrelated problems . . . require multiple and interrelated solutions" (see box).

*"the ability of school-community initiatives to strengthen school functioning develops incrementally"*

Melaville & Blank (1998)

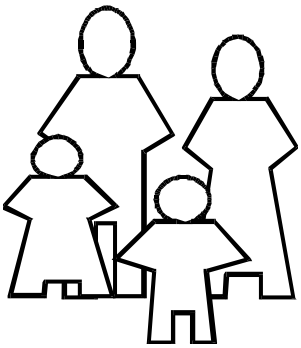
Melaville and Blank (1998) surveyed a sample of 20 school-community initiatives (see Appendix C). They conclude that the number of school-community initiatives is skyrocketing; the diversity across initiatives in terms of design, management, and funding arrangements is dizzying and daunting. Based on their analysis, they suggest (1) the initiatives are moving toward blended and integrated purposes and activity and (2) the activities are predominantly school-based and the education sector plays "a significant role in the creation and, particularly, management of these initiatives" and there is a clear trend "toward much greater community involvement in all aspects" of such initiatives -- especially in decision making at both the community and site levels. (p. 100) They also stress that "the ability of school-community initiatives to strengthen school functioning develops incrementally," with the first impact seen in improved school climate. (p. 100) With

\*As the notion of school-community collaboration spreads, the terms services and programs are used interchangeably and the adjective comprehensive often is appended. This leads to confusion, especially since addressing a full range of factors affecting young people's development and learning requires going beyond *services* to utilize an extensive continuum of programmatic interventions. Services themselves should be differentiated to distinguish between narrow-band, personal/clinical services and broad-band, public health and social services. Furthermore, although services can be provided as part of a program, not all are. For example, counseling to ameliorate a mental health problem can be offered on an ad hoc basis or may be one element of a multifaceted program to facilitate healthy social and emotional development. Pervasive and severe psychosocial problems, such as substance abuse, teen pregnancy, physical and sexual abuse, gang violence, and delinquency, require multifaceted, programmatic interventions. Besides providing services to correct existing problems, such interventions encompass primary prevention (e.g., public health programs that target groups seen as "at risk") and a broad range of open enrollment didactic, enrichment, and recreation programs. Differentiating services and programs and taking care in using the term comprehensive can help mediate against tendencies to limit the range of interventions and underscores the breadth of activity requiring coordination and integration.

respect to sustainability, their findings support the need for stable leadership and long-term financing. Finally, they note

*The still moving field of school-community initiatives is rich in its variations. But it is a variation born in state and local inventiveness, rather than reflective of irreconcilable differences or fundamental conflict. Even though communication among school-community initiatives is neither easy nor ongoing, the findings in this study suggest they are all moving toward an interlocking set of principles. An accent on development cuts across them all. These principles demonstrate the extent to which boundaries separating major approaches to school-community initiatives have blurred and been transformed. More importantly, they point to a strong sense of direction and shared purpose within the field. (p. 101)*

*Too little thought has been given to the importance of connecting community programs with existing school operated support programs.*



Findings from the work of the Center for Mental Health in Schools (e.g., 1996;1997) are in considerable agreement with the above. However, this work also stresses that the majority of school and community programs and services function in relative isolation of each other. Most school and community interventions continue to focus on discrete problems and specialized services for individuals and small groups. Moreover, because the primary emphasis is on restructuring community programs and co-locating some services on school sites, a new form of fragmentation is emerging as community and school professionals engage in a form of parallel play at school sites. It appears that too little thought has been given to the importance of *connecting* community programs with existing school operated support programs.\*

\* Ironically, while initiatives to integrate health and human services are meant to reduce fragmentation (with the intent of enhancing outcomes), in many cases fragmentation is compounded because these initiatives focus mostly on *linking* community services to schools. As a result, when community agencies collocate personnel at schools, such personnel tend to operate in relative isolation of existing school programs and services. Little attention is paid to developing effective mechanisms for coordinating complementary activity or integrating parallel efforts. Consequently, a youngster identified as at risk for dropout, suicide, and substance abuse may be involved in three counseling programs operating independently of each other. Related to all this has been a rise in tension between school district service personnel and their counterparts in community based organizations. When "outside" professionals are brought in, school specialists often view it as discounting their skills and threatening their jobs. The "outsiders" often feel unappreciated and may be rather naive about the culture of schools. Conflicts arise over "turf," use of space, confidentiality, and liability.

*Assuring safety provides  
a major example of*

### ***Why Collaboration Is Needed***

Concern about violence at schools provides opportunities for enhancing connections with families and other neighborhood resources. However, in too many cases, those responsible for school safety act as if violence on the campus had little to do with home and community. Youngsters, of course, do not experience such a separation. For them violence is a fact of life. And, it is not just about guns and killing.

The problem goes well beyond the widely-reported incidents that capture media attention. For youngsters, the most common forms of violence are physical, sexual, and emotional abuse experienced at school, at home, and in the neighborhood. There isn't good data on how many youngsters are affected by all the forms of violence or how many are debilitated by such experiences. But no one who works to prevent violence would deny that the numbers are large. Far too many youngsters are caught up in cycles where they are the recipient or perpetrator (and sometimes both) of physical and sexual harassment ranging from excessive teasing, bullying, and intimidation to mayhem and major criminal acts.

Clearly, the problem is widespread and is linked with other problems that are significant barriers to development, learning, parenting, teaching, and socialization. As a consequence, simplistic and single factor solutions cannot work. This is why guides to safe school planning emphasize such elements as school-wide prevention, intervention, and emergency response strategies, positive school climate, partnerships with law enforcement, mental health and social services, and family and community involvement. In effect, the need is for a full continuum of interventions – ranging from primary prevention through early-after-onset interventions to treatment of individuals with severe, pervasive, and chronic problems. School and community policy makers must quickly move to embrace comprehensive, multifaceted school-wide and community-wide approaches. And, they must do so in a way that fully integrates such approaches with school reform at every school site.

*All this requires families, communities, and schools working together.*

The fragmentation is worsened by the failure of policymakers at all levels to recognize the need to reform and restructure the work of school and community professionals who are in positions to address barriers and facilitate development and learning. For example, the prevailing approach among school reformers is to concentrate almost exclusively on improving instruction and management of schools. This is not to say they are unaware of the many barriers to learning. They simply don't spend much time developing effective ways to deal with such matters. They mainly talk about "school-linked integrated services" -- apparently in the belief that a few health and social services will do the trick. The reality is that prevailing approaches to reform continue to marginalize all efforts designed to address barriers to development and learning. As a result, little is known about effective processes and mechanisms for building school-community connections to prevent and ameliorate youngsters' learning, behavior, emotional, and health problems. The situation is unlikely to improve as long as so little attention is paid to restructuring what schools and communities already do to deal with psychosocial and health problems and promote healthy development. And a key facet of all this is the need to develop models to guide development of productive school-community partnerships.

A reasonable inference from available data is that school-community collaborations can be successful and cost effective over the long-run. They not only improve access to services, they seem to encourage schools to open their doors in ways that enhance recreational, enrichment, and remedial opportunities and family involvement.

Ultimately, a strong research agenda for family and community connections with schools must include a clear and multifaceted picture of what these connections are, their benefits and limitations, and different stakeholders can be involved. A sound research base will help practitioners envision and implement connections that will become part of the everyday environment of schools, homes, and communities.

From: *Emerging Issues in School, Family, & Community Connections: Annual Synthesis* (2001) by the Southwest Educational Development Laboratory



## **The Data Suggest School-Community Collaborations Can Work, But . . .**

We all know that public schools and community agencies are under constant attack because of poor outcomes. We know that some reforms are promising but, in some settings, appear not to be sufficient for doing the assigned job. As new ideas emerge for doing the job better, policy makers and practitioners are caught in a conundrum. They must do something more, but they don't have the money or time to do all that is recommended by various experts.

A nice way out of the conundrum would be a policy of only adopting proven practices. The problem is that too many potentially important reforms have not yet been tried. This is especially the case with ideas related to comprehensive systemic restructuring. And so asking for proof is putting the cart before the horse. The best that can be done is to look at available evidence to see how effective current programs are. Because of the categorical and fragmented way in which the programs have been implemented, the major source of data comes from evaluations of special projects. A reasonable inference from available evidence is that school-community collaborations can be successful and cost effective over the long-run. By placing staff at schools, community agencies enable easier access for students and families -- especially in areas with underserved and hard to reach populations. Such efforts not only provide services, they seem to encourage schools to open their doors in ways that enhance family involvement. Analyses suggest better outcomes are associated with empowering children and families, as well as with having the capability to address diverse constituencies and contexts. Families using school-based centers are described as becoming interested in contributing to school and community by providing social support networks for new students and families, teaching each other coping skills, participating in school governance, helping create a psychological sense of community, and so forth. Another outcome of school-community collaborations is the impact on models for reform and restructuring.\*

However, because the interventions and evaluations have been extremely limited in nature and scope, so are the results. Comprehensive approaches have not been evaluated, and meta-analyses have been conducted in only a few areas. Moreover, when successful demonstration projects are scaled-up and carried out under the constraints imposed by extremely limited resources, the interventions usually are watered-down, leading to poorer results. In this respect, Schorr's (1997) cogent analysis is worth noting: "If we are to move beyond discovering one isolated success after another, only to abandon it, dilute it, or dismember it before it can reach more than a few, we must identify the forces that make it so hard for a success to survive." She then goes on to suggest the following seven attributes of highly effective programs. (1) They are comprehensive, flexible, responsive, and persevering. (2) They see children in the context of their families. (3) They deal with families as parts of neighborhoods and communities. (4) They have a long-term, preventive orientation, a clear mission, and continue to evolve over time. (5) They are well managed by competent and committed individuals with clearly identifiable skills. (6) Their staffs are trained and supported to provide high-quality, responsive services. (7) They operate in settings that encourage practitioners to build strong relationships based on mutual trust and respect.

\*For example, see Allensworth, Wyche, Lawson, & Nicholson (1997), Brewer, Hawkins, Catalano, & Neckerman (1995), Carnegie Council on Adolescent Development (1988), Durlak & Wells (1997), Dryfoos (1994, 1998), Gottfredson (1997), Hoagwood & Erwin (1997), Knapp (1995), Schorr (1988, 1998), SRI (1996), U.S. Department of Health and Human Services (1994), U.S. General Accounting Office (1993), Weissberg, Gullotta, Hamptom, Ryan, & Adams (1997), White & Wehlage (1995).

Excerpt from... *New Approaches to Evaluating Community Initiatives, Vol. 2: Theory, Measurement, and Analysis*. (1998). Edited by Karen Fulbright-Anderson, Anne C. Kubisch, and James P. Connell (Eds.)

In the closing article of this work, Robert Granger concludes:

This paper has echoed much of what others have said about program evaluation research in the past thirty years. The advice, that is, is to use theory as a guide, mix methods, seek patterns that corroborate each other (both within and across studies), and creatively combine various designs. None of this will surprise applied social scientists, nor will it be particularly reassuring to those who call for redefining the standards of proof or discarding questions about effects. In short, the recommendation is to do the conventional work better, recognizing that CCI (Comprehensive Community Initiatives) evaluation is helped in many ways by a theory-based approach.

This analysis suggests that a theory of change approach can assist in making causal inferences, regardless of an evaluation's immediate purpose. It is easier to document problems when a clear theory is available that will direct the baseline analysis and help a community design a CCI that can cause change. Program refinement demands causal analyses that can help decision makers allocate start-up resources, and these decision makers will be assisted by thinking through the links between strategies and early outcomes. Summative program assessment demands strong counterfactuals (the stakes regarding misjudgments are high at this stage), multiple measures of effects, and strong theory to lead the search for confirming patterns in those effects. Finally, generalizability to other persons, places, and times requires a theory to help us make and investigate such generalizations. All this seems especially true with CCIs, given their extreme complexity.

The main caution for the CCI community (including funders) is that a premature push for "effects" studies is likely to be very unsatisfying. Too much time will be spent gathering too much data that will not get synthesized across efforts. In contrast, funding of CCIs should rest on the *prima facie* merit of their activities at the present time. Funders should encourage mixed inquiry techniques, theory building, and cross-site communication so the field can aggregate useful information over time.

*The contents of this edited volume are as follows:*

Evaluating Community Initiatives: A Progress Report (A.C. Kubisch, K. Fulbright-Anderson, & J.R. Connell)

### **A Theory of Change Approach to Evaluation**

Applying a Theory of Change Approach to the Evaluation of Comprehensive Community Initiatives: Progress, Prospects, and Problems (James R Connell and Anne C Kubisch)

Implementing a Theory of Change Evaluation in the Cleveland Community-Building Initiative: A Case Study (Sharon Milligan, Claudia Coulton, Peter York, and Ronald Register)

### **Reflections from Evaluation Practitioners**

The Virtue of Specificity in Theory of Change Evaluation (Susan Philliber)

Shaping the Evaluator's Role in a Theory of Change Evaluation (Prudence Brown)

Using a Theory of Change Approach in a National Evaluation of Family Support Programs (S.L. Kagan)

Applying the Theory of Change Approach to Two National, Multisite Comprehensive Community Initiatives (Scott Hebert and Andrea Anderson)

### **Issues in Measurement and Analysis**

Challenges of Measurement in Community Change Initiatives (Michelle Alberti Gambone)

Measuring Comprehensive Community Initiative Outcomes Using Data Available for Small Areas (Claudia Coulton and Robinson Hollister)

Establishing Causality in Evaluations of Comprehensive Community Initiatives (Robert C. Granger)

**What it looks like from a community-wide perspective**



Table 2 represents a work-in-progress sketching out major school-community initiatives in Los Angeles County. These are categorized in terms of initiatives to enhance (a) the capabilities of schools for meeting their educational mission, (b) agency linkages with school sites, (c) youth development, and (d) community improvement and development. (Also see Appendix D for a few profiles of major initiatives and a table highlighting the types of collaborative arrangements made throughout the county by projects funded through the state's school-linked services initiative called Healthy Start.)

Although Table 2 and Appendix D provide a wide variety of examples, it is important to keep in mind that most schools have developed only a few linkages, and most of these are limited in nature and scope. What is evident from analyses of the many school-community connections in Los Angeles County is that

- the possibilities for developing school-community partnerships are great, as are the potential benefits
- the creation by the County of eight Service Planning Area Councils offers a mechanism to support the movement for school-community partnerships.

However:

- even when the collaboration is at the district level, most of the current connections are limited to a small proportion of schools and to a small proportion of students in the participating schools
- most of the connections are informal ones
- most of the initiatives are formulated as special projects and are marginalized in daily operation
- many of the organizational and operational mechanisms put in place for specific collaborations are temporary in nature
- a policy structure to move such collaborations from projects to institutionalized practice has not been developed and thus sustainability is a major concern
- with the exception of Healthy Start projects, few collaborations are being evaluated using methodologically sound designs and measures
- Service Planning Area Councils have yet to focus in a potent way on their role in fostering effective school-community partnerships.

**Table 2**

**Four Overlapping Areas of School-Community Collaboration  
in Los Angeles County**

***I. Focus on Enhancing Schools' Capabilities to Meet Their Educational Mission***

***A. Business & Nonprofit Organizations and Foundations Working with Schools on School Reform***

**Examples:**

LAAMP, LEARN, Los Angeles Educational Partnership, New American Schools

***B. Parent Involvement in Schooling, Aides from the Community, and Volunteers***

**Examples:**

*Parents* -- PTA/PTSA groups; PTA Health Centers and Welfare Resources; parent centers at school sites Parent Action Leadership Teams; Parent Support Teams; parent training programs; parent mutual support groups; parent welcoming groups and peer buddies; parents involved on shared decision making (governance/management); invitations to parents and others in community to attend activities at school; mandated parent involvement (e.g., IEPs); parent volunteers

*Others from the community* -- volunteers (e.g., LAUSD DOVES, Kindergarten Intervention Project); community aides; advisory councils, committees, commissions, and task forces; community members providing safe passages to and from school

***C. District/School Outreaching to Agencies/Professional Volunteers\****

1. Seeking more services (medical, dental, social, psychological, vocational) and ways to improve service coordination (district-wide and at specific sites)

**Examples:**

Healthy Start Projects (see Table 3), School-Based and Linked Health/Mental Health Centers, Family Service Centers, Early Mental Health Initiative projects, connecting with medical/dental mobile vans, seeking pro bono professional services, bringing Neighborhood Youth Authority programs to school sites; establishing coordinating teams and councils, participating with L.A. County's Service Planning Area Councils, restructuring of school-owned health & human services, interfacing around specific problems (e.g., crisis situations, homeless youth, homebound/hospitalized youth, special education populations, communicable disease control; intergroup relations)

2. Establishing mechanisms and special collaborative programs to address other barriers to learning, facilitate learning, and support the school in general

**Examples:**

School Attendance Review Boards (SARB); pregnant and parenting minors program; safe, disciplined, and drug free schools programs; (DARE, SANE, MADD, Al-Anon, Alateen community school safe havens, gang-oriented programs; smoking cessation, nutrition); work experience/job programs; mentoring; high school academies; crime prevention programs; adult and career education; Adopt-A-School Program; special projects funded by philanthropic organizations, local foundations, and service clubs; TV station (e.g., KLCS-TV)

Table 2 (cont.)

## ***II. Agencies/Institutions/Professional Services Outreaching to Connect with Schools\****

### **Examples**

County health and human service departments are involved in a variety of outreach efforts

- >Health Services (CHDP, S-CHIP, dental fluoride, immunizations, health education, initiative for Medicaid Demonstration Project to develop a Healthy Students Partnership program with schools)
- >Mental Health (School mental health, AB3632, systems of care)
- >Children and Family Services (Education project/foster children, family preservation and support)
- >Public Social Services (child abuse reporting)

Local public and private hospitals and clinics, health and dental associations, managed care providers (SBHCs, mobile vans, health education.)

LA Childrens' Planning Council initiatives (Neighborhood 5A Service Centers, children's court liaison/probation programs/camp returnee programs/juvenile assistance diversion efforts)

Police/sheriff (DARE, SANE, Jeopardy)

Fire (safety)

District Attorney (truancy mediation, aid to victims)

City and County Departments for Parks and Recreation (after school programs)

City and County libraries (after school programs)

The range of other organizations and projects that outreach to schools is illustrated by Communities in Schools, Planned Parenthood, the Special Olympics, Youth Fair Chance, various civic events organizations, post secondary education institutions/student organizations (e.g., medical and dental projects, outreach to encourage college attendance, science education projects, tutoring)

## ***III. Youth Development (including recreation and enrichment)***

### **Examples**

Boys and Girls Club, Boys Scouts, Child/Youth Advocacy Task Force, Consolidated Youth Services Network, district youth academic support/recreational/enrichment programs (e.g., Mayors' Program -- L.A.'s Best, 21st Century Learning Community Centers, other after school programs), 4-H Club, Future Scientists and Engineers of America, Getty Arts Education Program, Head Start, Keep Youth Doing Something (KYDS), L.A. County Museum of Art Education Program, Music Center programs for school children, Special Olympics, Theater programs for school children, Teen Centers, Woodcraft Rangers, Y.M.C.A., Y.W.C.A., Youth Alliances and Commissions

Note: United Way and several other organizations have a long history of support for youth development. Currently, a number of recreation and enrichment organizations have set out to establish a group (Partners for Los Angeles Youth Enrichment and Recreation Services -- with the acronym of PLAYERS) to enhance coordination and advocacy for youth development.

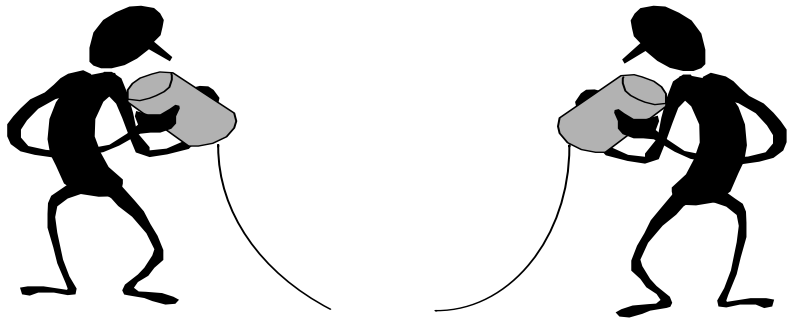
## ***IV. Community Improvement and Development***

### **Examples (in addition to all of the above)**

Americorps, California Conservation Corps/Clean and Green, California Department of Employment Development, Central Neighborhood Association, City of Long Beach Neighborhood Improvement Strategies, Committee for Multi-Racial Projects, Empowerment zones, Estrella Community Development Corporation, Glendale Literacy Coalition, LA Alliance for a Drug-Free Community, Neighborhood Watch, 186th Area Homeowners Assoc. & Community Action Network, Operation Safe Community, Pacoima Urban Village, Toberman Settlement House, Verdugo School-to-Career Coalition, Watts Labor Community Action Committee, Westminster Neighborhood Association

\*In some instances, the connection was made through mutual "outreach."

There is much to learn from all efforts to develop school-community partnerships.



Tables 2 and Appendices B, C, and D reflect efforts to map what is emerging. Based on mapping and analysis done to date, Table 3 highlights the wealth of community resources that should be considered in establishing family, community, and school connections.

The mechanisms that have been identified as key to the success of school-community partnerships are discussed in the section of this document that outlines how such collaborations are developed and maintained.

**Table 3**

**A Range of Community Resources that Could Be Part of a Collaboration**

*County Agencies and Bodies*

(e.g., Depts. of Health, Mental Health, Children & Family Services, Public Social Services, Probation, Sheriff, Office of Education, Fire, Service Planning Area Councils, Recreation & Parks, Library, courts, housing)

*Municipal Agencies and Bodies*

(e.g., parks & recreation, library, police, fire, courts, civic event units)

*Physical and Mental Health & Psychosocial Concerns Facilities and Groups*

(e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, "Friends of" groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers)

*Mutual Support/Self-Help Groups*

(e.g., for almost every problem and many other activities)

*Child Care/Preschool Centers*

*Post Secondary Education Institutions/Students*

(e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as Schools of Law, Education, Nursing, Dentistry)

*Service Agencies*

(e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

*Service Clubs and Philanthropic Organizations*

(e.g., Lions Club, Rotary Club, Optimists, Assistance League, men's and women's clubs, League of Women Voters, veteran's groups, foundations)

*Youth Agencies and Groups*

(e.g., Boys and Girls Clubs, Y's, scouts, 4-H, Woodcraft Rangers)

*Sports/Health/Fitness/Outdoor Groups*

(e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

*Community Based Organizations*

(e.g., neighborhood and homeowners' associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

*Faith Community Institutions*

(e.g., congregations and subgroups, clergy associations, Interfaith Hunger Coalition)

*Legal Assistance Groups*

(e.g., Public Counsel, schools of law)

*Ethnic Associations*

(e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-Pacific, Native American Organizations)

*Special Interest Associations and Clubs*

(e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

*Artists and Cultural Institutions*

(e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers' organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector's groups)

*Businesses/Corporations/Unions*

(e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters, school employee unions)

*Media*

(e.g., newspapers, TV & radio, local assess cable)

*Family members, local residents, senior citizens groups*

## Recommendations to Enhance School-Community Partnerships

Initiatives for enhancing school-community collaboration have focused heavily on integrated school-linked services. However, it is essential not to limit such partnerships to efforts to integrate services. School-community partnerships are about using resources in better ways to evolve the type of comprehensive, integrated approaches that are essential for addressing the complex needs of all youngsters, families, schools, and neighborhoods in the most cost-effective manner.

Ironically, policy simply calling for interagency collaboration to reduce fragmentation and redundancy with a view to greater efficiency may, in the long run, be counterproductive to improving school community connections. In too many instances, school-linked services result only in co-locating community agencies on school campuses. As these activities proceed, a small number of students receive services, but little connection is made with school staff and programs.

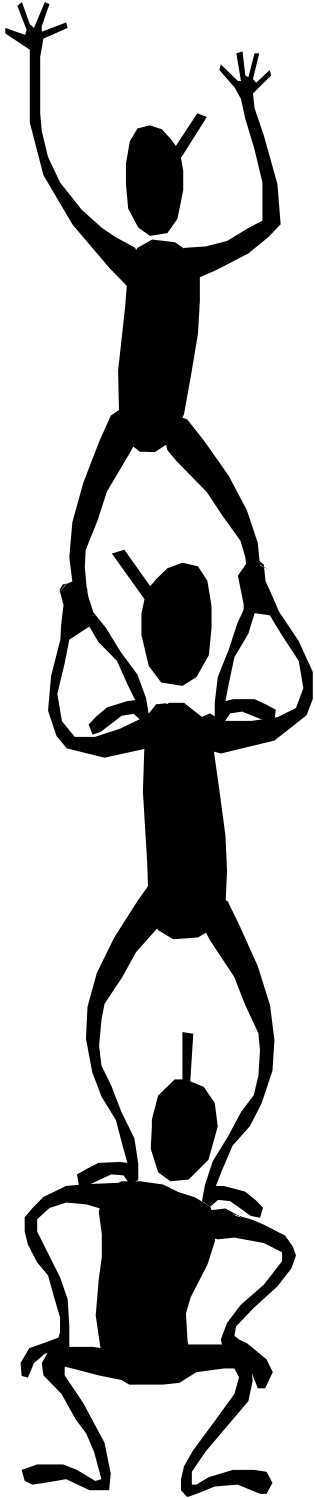
Needed:  
a high priority  
commitment  
& an overall  
strategy

Development of a comprehensive, multifaceted, and integrated approach that promotes the well being of *all* youngsters through strengthening youngsters, families, schools, and neighborhoods requires cohesive policy that facilitates blending of many public and private resources. In schools, this includes restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlement, safe and drug free school grants, and specially funded projects. This also involves connecting families of schools, such as high schools and their feeder middle and elementary schools to enhance efficiency and effectiveness and achieve economies of scale. In communities, the need is for better ways of connecting agency resources to each other and to schools. All this points to the need for (a) a high priority policy commitment to using school-community partnerships strategically to develop comprehensive, multifaceted approaches and to sustaining such partnerships, and (b) an overall strategy at each level for moving forward with efforts to weave school and community (public and private) resources together and generating renewal over time. The end product should be cohesive and potent school-community partnerships. With proper policy support, a comprehensive approach can be woven into the fabric of every school. Neighboring schools can be linked to share limited resources and achieve powerful school community connections.



Needed . . .	Effective school-community partnerships appear to require a linked, cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy those school and community resources being used ineffectively.
enhanced policy cohesion	Policy must
changes in governance	<ul style="list-style-type: none"> <li>• move existing <i>governance</i> toward shared decision making and appropriate degrees of local control and private sector involvement -- a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members</li> </ul>
creation of mechanisms for change	<ul style="list-style-type: none"> <li>• create <i>change teams and change agents</i> to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time</li> </ul>
designated leadership	<ul style="list-style-type: none"> <li>• delineate high level <i>leadership assignments</i> and underwrite essential <i>leadership/management training</i> related to the vision for change, how to effect such changes, how to institutionalize the changes, and how to generate ongoing renewal</li> </ul>
mechanisms for managing and enhancing resources	<ul style="list-style-type: none"> <li>• establish institutionalized <i>mechanisms to manage and enhance resources</i> for school-community partnerships and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)</li> </ul>
adequate support for capacity building	<ul style="list-style-type: none"> <li>• provide adequate funds for <i>capacity building</i> related to both accomplishing desired system changes and enhancing intervention quality over time -- a key facet of this is a major investment in staff recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work</li> </ul>
sophisticated accountability	<ul style="list-style-type: none"> <li>• use a sophisticated approach to <i>accountability</i> that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves over time into evaluation of long-range indicators of impact. (Here, too, technologically sophisticated and integrated management information systems are essential.)</li> </ul>

Such a strengthened policy focus would allow personnel to build the continuum of interventions needed to make a significant impact in addressing the health, learning, and well being of all youth through strengthening youngsters, families, schools, and neighborhoods.



In general, the movement toward integrated services and school-community collaboration aims at enhancing access to services by youth and their families, reducing redundancy, improving case management, coordinating resources, and increasing effectiveness. Obviously, these are desirable goals. In pursuing these ends, however, it is essential not to limit thinking to the topics of coordinating community services and collocation on school sites. For one thing, such thinking downplays the need to also restructure the various education support programs and services that schools own and operate. Initiatives for school-community collaboration also have led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in economically impoverished locales is woefully inadequate. In situation after situation, it has become evident that after the first few sites demonstrating school-community collaboration are in place, community agencies find they have stretched their resources to the limit. Policy makers must remember that as important as it is to reform and restructure health and human services, accessible and high quality services are only one facet of a comprehensive and cohesive approach for strengthening families and neighborhoods.

## **Partnerships in Rural School Districts**

Taking into account both the opportunities and challenges posed by conditions of rural life, educators can work to involve parents by setting up programs that include features with well-documented, positive results (see Bauch, 1994; Davies, 1991; Hinson, 1990; Swick, 1991). Among the features most often recommended are

- Parent enrollment in adult education and parenting education programs
- Cooperative strategies for extending the school curriculum beyond the school walls
- Efforts to help parents provide learning experiences at home
- Home visits by personnel trained to facilitate home-school communication
- In-classroom involvement of parents, business leaders, and citizens
- Summer enrichment programs for both parents and children
- Community-based learning
- Use of school facilities for community activities
- University participation in an advisory and supportive role

Programs that combine these features are indeed extensive, recognizing both strengths and weaknesses that parents may bring to partnerships with their children's schools. Such programs recognize that parenting improves when parents feel effective in a variety of adult roles. But they also take into account the fact that schooling improves when a variety of adults share their talents and model successful strategies of life management. Moreover, when community and business organizations have a visible presence in classroom life, students are more likely to see a meaningful connection between their studies and their eventual success in the workplace.

*Excerpted from S. Maynard & A. Howley (1997).  
Parent and Community Involvement in Rural Schools.  
ERIC# - ED408143      <http://eric.ed.gov>*

*Excerpt from*

School Reform Proposals: The Research Evidence (2002)

Alex Molnar, Editor

Education Policy Studies Laboratory/Education Policy Research Unit

Arizona State University

<http://www.asu.edu/educ/epsl/EPRU/documents/EPRU%202002-101/epru-2002-101.htm>

## Public Schools and Their Communities

### Executive Summary

#### **Summary of Research Findings**

Although limited largely to case studies, research has documented a wide range of programs that have expanded public schools' involvement with the communities in which they operate. Such programs face a variety of challenges that range from institutional rivalries to competition for scarce financial resources. Operated effectively, however, they can contribute to improved achievement by students living in poverty.

#### **Recommendations**

- Basic parental involvement programs should be enhanced to include multiple opportunities for formal and informal communication between school personnel and parents.
- Parental involvement programs should be developed that embrace the ethnic, linguistic, cultural, racial, and religious diversity of the parents.
- Parental involvement programs should be designed to be sensitive to the special needs of poor parents, single parents, parents with large families, and those families where both parents work outside of the home.
- Written materials should be provided in the language with which parents are the most familiar.
- Schools and other social organizations wishing to provide school-linked services should carefully consider the scope, funding needs, organizational and professional complexities, and types of services to be offered.
- Funding for new community involvement projects should be kept consistent and stable. The bigger and more complex the project, the greater the need for adequate funding.
- Extra-curricular programs should be kept vital to help foster strong parental involvement.
- Educational leaders and policy makers should be encouraged to reconceptualize the public school as a vital economic resource that must be nurtured.

## Section II: Building and Maintaining Effective Collaboratives

### Building and Maintaining Effective Collaboratives

- Creating readiness for collaboration and new ways of doing business
- Exhibit 1: About collaborative infrastructure

### Building from Localities Outward

- Table 4: An overview of steps in moving school-community partnerships from projects to wide-spread practice

### Mechanisms

- Steering mechanism
- Local collaborative bodies
- Administrative leads
- Staff leads
- Lessons learned from the New Jersey School Based Youth Services Program

### A Multi-Locality Collaborative

- Resource Coordinating Councils
- County & regional planning groups
- System-wide mechanisms
- Local Management Boards
- Lessons Learned

### Barriers to Collaboration

## Building and Maintaining Effective Collaboratives

*F*rom a policy perspective, efforts must be made to guide and support the building of collaborative bridges connecting school, family, and community. For schools not to marginalize such efforts, the initiative must be fully integrated with school improvement plans. There must be policy and authentic agreements. Although formulation of policy and related agreements take considerable time and other resources, their importance cannot be overemphasized. Failure to establish and successfully maintain effective collaboratives probably is attributable in great measure to proceeding without the type of clear, high level, and long-term policy support that ends the marginalization of initiatives to connect families-communities-schools.

*Systemic changes  
are essential . . .*

*and this requires  
policy buy-in  
and leadership*

Given that all involved parties are committed to building an effective collaboration, the key to doing so is an appreciation that the process involves significant systemic changes. Such an appreciation encompasses both a vision for change and an understanding of how to effect and institutionalize the type of systemic changes needed to build an effective collaborative infrastructure. The process requires changes related to governance, leadership, planning and implementation, and accountability. For example:

- Existing governance must be modified over time. The aim is shared decision making involving school and community agency staff, families, students, and other community representatives.
- High level leadership assignments must be designated to facilitate essential systemic changes and build and maintain family-community-school connections.
- Mechanisms must be established and institutionalized for analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening collaborative efforts.

Evidence of appropriate policy support is seen in the adequacy of funding for *capacity building* to (a) accomplish desired system changes and (b) ensure the collaborative operates effectively over time. Accomplishing systemic changes requires establishment of temporary facilitative mechanisms and providing incentives, supports, and training to enhance commitment to and capacity for essential changes. Ensuring effective collaboration requires institutionalized mechanisms, long-term capacity building, and ongoing support.

*Much more is involved than implementing demonstration projects*

Efforts to establish effective school-community collaboratives also require much more than implementing demonstrations at a few sites. Policies and processes are needed to ensure such partnerships are developed and institutionalized to meet the needs of all youngsters, families, schools, and neighborhoods. This involves what often is called diffusion, replication, roll out, or scale-up.

For the most part, researchers and reformers interested in school-community initiatives have paid little attention to the complexities of large-scale diffusion. Furthermore, leadership training has given short shrift to the topic of scale-up. Thus, it is not surprising that proposed systemic changes are not accompanied with the resources necessary to accomplish the prescribed changes throughout a county or even a school-district in an effective manner. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes.

In reading the following, think about major school-community partnerships designed to evolve a comprehensive, multifaceted, and integrated approach. The intent is to create a cohesive set of well-coordinated, and where feasible integrated, programs and services. Such an approach evolves by building a *continuum of programs/ services* -- from primary prevention to treatment of chronic problems -- using a *continuum of interveners, advocates, and sources of support* (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professional staff, specialists). Building such a component requires blending resources. Thus, the emphasis throughout is on *collaboration* -- cooperation, coordination, and, where viable, integration -- among all school and community resources.



In pursuing major systemic restructuring, a complex set of interventions is required. These must be guided by a sophisticated scale-up model that addresses substantive organizational changes at multiple levels. A scale-up model is a tool for systemic change. It addresses the question "How do we get from here to there?" Such a model is used to implement a vision of organizational aims and is oriented toward results.

*Successful systemic change begins with a model that addresses the complexities of scale-up*

The vision for *getting from here to there* requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. These include creating an infrastructure and operational mechanisms for

- *creating readiness*: enhancing the climate/culture for change;
- *initial implementation*: adapting and phasing-in a prototype with well-designed guidance and support;
- *institutionalization*: ensuring the infrastructure maintains and enhances productive changes;
- *ongoing evolution*: creative renewal.

In the following discussion, we take as given that key mechanisms for implementing systemic changes have been established. These mechanisms are essential when school-community partnerships are to be established on a large-scale.

The real difficulty in changing the course of any enterprise lies not in developing new ideas but in escaping old ones.

**John Maynard Keynes**

*Major system change is not easy, but the alternative is to maintain a very unsatisfactory status quo.*



## **Creating Readiness for Collaboration and New Ways of Doing Business**

***Matching motivation and capabilities.*** Success of efforts to establish an effective collaborative depends on stakeholders' motivation and capability. Substantive change is most likely when high levels of positive energy can be mobilized and appropriately directed over extended periods of time. Among the most fundamental errors related to systemic change is the tendency to set actions into motion without taking sufficient time to lay the foundation needed for substantive change. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. This calls for strategies that establish and maintain an effective match with the motivation and capabilities of involved parties.

***Motivational readiness.*** The initial focus is on communicating essential information to key stakeholders using strategies that help them understand that the benefits of change will outweigh the costs and are more worthwhile than the status quo or competing directions for change. The strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be "enticing," emphasize that costs are reasonable, and engage them in processes that build consensus and commitment). Sufficient time *must* be spent creating motivational readiness of key stakeholders and building their capacity and skills.

***And readiness is an everyday concern.*** All changes require constant care and feeding. Those who steer the process must be motivated and competent, not just initially but over time. The complexity of systemic change requires close monitoring of mechanisms and immediate follow up to address problems. In particular, it means providing continuous, personalized guidance and support to enhance knowledge and skills and counter anxiety, frustration, and other stressors. To these ends, adequate resource support must be provided (time, space, materials, equipment) and opportunities must be available for increasing ability and generating a sense of renewed mission. Personnel turnover must be addressed by welcoming and orienting new members.

***A note of caution.*** In marketing new ideas, it is tempting to accentuate their promising attributes and minimize complications. For instance, in negotiating agreements for school connections, school policy makers frequently are asked simply to sign a memorandum of understanding, rather than involving them in processes that lead to a comprehensive, informed commitment. Sometimes they agree mainly to obtain extra resources; sometimes they are motivated by a desire to be seen by constituents as doing *something* to improve the school. This can lead to premature implementation, resulting in the form rather than the substance of change.

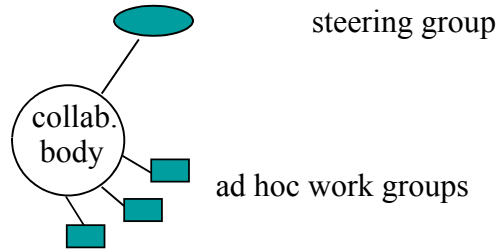
## Exhibit 1

### About Collaborative Infrastructure

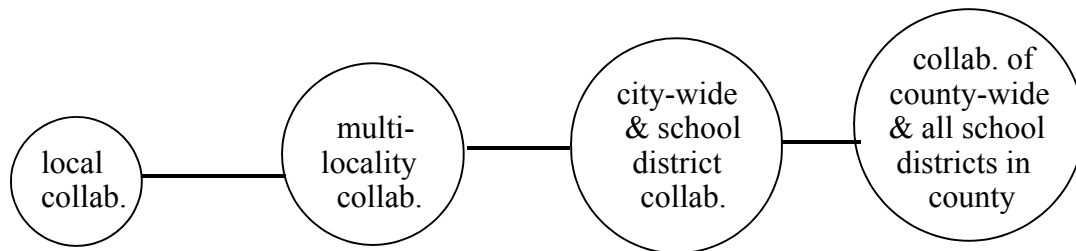
#### *Basic Collaborative Infrastructure\**

Who should be at the table?

- >families<sup>1</sup>
- >schools<sup>2</sup>
- >communities<sup>3</sup>



#### *Connecting Collaboratives at All Levels\**



\*Collaborations can be organized by any group of stakeholders. Connecting the resources of families and the community through collaboration with schools is essential for developing comprehensive, multifaceted programs and services. At the multi-locality level, efficiencies and economies of scale are achieved by connecting a complex (or “family”) of schools (e.g., a high school and its feeder schools). In a small community, such a complex often is the school district. Conceptually, it is best to think in terms of building from the local outward, but in practice, the process of establishing the initial collaboration may begin at any level.

<sup>1</sup>*Families.* It is important to ensure that all who live in an area are represented – including, but not limited to, representatives of organized family advocacy groups. The aim is to mobilize all the human and social capital represented by family members and other home caretakers of the young.

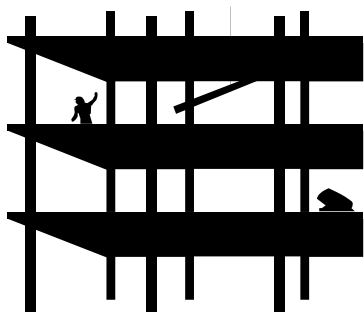
<sup>2</sup>*Schools.* This encompasses all institutionalized entities that are responsible for formal education (e.g., pre-K, elementary, secondary, higher education). The aim is to draw on the resources of these institutions.

<sup>3</sup>*Communities.* This encompasses all the other resources (public and private money, facilities, human and social capital) that can be brought to the table at each level (e.g., health and social service agencies, businesses and unions, recreation, cultural, and youth development groups, libraries, juvenile justice and law enforcement, faith-based community institutions, service clubs, media). As the collaborative develops, additional steps must be taken to outreach to disenfranchised groups.

## Building from Localities Outward

*The focus is first on what is needed at the school-neighborhood level . . .*

*. . . then on ways several school-neighborhood partners can work together and, finally, on what system-wide resources can do to support local collaborations*



In developing an effective collaborative, an infrastructure of organizational and operational mechanisms at all relevant levels are required for oversight, leadership, capacity building, and ongoing support (e.g., see Exhibit 2). Such mechanisms are used to (a) make decisions about priorities and resource allocation, (b) maximize systematic planning, implementation, maintenance, and evaluation, (c) enhance and redeploy existing resources and pursue new ones, and (d) nurture the collaborative. At each level, such tasks require pursuing a proactive agenda.

An effective family-community-school collaboration must coalesce at the local level. Thus, a school and its surrounding community are a reasonable focal point around which to build an infrastructure. Moreover, primary emphasis on this level meshes nicely with contemporary restructuring views that stress increased school-based and neighborhood control.

Thus, first the focus is on mechanisms at the school-neighborhood level. Then, based on analyses of what is needed to facilitate and enhance efforts at a locality, mechanisms are conceived that enable several school-neighborhood collaborations to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to provide support for what each locality is trying to develop.

An infrastructure of organizational and operational mechanisms at all levels are required for oversight, leadership, resource development, and ongoing support. Such mechanisms provide ways to (a) arrive at decisions about resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involvement. They also call for redeployment of existing resources, as well as finding new ones.

Awareness of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the caution that the type of large-scale restructuring described below is not a straightforward sequential process. Rather, the changes emerge in overlapping and spiraling phases. Nevertheless, it helps to have an overview of steps involved (see Table 4).

**Table 4**

**An Overview of Steps in Moving School-Community Partnerships  
from Projects to Wide-Spread Practice**

The following outline applies the phases for systemic change to the problem of establishing a large-scale initiative for school-community partnerships. Clearly, such an initiative requires major systemic restructuring at all levels. At each level, a critical mass of key stakeholders and their leadership must understand and commit to restructuring plans. The commitment must be reflected in policy statements and creation of an infrastructure that ensures necessary leadership and resources and on-going capacity building. Such an infrastructure must include a variety of mechanisms for reviewing, analyzing, and redeploying the various funding sources that underwrite current programs and services.

As a guide for planning, implementation, and evaluation, the process is conceived in terms of four phases covering fourteen major steps:

*Phase 1: Creating Readiness*

- Build interest and consensus for enhancing school-community partnerships as a key strategy in developing a comprehensive, multifaceted continuum of programs and services
- Introduce basic ideas to relevant groups of stakeholders (e.g., those involved with schools, agencies, community based organizations)
- Establish a policy framework -- the leadership groups at each level should establish a policy commitment to enhancing school-community partnerships as a key strategy in developing a comprehensive, multifaceted continuum of programs and services
- Identify leaders for this initiative at all systemic levels to carry responsibility and accountability for ensuring that policy commitments are carried out in a substantive manner

*Phase 2 : Initial Implementation*

- Establish a system-wide steering group, local steering groups, and an infrastructure to guide the process of change; provide all individuals involved in guiding the change process with leadership and change agent training
- Formulate specific plans for starting-up and phasing in the large-scale initiative

#### Table 4 (cont.)

- Establish and train resource-oriented groups at each level -- beginning with resource-oriented teams at each locality, then Resource Coordinating Councils for working across a group of localities and for interfacing with Service Area Planning Councils, and finally system-wide bodies
- Reorganize and cluster programmatic activity into a relatively delimited number of areas that are staffed in a cross disciplinary manner (e.g., delineate a delimited set of programs and services for facilitating healthy development and productive learning and for addressing barriers to development and learning -- spanning concerns for problem prevention, early intervention, and treatment)
- Create mechanisms for effective communication, sharing, and problem solving to ensure the initiative is implemented effectively and is highly visible to all stakeholders
- Use Resource Coordinating Councils, Service Planning Area Councils, and system-wide resource coordinating groups to identify additional school district and community resources that might be redeployed to fill program/service gaps;
- Establish a system for quality improvement

#### *Phase 3 : Institutionlization*

- Develop plans for maintaining the large-scale initiative for school-community partnerships (e.g., strategies for demonstrating results and institutionalizing the necessary leadership and infrastructure)
- Develop strategies for maintaining momentum and progress (e.g., ongoing advocacy and capacity building -- paying special attention to the problem of turnover and newcomers; systems for quality assurance and regular data reporting; ongoing formative evaluations to refine infrastructure and programs)

#### *Phase 4: Ongoing Evolution*

- Develop a plan to generate creative renewal (e.g., continue to expand support for school-community partnerships, enhance leadership training, celebrate accomplishments, add innovations)

Policymakers and administrators must ensure the necessary infrastructure is put in place for

- *weaving existing activity together*
- *evolving programs*
- *reaching out to enhance resources*

If the essential programs are to play out effectively at a locality, policy makers and administrators must ensure that the necessary infrastructure is put in place. From a local perspective, there are three overlapping challenges in moving from piecemeal approaches to an integrated approach. One involves weaving existing activity together. A second entails evolving programs so they are more effective. The third challenge is to reach out to other resources in ways that expand the partnership. Such outreach encompasses forming collaborations with other schools, establishing formal linkages with community resources, and reaching out to more volunteers, professionals-in-training, and community resources.

### **Mechansims**

Meeting the above challenges requires development of a well-conceived infrastructure of mechanisms that are appropriately sanctioned and endorsed by governing bodies. Besides basic resources, key facets of the infrastructure are designated leaders (e.g., administrative, staff) and work group mechanisms (e.g., resource- and program-oriented teams).

At the most basic level, the focus is on connecting families and community resources with one school. At the next level, collaborative connections may encompass a cluster of schools (e.g., a high school and its feeder schools) and/or may coalesce several collaboratives to increase efficiency and effectiveness and achieve economies of scale. Finally, “system-wide” (e.g., district, city, county) mechanisms can be designed to provide support for what each locality is trying to develop.

### *Steering mechanism*

All collaboratives need a core team who agree to steer the process. These must be competent individuals who are highly motivated – not just initially but over time. The complexity of collaboration requires providing continuous, personalized guidance and support to enhance knowledge and skills and counter anxiety, frustration, and other stressors. This entails close monitoring and *immediate* follow-up to address problems.

*A resource-oriented collaborative body for a local school & neighborhood*

Local collaborative bodies should be oriented to enhancing and expanding resources. This includes such functions as reducing fragmentation, enhancing cost-efficacy by analyzing, planning, and redeploying resources, and then coordinating, integrating, monitoring, evaluating, and strengthening ongoing systemic organization and operations. Properly constituted with school, home, and community representatives, such a group develops an infrastructure of work teams to pursue collaborative functions. To these ends, there must be (a) adequate resources (time, space, materials, equipment) to support the infrastructure, (b) opportunities to increase ability and generate a sense of renewed mission, and (c) ways to address personnel turnover quickly so new staff are brought up to speed. Because work or task groups usually are the mechanism of choice, particular attention must be paid to increasing levels of competence and enhancing motivation of all stakeholders for working together. More generally, stakeholder development spans four stages: orientation, foundation-building, capacity-building, and continuing education.

Based on lessons learned, one good starting place is to establish a resource-oriented team (e.g., a Resource Coordinating Team) at a specific school. Properly constituted, a resource team leads and steers efforts to maintain and improve a multifaceted and integrated approach. This includes developing local partnerships. Such a team helps reduce fragmentation and enhances cost-efficacy by analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts.

To ensure programmatic activity is well-planned, implemented, evaluated, maintained, and evolved, the resource/steering team, in turn, helps establish and coordinate local program teams. In forming such teams, identifying and deploying enough committed and able personnel may be difficult. Initially, a couple of motivated and competent individuals can lead the way in a particular program area -- with others recruited over time as necessary and/or interested. Some "teams" might even consist of one individual. In some instances, one team can address more than one programmatic area. Many localities, of course, are unable to simultaneously develop many new program areas. Such localities must establish priorities and plans for how to develop and phase in new programs. The initial emphasis should be on meeting the locality's most pressing needs, such as enhancing services assistance, responding to crises, and pursuing ways to prevent garden variety learning, behavior, and emotional problems.

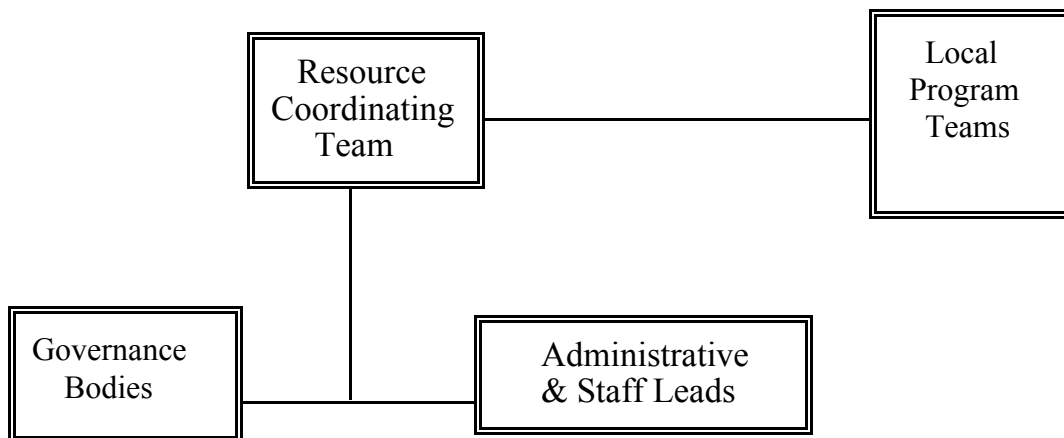
- *administrative leads*

Most schools and agencies do not have an administrator whose job definition includes the leadership role and functions necessary to accomplish the above objectives. This is not a role for which most principals or agency heads have time. Thus, it is imperative to establish a policy and restructure jobs to ensure there are *site administrative leads* whose job encompasses this responsibility. Such persons must sit on the resource team (described above) and then represent and advocate the team's recommendations whenever governance and administrative bodies meet -- especially at meetings when decisions are made regarding programs and operations (e.g., use of space, time, budget, and personnel).

- *staff leads*

Finally, *staff leads* can be identified from the cadre of line staff who have interest and expertise with respect to school-community partnerships. If a locality has a center facility (e.g., Family or Parent Resource Center or a Health Center), the center's coordinator would be one logical choice for this role. Staff leads also must sit on the above described resource team and be ready to advocate at key times for the team's recommendations at meetings with administrative and governance bodies.

Besides facilitating the development of a potent approach for developing school-community partnerships, administrative and staff leads play key roles in daily implementation, monitoring, and problem solving related to such efforts.



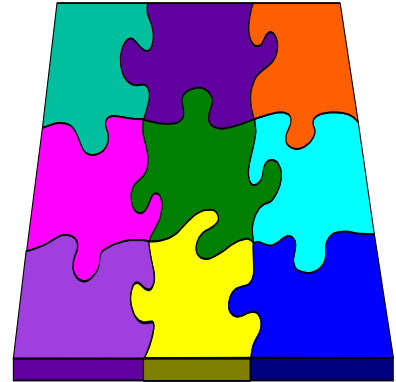
As will be evident on the following pages, conceptualization of the necessary local level infrastructure helps clarify what supportive mechanisms should be developed to enable several school-neighborhood collaborations to work together and what is needed to at system-wide levels to support localities



## *Lessons Learned*

from the New Jersey School Based Youth Services Program

The New Jersey School Based Youth Services Program, approaching community-school connections from the community side of the equation, reports the following eight factors as most affecting the strength of their school-community partnerships.



- (1) The welcome by the school administration, especially the provision of adequate space and liaison personnel.
- (2) The ability of the Managing Agency to provide support and supervision.
- (3) The strength of the Community Board, Advisory Board and connections to community agencies.
- (4) The strength, flexibility and competence of staff who interact with youth and school personnel.
- (5) The strength of parent support for the program.
- (6) The ability and willingness of staff and the managing agency to write grant proposals for special efforts.
- (7) Maximizing the use of state technical assistance.
- (8) Self evaluation and use of all evaluation.

## A Multi-Locality Collaborative

Because adjoining localities have common concerns, they may have programmatic activity that can use the same resources. Many natural connections exist in catchment areas serving a high school and its feeder schools. For example, the same family often has children attending all levels of schooling at the same time. In addition, some school districts and agencies already pull together several geographically-related clusters to combine and integrate personnel and programs. Through coordination and sharing at this level, redundancy can be minimized and resources can be deployed equitably and pooled to reduce costs.

Toward these ends, a multi-locality collaborative can help (a) coordinate and integrate programs serving multiple schools and neighborhoods, (b) identify and meet common needs for stakeholder development, and (c) create linkages and enhance collaboration among schools and agencies. Such a group can provide a broader-focused mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a comprehensive continuum of programs and services. With respect to linking with community resources, multi-locality collaboratives are especially attractive to community agencies that often don't have the time or personnel to link with individual schools.

One natural starting point for local and multi-locality collaboratives are the sharing of need-assessments, resource mapping, analyses, and recommendations for addressing community-school violence and developing prevention programs and safe school and neighborhood plans.

### **Resource Coordinating Councils**

A multi-locality *Resource Coordinating Council* provides a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such councils can be particularly useful for integrating neighborhood efforts and those of high schools and their feeder middle and elementary schools. (This clearly is important in connecting with those families who have youngsters attending more than one level of schooling in the same cluster.) With respect to linking with community resources, multi-locality teams are especially attractive to community agencies who often don't have the time or personnel to link with individual schools. To these ends, 1 to 2 representatives from each local resource team can be chosen to form a council and meet at least once a month and more frequently as necessary. Such a mechanism helps (a) coordinate and integrate programs serving multiple schools and neighborhoods, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and agencies. More generally, the council provides a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a comprehensive continuum of programs and services. Natural starting points for councils are the sharing of needs assessment, resource mapping, analyses, and recommendations for reform and restructuring. Specific areas of initial focus may be on such matters as addressing community-school violence and developing prevention programs and safe school and neighborhood plans.

County and Regional  
Planning Groups

Representatives from Resource Coordinating Councils would be invaluable members of county and regional planning groups. They would bring information about specific schools and clusters of schools and local neighborhoods and would do so in ways that reflect the importance of school-community partnerships (see box).

System-wide  
mechanisms

Local and multi-site mechanisms are not sufficient. System-wide policy guidance, leadership, and assistance are required. With respect to establishing a comprehensive continuum of programs and services, a system-wide *policy* commitment represents a necessary foundation.

*Mechanisms that  
seem essential are:*

- *a system-wide leader*

Then, system-wide mechanisms must be established. Development of such mechanisms should reflect a clear conception of how each supports local activity. Several system-wide mechanisms seem essential for coherent oversight and leadership in developing, maintaining, and enhancing comprehensive approaches involving school-community partnerships. One is a *system-wide leader* with responsibility and accountability for the system-wide vision and strategic planning related to (a) developing school-community collaborations to evolve comprehensive approaches and (b) ensuring coordination and integration of activity among localities and system-wide. The leader's functions also encompass evaluation, including determination of the equity in program delivery, quality improvement reviews of all mechanisms and procedures, and ascertaining results.

- *a system-wide leadership group*

Two other recommended mechanisms at this level are a *system-wide leadership group* and a *resource coordinating body*. The former can provide expertise and leadership for the ongoing evolution of the initiative; the latter can provide guidance for operational coordination and integration across the system. The composition for these will have some overlap. The system-wide resource coordinating body should include representatives of multi-locality councils and Service Planning Area Councils. The leadership group should include (a) key administrative and line staff with relevant expertise and vision, (b) staff who can represent the perspectives of the various stakeholders, and (c) others whose expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand.

- *a system-wide resource coordinating body*

- *Board of Education Standing Committee*

Matters related to comprehensive approaches best achieved through school-community partnerships appear regularly on the agenda of local school boards. The problem is that each item tends to be handled in an ad hoc manner, without sufficient attention to the “Big Picture.” One result is that the administrative structure in the school district is not organized in ways that coalesce its various functions (programs, services) for addressing barriers and promoting healthy development. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains the fragmented policies and practices that characterize efforts to address barriers. Boards of Education need a standing committee that deals in-depth and consistently with these functions so they are addressed in more cohesive and effective ways. Such a committee can help ensure policy and practice are formulated in a cohesive way based on a big picture perspective of how all the various resources and functions relate to each other.

Ultimately, it is Boards of Education and community governance and planning bodies that must ensure an enduring policy commitment, resources, and planning for comprehensive and cohesive approaches encompassing school-community partnerships. This calls for formal connections between community planning bodies and boards of education with respect to analyzing the current state of the art, developing policy, and ensuring effective implementation.

### ***Local Management Boards***

#### Collaboration Initiated by the Legislature Across an Entire State

In 1989, the governor of Maryland issued an Executive Order creating the Subcabinet for Children, Youth and Families. In 1990, a Statute was enacted requiring each local jurisdiction to establish a Local Governing Entity now known as Local Management Boards. (§11, Article 49D, Annotated Code of Maryland). By 1997, Local Management Boards (LMBs) were operating in all 24 jurisdictions.

LMBs are the core entity established in each jurisdiction to stimulate joint action by State and local government, public and private providers, business and industry, and community residents to build an effective system of services, supports and opportunities that improve outcomes for children, youth and families. An example of this process for connecting families, communities, and schools is the partnership established in Anne Arundel County created by county government in December 1993.

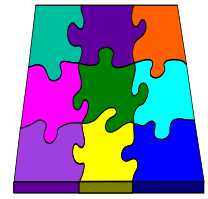
As described by the Anne Arundel Local Management Board (LMB), they are a collaborative board responsible for interagency planning, goal-setting, resource allocation, developing, implementing, and monitoring interagency services to children and their families. Their mission is to enhance the well-being of all children and their families in Anne Arundel County. All of their work focuses on impacting the result of "children safe in their families and communities" with goals and priorities established by the Board Members through a Community Needs process completed in October 1997. The consortium consists of representatives of public and private agencies appointed by the Anne Arundel County Executive who serve children and families and private citizens. Membership includes: County Public Schools, Department of Social Services, Department of Juvenile Justice, Department of Health/Mental Health, County Mental Health Agency, Inc. (Core Service Agency), County Recreation and Parks, County Government, and Private Citizens (e.g., private providers, advocacy groups, parents, and other consumers). Private citizens can comprise up to 49% of the membership. Board Members are appointed by the County Executive for a term of four years.

In pursuing their mission, they (a) foster collaboration among all public and private partners; (b) plan a wide array of services; (c) coordinate and pool resources; (d) monitor and evaluate the effectiveness of programs; and (e) provide a forum for communication and advocacy. For instance, the LMB develops community plans for providing comprehensive interagency services with guidelines established by the Subcabinet for Children, Youth, and Families. Examples of program initiatives include:

- >Positive Parenting Programs      >Kinship Care Support Groups      >Mom and Tots Support Groups
- >Police "Teen Opportunity Programs"      >Safe Haven Runaway Shelter      >Juvenile Intervention Programs
- >After-School Middle School Programs for At-Risk Youth      >Youth and Family Services
- >Disruptive Youth Program      >Mobile Crisis Team      >Second Step Curriculum
- >Success by 6      >School-Community Centers Program

For more information: <http://www.aacounty.org/LocalMgmtBoard/index.cfm>

# Lessons Learned



The following ideas were circulated by the Human Interaction Research Institute\* at a conference on the care and feeding of community partnerships. They were derived from a review of the research literature on the effectiveness of partnerships.

## (1) Factors Influencing the Success of Partnerships

### • **Environmental Characteristics**

- >there is a history of collaboration or cooperation in the community
- >the partnership is seen as a leader in the community
- >the overall political/social climate is favorable to the goals of the partnership

### • **Membership Characteristics**

- >there is mutual respect, understanding and trust among, the partners
- >there is an appropriate cross-section of members from the community at large
- >partners all see collaboration as in their self-interest
- >there is a reasonable ability to compromise in operating the partnership

### • **Process/Structure Characteristics**

- >partners share a stake in both process and outcome
- >there are multiple layers of decision-making in the partnership
- >there is a reasonable amount of flexibility in how the partnership operates
- >there are clear roles and policy guidelines are developed
- >there is a willingness to adapt the structure and goals of the partnership as needed

### • **Communication Characteristics**

- >there is open and frequent communication among the partners
- >the partners have established informal and formal communication links

### • **Purpose Characteristics**

- >there are concrete, attainable goals and objectives for the partnership
- >there is an overall shared vision of what the partnership aims to do
- >there is a well-defined, unique purpose against other goals of community groups

### • **Resource Characteristics**

- >there are sufficient funds to operate the partnership
- >there is a skilled convener to bring the partners together

\*Human Interaction Research Institute  
Northridge, CA. Ph. 818/677-2550.

## (2) Challenges of Partnerships

- Distrust of the partnership process itself among certain elements of the partnering organizations or within the host community
- "Bad history" from previous partnerships in the same community
- Becoming more concerned with perpetuation of the partnership rather than with the issues it was formed to address
- Being the product of a top-down rather than bottom-up creation
- Difficulties in recruiting staff able to work in the complex environment of a coalition
- Difficulties in maintaining viability when a leader or founding partner leaves (regardless of the reason for the departure)

## (3) Learnings About Multicultural Aspects of Partnerships

- Strategies for handling cultural stereotypes within the partnership's own leadership are planned and implemented
- Partners develop and share a basic vision rather than merely looking for an exchange of opportunities among different racial/ethnic groups
- There are efforts to build social capital in the community - going beyond specific issue-oriented work

## (4) Sustaining Partnerships

The likelihood of partnerships continuing over time is increased by:

- Implementing strategic methods for *conflict resolution* within the partnership, including an open acknowledgment that conflict is both inevitable and healthy in a body of this sort, so it will always have to be dealt with
- Implementing "advance strategies" for dealing with *leadership burnout* and *transition* - again, acknowledging that such shifts are a normal, healthy part of a partnership's life cycle
- Developing and implementing approaches to *long-term resource acquisition* - maintaining the flow of needed fiscal and human resources into the partnership. Funders can help partnerships by earmarking funds for capacity development, or for a planning grant to start up the partnership with attention to these longer-term issues.

*Barriers to  
Collaboration*

*B*arriers to collaboration arise from a variety of institutional and personal factors. A fundamental institutional barrier to family-community-school collaboration is the degree to which efforts to establish such connections are *marginalized* in policy and practice. The extent to which this is the case can be seen in how few resources most schools deploy to build effective collaboratives.

*Marginalization is the  
fundamental barrier*

And, even when a collaboration is initiated, the matters addressed usually are marginalized. For example, many groups spend a great deal of effort on strategies for increasing client access to programs and services and reducing the fragmentation associated with piecemeal, categorically funded programs (e.g., programs to reduce learning and behavior problems, substance abuse, violence, school dropouts, delinquency, and teen pregnancy). However, problems of access and fragmentation stem from marginalization, and this barrier remains a major deterrent to successful collaboration.

*Collaboration is  
a developing  
process . . .*

*it must be continuously  
nurtured, facilitated,  
and supported, and special  
attention  
must be given to  
overcoming institutional  
& personal barriers*

Institutional barriers are seen when existing policy, accountability, leadership, budget, space, time schedules, and capacity building agendas are nonsupportive of efforts to use collaborative arrangements effectively and efficiently to accomplish desired results. Nonsupport may simply take the form of benign neglect. More often, it stems from a lack of understanding, commitment, and/or capability related to establishing and maintaining a potent infrastructure for working together and for sharing resources. Occasionally, nonsupport takes the ugly form of forces at work trying to actively undermine collaboration.

Examples of institutional barriers include:

- policies that mandate collaboration but do not enable the process by reconciling divergent accountability pressures that interfere with using resources optimally
- policies for collaboration that do not provide adequate resources and time for leadership and stakeholder training and for overcoming barriers to collaboration,
- leadership that does not establish an effective infrastructure (including mechanisms such as a steering group and work/task groups)
- differences in the conditions and incentives associated with participation (including the fact that meetings usually are set during the work day and community agency and school participants salary usually is in effect during attendance, while family member are expected to volunteer their time)

On a personal level, barriers mostly stem from practical deterrents, negative attitudes, and deficiencies of knowledge and skill. These vary for different stakeholders but often include problems related to work schedules, transportation, childcare, communication skills, understanding of differences in organizational culture, accommodations for language and cultural differences, and so forth.

Other barriers arise because of inadequate attention to factors associated with systemic change. How well an innovation such as a collaborative is implemented depends to a significant degree on the personnel doing the implementing and the motivation and capabilities of participants. Sufficient resources and time must be redeployed so they can learn and carry out new functions effectively. And, when newcomers join, well-designed procedures must be in place to bring them up to speed.

*Collaboration  
requires creative  
problem-solving*

In bringing schools and community agencies to the same table, it is a given that there will be problems related to the differences in organizational mission, functions, cultures, bureaucracies, and accountabilities. Considerable effort will be required to teach each other about these matters. When families are at the table, power differentials are common, especially when low-income families are involved and are confronted with credentialed and titled professionals. Working collaboratively requires overcoming these barriers. This is easier to do when all stakeholders are committed to learning to do so. It means moving beyond naming problems to careful analysis of why the problem has arisen and then moving on to creative problem solving.

### **Another Type of Barrier**

When collaboratives are not well-conceived and carefully developed, they generate additional barriers to their success. In too many instances, so-called collaborations have amounted to little more than collocation of community agency staff on school campuses. Services continue to function in relative isolation from each other, focusing on discrete problems and specialized services for individuals and small groups. Too little thought has been given to the importance of meshing (as contrasted with simply linking) community services and programs with existing school owned and operated activity. The result is that a small number of youngsters are provided services that they may not otherwise have received, but little connection is made with families and school staff and programs. Because of this, a new form of fragmentation is emerging as community and school professionals engage in a form of parallel play at school sites. Moreover, when "outside" professionals are brought into schools, district personnel may view the move as discounting their skills and threatening their jobs. On the other side, the "outsiders" often feel unappreciated. Conflicts arise over "turf," use of space, confidentiality, and liability. School professionals tend not to understand the culture of community agencies; agency staff are rather naive about the culture of schools.

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## Overcoming Barriers Related to Differences

Participants in a collaborative, must be sensitive to a variety of human and institutional differences and learn strategies for dealing with them. These include differences in

- sociocultural and economic background and current lifestyle
- primary language spoken
- skin color
- sex
- motivation

In addition, there are differences related to power, status, and orientation. And, for many, the culture of schools and community agencies and organizations will differ greatly from other settings where they have lived and worked. Although workshops and presentations may be offered in an effort to increase specific cultural awareness, what can be learned in this way is limited, especially when one is in a community of many cultures. There also is a danger in prejudgments based on apparent cultural awareness. It is desirable to have the needed language skills and cultural awareness; it is also essential not to rush to judgement.

As part of a working relationship, differences can be complementary and helpful – as when staff from different disciplines work with and learn from each other. Differences become a barrier to establishing effective working relationships when negative attitudes are allowed to prevail. Interpersonally, the result generally is conflict and poor communication. For example, differences in status, skin color, power, orientation, and so forth can cause one or more persons to enter the situation with negative (including competitive) feelings. And such feelings often motivate conflict.

Many individuals who have been treated unfairly, been discriminated against, been deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such an individual may promote conflict in hopes of correcting power imbalances or at least to call attention to a problem.

Often, power differentials are so institutionalized that individual action has little impact. It is hard and frustrating to fight an institution. It is much easier and immediately satisfying to fight with other individuals one sees as representing that institution. However, when this occurs where individuals are supposed to work together, those with negative feelings may act and say things in ways that produce significant barriers to establishing a working relationship. Often, the underlying message is "you don't understand," or worse yet "you probably don't want to understand." Or, even worse, "you are my enemy."

It is unfortunate when such barriers arise between those we are trying to help; it is a travesty when such barriers interfere with helpers working together effectively. Conflicts among collaborative members detract from accomplishing goals and contribute in a major way to "burn out."

(cont.)



There are, however, no easy solutions to overcoming deeply embedded negative attitudes. Certainly, a first step is to understand that the nature of the problem is not differences per se but negative perceptions stemming from the politics and psychology of the situation. It is these perceptions that lead to (a) prejudgments that a person is bad because of an observed difference and (b) the view that there is little to be gained from working with that person. Thus, minimally, the task of overcoming negative attitudes interfering with a particular working relationship involves finding ways to counter negative prejudgments (e.g., to establish the credibility of those who have been prejudged) and demonstrate there is something of value to be gained from working together.

To be effective in working with others, you need to build a positive *working* relationship around the **tasks** at hand. Necessary ingredients are:

- minimizing negative prejudgments about those with whom you will be working
- taking time to make connections
- identifying what will be gained from the collaboration in terms of mutually desired outcomes -- to clarify the value of working together
- enhancing expectations that the working relationship will be productive – important here is establishing credibility with each other
- establishing a structure that provides support and guidance to aid task focus
- periodic reminders of the positive outcomes that have resulted from working together

With specific respect to **building relationships** and **effective communication**, three things you can do are:

- convey empathy and warmth (e.g., the ability to understand and appreciate what the individual is thinking and feeling and to transmit a sense of liking)
- convey genuine regard and respect (e.g., the ability to transmit real interest and to interact in a way that enables the individual to maintain a feeling of integrity and personal control)
- talk with, not at, others -- active listening and dialogue (e.g., being a good listener, not being judgmental, not prying, sharing your experiences as appropriate and needed)

Finally, watch out for ego-oriented behavior (yours and theirs) – it tends to get in the way of accomplishing the task at hand.

## **Section III: Getting from Here to There**

What are some of the first steps?

Mechanisms for Systemic Change

A Bit More About the Functions of a Change Agent and Change Team

- Exhibit 2: Examples of Task Activity for a Change Agent

A Note of Caution

- Exhibit 3: Planning and Facilitating Effective Meetings

Concluding Comments

## Getting from Here to There

*B*ecause building and maintaining effective collaboratives requires systemic changes, the process of getting from here to there is a bit complex. The process often requires knowledge and skills not currently part of the professional preparation of those called on to act as change agents. For example, few school or agency professionals assigned to make major reforms have been taught how to create the necessary motivational readiness among a critical mass of stakeholders, nevermind knowing how to develop and institutionalize the type of mechanisms required for effective collaboration.

Substantive change requires paying considerable attention to enhancing both stakeholder motivation and capability and ensuring there are appropriate supports during each phase of the change process. It is essential to account for the fullness of the processes required to build authentic agreements and commitments. These involve strategies that ensure there is a common vision and valuing of proposed innovations and attention to relationship building, clarification of mutual expectations and benefits, provision for rapid renegotiation of initial agreements, and much more. Authentic agreements require ongoing modification that account for the intricacies and unanticipated problems that characterize efforts to introduce major innovations into complex systems. Informed commitment is strengthened and operationalized through negotiating and renegotiating formal agreements among various stakeholders. Policy statements articulate the commitment to the innovation's essence. Memoranda of understanding and contracts specify agreements about such matters as funding sources, resource appropriations, personnel functions, incentives and safeguards for risk-taking, stakeholder development, immediate and long-term commitments and timelines, accountability procedures, and so forth.

Change in the various organizational and familial cultures represented in a collaborative evolve slowly in transaction with specific organizational and programmatic changes. Early in the process the emphasis needs to be on creating an official and psychological climate for change, including overcoming institutionalized resistance, negative attitudes, and barriers to change. New attitudes, new working relationships, new skills all must be engendered, and negative reactions and dynamics related to change must be addressed. Creating this readiness involves tasks designed to produce fundamental changes in the culture that characterizes schools and community agencies, while accommodating cultural differences among families.

Substantive change is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment.

*We are confronted with  
insurmountable  
opportunities*  
Pogo

This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties. The literature clarifies the value of (a) a high level of policy and leadership commitment that is translated into an inspiring vision and appropriate resources (leadership, space, budget, time), (b) incentives for change, such as intrinsically valued outcomes, expectations for success, recognitions, rewards, (c) procedural options that reflect stakeholder strengths and from which those expected to implement change can select options they see as workable, (d) a willingness to establish an infrastructure and processes that facilitate efforts to change, such as a governance mechanism that adopts strategies for improving organizational health, (e) use of change agents who are perceived as pragmatic (e.g., as maintaining ideals while embracing practical solutions), (f) accomplishing change in stages and with realistic timelines, (g) providing feedback on progress, and (h) taking steps to institutionalize support mechanisms that maintain and evolve changes and generate periodic renewal. An understanding of concepts espoused by community psychologists such as empowering settings and enhancing a sense of community also can make a critical difference. Such concepts stress the value of open, welcoming, inclusive, democratic, and supportive processes.



## *What Are Some of the First Steps?*

### **(1) Adopting a Comprehensive Vision for the Collaborative**

- Collaborative leadership builds consensus that the aim of those involved is to help weave together community and school resources to develop a comprehensive, multifaceted, and integrated continuum of interventions so that no child is left behind.

### **(2) Writing a “Brief” to Clarify the Vision**

- Collaborative establishes a writing team to prepare a “white paper,” Executive Summary and set of “talking points” clarifying the vision by delineating the rationale and frameworks that will guide development of a comprehensive, multifaceted, and integrated approach

### **(3) Establishing a Steering Committee to Move the Initiative Forward and Monitor Process**

- Collaborative identifies and empowers a representative subgroup who will be responsible and accountable for ensuring that the vision (“big picture”) is not lost and the momentum of the initiative is maintained through establishing and monitoring ad hoc work groups that are asked to pursue specific tasks

### **(4) Starting a Process for Translating the Vision into Policy**

- Steering Committee establishes a work group to prepare a campaign geared to key local and state school and agency policy makers that focuses on (a) establishing a policy framework for the development of a comprehensive, multifaceted, and integrated approach and (b) ensuring that such policy has a high enough level of priority to end the current marginalized status such efforts have at schools and in communities

### **(5) Developing a 5 year Strategic Plan**

- Steering Committee establishes a work group to draft a 5 year strategic plan that delineates (a) the development of a comprehensive, multifaceted, and integrated approach and (b) the steps to be taken to accomplish the required systemic changes (The strategic plan will cover such matters as use of formulation of essential agreements about policy, resources, and practices; assignment of committed leadership; change agents to facilitate systemic changes; infrastructure redesign; enhancement of infrastructure mechanisms; resource mapping, analysis, and redeployment; capacity building; standards, evaluation, quality improvement, and accountability; “social marketing.”)
- Steering Committee circulates draft of plan (a) to elicit suggested revisions from key stakeholders and (b) as part of a process for building consensus and developing readiness for proceeding with its implementation
- Work group makes relevant revisions based on suggestions

### **(6) Moving the Strategic Plan to Implementation**

- Steering Committee ensures that key stakeholders finalize and approve strategic plan
- Steering Committee submits plan on behalf of key stakeholders to school and agency decision makers to formulate formal agreements (e.g., MOUs, contracts) for start-up, initial implementation, and on-going revisions that can ensure institutionalization and periodic renewal of a comprehensive, multifaceted, and integrated approach
- Steering Committee establishes work group to develop action plan for start-up and initial implementation (The action plan will identify general functions and key tasks to be accomplished, necessary systemic changes, and how to get from here to there in terms of who carries out specific tasks, how, by when, who monitors, etc.)

## Mechanisms for Systemic Change

It helps to think in terms of four key *temporary* systemic change mechanisms. These are: (1) a site-based *steering* mechanism to guide and support systemic change activity, (2) a *change agent* who works with the change team and has full-time responsibility for the daily tasks involved in creating readiness and the initial implementation of desired changes, (3) a *change team* (consisting of key stakeholders) that has responsibility for coalition building, implementing the strategic plan, and maintaining daily oversight (including problem solving, conflict resolution, and so forth), and (4) *mentors* and *coaches* who model and teach specific elements of new approaches. Once systemic changes have been accomplished effectively, all temporary mechanisms are phased out – with any essential new roles and functions assimilated into regular structural mechanisms.

### *Steering the change process*

When it comes to connecting with schools, systemic change requires shifts in policy and practice at several levels (e.g., a school, a "family" of schools, a school district). Community resources also may require changes at several levels. Each jurisdictional level needs to be involved in one or more steering mechanisms. A steering mechanism can be a designated individual or a small committee or team. The functions of such mechanisms include oversight, guidance, and support of the change process to ensure success. If a decision is made to have separate steering mechanisms at different jurisdictional levels, an interactive interface is needed among them. And, of course, a regular, interactive interface is essential between steering and organizational governance mechanisms. The steering mechanism is the guardian of the "big picture" vision.

### *Change agent & change team*

Building on what is known about organizational change, it is well to designate and properly train a change agent to facilitate the process of getting from here to there). During initial implementation of a collaborative infrastructure, tasks and concerns must be addressed expeditiously. To this end, an trained agent for change plays a critical role. One of the first functions is to help form and train a change *team*. Such a team (which includes various work groups) consists of personnel representing specific programs, administrators, union reps, and staff and other stakeholders skilled in facilitating problem solving and mediating conflicts. This composition provides a blending of agents for change who are responsible and able to address daily concerns.

## *Mentors & coaches*

During initial implementation, the need for mentors and coaches is acute. Inevitably new ideas, roles, and functions require a variety of stakeholder development activities, including demonstrations of new infrastructure mechanisms and program elements. The designated change agent is among the first providing mentorship. The change team must also help identify mentors who have relevant expertise. A regularly accessible cadre of mentors and coaches is an indispensable resource in responding to stakeholders' daily calls for help. (Ultimately, every stakeholder is a potential mentor or coach for somebody.) In most cases, the pool will need to be augmented periodically with specially contracted coaches.

Regardless of the nature and scope of the work, a change agent's core functions require an individual whose background and training have prepared her/him to understand

## **A Bit More About the Functions of a Change Agent and Change Team**

- *the specific systemic changes (content and processes) to be accomplished* (In this respect, a change agent must have an understanding of the fundamental concerns underlying the need for change.)
- how to work with a site's stakeholders as they restructure their programs.

As can be seen in Exhibit 2, the main work revolves around planning and facilitating:

- infrastructure development, maintenance, action, mechanism liaison and interface, and priority setting
- stakeholder development (coaching – with an emphasis on creating readiness both in terms of motivation and skills; team building; providing technical assistance; organizing basic "cross disciplinary training")
- communication (visibility), resource mapping, analyses, coordination, and integration
- formative evaluation and rapid problem solving
- ongoing support

With the change agent initially taking the lead, members of the change team (and its work groups) are catalysts and managers of change. As such, they must ensure the "big picture" is implemented in ways that are true to the vision and compatible with the local culture. Team members help develop linkages among resources, facilitate redesign of regular structural mechanisms, and establish other temporary mechanisms. They also are problem solvers – not only responding as problems arise but taking a proactive stance by designing strategies to counter anticipated barriers to change, such as negative reactions and dynamics, common factors interfering with working relationships, and system deficiencies. They do all this in ways that enhance empowerment, a sense of community, and general readiness and commitment to new approaches. After the initial implementation stage, they focus on ensuring that institutionalized mechanisms take on functions essential to maintenance and renewal. All this requires team members who are committed each day to ensuring effective replication and who have enough time and ability to attend to details.

## **Exhibit 2**

### **Examples of Task Activity for a Change Agent**

#### **1. Infrastructure tasks**

- (a) Works with governing agents to further clarify and negotiate agreements about
  - policy changes
  - participating personnel (including administrators authorized to take the lead for systemic changes)
  - time, space, and budget commitments
- (b) Identifies several representatives of stakeholder groups who agree to lead the change team
- (c) Helps leaders to identify members for change, program, and work teams and prepare them to carry out functions

#### **2. Stakeholder development**

- (a) Provides general orientations for governing agents
- (b) Provides leadership coaching for site leaders responsible for systemic change
- (c) Coaches team members (e.g., about purposes, processes)
  - Examples: At a team's first meeting, the change agent offers to provide a brief orientation (a presentation with guiding handouts) and any immediate coaching and specific task assistance team facilitators or members may need. During the next few meetings, the change agent and/or coaches might help with mapping and analyzing resources. Teams may also need help establishing processes for daily interaction and periodic meetings.
- (d) Works with leaders to ensure presentations and written information about infrastructure and activity changes are provided to all stakeholders

#### **3. Communication (visibility), coordination, and integration**

- (a) Determines if info on new directions (including leadership and team functions and membership) has been written-up and circulated. If not, the change agent determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.
- (b) Determines if leaders and team members are effectively handling priority tasks. If not, the change agent determines why and helps address systemic breakdowns; if necessary, effective processes are modeled.

(cont.)



## Exhibit 2 (cont.)

### Examples of Task Activity for a Change Agent

- (c) Determines if change, program, and work teams are being effective (and if not, takes appropriate steps).
  - For example, determines if resources have been
    - mapped
    - analyzed to determine
      - >how well resources are meeting desired functions
      - >how well programs and services are coordinated/integrated (with special emphasis on maximizing cost-effectiveness and minimizing redundancy)
      - >what activities need to be improved (or eliminated)
      - >what is missing, its level of priority, and how and when to develop it
- (d) Determines the adequacy of efforts made to enhance communication to and among stakeholders and, if more is needed, facilitates improvements (e.g., ensures that resource mapping, analyses, and recommendations are written-up and circulated)
- (e) Determines if systems are in place to identify problems related to functioning of the infrastructure and communication systems. If there are problems, determines why and helps address any systemic breakdowns
- (f) Checks on visibility of reforms and if the efforts are not visible, determines why and helps rectify

#### 4. Formative Evaluation and rapid problem solving

- (a) Works with leaders and team members to develop procedures for formative evaluation and processes that ensure rapid problem solving
- (b) Checks regularly to be certain there is rapid problem solving. If not, helps address systemic breakdowns; if necessary, models processes.

#### 5. Ongoing Support

- (a) Offers ongoing coaching on an "on-call" basis
  - For example: informs team members about ideas developed by others or provides expertise related to a specific topic they plan to discuss.
- (b) At appropriate points in time, asks for part of a meeting to see how things are going and (if necessary) to explore ways to improve the process
- (c) At appropriate times, asks whether participants have dealt with longer-range planning, and if they haven't, determines what help they need
- (d) Helps participants identify sources for continuing capacity building.

## **A Note of Caution**

Without careful planning, implementation, and capacity building, collaborative efforts will rarely live up to the initial hope. For example, formal arrangements for working together often take the form of committees and meetings. To be effective, such sessions require thoughtful and skillful facilitation. Even when they begin with great enthusiasm, poorly facilitated working sessions quickly degenerate into another meeting, more talk but little action, another burden, and a waste of time. This is particularly likely to happen when the emphasis is mainly on the unfocused mandate to “collaborate,” rather than on moving an important vision and mission forward through effective working relationships.

Most of us know how hard it is to work effectively with a group. Staff members can point to the many committees and teams that drained their time and energy to little avail. Obviously true collaboration involves more than meeting and talking. The point is to work in ways that produce the type of actions that result in effective programs. For this to happen, steps must be taken to ensure that committees, councils, and teams are formed in ways that maximize their effectiveness. This includes providing them with the training, time, support, and authority to carry out their role and functions. It is when such matters are ignored that groups find themselves meeting but going nowhere. Exhibit 3 offers some guidelines for planning and facilitating effective meetings.

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## **Exhibit 3**

### **Planning and Facilitating Effective Meetings**

#### ***Forming a Working Group***

- There should be a clear statement about the group's mission.
- Be certain that members agree to pursue the stated mission and, for the most part, share a vision.
- Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
- Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action..
- Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating record of decisions and planned actions (what, who, when).

#### ***Meeting Format***

- Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.

(cont.)

### Exhibit 3. (cont.) *Planning and Facilitating Effective Team Meetings*

- Begin the meeting by reviewing purpose, topics, desired outcomes, etc. Until the group is functioning well, it may be necessary to review meeting ground rules.
- Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
- Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time but don't be a slave to the clock).
- Periodically review what has been accomplished and move on the next item.
- Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

#### ***Some Group Dynamics to Anticipate***

- *Hidden Agendas* – All members should agree to help keep hidden agendas in check and, when such items cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
- *A Need for Validation* – When members make the same point over and over, it usually indicates they feel an important point is not being validated. To counter such disruptive repetition, account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
- *Members are at an Impasse* – Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
- *Interpersonal Conflict and Inappropriate Competition* – These problems may be corrected by repeatedly bringing the focus back to the goal – improving outcomes for students/families; when this doesn't work; restructuring group membership may be necessary.
- *Ain't It Awful!* – Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.

#### ***Making Meetings Work***

A good meeting is task focused and ensures that task are accomplished in ways that:

- >are efficient and effective >reflect common concerns and priorities
- >are implemented in an open, noncritical, nonthreatening manner
- >turn complaints into problems that are analyzed in ways that lead to plans for practical solutions
- >feel productive (produces a sense of accomplishment and of appreciation)

#### ***About Building Relationships and Communicating Effectively***

- convey empathy and warmth (e.g., this involves working to understand and appreciate what others are thinking and feeling and transmitting a sense of liking them)
- convey genuine regard and respect (e.g., this involves transmitting real interest and interacting in ways that enable others to maintain a feeling of integrity and personal control)
- talk with, not at, others – active listening and dialogue (e.g., this involves being a good listener, not being judgmental, not prying, and being willing to share experiences as appropriate)

## Concluding Comments

Effective family-community-school collaboration requires a cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy school and community resources that are used ineffectively. Policy must

- move existing *governance* toward shared decision making and appropriate degrees of local control and private sector involvement – a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members
- create *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time
- delineate high level *leadership assignments* and underwrite essential *leadership/management training* re. vision for change, how to effect such changes, how to institutionalize the changes, and generate ongoing renewal
- establish institutionalized *mechanisms to manage and enhance resources* for family-school-community connections and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)
- provide adequate funds for *capacity building* related to both accomplishing desired system changes and enhancing intervention quality over time – a key facet of this is a major investment in staff recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work
- use a sophisticated approach to *accountability* that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves into evaluation of long-range indicators of impact. (As soon as feasible, move to technologically sophisticated and integrated management information systems.)

Such a strengthened policy focus allows stakeholders to build the continuum of interventions needed to make a significant impact in addressing the safety, health, learning, and general well being of all youngsters through strengthening youngsters, families, schools, and neighborhoods.

Clearly, major systemic changes are not easily accomplished. The many steps and tasks described throughout this work call for a high degree of commitment and relentlessness of effort.

The rationale for producing this packet is to increase the likelihood of achieving desired results. At the same time, awareness of the myriad political and bureaucratic difficulties

involved in making major institutional changes, especially with sparse financial resources, leads to the caution that the type of approach described here is not a straightforward sequential process. Rather, the work of establishing effective collaboratives emerges in overlapping and spiraling ways.

The success of collaborations in enhancing school, family, and community connections is first and foremost in the hands of policy makers. If increased connections are to be more than another desired but underachieved aim of reformers, policymakers must understand the nature and scope of what is involved. They must deal with the problems of marginalization and fragmentation of policy and practice. They must support development of appropriately comprehensive and multifaceted school-community collaborations. They must revise policy related to school-linked services because such initiatives are a grossly inadequate response to the many complex factors that interfere with development, learning, and teaching. By focusing primarily on linking community services to schools and downplaying the role of existing school and other community and family resources, these initiatives help perpetuate an orientation that overemphasizes individually prescribed services, results in fragmented interventions, and undervalues the human and social capital indigenous to every neighborhood. This is incompatible with developing the type of comprehensive approaches that are needed to make statements such as *We want all children to succeed* and *No Child Left Behind* more than rhetoric.

### *and remember . . . it's about motivation!*

While skills and tools are a key aspect of sustaining a collaboration, underlying the application of any set of procedures is *motivation*.

- Motivation for sustaining collaboration comes from the desire to achieve better outcomes for all children & youth.
- It come from hope and optimism about a vision for what is possible for all children and youth.
- It comes from the realization that working together is essential in accomplishing the vision.
- It comes from the realization that system changes are essential to working together effectively.
- Maintaining motivation for working together comes from valuing each partner's assets and contributions and from feeling that the efforts are producing results.

*When a broad range of stakeholders are motivated to work together toward a shared vision, they come up with more innovative and effective strategies than any guidebook or toolkit can contain.*

## Tools for Mapping

Resource Aid I contains several surveys that can be used to map resources as a basis for clarifying what exists, analyzing use of resources, setting priorities, and making strategic plans.

## Funding Resources

A critical facet of all systemic change is clarity about funds. Resource Aid II includes tools that highlight various sources of funding that can be brought to the table as school-community partnerships are developed.

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. . . and a List of Other Resources Available  
from Our Center that have Relevance for  
Addressing Barriers to Learning

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*Appendices*



- A. Engaging the Strength of Families Youth,  
and Communities
  
- B. Reported Examples of Successful School-  
Community Initiatives
  
- C. Sample of School - Community Partnerships
  
- D. A Beginning Look at Major School-  
Community Partnerships in L.A. County



# Addressing Barriers

# to Learning

*New ways to think . . .*

*Better ways to link*



Volume 12, Number 2  
Spring, 2007

## Engaging the Strengths of Families, Youth, and Communities in Rebuilding Learning Supports

*Now, forty-two years after the passage of ESEA, federal policies of parental involvement and community participation continue to be more rhetorical than meaningful; more theoretical than practical; an afterthought rather than a forethought; and they take a back seat to the more bureaucratic and technical elements of public education change and reform, especially testing and assessment.*

Arnold F. Fege (2006)  
Harvard Educational Review

**N**ext time you are involved in a group discussion about how to improve schools, look around the table. After you note who is there, ask yourself, which stakeholder groups are not represented (or are not effectively represented).

Missing too often are the contributions of families, youth, and many other key community entities. This is the case despite policies that call for enhancing parent and community involvement. Policy makers recognize that such involvement is essential to schools and schooling. However, as has been a common experience in operationalizing policy, verbal commitments have not been reflected in daily practice.

So the question arises:

*How can schools increase positive family, youth, and community involvement to achieve the mutual benefits that can be accrued from bringing together these invaluable resources?*

From an infrastructure perspective, one major strategy is to develop *school-community collaboratives* in which key stakeholders work together. A complementary approach is to rework school and district infrastructure mechanisms for purposes such as developing a sustainable system of learning supports for every school. In the following discussion, we focus mainly on the first strategy.

### **School-Community Collaboratives: A Bit of a Paradox**

An apparent paradox arises when school-community collaboratives are discussed. It is clear that their numbers are increasing, but typically involvement of a wide range of families, youth, and community resources is not. Collaboratives aim to strengthen schools, families, youth, and neighborhoods and reduce problems. However, too many are implemented poorly and end up being just another effort that promised a lot, did little, and as a result, increased skepticism about collaboration.

Years ago, former Surgeon General Jocelyn Elders cautioned: "We all say we want to collaborate, but what we really mean is that we want to continue doing things as we have always done them while others change to fit what we are doing." Others have cautioned that some so-called collaboratives amount to little more than groups of people sitting around engaging in "collabo-babble."

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## What is Collaboration?

Collaboration involves more than simply working together. It is more than a process to enhance cooperation and coordination. Professionals who work as a multidisciplinary team to coordinate treatment do not constitute a collaborative; they are a treatment team. Interagency teams established to enhance coordination and communication across agencies are not collaboratives; they are coordinating teams. Committees tend to be work groups for specific tasks.

**The hallmark of collaboration is a formal agreement among participants to establish an autonomous structure to accomplish goals that would be difficult to achieve by any of the participants alone.** While they may have a primary affiliation elsewhere, they commit to working together under specified conditions to pursue a shared vision and common set of goals.

A collaborative structure requires shared governance (power, authority, decision making, accountability) and the weaving together of a set of resources for pursuing the shared vision and goals. It also requires building well-defined working relationships to connect and mobilize resources (e.g., financial and social capital) for use in planful and mutually beneficial ways.

**Some wag defined collaboration as  
*an unnatural act between  
nonconsenting adults***

Growing appreciation of human and social capital has resulted in collaboratives expanding to include a wide range of stakeholders (people, groups, formal and informal organizations). The political realities of local control have further expanded collaborative bodies to encompass local policy makers, representatives of families, nonprofessionals, youth, and volunteers.

By embracing a wide spectrum of stakeholders, collaboration becomes both a desired process and an outcome. That is, the intent is to establish strong working relationships that are enduring. However, family, youth, community, and school collaboration is not an end in itself. It is a turning point meant to enable participants to pursue increasingly potent strategies for strengthening families, schools, and communities.

## Why is Effective Family, Youth, Community, & School Collaboration So Important?

Schools are located in communities, but often are islands with no bridges to the mainland. Families live in neighborhoods, often with little connection to each other or to the schools their youngsters attend. Nevertheless, all affect each other, for good or bad. Because of this and because they share goals related to education and socialization of the young, schools, homes, and communities must collaborate with each other if they are to minimize problems and maximize results. And, in the process, they can empower the voices, energy, and resources of all who participate.

- Dealing with multiple and interrelated concerns (e.g., poverty, crime, violence, safety, child development, education, employment, housing), requires multiple and interrelated actions.
- Promoting well-being, resilience, and protective factors and empowering families, youth, communities, and schools also requires concerted effort.

Interrelated actions require collaboration. Collaboration is essential to increasing support and assistance for learning and for addressing barriers to learning. It can enhance opportunities and generate new approaches for strengthening family, school, and community.

For schools, this can translate into enhanced academic performance, fewer discipline problems, reduced drop out rates, higher staff morale, and improved use of resources. For families and other community entities, collaboration with schools and with each other can enhance parenting and socialization, address psychosocial problems, and improve the fabric of family and community life.

**Effective collaboration is a key  
to promoting well-being  
and addressing barriers to  
development, learning, family  
and youth well-being, and  
community self-sufficiency.**

### *families, communities, and schools working together*

Collaboratives can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Strong family-school-community connections are critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer.

One example of all this is the Boyle Heights Learning Collaborative in Los Angeles. With initial funding from the Annenberg Foundation, the connections between local schools and the surrounding community are being strengthened for the mutual benefit of all stakeholders. This encompasses a focus on safe and healthy schools and neighborhoods, positive development and learning, personal, family, and economic well-being, and more. Census data indicate that the median family income is between \$20,000 and \$30,000 annually. Nearly all families in the area speak Spanish at home; about 85 percent of first graders do not speak English. The evaluator for the work, Charles Kerchner, reports positive outcomes for all sectors involved in the collaborative. For instance, he notes that “Breed Street Elementary, and several of the surrounding schools have done a remarkable job in increasing student achievement. Breed scored 705 – better than many suburban schools on the state achievement index, and several other schools are not far behind. ... Parent participation has blossomed at the school; and as parents learn about the school, they are also learning about political power: how to get it and how to use it. They conduct organized critiques of classrooms and report their findings to the faculty and administration. They have also become more involved in their own children’s education and much better informed about how school operates and how their children can navigate the system.”

#### **It's Not About a Collaborative . . . It's About Collaborating to be Effective**

As defined above, effective collaboratives attempt to weave the responsibilities and resources of key stakeholders together to create a new form of unified entity. For example, such collaboratives may draw on various sources of social and financial capital, such as youth, families, religious and civic groups, community based organizations, businesses, parks and libraries, and post-secondary institutions. This includes agencies, organizations, and any facilities providing programs for education, literacy, enrichment, recreation, the arts, youth development, health and human services, juvenile justice, vocational education, and economic development.

An optimal approach involves formally blending together resources of at least one school and sometimes a group of schools or an entire school district with local family and community resources. The aim, of course, is to sustain connections over time.

While it is relatively simple to make informal linkages, establishing major long-term collaboratives is complicated. Doing so requires vision, cohesive policy, and basic systemic reforms. The complexity is readily seen in efforts to establish comprehensive systems of learning supports. Such systems involve

much more than linking a few services, recreation, and enrichment activities to schools. Major systemic changes are required to develop and evolve formal and institutionalized sharing of a wide spectrum of responsibilities and resources. Collaboratives often are established to address a specific local problem or in the wake of a crisis. For the long haul, however, such mechanisms need to be guided by a broad and enlightened vision about strengthening the young, their families, schools, and neighborhoods. Moreover, building an effective collaborative requires stakeholders who can creatively assume leadership and are ready to commit to and learn new and multifaceted roles and functions.

*Leaving no child behind  
is only feasible through  
well-designed collaborative efforts*

It is commonly said that collaboratives are about building relationships. Collaboratives built mainly on personal connections are vulnerable to the mobility that characterizes many such groups. Moreover, the objective is not simply to establish personal connections, but to build *working* relationships that are potent, synergistic, stable, and sustainable. This requires a well-designed and institutionalized infrastructure for performing tasks, solving problems, and mediating conflict.

A collaborative needs financial support. The core operational budget can be direct funding and in-kind contributions from the resources of stakeholder groups. A good example is the provision of space for the collaborative. A school or community entity or both should be asked to contribute the necessary space. As specific functions and initiatives are undertaken that reflect overlapping arenas of concern for schools and community agencies such as safe schools and neighborhoods, some portion of their respective funding streams can be braided together. Finally, there will be opportunities to supplement the budget with extra-mural grants. A caution here is to avoid pernicious funding. That is, it is important not to pursue funding for projects that will distract the collaborative from vigorously pursuing its vision in a cohesive (nonfragmented) manner.

The governance of the collaborative must be designed to equalize power so that decision making appropriately reflects all stakeholder groups and so that all are equally accountable. The leadership also must include representatives from all groups, and all participants must share in the workload – pursuing clear roles and functions. And, collaboratives must be open to all who are willing to contribute their talents.

Obviously, true collaboration involves more than meeting and talking. The point is to work together in ways that produce the type of actions that result in important results. For this to happen, steps must be taken to ensure that collaboratives are formed in ways that ensure they can be effective. This includes a productive infrastructure and providing participants with the training, time, support, and authority to carry out their roles and functions. It is when such matters are ignored that groups find themselves meeting and meeting, but going nowhere.

### **Structure Follows Function**

Operationally, a collaborative is defined by its *functions*. Many functions are involved in rebuilding learning supports. These include enhancing how existing resources are used, pursuing new resources,

improving planning, coordination, communication, mutual support, and much more.

The above functions encompass a host of specific tasks. Examples include mapping and analyzing resources, finding ways to share facilities and other resources, enhancing programs in the school and community, and recommending priorities.

#####

*It's relatively easy to establish a "collaborative;" what's hard is turning the group into an mechanism that effectively accomplishes essential tasks.*

Keep in mind the organizational principle:

***Structure follows function.***

#####

Organizationally, a collaborative must develop a differentiated infrastructure (e.g., steering and work groups) that enables accomplishment of its functions and related tasks. Furthermore, since the functions pursued by a collaborative almost always overlap with work being carried out by others, a collaborative needs to establish connections with other bodies. (See resources on pp. 5 & 6 for guides to infrastructure building.)

### **Barriers to Collaboration**

Barriers to collaboration arise from a variety of institutional and personal factors. A fundamental institutional barrier is the degree to which efforts to establish such connections are *marginalized* in policy and practice. The extent to which this happens is seen in how few resources schools tend to deploy for building effective collaboratives.

And, even when a collaboration is initiated, the matters addressed usually are marginalized. For example, many groups spend a great deal of effort on strategies for increasing client access to programs and services and reducing the fragmentation associated with piecemeal, categorically funded programs (e.g., programs to reduce learning and behavior problems, substance abuse, violence, school dropouts, delinquency, and teen pregnancy). However, problems of access and fragmentation stem from marginalization, and this barrier remains a major deterrent to successful collaboration.

Institutional barriers are seen when existing policy, accountability, leadership, budget, space,

schedules, and capacity building are nonsupportive of efforts to pursue results effectively and efficiently. Nonsupport may simply take the form of benign neglect. More often, it stems from a lack of understanding, commitment, and/or capability related to establishing and maintaining a potent infrastructure for working together and for sharing resources. Occasionally, nonsupport takes the ugly form of forces at work trying to actively undermine collaboration.

Examples of institutional barriers include:

- policies that mandate collaboration but do not enable the process by reconciling divergent accountability pressures that interfere with using resources optimally
- policies for collaboration that do not provide adequate resources and time for leadership and stakeholder training and for overcoming barriers to collaboration,
- leadership that does not establish an effective infrastructure (including mechanisms such as a steering group and work/task groups)
- differences in the conditions and incentives associated with participation (including the fact that meetings usually are set during the work day and community agency and school participants salary usually is in effect during attendance, while family members and youth are expected to volunteer their time)

At the personal level, barriers mostly stem from practical deterrents, negative attitudes, and deficiencies of knowledge and skill. These vary for different stakeholders but often include problems related to work schedules, transportation, childcare, communication skills, understanding of differences in organizational culture, accommodations for language and cultural differences, and so forth.

Other barriers arise because of inadequate attention to systemic change concerns. How well a collaborative

is implemented significantly depends on the personnel doing the implementing and the motivation and capabilities of participants. Sufficient resources and time must be redeployed so they can learn and carry out new functions effectively. And, when newcomers join, well-designed procedures must be in place to bring them up to speed.

***Effective collaboration requires vision, cohesive policy, potent leadership, infrastructure, capacity building, & ongoing problem solving***

In bringing school and community stakeholders to the same table, it is a given that there will be problems related to the differences in organizational mission, functions, cultures, bureaucracies, and accountabilities. Moreover, when families and youth are at the table, power differentials are common, especially when low-income families are involved and are confronted with credentialed and titled professionals.

Working collaboratively requires learning from each other. This, of course, is easier when all stakeholders are committed to learning. And, overcoming barriers involves moving beyond complaining about problems. It calls for careful analyses of why a problem has arisen and then creatively solving it. This, too, is easier when stakeholders are committed to overcoming barriers.

What the best and wisest parent wants for his [or her] own child, that must the community want for all of its children. Any other ideal for our schools is narrow and unlovely; acted upon, it destroys our democracy.

John Dewey, *The School and Society*, 1907

### **A Few Resources for Collaborative Infrastructure Building**

- >School and Community Collaboration to Promote a Safe Learning Environment. *State Education Standard*, 7, 38-43 (2006). National Association of State Boards of Education. <http://smhp.psych.ucla.edu/publications/school&communitycollaboration.pdf>
- >*School-Community Partnerships Guide* (rev. 2004). <http://smhp.psych.ucla.edu/pdfdocs/guides/schoolcomm.pdf>
- >*Fostering School, Family, and Community Involvement. Guidebook*. Northwest Regional Educ. Lab. (2002). [http://www.safetyzone.org/safe\\_secure.html](http://www.safetyzone.org/safe_secure.html)  
Both the above guides discuss the dimensions, characteristics, principles, and ways to build and maintain effective collaboratives.
- >*An untapped resource: Exploring youth representation on your board or committee* (undated Guide) <http://www.atthetable.org/handout.asp?ID=70>

How to expand representation on collaboratives and empower the youth. Includes information on capacity building and barriers.

>*Building Family-School Partnerships that Work*. <http://www.ncpie.org>

Combines on-the-ground perspectives and federal, state, and district policy research, with current social science research on key parental involvement issues and effective practices.

>*Connections with Schools: Strategy Briefs* (2006). National Center for Family and Community  
<http://www.sedl.org/connections/research-briefs.html>

Covers reaching out to diverse populations, organizing family-community-school connections, and developing a collaborative approach

>*Toward a School District Infrastructure that More Effectively Addresses Barriers to Learning and Teaching*. (2007). [http://smhp.psych.ucla.edu/pdfdocs/briefs/toward\\_a\\_school\\_district\\_infrastructure.pdf](http://smhp.psych.ucla.edu/pdfdocs/briefs/toward_a_school_district_infrastructure.pdf)

>*Sustaining School and Community Efforts to Enhance Outcomes for Children and Youth: A Guidebook and Tool Kit*. (Updated 2004). <http://smhp.psych.ucla.edu/pdfdocs/sustaining.pdf>

>Self-study Surveys:

>>*School-Community Collaboration* >>*Home Involvement in Schooling*

These and other related surveys are online at <http://smhp.psych.ucla.edu/pdfdocs/Surveys/Set1.pdf>

>*Working Collaboratively: From School-Based Teams to School-Community-Higher Education Connections*  
<http://smhp.psych.ucla.edu/pdfdocs/worktogether/worktogether.pdf>

Outlines models of collaborative school-based teams and interprofessional education programs.

>*Working Together: School-Family-Community Partnerships* (2006).  
[http://www.ped.state.nm.us/div/rural\\_ed/toolkit/toolkit.htm](http://www.ped.state.nm.us/div/rural_ed/toolkit/toolkit.htm)

Provides info, resources, and strategies to help strengthen parent and community involvement. Divided into 3 sections: Teacher Tools, Family Tools and Professional Development Tools.

>*The School Leader's Guide to Student Learning Supports: New Directions for Addressing Barriers to Learning* (2006). <http://www.corwinpress.com/book.aspx?pid=11343>

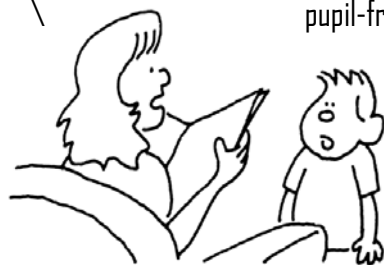
>*The Asset-Based Community Development Institute* – <http://www.northwestern.edu/ipr/abcd.html>

Established in 1995 by the Community Development Program at Northwestern University's Institute for Policy Research. Built on three decades of community development research by John Kretzmann and John L. McKnight. The Institute spreads its findings on capacity-building community development through extensive and substantial interactions with community builders and by producing practical resources and tools.

“As the challenges to community-based organizers and developers escalate, so also do the creative new responses that community builders invent. Many of these inventors now recognize that rebuilding low- and moderate-income communities ‘from the bottom up’ requires the mobilization and participation of all of the ‘assets’ at hand. Prominent among these local assets are the local schools. At the same time, local educators are recognizing that successful schools rest on the rock of economically mobile communities.”

John Kretzmann (1992) in *Community-Based Development and Local Schools: A Promising Partnership*  
<http://www.northwestern.edu/ipr/publications/community/jody-wp9214.html>

They've asked me to be part of a school-community collaborative.



Great! Tell them we want more pupil-free days on the school calendar.

## Appendix B

### Reported Examples of Successful School-Community Initiatives

Lisbeth Schorr (1997) in her book entitled *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America* (New York: Anchor Books) highlights programs that work. Below are some examples from her book -- plus two others.

Among the community-based programs that link with schools are:

#### (1) *New York's Beacon Schools*

These program exemplify the move toward full-service schools and community-building. They target neighborhoods in which the first step in community building is to transform schools into community centers available to adults 356 days of the year. The program has expanded to 37 sites in New York, and initiatives are underway to pursue similar models in Chicago, Little Rock, Oakland, and San Francisco. Evaluative data are just beginning to emerge. Schorr (1997) notes that at one site, P.S. 194, "Academic performance at the school has improved dramatically, rising from 580th out of 620 city elementary schools in reading achievement in 1991 to 319th three years later. Attendance also has improved, and police report fewer felony arrests among neighborhood youth." These results are attributed to the combination of school reforms, the Beacons project efforts, and other city-wide efforts to address problems. (pp. 47-55)

(Relevant reference: Cahill, M., Perry, J., Wright, M., & Rice, A. (1993). *A documentation report of the New York Beacons initiative*. New York: Youth Development Institute.)

#### (2) *Missouri's Caring Communities Initiative*

This is a partnership among five state agencies and several local communities and school districts. Starting in 1989 at Walbridge Elementary School in St. Louis, the initiative was expanded to over 50 sites in 1995. As described by Schorr, "Families in crisis are linked with intensive in-home supports and services. Children having difficulty at home or in school can get tutoring and attend afterschool programs and summer camps. For older children, the community center offers fitness classes, homework help, Ping-Pong and pool, and Saturday night dances. Karate classes instill discipline and allow older students to mentor and demonstrate their mastery to younger ones. ... A coherent set of support services is available, from short-term financial help to pre-employment training, GED classes, and respite nights. ... Many parents have become active in school parent organizations and volunteer work, and some hold jobs in the school. Others have come to see it as a refuge and comfortable place to spend time. . . . Perhaps the most striking part of the St. Louis program is how successfully professionals are working with community residents to purge the community of drug influence. . . . The initial success of Walbridge Caring Communities persuaded Governor Mel Carnahan to issue an executive order in November 1993 to institutionalize the changes, creating a new alliance to further the collaborative efforts of the agencies involved. Called the Family Investment Trust, it has a board of directors that includes five cabinet officers as well as community leaders. The trust is now a policy-setting body that serves as the vehicle for collaborative decision making and for technical assistance to help state agencies support community partnerships." Currently, the initiative is taking steps to improve the ways it is woven together with school reform throughout the state. (pp. 96-102)

(Relevant reference: Center for the Study of Social Policy (1996). *Profiles of Missouri's Community Partnerships and Caring Communities*. Washington, DC: Author.)



### (3) *Avancé*

This is a community-based early childhood program that focuses on two generations simultaneously in an effort to get young children from low-income families ready for school. The program began in San Antonio in 1973 and has spread to over 50 sites. As Schorr notes: "Through weekly home visits, parenting workshops, and family support centers with on-site nurseries and top-notch early childhood programs, parents who have felt overwhelmed, depressed, and powerless gain control of their lives and radically change their own and their children's prospects." The program encourages parents to make connections with neighbors and other families. They attend workshops where they learn to make simple, inexpensive toys that help stimulate learning at home. The program ". . . helps parents to complete their formal education, improve their English, and sometimes to control their anger. It also helps train and place them in jobs.... Avancé has won national acclaim not only for passing literacy from parent to child, but also for helping to reduce child abuse, mental health problems, and juvenile crime. In a population that had dropout rates of 70 and 80 and 90 percent, long-term follow-up studies show that 90 percent of Avancé children are graduating from high school and half go on to college" (pp. 238-239).

(Relevant reference: Shames, S. (1997). *Pursuing the dream: What helps children and their families succeed*. Chicago: Coalition.)

Among the school-based programs that link with community resources are:

### (4) *California's Healthy Start*

This program is not cited by Schorr. It is a school-based collaborative program that outreaches to community resources to bring them to or improve their linkages with the school. In many cases, the school creates a service hub for families such as a Family Resource or Parent Center. A major evaluation by SRI International focused on 65 sites funded in 1992 and 1993 with an emphasis on results for children and families and schools. In terms of collaboration, 97% of the collaboratives included members from county service agencies, 84% included representatives from other public sector organizations, such as juvenile justice and police, 97% included representatives from nonprofits and private business. Some of the findings:

- improved student grades for K-3 students
- increased attendance for K-3 students
- principals report a 3 % increase in standardized tests of reading and math
- mobility rates of students and families decreased by 12%
- increased number of families with health insurance
- decrease in reliance on emergency room use
- fewer incidents of treatment for illness or injury (suggesting better prevention)
- reports of need for food, clothing, and emergency funds decreased by half in most cases
- a reduced need for child care
- school staff at 67% of the sites reported increased parent interest in school-related activities
- declines in reported mental health related problems

(A full description of the evaluation results are presented in 4 volumes which are available from SRI International by calling 415/859-5109.)

### **(5) *School of the 21st Century* and *CoZi***

As created by Ed Zigler, this model (also known as Family Resource Centers) is school-based child care and family support approach designed to promote optimal growth and development of children ages 0-12. It transforms schools into year-round, multi-service centers functioning from early morning to early evening. Core components are preschool-age child care, before-, after-school, and vacation care for school age children, guidance and support for new parents, information and referral services, networks and training for child care providers, and health education and services. Since 1988, more than 500 schools in 17 states have implemented the program, with Connecticut and Kentucky launching statewide initiatives. A sliding fee scale is used so that all children can be served regardless of family income. In less affluent communities, some services are paid through public funds such as Title I. Evaluations at several sites have shown benefits for children, parents, and schools. (Zigler has also joined with James Comer to create CoZi -- see Appendix C).

(Relevant reference: Finn-Stevenson, M. & Zigler, E. (1999). *School of the 21st Century: Linking child care and education*. Boulder, CO: Westview Press. Leadership and assistance for School of the 21st Century is provided by the Bush Center in Child Development and Social Policy, Yale University. Ph: 203/432-9944; web = [www.yale.edu/bushcenter/21C](http://www.yale.edu/bushcenter/21C))

### **(6) *The Urban Learning Center Model at Elizabeth Learning Center***

With the full commitment of the school staff, the Los Angeles Unified School District's administration, the teacher's union, and a variety of community partners, a "break-the-mold" school reform initiative was set in motion in the small city of Cudahy, California. In pursuit of this educational imperative, the New American Schools Development Corporation and the district's reform movement (called LEARN) played a catalytic role in transforming a former elementary school into the Elizabeth Learning Center. The ongoing, intensive commitment as the various school and community partners is producing a pre-K through 12 urban education model that the U.S. Department of Education recognizes as an important *evolving* demonstration of *comprehensive* school reform. This recognition has resulted in the design's inclusion, as the *Urban Learning Center Model*, in federal legislation for comprehensive school reform as one of 22 outstanding models that schools are encouraged to adopt. Moreover, the design already has contributed to adoption of major new directions by the California State Department of Education and by the LAUSD Board of Education (e.g., each has adopted the concept of *Learning Support*).

Efforts at Elizabeth Learning Center are pioneering the process of moving school reform from an insufficient two component approach to a model that delineates a third essential component. That is, the design not only focuses on reforming (1) curriculum/instruction and (2) governance/management, it *addresses barriers to learning* by establishing (3) a comprehensive, integrated continuum of *learning supports*. As it evolves, this Learning Support (or Enabling) Component is providing local, state, and national policy makers with an invaluable framework and concrete practices for enabling students to learn and teachers to teach. Key to achieving these educational imperatives is a comprehensive and ongoing process by which school and community resources are restructured and woven together to address barriers to learning and development.

By calling for reforms that fully integrate a focus on addressing barriers, the concept of an Enabling or "Learning Supports" Component provides a unifying concept for responding to a wide range of psychosocial factors interfering with young people's learning and performance and encompasses the type of models described as full-service schools -- and goes beyond them in defining a *comprehensive* component for addressing barriers to learning and promoting healthy development. That is, besides focusing on barriers and deficits, there is a strong emphasis on facilitating healthy development, positive behavior, and assets building as the best way to prevent problems and as an essential adjunct to corrective interventions. Emergence of a comprehensive and cohesive Enabling or Learning Supports Component requires policy reform and operational restructuring that allow for weaving together what is available at a school, expanding this through integrating school, community, and home resources, and enhancing access to community resources by linking as many as feasible to programs at the school. Ultimately, this will involve extensive

restructuring of school-owned enabling activity, such as pupil services and special and compensatory education programs. In the process, mechanisms must be developed to coordinate and eventually integrate school-owned enabling activity and school and community-owned resources. Restructuring must also ensure that the component is well integrated with the developmental/instructional and management components in order to minimize fragmentation, avoid marginalization, and ensure that efforts to address problems (e.g., learning and behavior problems) are implemented on a school-wide basis and play out in classrooms.

Operationalizing such a component requires formulating a delimited framework of basic programmatic areas and creating an infrastructure to restructure enabling activity. Such activity can be clustered into six interrelated areas: (1) classroom-focused enabling which focuses specifically on classroom reforms that help teachers enhance the way they work with students with "garden variety" learning, behavior, and emotional problems as a way of stemming the tide of referrals for services; (2) support for transitions such as providing welcoming and social support programs for new students and their families, articulation programs, before and after school programs; (3) crisis response and prevention; (4) home involvement in schooling; (5) student and family assistance which encompasses provision of a full range of health and human services offered in the context of a family resource center and a school-based clinic; and (6) community outreach which includes an extensive focus on volunteers.

Extensive progress has been made in designing the Elizabeth Learning Center. But there is much more to be done, and several critical facets are just being developed. Two integrally related program areas are among the many where a good foundation has been laid, and the site can now make great strides forward. One area encompasses efforts to enhance *school readiness* (e.g., by adding Head Start); the other area focuses on improving the educational and vocational opportunities of adult family members (e.g., by expanding the nature and scope of adult education at the school and by fostering employment.) Furthermore, through an integrated approach to these concerns, there will be an increased presence of the adult community on campus. (Early in the reform process the site developed a contract with the local community adult school and began offering ESL classes, pre-GED preparation, citizenship, computer literacy, and parenting and parent leadership training. Over 1000 adults weekly attend classes from 7:30 a.m. to 9:00 p.m. Two parent cooperative child care centers are available day and evening to enable parent attendance.) Such additions should contribute in many ways to the educational mission. For example, it can reduce student misbehavior, and this, along with observation of the commitment to education and career preparation of adults from the community, can allow for greater involvement of students in classroom learning.

(Relevant references: Urban Learning Center Model (1998). *A design for a new learning community*. Los Angeles: Los Angeles Educational Partnership. Also see: H.S. Adelman & L. Taylor (1997), Addressing barriers to learning: Beyond school-linked services and full-service schools. *American Journal of Orthopsychiatry*, 67, 408-421.)

Schorr (1997) concludes her analysis of the type of programs described above with what she suggest is an emerging new synthesis. She states: "The new synthesis rejects addressing poverty, welfare, employment, education, child development, housing, and crime one at a time. It endorses the idea that the multiple and interrelated problems . . . require multiple and interrelated solutions." She describes five neighborhood efforts as promising examples of "the current surge of community rebuilding:" (1) Baltimore's Community Building in Partnership in Sandtown-Winchester, (2) the Comprehensive Community Revitalization Program and the South Bronx Community Development Corporation, (3) the Savannah Youth Futures Authority, (4) Newark's New Community Corporation, and (5) empowerment zones.

# Appendix C

*From: Coalition for Community Schools*

<http://www.communityschools.org/index.php?option=content&task=view&id=23&Itemid=45>

## **Local Initiatives**

Community Schools continue to take root and expand in communities all across the country. The following local community school networks are featured as rising stars in the community school movement for their sustained commitment to strengthening schools, families and communities so that children and youth succeed. The Coalition encourages other community school local networks to let us know about developments that are happening to strengthen schools, families and communities in your area! Please email [ccs@iel.org](mailto:ccs@iel.org) This email address is being protected from spam bots, you need Javascript enabled to view it with any news or information you would like to share!!

### **Birmingham Community Education**

BIRMINGHAM, ALABAMA

The Birmingham School District began exploring the idea of developing a community school program in the mid-1960s. The first center opened in 1971 with seed money from the Greater Birmingham Foundation. Today there are 18 community centers, primarily located in public schools, which serve 130,000 residents annually. The program has several related goals: to provide community residents with lifelong learning opportunities; to cooperate with other community agencies to provide health, education, cultural and recreational opportunities at accessible central locations; and to involve the community in the educational process. Now supported by regular allocations from the City Council and the Board of Education, Birmingham offers classes and activities for every age group. Cooperative arrangements with city agencies and special grants help centers provide a wide array of services on site and address issues such as illiteracy, unemployment, substance abuse, teen pregnancy and homelessness. Advisory Councils at each site feed into a citywide council that helps the school district set policy and direction for the initiative. This network of more than 450 actively engaged volunteers reflects the strength and community ownership that has made Birmingham the largest community education program in the state. They have been successful, say initiative representatives, because they have learned "to educate the whole community in the community's business."

Contact:

Parent, Community and Student Support Program

Davis Center

417 29th Street S.

Birmingham, AL 35233

205.581.5003

205.581.5084 (fax)

## **Caring Communities**

### STATE OF MISSOURI

Missouri's Caring Communities approach began as a demonstration project in 1989 at Walbridge Elementary School in St. Louis. It was launched by the directors of Missouri's major human service agencies after numerous conversations with the Danforth Foundation. The idea was to use foundation money to help communities leverage substantial state dollars they were already receiving to design their own more responsive and comprehensive delivery systems.

At Walbridge, a project director pulled together a local advisory council and with the full participation of the principal began to think through an approach that would not only deliver services but also articulate and strengthen community values. A mid-level interagency staff team was established to help cut through bureaucratic barriers keeping them from implementing their vision. State dollars, which often came with major strings attached, were delivered first to "pass-through" agencies and then to the site, thus allowing the initiative more flexibility in how funds could be used.

#### Contact:

St. Louis Caring Community Program  
4411 N. Newstead Avenue  
St. Louis, MO 63115  
314.877.2050  
314.877.2057 (fax)

## **Change Collaborative**

### ROCHESTER, NEW YORK

CHANGE was founded in June 1993 by United Way, Monroe County, the City of Rochester and the Rochester City School District. It is a collaboration of the County of Monroe, the City of Rochester, the Rochester City School District, the United Way and key partners combining leadership and resources to redesign and implement improvements in service delivery systems to increase success for children and families. CHANGE's vision is that all children, youth and families have unconstrained access to the resources and opportunities necessary for health, growth, self sufficiency and participation in community life.

#### Contact:

Rochester-Monroe County Youth Bureau  
4160 City Place  
50 W. Main Street  
Rochester, NY 14614  
716-428-4950  
716-428-9033 (Fax)

## **Community Education Centers**

### ST. LOUIS, MISSOURI

Community Education Centers in St. Louis were established in 1968. The current initiative, launched in 1994, reflects a shift from adult education and community recreation to a much more focused approach on service delivery, student outcomes and collaboration with other agencies. In calling for these changes, the

school board pointed out that "in order for schools to make substantial improvement in the education of urban children, there must be improved delivery of social and health services ...." This shift has resulted in closer connections between the K-12 academic program and community education's expanded focus on human services efforts, and has led to greater involvement in community problem-solving. Currently 16 Community Education Centers offer free and fee-for-service activities to 18,000 residents annually, including, for example, parenting and family resource services, summer academies focused on cultural awareness, neighborhood involvement in asset mapping and problem-solving, and a wide range of recreation and community education classes.

Contact:

St. Louis Community Education Centers  
St. Louis Park Public Schools  
St. Louis Park, MO 63104  
314.773.7962  
314.773.1372 (fax)  
<http://www.dtd1.slps.k12.mo.us>

**Community Education Program**

ST. LOUIS PARK, MINNESOTA

Community education and school-linked services have been a prominent part of community life in St. Louis Park since 1971. In that year, the city and board of education adopted a formal joint powers agreement establishing the operation and funding base for a new community education program. Today, as then, its mission is to enhance the community's quality of life through lifelong learning and empowerment of its people. Over the years, the initiative has stayed responsible to community needs by honoring change and diversity, building community, acting as a catalyst for collaboration among all sectors of the community, and developing support systems to strengthen K-12 education and student achievement.

There are currently 10 community education centers in operation at schools and community centers throughout the city. Fees constitute more than half of the initiative's revenue with another 20 percent derived from a state-authorized local levy designed to support general community education. Citizen participation in the design and direction of its programs is a hallmark of the St. Louis Park program. Although administered by the school district, the community education program derives substantial support and guidance from a large, citywide Advisory Council. This volunteer board is composed of representatives from public- and private-sector institutions, businesses, and youth. Dozens of programs and services are offered in a number of program areas including early childhood family education, child care, learning readiness, literacy, youth development and recreation. A set of program-oriented advisory councils work with the citywide group and individual centers to ensure that offerings reflect current research and innovative approaches.

Contact:

Community Education Program  
St. Louis Park Public Schools  
St. Louis Park, MN 55426  
612.928.6063  
612.928.6020(fax)

## **Dakota County Interagency Team**

SOUTH SIOUX CITY, NEBRASKA

### **Background**

The Dakota County Interagency Team (DCIT) initially gathered in 1989 and officially formed in 1990 to serve in an independent, advisory and coordinating role for the purpose of developing and implementing a community-based delivery system that provides youth (children and adolescents) and their families access to a system of care that addresses cooperatively their educational, health, mental health, recreational, judicial, vocational and social service needs. In 1996, the DCIT's community-based strategy focuses on all residents of the county. The DCIT is locally viewed as a means to ensure that social services and programs are less fragmented, more coherent, and more responsive to local needs.

### **Contact:**

Dakota County Interagency Team  
801 2nd Ave.  
South Sioux City, NE  
402-494-6301  
402-494-6301 (Fax)

## **Extended Services Schools**

A Partnership Program of Clark Atlanta University with John F. Kennedy Middle School  
ATLANTA, GEORGIA

John F. Kennedy Middle School is located in the Atlanta Empowerment Zone and serves a predominately African American population of 22,524. Located in Atlanta Westside within one mile of Clark Atlanta University and the Atlanta University Center, Kennedy Middle represents a classic example of an urban, inner-city school. Current enrollment is 562 in grades 6 through 8.

Kennedy was opened in 1971 as a comprehensive community service center with an extensive extended services program. A directory of the center published in 1975 listed 14 agencies located in the facility. Though highly publicized, this concept of integrated service delivery may have been ahead of its times. Eventually, the community service agencies were relocated and an elementary school was housed in the space while its facility was under construction.

### **Contact:**

Clark Atlanta University  
223 James P. Brawley Dr. SW  
Atlanta, GA 30314  
404-880-8493

## **Full Service Schools**

### **Positive Youth Development Initiative**

JACKSONVILLE, FLORIDA

Beginning in 1992 as part of a state initiative to bring services to high-risk students, Jacksonville's Full Service Schools (FSS) are housed in five neighborhood high schools. Site teams from city and county public agencies provide access to crisis treatment and a ring of complementary counseling and support services is targeted at children and families experiencing domestic, behavioral and economic problems. Students from elementary and middle schools in surrounding neighborhoods, as well as high school students, are referred by teachers, community agencies and parents.

Originally, FSS operated as a partnership between two primary agencies, the Duval County School Board and the Department of Children and Families. The Jacksonville Children's Commission has since become a strong funding partner, and the United Way serves as home agency for initiative staff as well as a funder for youth services. Each school is governed by a cross-sector site team composed of parents, teachers, students, principals and residents. Teams make initial recommendations on which services and which providers should be funded using dollars provided by the United Way's Community Solutions Fund as well as flexible funding provided by the State Department of Children and Families. More than 2,000 students and families have been served in Duval County, and the concept has been adapted in several surrounding counties.

**Contact:**

United Way of Northeast Florida  
1300 Riverplace Blvd., Suite 500  
P.O. Box 41428  
Jacksonville, FL 32203-1428  
904.390.3207  
904.390.3251 (fax)

### **Gardner Extended Services School**

ALSTON, MASSACHUSETTS

Over the past three years, the Thomas Gardner Elementary School, a Boston Public School, has been transformed from a traditional school to an Extended Services School. A school-community-university partnership has guided the development and implementation of the Gardner Extended Services School (GESS). The partners include the Thomas Gardner Elementary School; the Allston-Brighton Family YMCA, which services as the "lead agency;" Boston College (Schools of Education, Law, Social Work, Management, Nursing, and Arts & Sciences) and the Allston-Brighton Healthy Boston Neighborhood Coalition.

**Contact:**

Gardner Extended Services School  
30 Athol Street  
Allston, MA 02134  
617-635-8365  
617-635-7812 (Fax)



## **Guilford County Initiative For Children**

GREENSBORO, NORTH CAROLINA

### **Preamble**

Significant improvement in the educational performance of all of Guilford County's children is imperative to create a 21st century work force. Achieving this goal requires that the county bring together all of its resources in a concerted manner in support of student achievement and improved child, youth and family well-being. The present system of support remains too fragmented and disconnected from the learning process to reach that goal; therefore, the parties to this agreement have crafted the following strategy.

Contact:

United Way of Greater Greensboro

P.O. Box 14998

Greensboro, NC 27402

336-378-5024

336-378-6611 (Fax)

## **Molly Stark Elementary School**

BENNINGTON, VERMONT

Molly Stark Elementary School is one of eight elementary schools in the Southwest Vermont Supervisory Union. It houses approximately 420 kindergarten through sixth grade students as well as a district wide Early Education Program. It is the first Vermont school to become a Yale School of the 21st Century. The Yale Program, developed by Edward Zigler (founder of Head Start) includes more than 400 schools nationwide striving to strengthen programs for children. There is a new emphasis on children birth to 5 years, an important window of opportunity to stimulate love of learning and educational success. The School of the 21st Century is a school based child care and family support program, dedicated to the healthy growth and development of all children through continuity of support from birth to age twelve.

Contact:

Molly Starks Elementary School

9 Willow Road

Bennington, Vermont 05201

802.442.2692

<http://www.svsu.org/mollystark/molly.htm>

<http://www.state.vt.us/educ/conf5.htm>

## **New Beginnings**

SAN DIEGO, CALIFORNIA

San Diego's New Beginnings initiative was launched in 1988. It began as an interagency forum in which CEOs of key city and county agencies, the school district, and an area community college could explore better ways of meeting the needs of the children and families they served.

In 1990, they chose a high poverty area surrounding a single elementary school and conducted a feasibility study to determine the effectiveness of current service delivery methods. With that information in hand, agencies designed and redirected dollars to help fund a school-linked demonstration project. Its purpose was not only to connect families to integrated services but also to provide a continuing source of information to

the interagency oversight body about gaps and overlaps in services and areas in which policy-level changes were needed to provide more effective service delivery, systemwide.

Organized around a case management approach, New Beginnings seeks to improve results for participating families by providing a wide range of services including preventive health care, literacy and translation support, parent education, and referral services. It has also continued to leverage change among the institutions that serve families throughout San Diego city and county. For example, by developing a process of direct certification, the initiative has made it much easier for school districts to determine student eligibility for free or reduced price meals. New Beginnings is also playing a key role in a regional data-sharing project, which will allow individuals in authorized agencies to share data necessary to better serve children and families.

Contact:

Community Initiatives for Children and Families  
Health and Human Services Agency  
1700 Pacific Highway, Room 106  
San Diego, CA 92101  
619.515.6543  
619.515.6758(fax)

## **New Visions for Public Schools**

NEW YORK CITY, NEW YORK

New Visions is a privately subsidized effort to create small, nurturing, academically strong schools throughout the New York City school system. Founded in 1989 as the Fund for the New York City Public Education, New Visions for Public Schools works with educators. In 1992, the fund sent out 16,000 letters inviting a wide variety of interested New Yorkers to help design new educational settings. The fund ran technical assistance workshops and trips to successful New York City schools to help community-based teams develop their own ideas. Parent organizations, education officials, teachers, community organizations, unions, colleges and universities, and students submitted nearly 300 proposals. Sixteen were eventually selected for implementation grants. Today, 41 of an anticipated 50 schools are in operation. New Visions funding allows these public schools to supplement school district support and to leverage additional cash and in-kind resources.

No two New Visions schools are the same. Each one is organized around a distinctive and unifying theme. Local 1199 School for Social Change, for example, is a four-year high school developed by a hospital and health care employees union. About 350 students study a comprehensive curriculum organized around public policy development, public health issues and the history of the labor movement. An adolescent and family health-care clinic and training program for medical residents operates on site and provides services to students and their families. Along with other community health facilities, community organizations and labor-affiliated organizations, the clinic provides a laboratory in which students can directly experience the issues they are studying in class.

Students build strong basic and conceptual skills in an entirely different way at the New York City Museum School. There, 151 students spend three days a week at participating museums moving among exhibits that shape and bring to life an interdisciplinary curriculum. What pulls these and other New Visions schools together is their small size, their close connection to the community and the high expectations they have for their students.

Contact Information:

New Visions for Public Schools

96 Morton Street  
New York, NY 10014  
212.645.5110  
212.645.7409 (fax)  
<http://www.newvisions.org>

**North Kansas City School District #74**  
**Community Education Services**

KANSAS CITY, MISSOURI

The North Kansas City School District #74 is a premier provider of quality education. The district encompasses 82 square miles located north of the Missouri River, 45,000 households and is the area's second largest employer. With 30 educational sites, the district serves 17,000 students from kindergarten to 12th grade, in addition to nearly 20,000 other learners - from preschool to senior citizens - through the Community Education Services Department.

Community Education in the North Kansas City School District began in the 1960's with a few adult education classes located in one of the high school annex buildings. During the past forty years, the program has expanded into five major areas: Adult Education, non-credit Continuing Education, School Age Child Care, Youth Friends and UAW-Ford Skills Enhancement. The North Kansas City School District has been named as one of 70 national models for Community Education by the National Center for Community Education.

Contact:

The North Kansas City School District #74  
Community Education Services  
Kansas City, MO  
816-413-5461

**Vaughn Family Center/Pacoima Urban Village**  
SAN FERNANDO, CALIFORNIA

The Vaughn Family Center is located within the Los Angeles Unified School District in an elementary school that has been granted charter school status and has a much higher than usual degree of budget and decisionmaking authority. Initiated by a collaborative sponsored by the local United Way and an educational foundation, it was designed as a model for restructuring the delivery of health and human services to children and families. Along with case management, family support and health services, it also offers leadership development, job training and employment services.

As residents have assumed greater roles in the design and delivery of services, the focus has broadened into the creation of an "urban village" aimed at community development as well as service delivery. While maintaining its school-based center, the Vaughn initiative has extended its work into a nearby housing project and is giving more attention to poverty and economic issues affecting residents.

Contact:

Pacoima Urban Village  
12700 Van Nuys Blvd.  
Pacoima, CA 91331  
818.834.9557  
818.834.9464 (fax)

# Appendix D

## A Beginning Look at Major School-Community Partnerships in Los Angeles County

### **Examples of School-Community Collaborative Arrangements Made by the Healthy Start Projects in Los Angeles County**

Reporting School Districts: ABC Unified, Alhambra City Elementary SD, Antelope Valley Union High SD, Azusa Unified, Bellflower Unified, Covina Valley Unified, Culver City Unified, Duarte Unified, Glendale Unified, Lawndale Elementary SD, Lennox Elementary SD, Long Beach Unified, Los Angeles Unified, Monrovia SD, Newhall SD, Norwalk/La Mirada Unified, Palmdale SD, Paramount Unified, Pasadena Unified, Pomona Unified, Rowland Unified, Wilsona Elementary SD

#### ***I. City Departments and Agencies***

City Attorney's Office, Fire Departments (Pomona), Health and Human Services (Bellflower, Culver City, Gardena, Norwalk, Pasadena), Housing Authority (Los Angeles), Info Line, , LA Bridges, Los Angeles Commission for Assault Against Women , Library (Monrovia), Police Departments (Azusa, Culver City, Gardena, Monrovia, Los Angeles, South Gate), Parks and Recreation (Glendale, Huntington Park, Los Angeles, Monrovia, Norwalk, Pomona), Public Safety (Norwalk). Also, most projects indicate a connection with their city governance body.

#### ***II. County Departments, Agencies, and Specified Programs***

Children and Family Services (DCFS), Health Services (DHS), Library, Mental Health (DMH), Office of Education (LACOE), Parks and Recreation, Probation, Public Social Services (DPSS), Sheriff; also mentioned: L.A. County Board of Supervisors

Specific Programs Cited: Child Health and Disability Prevention(CHDP), Early intervention project, LACOE Head Start Family Service Center, Info Line, LA County San Antonio Health Clinic, specific comprehensive health and medical centers, specific mental health centers

#### ***III. Other Agencies/Projects/Programs Concerned with Health and Human Services***

##### ***A. Counseling/Mental Health/Support/Substance Abuse Services***

Airport Marina Counseling Service, Alcohol and Drug Council of Greater Los Angeles, Antelope Valley Council on Alcohol and Drug Dependency, Asian American Drug Abuse Program, Calif. Women's Commission on Alcohol and Drug Dependencies, Carson Child Guidance, Casa de Esperanza Mental Health Center, Center for Gender Sanity, Chaparral Counseling Services, Children's Institute International, CLARE Foundation, Coastal Asian Pacific Mental Health Service, Community Counseling Services, Community Family Guidance Center, Council on Alcoholism and Drug Dependency, Didi Hirsch Mental Health Center, Foothill Community Mental Health Center, Gardena Drug and Alcohol Abuse Prevention Task Force, Glen Roberts Child Study Center, Girl Scouts Grass Roots Alcohol and Drug Education (GRADE), Greater Long Beach Child Guidance, Hathaway Children's Services, Helpline Youth Counseling, High Risk Youth Program, Hope In Youth, LA Center for Alcohol and Drug Abuse, Legal Aid, Margarita Mendez Children's Mental Health Center, National Council for Alcoholism, New Horizons Psychological Center, Pepperdine Educational Psychology Clinic, Project HEAVY West, Psychology Trauma Center, Reiss Davis Child Study Center, Rosa Parks Sexual Assault Crisis Center, San Fernando Valley Child Guidance Clinic, San Fernando Valley Community Mental Health, South Bay Center for Counseling, South Bay Child Neglect Treatment Program, South Bay Center for Counseling, Tri-Cities Family Guidance Center, UCLA Neuropsychiatric Institute, Victory Drug, Western Region Asian Pacific Counseling Center, Youth Intervention Project

##### ***B. Family Support/Guidance/Resource Help/Housing***

ACTION: A Parent & Teen Support Program, Association to Aid Victims of Domestic Violence, AVANCE Human Services, Because I Love You, Building Up LA, Center for Improvement of Child Caring, Centro de Desarrollo Familiar, Centro de Salud Hispano, Child Care Resource Center, Children's Bureau of Southern California, Children's Center of Antelope Valley, Children's Home Society, Chinatown Service Center, Community Family Guidance Center, El Monte Resource Center, El Nido

Family Services, Family Assistance League, Familycare, Family Resource Foundation, Family Service of Long Beach, Family Support Program, Families Caring for Families, Families and Schools Together, Figueroa/Ascension Safety Team, Foothill Unity Center, Friends of the Family, Glendale Even Start Family Program, Grandparents as Parents, Hand-to-Hand (Valley Support Services), Harbor Regional Center, Heal L.A., Human Services Association, Huntington Park Concern for Others, Interfaith Hunger Coalition, Joint Efforts, LA Emergency Shelter, Los Angeles Neighborhood Housing Services, NCADD Family Preservation, Neighborhood Resource Center, Out There, Palmdale Community Outreach Center, Para Los Ninos, Parents, Families, and Friends of Lesbians and Gays, Parenting Institute, Parents Involved in Community Action, Planned Parenthood, Project Build, Project IV Family Outreach, Project J.A.D.E., Project Touch, Project Search, Public Counsel, Rancho San Pedro Community Service Center, Regional Centers, Richstone Family Center, Ramona Gardens Community Service Center, Saint Margaret's Center, Santa Anita Family Services, Santa Clarita Child and Family Development Center, SELPA (Norwalk-La Mirada/ ABC), SHARE Food Bank, SHIELDS for Families, Su Casa Family Crisis & Support Center, Teenage Pregnancy Prevention Project, Toberman Settlement House, Stone Soup, Voluntary Mediation Services, Welfare Action, Women's Care Cottage

#### *C. Gang/Violence/Juvenile Correction Programs*

Alternatives to Living in Violent Environments, Bellflower's Against Gangs, Centinela Valley Juvenile Diversion Program, Gang Alternative Program, Harbor Area Gang Alternatives Program, Juvenile Assistance Diversion Effort, Mad About Rising Crime (Santa Clarita Chapter), Peacebuilders

#### *D. Medical Centers/Health Centers/Health Projects/Hospitals/Dental Clinics*

Alhambra Hospital, Altamed Health Services, American Cancer Society, American Red Cross, American Dental Care, American Indian Clinic, Antelope Valley Hospital Medical Center, Behavioral Health Services, Bellflower Medical Center, Bellwood General Hospital, Buddhist Tzu-Chi Free Clinic, BUILD Rehabilitation, California Hospital Medical Center, Cedars-Sinai Medical Center, Centinela Hospital, Century Freeway Clinic, Children's Dental Center, Children's Dental Clinic, Children's Dental Health, Children's Hospital Los Angeles, Citrus Valley Health Partners, City of Hope, Clinica Mrs. Oscar Romero, Clinica Para Las Americas, Community Health Foundation East Los Angeles, C.O.A.C.H., Daniel Freeman Hospital, Del Amo Hospital, Every Child's Healthy Option (ECHO -- Citrus Valley Partners), East Valley Community Health Center, El Proyecto del Barrio Clinic, Foothill Presbyterian Hospital, Koryo Health Foundation, Franciscan Clinic, Glendale Adventist Medical Center Community Services, Glendale Healthy Kids Program, Harbor Free Clinic, Harbor/UCLA Public Health Dept. H.E.A.R.T., Henry Mayo Newhall Memorial Health Foundation, Holy Cross Medical, Huntington Park Cluster Health, Kaiser Permanente, La Puente Valley Medical Group, Little Company of Mary Hospital, Marshak Universal Medica Center, Mercy Medical Center, Northeast Community Clinic, Northeast Valley Health Corporation, Northridge Hospital, Pacific Clinics East, Pediatric & Family Medical Center, Peninsula Recovery Center, Pomona Valley Hospital Medical Center, Queens Care, RFK Institute for Family Medicine, San Gabriel Valley Medical Center, San Pedro Peninsula Hospital, Santa Marta Hospital, South Bay Children's Health Center, South Bay Free Clinic, South Gate Dental Group, UCLA Jules Stein Clinic, UniHealth Foundation, St. Francis Medical and Children's Center, Tarzana Treatment Center, 31st District PTSA Clinic, Valley Care, Valley Community Clinic, Valley Family Clinic, Valley Presbyterian Hospital, Victory Drug and Surgical, Vision Care Watts Health Foundation, Visiting Nurses Association, Westside Women's Health Center, White Memorial Medical Center, Wilmington Community Clinic, Women-Infant-Child (WIC) (also some projects have enlisted the aid of volunteer medical professionals)

#### *E. Support for Schools and Communities*

Alliance for Human Enrichment, Americorps, Council of PTAs, California Conservation Corps/Clean and Green, CA School Employees Association, Central Neighborhood Association, City of Long Beach Neighborhood Improvement Strategies, Committee for Multi-Racial Projects, Esperanza Community Housing Corp., Estrella Community Development Corporation, Focus on Youth, Glendale Literacy Coalition, Institute for Human Potential, LA Alliance for a Drug-Free Community, Los Angeles Educational Partnership, Madres Unidas-United Mothers for Santa Clarita, Mar Vista Gardens Housing, Mothers of East Los Angeles, Monrovia Teachers Association, MSI Community Services, Neighborhood Watch, 186th Area Homeowners Assoc. & Community Action Network, Operation Safe Community, PTA chapters, PTSA chapters, Parent Action Leadership Team, Parent Support Teams, parent volunteers, school district support programs and services, student volunteers, Volunteer Center, Watts Labor Community Action Committee, Westminster Neighborhood Association

## *F. Vocational Programs*

California Department of Employment Development, Career Redirection, Profit Together, Verdugo School-to-Career Coalition, Watts Labor Action Committee, Worknet Services

## *G. Youth Development/Recreation/Enrichment*

Actors' Alley, Boys and Girls Club, Boys Scouts of America, Child/Youth Advocacy Task Force, City of South Gate Youth Commission, Consolidated Youth Services Network, district youth academic support/recreational/enrichment programs, 4-H Club, Focus on Youth, Foundation for Student Excellence, Future Scientists and Engineers of America, Gifted Children's Association, Glendale Child Development Program, Glendale Youth Coalition & Project Y.E.S., Head Start, Infant Development/Baby Steps Inc, Keep Youth Doing Something (KYDS), Korean Youth & Community Center, Learning Crew, Mind Link: a Children's Network Learning Center, Monrovia Preschool/Child Development Center, New Directions for Youth, South Bay Youth Project, S.T.A.R., Tichenor Infant/Toddler Program, U.S.A.F. Mentoring Program, Westside Children's Center, Woodcraft Rangers, Y.M.C.A., Y.W.C.A., Youth Alliance, Youth Foundation, Wilmington Teen Center

## **IV. Other Resources**

### *A. Businesses/Chambers of Commerce/Service Clubs*

Aki & Sons Nursery, ARCO Adopt a School, Automobile Club of Southern California, Botega Industries, Clark-Ochoa Business Service, Golden State Peace Officer's Association, GNB Technologies, Gateway Center Inc., KGEM Cable Television, Kiwanis, Lion's Club, May Restaurant, McDonald's, Net Worth Advisors Inc., Nissan Motor Acceptance Corp., Oracle, Private Industry Council, Sun Microsystems, TransAmerica Life Companies, TRW School Adopter, Ultramar, Vernon Chamber of Commerce, Western Realty, Wienerschnitzel

### *B. Philanthropic Organizations/Charities*

Armenian Relief Society, Assistance League of Santa Clarita, Bresee Foundation, Catholic Charities/Loaves and Fishes, Crail-Johnson Foundation, Do It Now Foundation, Friends of EAGLES Centers, Lifeguard Food Ministry, Oldtimer's Foundation, Palmdale Education Foundation, Salvation Army, Santa Clarita Valley Service Center, Santa Clarita Valley Food Pantry, United Way

### *C. Religious Organizations/Ethnic Associations/Committees*

All Peoples Christian Center, Ascension Parochial Parish and Branch AME Church, Bellflower Ministerial Fellowship, Church Mentor Network, Congregational Church of the Messiah Community Volunteers, First Christian Church, Palmdale Churches, Whosoever Will Christian Center, Word of Life Outreach Ministries, Armenian Evangelical Social Services Center, Asian Community Service Center, Asian Pacific American Dispute Resolution Centers, Committee for Armenian Students in Public Schools, Latin American Civic Association, Martin Luther King Dispute Resolution Centers, Samoan Affairs Council, United Cambodian Community, Watts Latino Organization

### *D. Universities/Colleges*

American Association of University Women, Antelope Valley Community College (School of Nursing), Azusa Pacific University, Biola University, California Institute of the Arts, California School of Professional Psychology, California State University Dominguez Hills, California State University Long Beach, California State University Los Angeles (School of Nursing), California State University Northridge, Cerritos Community College, College of the Canyons, College of Osteopathic Medicine of the Pacific, El Camino College, Foothill College (Special Education Local Community College Citizenship Center), Glendale Community College (Service Learning Center, Citizenship Center & Volunteer Center), International Institute of LA, Josephson Institute, LA Harbor College, Loyola Marymount University, Mission College, Philips Graduate Institute (California Family Counseling Agency), UCLA (America Reads, Center X, Department of Family Medicine, School of Law, UAP Program), USC (Dental School, Inter Professional Initiative, Joint Education Project, School of Medicine, School of Social Welfare

## A Few Profiles

In addition to the information about school-community partnerships that can be gleaned from the Healthy Start project data, some perspective is gained by reviewing the 1995 catalogue of *Programs to Enable Learning and Teaching* done for the LAUSD by the School Mental Health Project at UCLA and the 1995 compilation of *Collaboratives for Children, Youth, and Families in LA County* (2nd ed.) done by the LA County Children's Planning Council.

The following are a few profiles to illustrate a range of activity.

### INTEGRATED, SCHOOL-LINKED SERVICES

#### Healthy Start, Monrovia Unified Schools

The community of Monrovia has adopted a primary focus on its children -- adopting the vision that all children and their families deserve to have access to affordable health and human service support. The Monrovia City Council is actively committed to becoming an "America's Promise" city. This national program, headed by Collin Powell, endorses cities that proclaim a commitment and dedication to sharing of resources and pooling strengths for the betterment of children. In concert with the city, the Monrovia Unified School is "committed to devoting its energy and resources to support and provide: a safe orderly, positive, powerful learning environment, with educational programs which foster the maximum development of each student's desire to learn, academic potential, vocational interest and talents, social, civic, and cultural understanding and sense of self worth." The school district superintendent and administration also acknowledge and advocate for addressing students' health and human service needs as a means for removing barriers that hinder students' capacity for learning.

The Healthy Start Project of Monrovia is designed as a citywide integrated and comprehensive service delivery program. The various interventions provided by the Healthy Start Staff and the Healthy Start Collaborative Members are developmentally-oriented and designed to address needs identified through student and parent focus groups and structured interviews, as well as with recognition that the population served has over a 60% poverty rate and that most students are scoring at or below the twenty-fifth percentile on achievement tests.

The collaborative includes 18 local Program Directors, concerned community activists, and other community leaders. This includes community-based organizations program directors, public and private agencies such as the *West San Gabriel Valley Health Council*, *Los Angeles County, SPA 3. Youth and Family Network*, and *Youth Advocacy Task Force*. The city and county

municipalities provide tangible support through financial provisions and systemic shifts in consolidating and blending of responsibilities for services.

Examples of collaborative's endeavors to reach designated goals and achieve measurable outcomes include:

- A Case Management Team consisting of the District Attendance Officer, a Nurse Practitioner, a police officer, the Healthy Start Program Director, Social Workers, Licensed and Credentialed counselor meet to coordinate services for families, discussing with the family their strengths, problems and background. The school, community, or individual family members refer an average of 10 cases weekly. Each case is evaluated and plans are developed with the parents that are holistic, linking the child and family with providers who can supply the needed services. The case manager communicates with the family to establish rapport and assure that the prescribed services are accessed. prescribed services are accessed.
- The Early Mental Health Initiative "Special Friends" program was established in 3 elementary school to address the minimally at-risk student. Healthy Start case management services are utilized to refer families to services when their needs extend beyond the scope of this program.
- A Cross-Age Mentoring Program matches trained and supervised high school students with elementary students to foster resiliency.
- Numerous adult/parent enrichment opportunities are provided, targeting the hard to reach parent. Among the subjects covered are: Teaching Your Child How to Read, Parenting Tips for African American Families, Stress Management, and Fostering Appropriate Responses to Your Angry Child. The Los Angeles Department of Children and Family Services, Family Support Program through Santa Anita Family Services funds these

services.

- Kindergarten Outreach involves community volunteers visiting the homes of new kindergarten students welcoming them to the community of education and providing them with valuable information while encouraging the parent to be involved in their child's school.
- The local food bank, Foothill Unity Center, has initiated a case management program that provides a direct link to Monrovia's students and families, identifying families in crisis, tracking, coordinating with the school district and initiating access to service that foster family self-sufficiency, addressing domestic violence, basic needs and family displacement issues.
- An extensive family counseling program staffed by local non profit counseling agencies provides services at the Healthy Start Family Service Center, at the school site, and at local counseling center at no cost or a significantly reduced fee. Individual, Family and Group Counseling are offered. Children's groups include; Anger Management at all grade levels, Grief Group, Stress Reduction and Test Taking Skills and self-esteem Enhancement. Over 300 individuals access these services annually.
- The Child Health and Disability Program provides free physical exams
- In Partnership with the Los Angeles Office of Education a massive immunization effort has resulted in over 1000 immunizations being given last year.
- A dental fund helps needs families receive dental services for their children
- A physician medical network is being established to match children and families to needed medical assistance with physicians, dentist, and other health care providers in the West San Gabriel Valley who "fall between the cracks" of governmental sponsored programs. This network screens and connects families to physicians who have agreed to donate services to a designated number of families annually.
- Medi-Cal and Healthy Family applicants can be screened and assisted in the application process at the Healthy Start Family Service Center.
- Healthy Start continuously sponsors summits and community forum to connect the community to local leaders and politicians, providing depth-full understanding that links to the "Pulse of All Community Members"

## **SAFE SCHOOLS**

**School Law Enforcement Partnership Cadre** -- a partnership for school safety (sponsored by the California Departments of Justice and Education)

Designed to help meet the challenge of providing safe and orderly campuses, the cadre's intent is to pull together resources of the school, law enforcement, juvenile justice agencies, businesses, parents, and others in the community. There is a particular focus on serving schools, school districts, and county education offices; law enforcement agencies; juvenile probation departments; and juvenile court schools. The goal is to encourage interagency partnerships, programs, strategies, and activities that can promote safe schools, improve attendance, and encourage good citizenship. To achieve all this, a Cadre of professionals has been trained to provide free personal technical assistance and resource materials to schools, law enforcement organizations, and other youth-serving agencies. Services include telephone consultations, audiovisual and printed materials, program planning and development, inservice workshops, and facilitation of presentations. Concerns addressed include forming school/law enforcement partnerships, substance abuse prevention, gang awareness and prevention, school-community violence prevention, hate motivated violence prevention, conflict management, vandalism reduction, school security and safe school planning, child abuse reporting and prevention, truancy and dropout reduction, crisis response, suicide prevention.

Assistance and materials for forming partnerships are available from the Cadre at no cost. Services can be obtained by contacting: Safe Schools and Violence Prevention Office, California Dept. of Education, 560 J ST., Room 260, Sacramento, CA 95814 (916) 323-2183 Website -- <http://www.cde.ca.gov/lv/ss/>

OR Crime and Violence Prevention Center, Office of the Attorney General, California Dept. of Justice, P.O. Box 944-2550 (916) 324-7863 Website-- <http://www.ns.net/caag/cvpc/>



## HEALTH INITIATIVES

### Young and Healthy

Through collaboration, the Pasadena Unified School District has developed a school-based health services program which is tightly linked to the community. The program is the result of a combination of intensive community organizing around children's health issues, district leadership, and foundation support. Pasadena has a medical community broad enough to meet the entire community's health care needs. Nevertheless, difficulty in accessing health care is an issue for underserved populations. Thus, Pasadena developed the CHAP (Community Health Alliance of Pasadena) Clinic and Young & Healthy, an organization of volunteer doctors willing to provide services free of charge to uninsured children.

Creation of the CHAP Clinic arose initially from concerns of the Black Businessmen's Association which led to a community-wide examination of health access issues. The Community Health Alliance, a collaborative of numerous health and social service providers, was formed to consider solutions to the problems of health care access. Benefitting from broad community support, the Alliance incorporated to become a 501 (c)(3) organization and put out a request for proposal to build a clinic at the site of a former community hospital. The city agreed to buy the building and Huntington Hospital was awarded the bid to renovate the facility to create a clinic and social service center. Kaiser, which is headquartered in Pasadena, put \$500,000 dollars into the project.

A similar community process is demonstrated by the birth of Young & Healthy (Y&H), a collaboration of volunteer physicians who have committed to caring for any child who needs care but has no means to pay for it. The impetus behind creating Young & Healthy was manifold. In 1987, All Saint's Church conducted a health need assessment which suggested that health access was a major issue in the community. With over one third of school children uninsured, school nurses had nowhere to refer children who needed basic primary care. The director of the church's outreach program took the lead in meeting with members of the community. A second key player was the head of the emergency room at Huntington Hospital who daily saw the effects of children not having access to primary specialty care (high ER utilization resulting in great costs to the system and decreased health outcomes due to the lack of prevention). He suggested that local doctors volunteer their time to see children who would not otherwise have access to care outside of the ER. He worked within the medical community to gather support while a task force, working under the auspices of the church, worked not only to get foundation support, but to raise awareness and develop support in the community for the idea.

After two years of planning and building community support, grant funding was obtained, a director for the program was hired and the idea was piloted at the 3 schools in the district identified as having the greatest unmet medical needs. The program evolved so that a

school nurse, knowing a child has no insurance, could call Young & Healthy for a referral. Young & Healthy would then meet with the family to ensure income eligibility (although income is only self-reporting) and discuss the referral process. The first year of the program, only 600 appointments were made. By the second year of the program, which by then was extended to the entire school district, 1,200 appointments were made. By its fifth year, Young & Healthy made 4,800 appointments in one year and now has over 400 doctors on their referral list.

Recognizing changes in health care in general, as well as how services are being accessed in the community, Young & Healthy has altered its program to better meet community needs. The focus is moving toward more emphasis on speciality and dental care referrals, each of which now makes up to 30% of the appointments. Young & Healthy works with USC to get mobile dental vans to a district school twice yearly and works with families to inform them of various health insurance options. The program is widening its client base by outreaching to homeless shelters, battered women's shelters, and foster homes.

Through the generosity of the California Wellness Foundation, the district is able to run a central District Primary Care Clinic, which is open during the day and some evenings, staffed by a nurse practitioner. In general, the clinic provides care to students who have no insurance. In addition, the district has five Healthy Start sites, each of which also has a clinic staffed by a nurse practitioner and provide acute and preventive care services to students and community members.

### Partnership for Preteen Hepatitis B Immunizations

LACOE is conducting a school based project to reduce the incidence and dangers of Hepatitis B to preteen students and prevent related chronic health problems. The project, called Partnership for Preteen Hepatitis B Immunizations (PPHI), helps students from needy families comply with the new California law requiring proof of Hepatitis B vaccine (HBV) series of three doses by seventh grade entry. PPHI is built on a collaborative network, including LACOE, school district providers, parents, and community based organizations, such as hospitals, clinics and community service clubs. PPHI is also providing other immunizations and, whenever possible, capitalizes on opportunities to provide proactive health assessments, health education and linkages with appropriate systems of care. Merck Vaccine Division awarded a \$100,000.00 grant for PPHI implementation. At present, PPHI is linked with 27 school/communities. The goal is to provide 10,000 students with a series of three HBV doses during 1998-9.

## HEALTH INITIATIVES (cont.)

### **Medicaid Demonstration Project's Proposed Healthy Students Partnership Program**

Los Angeles County, in concert with Los Angeles Unified School District (LAUSD), has proposed an amendment to the County's existing Medicaid Demonstration Project to incorporate a new Healthy Students Partnership (HSP) program. The Medicaid Demonstration Project's principal objective is to transform the County's health delivery system to better and more economically serve Medicaid recipients and Los Angeles County indigents. To do this, the system is reducing expensive inpatient capacity while substantially increasing ambulatory care. The ambulatory care network being built is community-centered, based on public/private partnerships, and is prevention oriented and accessible.

The HSP program proposes to add public schools to this developing network as a means to better address the documented needs of children and youth for ambulatory care. County survey data convincingly show that when people perceive they require medical care, poor and near-poor uninsured people are almost twice as likely as those with coverage to go without care. Among the most significant barriers reported are lack of a regular medical care provider; knowledge about coverage options; transportation; and ability to pay. Cultural attitudes and beliefs about health care also play a role. These obstacles are particularly significant for uninsured children, estimated to number 696,000 in Los Angeles County. Of these, approximately 560,000 are estimated to be from poor or near-poor families; and a substantial majority of these are in families with children in public schools. Making ambulatory care services readily available to these children at school, even if their families are unable to pay, serves to overcome the barriers between them and needed medical care. That is the primary objective of the HSP program.

A second objective is for schools to be an avenue through which uninsured families can learn about health coverage options and receive help with enrollment. LAUSD and other school districts have found that many uninsured students qualify for programs such as Medi-Cal or Healthy Families, but haven't enrolled for a variety of reasons, including lack of information, application complexity or cultural mores. Through schools, the Healthy Students Partnership program will seek to overcome these obstacles and thereby facilitate health plan enrollment of a substantial number of uninsured students. As a result, among other things, HSP would offer a transition path for students into Medi-Cal managed care and the Healthy Families programs.

At least 35 of the County's 81 school districts have expanded their capability to attend to students' health and well-being through initiatives such as the Healthy Start program (which provides an excellent base for ambulatory care service expansion), Early Mental Health Initiative ("EMHI"), Child Health and

Disability Prevention Program ("CHDP") and school-based clinics. For example, LAUSD, which has 43% of the County's total kindergarten through 12th grade enrollment, but an estimated 54% of the total poor and near-poor students, has a growing number of school-based clinics, 120 Healthy Start program sites (representing 65% of the County total). Thirteen LAUSD sites currently serve more than 74,000 students in partnership with the County and private providers. These sites provide more than 36,000 health and mental health visits annually.

The HSP program will seek to meet students' health care needs by expanding school-based ambulatory care services through the Medicaid Demonstration Project. In that spirit, the concept of the Healthy Students Partnership program was approved unanimously by the Los Angeles County Board of Supervisors on October 20, 1998, and also unanimously by the Los Angeles Unified School District's Board of Education on October 27, 1998.

As proposed, LAUSD will pioneer implementation of the program. The rest of the county's 79 districts, which are diverse in size, poverty levels and involvement with expanded health programs, will be invited to participate and will be provided with technical development assistance in accordance with their individual needs, with coordination through the County's umbrella agency, the Los Angeles County Office of Education. The County and participating school districts will enter into the HSP program through a memorandum of understanding, which spells out the collaborative relationship and provides for joint governance. Mechanism for community input will be a regular feature of the program's governance. Participating districts will expand school-based and school-linked ambulatory care services using a flexible model of care developed from real experience. Participating sites will be able to select from a formulary of ten proven ambulatory care delivery and support components to develop a platform of service which fits the circumstances and needs of the locality. The components may be staffed by the school district, the County, public/private partnership providers or a combination of these.

#### **At-School Service Components: Primary Care and Medical Home**

- A. School Complex Core Clinic
- B. Nurse-Practitioner Clinic
- C. School-Based Primary Care Clinic
- D. Mobile Primary Care Clinic
- E. School-Linked Primary Care Provider

#### **At-School Service Components: Specialty Care**

- F. School Complex Specialty Service Clinic
- G. Mobile Specialty Service Clinic

#### **Support Service Components**

- H. Case-Finding/Management through Reinforced School Nursing
- I. Health Care Plan Outreach, Counseling and Case Tracking
- J. Integrated Referral System Linkage

(cont.)

Primary and selected specialty care services will be targeted to students from poor and near-poor families. Their eligibility for the free/reduced-cost lunch program will also establish their eligibility for HSP program services. Other needed services will be provided through linkage to the COUNTY's integrated public/private partnerships provider network.

The HSP program will require initial planning within each school district for the comprehensive and systematic expansion envisioned by HSP. But some school districts already have individual projects on the drawing boards. Those ready for implementation and consistent with HSP may be fast-tracked.

Primary target areas will be those in which students enrolled in the free/reduced-cost lunch program constitute 75% or more of total enrollment. Seventeen of LAUSD's 22 administrative clusters and 15 of the other school districts would be targeted. Secondary targets include an additional seven clusters and 20 other school districts with lunch program eligibility between 50% to 75% of the student population.

The proposal is to finance the HSP program through Federal Medicaid matching funds for current health care expenditures of LAUSD (estimated not to exceed \$105.6 million in total expenditures for 1998/99) and other participating school districts (estimated not to exceed \$64.6 million in total expenditures). Federal financial participation for HSP. in FY 1999/2000 would not exceed \$85.2 million. Evaluation will include measures of health care system performance

(e.g., access, quality, continuity, cost and eligibility assistance outcomes) and educational program impact (including attendance, immunization rates and compliance with school entry medical physical examination requirements).

### **Early Mental Health Initiative (EMHI)**

EMHI is a prevention-oriented initiative is designed to enhance the social and emotional development of children (kindergarten through third grade) manifesting problems such as minor school adjustment and inter-personal difficulties. By responding early to minor problems, the intent is to minimize costly services at a later time. After screening to identify appropriate students, the process involves a supervised paraprofessional taking the student to a play room setting. The adult is trained to listen empathetically and to respond in a nondirective manner. The play sessions are meant to create a nurturing relationship through which the youngster comes to feel good about self, others, and school. The approach calls for encouraging a close working relationship with parents and teaching staff to build alliances that promote mental health and social and emotional development. School-based supervisors/ trainers (school psychologists, counselors, social workers) work collaboratively with staff of cooperating mental health agencies in the community.

Contact: Consultant at LACOE 562/922-6394.

## *TRUANCY AND BEHAVIOR PROBLEMS*

### **The School Attendance Review Board (SARB)**

SARB is a multi agency mechanism that includes children and family services, probation, law enforcement, parents and/or other community representatives, community-based organizations, child welfare and attendance personnel, school guidance personnel, and the district attorney's office. The SARB process is intended to enhance efforts to meet the needs of students with attendance and behavior problems and promote use of alternatives to the juvenile court system.

The process starts with identification of attendance and/or behavior problems followed by classroom, school site, and district level interventions. SARB is specifically charged with finding solutions to unresolved student attendance and discipline problems by bringing together, on a regular basis, representatives of agencies that make up the board. This involves efforts to understand why students are experiencing attendance and behavior problems and taking steps to correct the problems. SARB also surveys available community resources, determines the appropriateness of the services, and makes recommendations to meet the needs of referred students.

Assistance from SARB may be requested when attendance or behavior problems have not been resolved through existing school and community resources. Referrals are made by contacting the principal, supervisor of attendance or local SARB chairperson. Contact: local SARB by telephoning the LA County SARB at (562) 922-6234.

## **SCHOOL-TO-CAREER PROGRAM**

### **Business Summer Institute for Students**

The Academy of Business Leadership, associated with Southern California Edison, has collaborated with the Los Angeles County Youth Development Partnership for two consecutive summers to offer a Business Summer Institute for students. The Institute is designed for eight weeks, six hours per day, with school-based learning given on the campuses of the University of Southern California and California State University at Los Angeles. Work-based learning takes place at companies such as Edison International, the Times, KCAL, Disney, etc. The intent is to expose students, on a weekly basis, directly to business and industry. At the Institute, students are immersed in an intensive curriculum, focusing on entrepreneurship, investment, and finance. The specific focus is on skills for starting, managing, or working at a successful business. This includes skills for personal goal setting, computer use, leadership, communication, and image and presentation. Students undertake "hands-on" projects, including practical exercises in developing a business plan and stock portfolio management. Volunteer business professionals offer training and mentoring in a variety of business related fields. Follow-up data on participants find that grade point averages go up, several have started profitable businesses, 99% of the participants graduate from high school and 78% of these are now enrolled in colleges or universities. Participants state that the program helped them understand the importance of a college education, enabled them to set higher educational goals and develop career goals; and helped them develop leadership skills and understanding of the importance of ethics and values.

## **GANG RESPONSE**

### **Gang Risk Intervention Program (GRIP)**

“The philosophical foundation of GRIP is rooted in interagency collaboration. In particular, GRIP brings together police officers, community leaders, and school faculty and administrators, along with parents and students, to collectively address gang-related challenges. Through this process, all stakeholders share ownership, responsibility and accountability for the assessment, planning, implementation, and evaluation of respective gang-related initiatives.” GRIP serves students who are at risk of joining gangs, providing them direct support services intended to teach them how to live a healthy, responsible life that leads to success at home, school, and in the community. The goals are to (1) reduce the probability of youth involvement in gang activities and consequent violence, (2) establish ties at an early age between students and community organizations, and (3) commit local businesses and community resources to positive programming for youth. Projects are underway in the following school districts: Centinela Valley Union High, Covina-Valley Unified, El Monte Union, Inglewood Unified, Lennox, Los Angeles Unified, Lynwood Unified, Pasadena Unified, Pomona Unified, Whittier Union High, and Wiseburn, as well as under the aegis of New Directions for Youth in Van Nuys and SEY YES, Inc. in Los Angeles City.

Each GRIP project has a school-based advisory committee composed of educators, students, police officers, and other community representatives. The mandated components of the program are (1) a full time, paid community-based coordinator at a school or group of schools, (2) counseling for targeted at-risk students, parents, and families, individually and collectively, (3) exposure of targeted students to positive sports and cultural activities, promoting affiliation between students and their local community, (4) job training which may include apprenticeship programs in coordination with local businesses, job skills development in schools and information about vocational opportunities in the local community, (5) activities that promote positive interaction among students, parents, educators, and law enforcement representatives, and (6) staff development on gang management for teachers, counselors, and administrators.

## **BUSINESS AND SCHOOL ALLIANCES**

### **Partnerships and Adopt-a-School Program**

The Los Angeles Unified School District’s Partnerships and Adopt-a-School Program reports having 1200 alliances between schools and the business world. The intent is to improve educational standards and align classroom learning to workplace requirements by creating links between a school or school program and a business or community organization. The district outreaches to companies seeking their resources to enrich a school’s educational program through providing tutoring, mentoring, mini-course lectures, sharing hobbies, career counseling, incentives for attendance or achievement, career awareness, club sponsorship, parent workshops, teacher workshops, student employment, etc. Contact: LAUSD Partnerships and Adopt-a-School Office (213) 625-6989.

## FOSTER YOUTH

### **Countywide Foster Youth Services Programs**

In an effort to support children in their foster care and school placements, LACOE and some school districts (e.g., LAUSD) have implemented programs to support the youngster's educational and emotional needs and reduce "foster care drift." The State is providing funding to expand this initiative with the intent of making foster youth services available to every child and youth, ages 4-21, residing in a licensed children's institution (group home). Schools have been identified as "a natural focal point for identifying foster children's academic and behavioral problems and needs. Through interagency collaboration, one of the program's most vital aspects, Foster Youth Service providers work with social workers, probation officers, group home staff, school staff and community service agencies to influence foster children's day-to-day routine both during and after school. Their goals are to stabilize foster care placement and to enhance academic success." The programs also "collaborate with, complement, and supplement" existing supports provided by the Title I Neglected and Delinquent Youth program and Healthy Start, as well as those provided by Systems of Care, SELPAs, and Independent Living Programs.

The programs are expected to assist students inworking with the placing agency, the court system, public and private health/mental health agencies, and educational service providers and use a case management model. Specific goals are (1) improved pupil academic achievement, (2) reduced discipline problems and juvenile delinquency, and (3) reduced rates of truancy and dropout. Program must have a local advisory group and provide the following: (a) educational assessments, (b) collection of the "Health and Education Passport" (including location of a student's records, last school and teacher, current grade level, and any information necessary for school enrollments), (c) tutoring, (d) mentoring, (e) counseling, (f) transition services (including vocational training, emancipation services, training for independent living), (g) mainstreaming to a public school setting, and (h) advocacy training for program staff, group home staff, and foster parents. Contact: FYS Coordinator, CDE, Education Options Office (916) 445-6217; or the consultant at the Division of Educational Support Services, Attendance and Administrative Services, LACOE (562) 922-6234

# ***I. Tools for Mapping Resources***

About Mapping Resources

Who and What Are at the School?

Survey of System Status at a School

A Mapping Matrix

School-Community Partnerships: Self-Study Survey

Overview of a Set of Surveys to Map What a School Has and What It Needs to Address Barriers to Learning

Community Resource Mapping

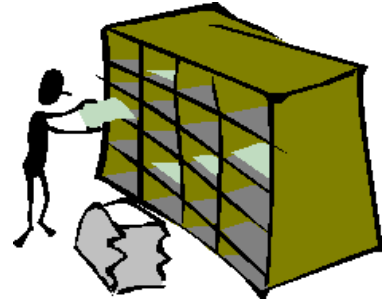
Examples from Kretzmann & McKnight's (1993) work entitled *Building Communities from the Inside Out: A Path toward Finding and Mobilizing a Community's Assets*.

- > Community Assets Map
- > Neighborhood Assets Map
- > Potential School-Community Relationships

Geographic Information Systems

Analysis of Mechanisms for Connecting Resources

Making MOU's Meaningful



# About Mapping Resources

## A. Why mapping resources is so important.

- To function well, every system has to fully understand and manage its resources. Mapping is a first step toward enhancing essential understanding, and done properly, it is a major intervention in the process of moving forward with enhancing systemic effectiveness.

## B. Why mapping both school *and* community resources is so important.

- Schools and communities share goals and problems with respect to children, youth, and families  
the need to develop cost-effective systems, programs, and services to meet the goals and address the problems.  
accountability pressures related to improving outcomes  
the opportunity to improve effectiveness by coordinating and eventually integrating resources to develop a full continuum of systemic interventions

## C. What are resources?

- Programs, services, real estate, equipment, money, social capital, leadership, infrastructure mechanisms, and more

## D. What do we mean by mapping and who does it?

- A representative group of informed stakeholder is asked to undertake the process of identifying  
what currently is available to achieve goals and address problems  
what else is needed to achieve goals and address problems

## E. What does this process lead to?

- Analyses to clarify gaps and recommend priorities for filling gaps related to programs and services and deploying, redeploying, and enhancing resources
- Identifying needs for making infrastructure and systemic improvements and changes
- Clarifying opportunities for achieving important functions by forming and enhancing collaborative arrangements
- Social Marketing

## F. How to do resource mapping

- Do it in stages (start simple and build over time)  
a first step is to clarify people/agencies who carry out relevant roles/functions  
next clarify specific programs, activities, services (including info on how many students/families can be accommodated)  
identify the dollars and other related resources (e.g., facilities, equipment) that are being expended from various sources  
collate the various policies that are relevant to the endeavor
- At each stage, establish a computer file and in the later stages create spreadsheet formats
- Use available tools (see examples in this packet)

## G. Use benchmarks to guide progress related to resource mapping

## Mapping System Status

As your school sets out to enhance the usefulness of education support programs designed to address barriers to learning, it helps to clarify what you have in place as a basis for determining what needs to be done. You will want to pay special attention to

*clarifying what resources already are available*

*how the resources are organized to work in a coordinated way*

*what procedures are in place for enhancing resource usefulness*

This survey provides a starting point.

The first form provides a template which you can fill in to clarify the people and their positions at your school who provide services and programs related to addressing barriers to learning. This also is a logical group of people to bring together in establishing a resource-oriented team for the school.

Following this is a survey designed to help you review how well systems for Learning Supports have been developed and are functioning.



## Who and What Are at the School?

(names & schedules provided so staff, students, and families can access)

### Some of the Special Resources Available at \_\_\_\_\_ School

In a sense, each staff member is a special resource for each other. A few individuals are highlighted here to underscore some special functions.

*School Psychologist* \_\_\_\_\_  
times at the school \_\_\_\_\_

- Provides assessment and testing of students for special services. Counseling for students and parents. Support services for teachers. Prevention, crisis, conflict resolution, program modification for special learning and/or behavioral needs.

*School Nurse* \_\_\_\_\_  
times at the school \_\_\_\_\_

- Provides immunizations, follow-up, communicable disease control, vision and hearing screening and follow-up, health assessments and referrals, health counseling and information for students and families.

*Pupil Services & Attendance Counselor* \_\_\_\_\_  
times at the school \_\_\_\_\_

- Provides a liaison between school and home to maximize school attendance, transition counseling for returnees, enhancing attendance improvement activities.

*Social Worker* \_\_\_\_\_  
times at the school \_\_\_\_\_

- Assists in identifying at-risk students and provides follow-up counseling for students and parents. Refers families for additional services if needed.

*Counselors* \_\_\_\_\_ times at the school \_\_\_\_\_  
\_\_\_\_\_

- General and special counseling/guidance services. Consultation with parents and school staff.

*Dropout Prevention Program Coordination* \_\_\_\_\_  
times at the school \_\_\_\_\_

- Coordinates activity designed to promote dropout prevention.

*Title I and Bilingual Coordinators*  
\_\_\_\_\_  
\_\_\_\_\_

- Coordinates categorical programs, provides services to identified Title I students, implements Bilingual Master Plan (supervising the curriculum, testing, and so forth)

*Resource and Special Education Teachers*  
\_\_\_\_\_  
\_\_\_\_\_  
times at the school \_\_\_\_\_

- Provides information on program modifications for students in regular classrooms as well as providing services for special education.

**Other important resources:**

*School-based Crisis Team* (list by name/title)  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

*School Improvement Program Planners*  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

*Community Resources*

- Providing school-linked or school-based interventions and resources

Who	What they do	When
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

## *Survey of System Status*

In discussing the following survey items, note:

Items 1-6 ask about what processes are in place.  
Use the following ratings in responding to these items.

DK	= don't know
1	= not yet
2	= planned
3	= just recently initiated
4	= has been functional for a while
5	= well institutionalized (well established with a commitment to maintenance)

Items 7- 10 ask about effectiveness of existing processes.  
Use the following ratings in responding to these items.

DK	= don't know
1	= hardly ever effective
2	= effective about 25 % of the time
3	= effective about half the time
4	= effective about 75% of the time
5	= almost always effective

DK = don't know  
 1 = not yet  
 2 = planned  
 3 = just recently initiated  
 4 = has been functional for a while  
 5 = well institutionalized

1. Is someone at the school designated as coordinator/leader for activity designed to address barriers to learning (e.g., education support programs, health and social services, the Enabling Component)? DK 1 2 3 4 5
  2. Is there a time and place when personnel involved in activity designed to address barriers to learning meet together? DK 1 2 3 4 5
  3. Do you have a Resource Coordinating Team? DK 1 2 3 4 5
  4. Do you have written descriptions available to give staff (and parents when applicable) regarding
    - activities available at the site designed to address barriers to learning (programs, teams, resources services -- including parent and family service centers if you have them)? DK 1 2 3 4 5
    - resources available in the community? DK 1 2 3 4 5
    - (c) a system for staff to use in making referrals? DK 1 2 3 4 5
    - (d) a system for triage (to decide how to respond when a referral is made)? DK 1 2 3 4 5
    - (e) a case management system? DK 1 2 3 4 5
    - (f) a student study team? DK 1 2 3 4 5
    - (g) a crisis team? DK 1 2 3 4 5
    - (h) Specify below any other relevant programs/services -- including preventive approaches (e.g., prereferral interventions; welcoming, social support, and articulation programs to address transitions; programs to enhance home involvement in schooling; community outreach and use of volunteer)? DK 1 2 3 4 5
    - \_\_\_\_\_ DK 1 2 3 4 5
    - \_\_\_\_\_ DK 1 2 3 4 5
    - \_\_\_\_\_ DK 1 2 3 4 5
    - \_\_\_\_\_ DK 1 2 3 4 5
- Are there effective processes by which staff and families learn DK 1 2 3 4 5
- (a) what is available in the way of programs/services? DK 1 2 3 4 5
  - (b) how to access programs/services they need?
6. With respect to your complex/cluster's activity designed to address barriers to learning has someone at the school been designated as a representative to meet with the other schools? DK 1 2 3 4 5

DK = *don't know*  
 1 = *not yet*  
 2 = *planned*  
 3 = *just recently initiated*  
 4 = *has been functional for a while*  
 5 = *well institutionalized*

How effective is the

- (a) referral system? DK 1 2 3 4 5
- (b) triage system? DK 1 2 3 4 5
- (c) case management system? DK 1 2 3 4 5
- (d) student study team? DK 1 2 3 4 5
- (e) crisis team? DK 1 2 3 4 5

How effective are the processes for

planning, implementing, and evaluating system improvements (e.g., related to referral, triage, case management, student study team, crisis team, prevention programs)? DK 1 2 3 4 5

- (B) enhancing resources for assisting students and family (e.g., through staff development; developing or bringing new programs/services to the site; making formal linkages with programs/services in the community)? DK 1 2 3 4 5

How effective are the processes for ensuring that

- (a) resources are properly allocated and coordinated? DK 1 2 3 4 5

linked community services are effectively coordinated/integrated with related activities at the site? DK 1 2 3 4 5

- 10. How effective are the processes for ensuring that resources available to the whole complex/cluster are properly allocated and shared/coordinated? DK 1 2 3 4 5

Please list community resources with which you have formal relationships.

- (a) Those that bring program(s) to the school site

- (b) Those not at the school site but which have made a special commitment to respond to the school's referrals and needs.

## A Mapping Matrix for Analyzing *School-Community Partnerships* Relevant to Addressing Barriers to Learning and Promoting Healthy Development

*Q.* Why do an analysis focused specifically on school-community *partnerships*?

*A.* To help policy makers improve the use of limited resources, enhance effective and equitable use of resources, expand availability and access, and increase the policy status of efforts to address barriers to learning and promote healthy development.

In many neighborhoods:

neither schools nor communities can afford to offer some very important programs/services by themselves, and they shouldn't try to carry out similar programs/services in ways that produce wasteful redundancy or competition;

schools and communities need to work together in well orchestrated ways to achieve equitable availability and access to programs/services and to improve effectiveness;

the absence of strong school-community partnerships contributes to the ongoing marginalization of efforts to address barriers to learning and promote healthy development;

the development of strong school-community partnerships is essential to strengthening the community and its schools.

### *Using the Matrix*

(1) Quickly identify any school-community partnerships you have information about with respect to each cell of the matrix.

(Do the various catalogues clarify school-community *partnerships*? Just because a community program has some connection with a school, doesn't make it a partnership.)

(2) Improve matrix based on feedback from doing Step 1.

(3) By way of analysis:

(a) Which cells have little in them?

(This may be because we don't know about certain programs.

It may be because there are relevant programs but they are not part of school-community partnerships.)

(b) How should we differentiate among the types of school-community connections?

(e.g., nature and scope of connections -- at least three major dimensions:

> strength of connection, such as contracted partnership

> breadth of intervention, such as program is for all students

> provision for sustainability, such as institutionalized with line-item budget)

(4) What steps can we take to find the information we need to complete the analyses?

## Mapping Matrix

	Health (physical, mental)	Education (regular/special trad./alternative)	Social Services	Work/ Career	Enrichment/ Recreation	Juvenile Justice	Neighborhood/ Comm. Improvement
Prevention							
Early-After- Onset Intervention							
Treatment of Chronic & Severe Problems							

***Level of Initiatives***

- National (federal/private)
- State-wide
- Local
- School/neighborhood

**Questions:**

*What are the initiatives at the various levels?*

*How do they relate to each other?*

*How do they play out a school site and in a neighborhood?*

# Who in the Community Might “Partner” with Schools?

Formal efforts to create school-community partnerships to improve school and neighborhood, involve building formal relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as those listed below).

Partnerships may be established to connect and enhance programs by increasing availability and access and filling gaps. The partnership may involve use of school or neighborhood facilities and equipment; sharing other resources; collaborative fund raising and grant applications; shared underwriting of some activity; donations; volunteer assistance; pro bono services, mentoring, and training from professionals and others with special expertise; information sharing and dissemination; networking; recognition and public relations; mutual support; shared responsibility for planning, implementation, and evaluation of programs and services; building and maintaining infrastructure; expanding opportunities for assistance, community service, internships, jobs, recreation, enrichment; enhancing safety; shared celebrations; building a sense of community.

## County Agencies and Bodies

(e.g., Depts. of Health, Mental Health, Children & Family Services, Public Social Services, Probation, Sheriff, Office of Education, Fire, Service Planning Area Councils, Recreation & Parks, Library, courts, housing)

## Municipal Agencies and Bodies

(e.g., parks & recreation, library, police, fire, courts, civic event units)

## Physical and Mental Health & Psychosocial Concerns Facilities and Groups

(e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, “Friends of” groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers)

## Mutual Support/Self-Help Groups

(e.g., for almost every problem and many other activities)

## Child care/preschool centers

## Post Secondary Education Institutions/Students

(e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as Schools of Law, Education, Nursing, Dentistry)

## Service Agencies

(e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

## Service Clubs and Philanthropic Organizations

(e.g., Lions Club, Rotary Club, Optimists, Assistance League, men’s and women’s clubs, League of Women Voters, veteran’s groups, foundations)

## Youth Agencies and Groups

(e.g., Boys and Girls Clubs, Y’s, scouts, 4-H, KYDS, Woodcraft Rangers)

## Sports/Health/Fitness/Outdoor Groups

(e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

## Community Based Organizations

(e.g., neighborhood and homeowners’ associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

## Faith Community Institutions

(e.g., congregations and subgroups, clergy associations, Interfaith Hunger Coalition)

## Legal Assistance Groups

(e.g., Public Counsel, schools of law)

## Ethnic Associations

(e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-Pacific, Native American Organizations)

## Special Interest Associations and Clubs

(e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

## Artists and Cultural Institutions

(e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers’ organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector’s groups)

## Businesses/Corporations/Unions

(e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters UTLA)

## Media

(e.g., newspapers, TV & radio, local access cable)

Family members, local residents, senior citizens groups

# School-Community Partnerships: Self-Study Surveys

Formal efforts to create school-community partnerships to improve school and neighborhood, involve building formal relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as the home, agencies involved in providing health and human services, religion, policing, justice, economic development; fostering youth development, recreation, and enrichment; as well as businesses, unions, governance bodies, and institutions of higher education).

As you work toward enhancing such partnerships, it helps to clarify what you have in place as a basis for determining what needs to be done. You will want to pay special attention to

- *clarifying what resources already are available*
- *how the resources are organized to work together*
- *what procedures are in place for enhancing resource usefulness*

The following set of surveys are designed as self-study instruments related to school-community partnerships. Stakeholders can use such surveys to map and analyze the current status of their efforts.

This type of self-study is best done by teams. For example, a group of stakeholders could use the items to discuss how well specific processes and programs are functioning and what's not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. The instrument also can be used as a form of program quality review.

In analyzing the status of their school-community partnerships, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.



**Survey (self-study) --**

**Overview of Areas for School-Community Partnership**

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following areas.

Please indicate all items that apply	<u>Yes</u>	<u>Yes but more of this is needed</u>	<u>No</u>	<u>If no, is this something you want?</u>
<b>A. Improving the School</b>				
<b>(name of school(s): _____)</b>				
1. the instructional component of schooling	___	___	___	___
2. the governance and management of schooling	___	___	___	___
3. financial support for schooling	___	___	___	___
4. school-based programs and services to address barriers to learning	___	___	___	___
<b>B. Improving the Neighborhood</b>				
<b>(through enhancing linkages with the school, including use of school facilities and resources)</b>				
1. youth development programs	___	___	___	___
2. youth and family recreation and enrichment opportunities	___	___	___	___
3. physical health services	___	___	___	___
4. mental health services	___	___	___	___
5. programs to address psychosocial problems	___	___	___	___
6. basic living needs services	___	___	___	___
7. work/career programs	___	___	___	___
8. social services	___	___	___	___
9. crime and juvenile justice programs	___	___	___	___
10. legal assistance	___	___	___	___
11. support for development of neighborhood organizations	___	___	___	___
12. economic development programs	___	___	___	___

## *Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership*

Items 1-7 ask about what processes are in place.

Use the following ratings in responding to these items.

- DK = don't know
- 1 = not yet
- 2 = planned
- 3 = just recently initiated
- 4 = has been functional for a while
- 5 = well institutionalized (well established with a commitment to maintenance)

1. Is there a stated policy for enhancing school-community partnerships (e.g., from the school, community agencies, government bodies)? DK 1 2 3 4 5
  
2. Is there a designated leader or leaders for enhancing school-community partnerships? DK 1 2 3 4 5
  
3. With respect to each entity involved in the school-community partnerships have specific persons been designated as representatives to meet with each other? DK 1 2 3 4 5
  
4. Do personnel involved in enhancing school-community partnerships meet regularly as a team to evaluate current status and plan next steps? DK 1 2 3 4 5
  
5. Is there a written plan for capacity building related to enhancing the school-community partnerships? DK 1 2 3 4 5
  
6. Are there written descriptions available to give all stakeholders regarding current school-community partnerships DK 1 2 3 4 5
  
7. Are there effective processes by which stakeholders learn
  - (a) what is available in the way of programs/services? DK 1 2 3 4 5
  - (b) how to access programs/services they need? DK 1 2 3 4 5

***Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership (cont.)***

Items 8- 9 ask about effectiveness of existing processes.  
Use the following ratings in responding to these items.

- DK = don't know
- 1 = hardly ever effective
- 2 = effective about 25 % of the time
- 3 = effective about half the time
- 4 = effective about 75% of the time
- 5 = almost always effective

- 8. In general, how effective are your local efforts to enhance school-community partnerships? DK 1 2 3 4 5
  
- 9. With respect to enhancing school-community partnerships, how effective are each of the following:
  - (a) current policy DK 1 2 3 4 5
  - (b) designated leadership DK 1 2 3 4 5
  - (c) designated representatives DK 1 2 3 4 5
  - (d) team monitoring and planning of next steps DK 1 2 3 4 5
  - (e) capacity building efforts DK 1 2 3 4 5

**List Current School-Community Partnerships**

For improving the school

For improving the neighborhood  
(though enhancing links with the school,  
including use of school facilities and  
resources)

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**Survey (self-study) --**

***School-Community Partnerships to Improve the School***

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply (name of school(s): _____)	<u>Yes</u>	<u>Yes but more of this is needed</u>	<u>No</u>	<u>If no, is this something you want?</u>
<b>Partnerships to improve</b>				
1. the instructional component of schooling				
a. kindergarten readiness programs	___	___	___	___
b. tutoring	___	___	___	___
c. mentoring	___	___	___	___
d. school reform initiatives	___	___	___	___
e. homework hotlines	___	___	___	___
f. media/technology	___	___	___	___
g. career academy programs	___	___	___	___
h. adult education, ESL, literacy, citizenship classes	___	___	___	___
i. other _____	___	___	___	___
2. the governance and management of schooling				
a. PTA/PTSA	___	___	___	___
b. shared leadership	___	___	___	___
c. advisory bodies	___	___	___	___
d. other _____	___	___	___	___
3. financial support for schooling				
a. adopt-a-school	___	___	___	___
b. grant programs and funded projects	___	___	___	___
c. donations/fund raising	___	___	___	___
d. other _____	___	___	___	___
4. school-based programs and services to address barriers to learning*				
a. student and family assistance programs/services	___	___	___	___
b. transition programs	___	___	___	___
c. crisis response and prevention programs	___	___	___	___
d. home involvement programs	___	___	___	___
e. pre and inservice staff development programs	___	___	___	___
f. other _____	___	___	___	___

\*The Center for Mental Health in Schools at UCLA has a set of surveys for in-depth self-study of efforts to improve a school's ability to address barriers to learning and teaching.

**Survey (self-study) --**

**School-Community Partnerships to Improve the Neighborhood**

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply (name of school(s): _____)	<u>Yes</u>	<u>Yes but more of this is needed</u>	<u>No</u>	<u>If no, is this something you want?</u>
Partnerships to improve				
1. youth development programs				
a. home visitation programs	___	___	___	___
b. parent education	___	___	___	___
c. infant and toddler programs	___	___	___	___
d. child care/children's centers/preschool programs	___	___	___	___
e. community service programs	___	___	___	___
f. public health and safety programs	___	___	___	___
g. leadership development programs	___	___	___	___
h. other _____	___	___	___	___
2. youth and family recreation and enrichment opportunities				
a. art/music/cultural programs	___	___	___	___
b. parks' programs	___	___	___	___
c. youth clubs	___	___	___	___
d. scouts	___	___	___	___
e. youth sports leagues	___	___	___	___
f. community centers	___	___	___	___
g. library programs	___	___	___	___
h. faith community's activities	___	___	___	___
i. camping programs	___	___	___	___
j. other _____	___	___	___	___
3. physical health services				
a. school-based/linked clinics for primary care	___	___	___	___
b. immunization clinics	___	___	___	___
c. communicable disease control programs	___	___	___	___
d. CHDP/EPSTD programs	___	___	___	___
e. pro bono/volunteer programs	___	___	___	___
f. AIDS/HIV programs	___	___	___	___
g. asthma programs	___	___	___	___
h. pregnant and parenting minors programs	___	___	___	___
i. dental services	___	___	___	___
j. vision and hearing services	___	___	___	___
k. referral facilitation	___	___	___	___
l. emergency care	___	___	___	___
m. other _____	___	___	___	___

4. mental health services				
a. school-based/linked clinics w/ mental health component	___	___	___	___
b. EPSDT mental health focus	___	___	___	___
c. pro bono/volunteer programs	___	___	___	___
d. referral facilitation	___	___	___	___
e. counseling	___	___	___	___
f. crisis hotlines	___	___	___	___
g. other _____	___	___	___	___
5. programs to address psychosocial problems				
a. conflict mediation/resolution	___	___	___	___
b. substance abuse	___	___	___	___
c. community/school safe havens	___	___	___	___
d. safe passages	___	___	___	___
e. youth violence prevention	___	___	___	___
f. gang alternatives	___	___	___	___
g. pregnancy prevention and counseling	___	___	___	___
h. case management of programs for high risk youth	___	___	___	___
i. child abuse and domestic violence programs	___	___	___	___
j. other _____	___	___	___	___
6. basic living needs services				
a. food	___	___	___	___
b. clothing	___	___	___	___
c. housing	___	___	___	___
d. transportation assistance	___	___	___	___
e. other _____	___	___	___	___
7. work/career programs				
a. job mentoring	___	___	___	___
b. job programs and employment opportunities	___	___	___	___
c. other _____	___	___	___	___
8. social services				
a. school-based/linked family resource centers	___	___	___	___
b. integrated services initiatives	___	___	___	___
c. budgeting/financial management counseling	___	___	___	___
d. family preservation and support	___	___	___	___
e. foster care school transition programs	___	___	___	___
f. case management	___	___	___	___
g. immigration and cultural transition assistance	___	___	___	___
h. language translation	___	___	___	___
i. other _____	___	___	___	___
9. crime and juvenile justice programs				
a. camp returnee programs	___	___	___	___
b. children's court liaison	___	___	___	___
c. truancy mediation	___	___	___	___
d. juvenile diversion programs with school	___	___	___	___
e. probation services at school	___	___	___	___
f. police protection programs	___	___	___	___
g. other _____	___	___	___	___

10. legal assistance				
a. legal aide programs	---	---	---	---
b. other _____	---	---	---	---
11. support for development of neighborhood organizations				
a. neighborhood protective associations	---	---	---	---
b. emergency response planning and implementation	---	---	---	---
c. neighborhood coalitions and advocacy groups	---	---	---	---
d. volunteer services	---	---	---	---
e. welcoming clubs	---	---	---	---
f. social support networks	---	---	---	---
g. other _____	---	---	---	---
12. economic development programs				
a. empowerment zones.	---	---	---	---
b. urban village programs	---	---	---	---
c. other _____	---	---	---	---

## **A Set of Surveys to Map What a School Has and What it Needs to**

### **Address Barriers to Learning**

Every school needs a learning support or “enabling” component that is well-integrated with its instructional component. Such an enabling component addresses barriers to learning and promotes healthy development.

The School Mental Health Project at UCLA has developed a set of self-study surveys covering six program areas and the leadership and coordination systems every school must evolve to enable learning effectively. In addition to an overview Survey of System Status, there are status surveys to help think about ways to address barriers to student learning by enhancing

classroom-based efforts to enhance learning and performance of those with mild-moderate learning, behavior, and emotional problems

support for transitions

prescribed student and family assistance

crisis assistance and prevention

home involvement in schooling

outreach to develop greater community involvement and support--including recruitment of volunteers

This type of self-study is best done by teams. For example, a group of teachers could use the items to discuss how the school currently supports their efforts, how effective the processes are, and what’s not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. The instrument also can be used as a form of program quality review. In analyzing the status of the school’s efforts, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.

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The surveys are available from: Center for Mental Health in Schools, UCLA, Box 951563, Los Angeles, CA 90095-1563 Phone: (310) 825-3634 Fax: (310) 206-8716 E-mail: [smhp@ucla.edu](mailto:smhp@ucla.edu)

They may also be downloaded from the Center’s Website: <http://smhp.psych.ucla.edu>



# Community Resource Mapping Inventory

## **A Planning Tool to identify formal and ‘informal’ community resources, assess duplication and build comprehensive, sustainable resources**

Planning for sustainability should begin early and continue as a priority throughout the life of a demonstration project. Given the depth of trust necessary for agencies to develop and sustain a comprehensive community-based initiative, collaborative governance structures offer the ideal venue to assess formal and resources, duplication, and opportunities to build a lasting comprehensive system of services for youth, families, their neighborhoods and community.

The first step in building a comprehensive sustainability and match structure is consensus among partners regarding their commitment to this effort. Once it is clear that all partners are on board, a Community Resource Mapping Inventory can be developed to assist the community in thinking about all the resources (e.g., services, staff, funds) currently being expended for children and youth that meet the (demonstration project) target population criteria. This process yields more than the completion of the inventory—it forces a dialogue that assists communities to see how they can continue their collaborative system of care process after start-up federal funds expire. The mapping inventory involves several basic steps that may be adapted according to the needs of each Collaborative:

### **1 Identify the geographic community.**

What communities and counties will participate? Reach consensus about current and future geographic boundaries for the system of care effort and make sure everyone is clear on the agreement.

### **2 Identify all currently participating organizations.**

Is everyone ‘at the table?’ It is important not to wait until every single entity is present to move forward, as long as there is consensus regarding critical mass—proceed. Work to ensure that collaborative is diverse in representation and includes non-traditional stakeholders such as business, schools, media, faith community,

family members and community-based service providers. Discuss why other partners are not currently participating and whether/ what strategies will be employed to get them there. Bring others to the table as possible in the future.

**3 Discuss the description of the required target population.**

*Unbundle* the diagnosis requirements and reframe them around need. For example, each partner should assess their own ‘population’ for children and youth who a) have significant challenges in home, school or community related to unmet or ‘under-met’ mental health needs, and b) are receiving or need to receive the services of more than one public agency. This process helps eliminate the problem of agencies believing that this is solely a lead agency ‘program’ and increases the realization that there is a set of youngsters and families needing/accessing services across agencies.

**4 Identify services/programs provided.**

Identify services/programs being provided by the participating organizations for these youngsters/families, *and* associated funding streams (e.g., Families for Kids, Special Education, Office of Juvenile Justice, etc.). Note: By now, duplication of services and programs should become more and more apparent.

**5 Inventory each agency/organization’s expenditures.**

How much money, from what funding streams, are devoted to the services for these children, youth, and their families in a given year? Define/agree upon fiscal year or years. (This will probably require the direct or indirect participation of each agency/organizations finance department to ensure complete information.)

**6 Identify funds expended but not fully matched.**

Identify funds expended but not fully matched with, or necessary for match with federal funds. (This will probably require the direct or indirect participation of each agency/organizations finance department to ensure complete information.)

**7 Discuss spending resources collaboratively.**

Discuss resources that could be better spent if provided collaboratively (once areas of duplication have been identified), as well as the identification of federal fund maximization opportunities. For example, if a crisis-outreach service is needed, and more

than one agency provides some level of crisis-intervention, can a portion of funds dedicated to crisis services be combined (blended or pooled) across funding streams to develop a more responsive/ collaborative outreach service?

#### **8 Assess redundancy.**

Assess the redundancy of separate case management within each agency. Family members can help agencies realize what it's like for them to maneuver between multiple case managers and plans. Discuss openly how each agency's mandates must/will be met regarding case management requirements and pilot a unified case management 'one family/one plan' approach.

#### **9 Use Resource Mapping Inventory.**

Summarize the purpose and findings of the Resource Mapping Inventory and ensure endorsement by all collaborative members.

#### **10 Develop and implement plan.**

Develop and implement a plan to systematically formalize and strategically implement the collaborative service and system approach:

- ◆ How the new approach will be piloted (i.e., the number of youngsters/families who will be approached to participate, the geographic areas of initial participation)?
- ◆ How (and how often) will the Collaborative measure outcomes, address challenges? *Brainstorm potential challenges/solutions in advance.*
- ◆ What are the implications for training (e.g., practice, record keeping)?
- ◆ Monitor and assess results, gradually expanding the effort.

#### **11 Share information and results to ensure support.**

Understand how will the Collaborative share information and results to ensure support? What is the role of each member of the Collaborative in promoting the sustained success of the effort? What assistance is needed to move the system forward? (From/for family members? Evaluators? Policy-makers?) *Regular publicizing of accomplishments is critical for success—create a sense of urgency, momentum and commitment to ensure that stakeholder view the effort as important and worthy of their support!!*

# Community Mapping Inventory Template

Agency/ Organization	Geographic Area & Population Served	Primary Services Provided	Expenditures for Target Populations	Funding Streams	Funds Available to Blend, Pool, Match	Potential Collaborations
Juvenile Justice						
Child Welfare						
Mental Health						
Public Schools						
Family Advocacy & Support						
Public Health						
Other						
Other						

# BUILDING COMMUNITIES FROM THE INSIDE OUT:

A PATH TOWARD FINDING AND MOBILIZING A COMMUNITY'S ASSETS

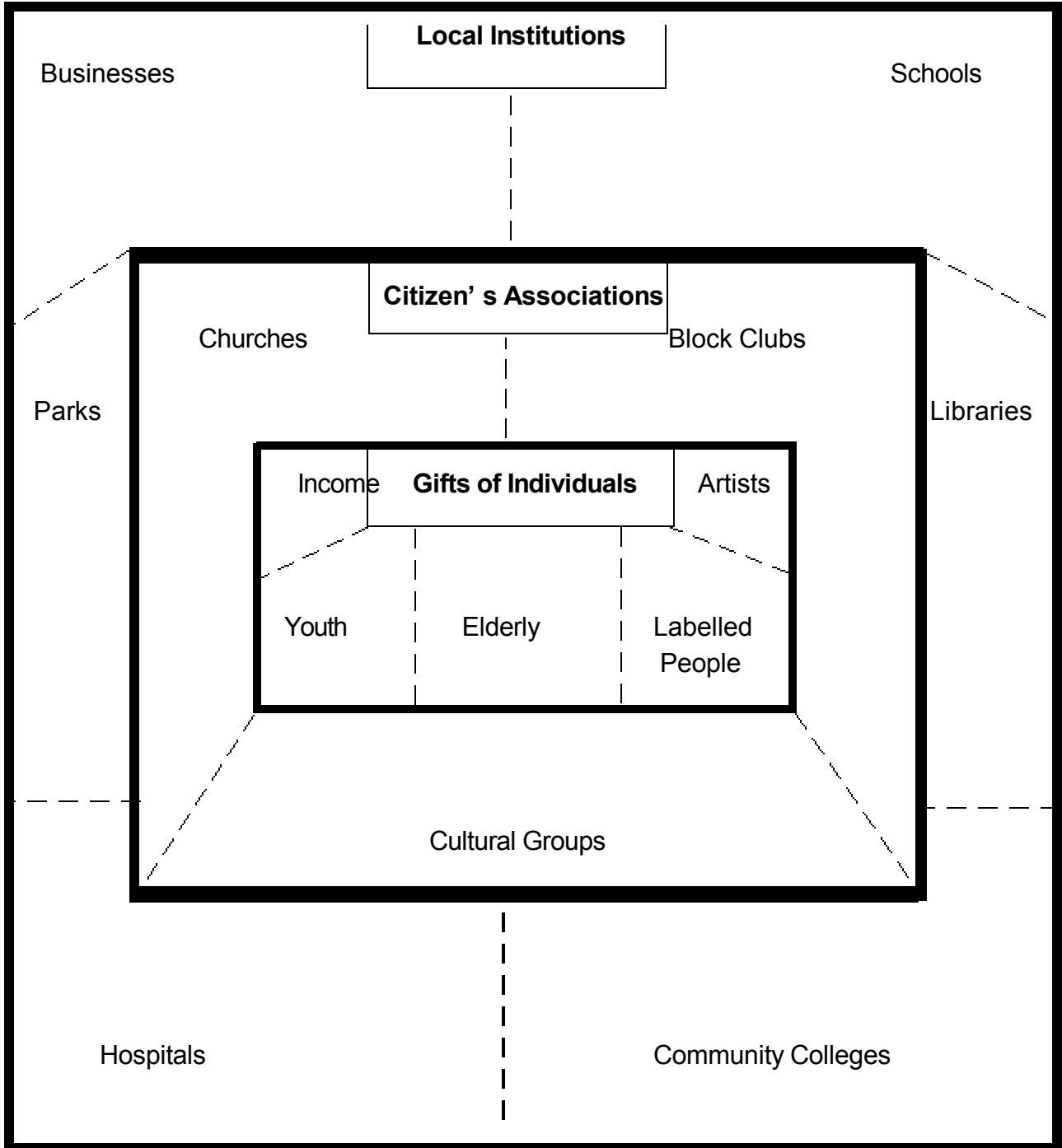
JOHN P. KRETZMANN - JOHN L. MCKNIGHT

Center for Urban Affairs and Policy Research  
Neighborhood Innovations Network  
Northwestern University  
2040 Sheridan Road  
Evanston, Illinois 60208  
Phone: 708-491-3518  
Fax: 708-491-9916

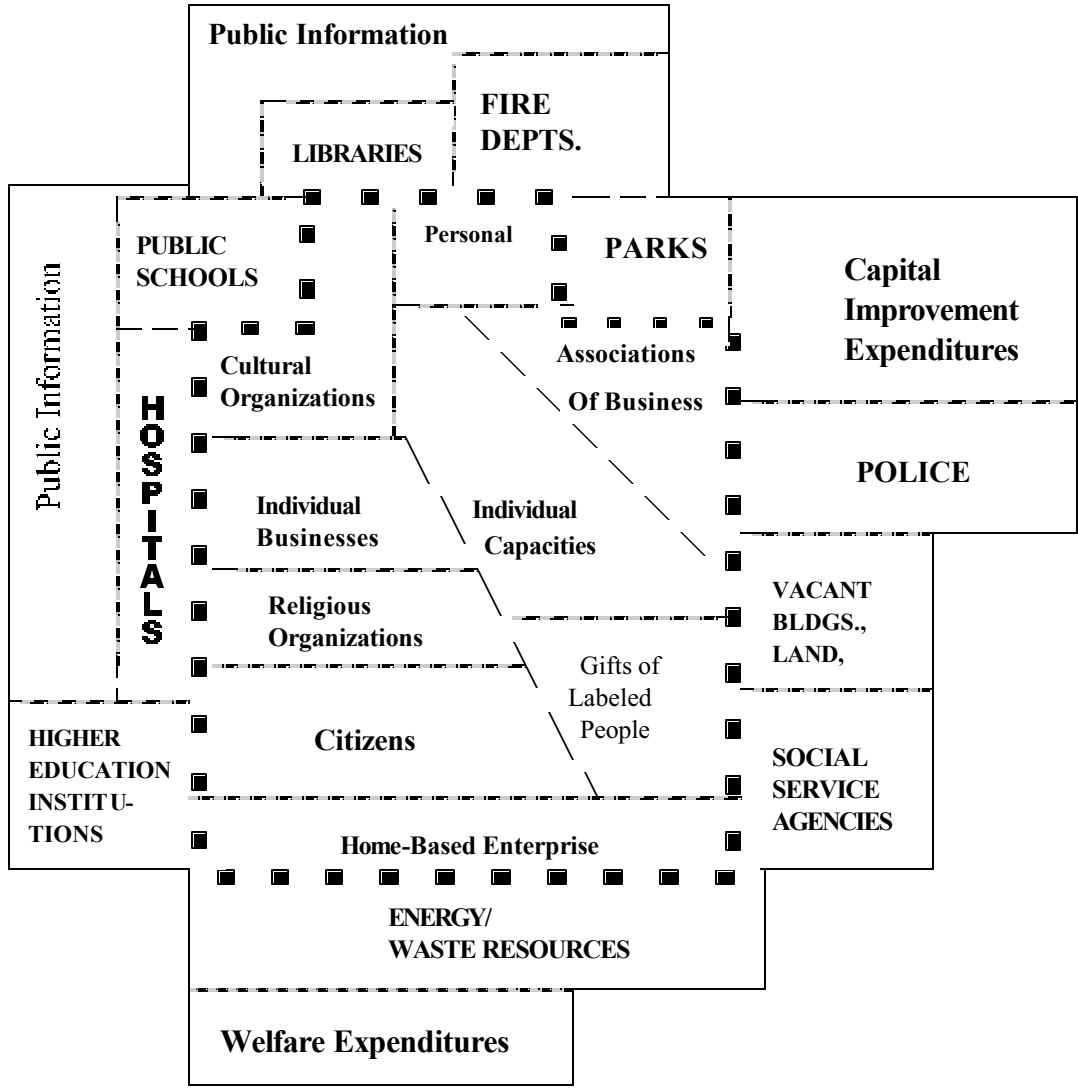
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


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# Community Assets Map



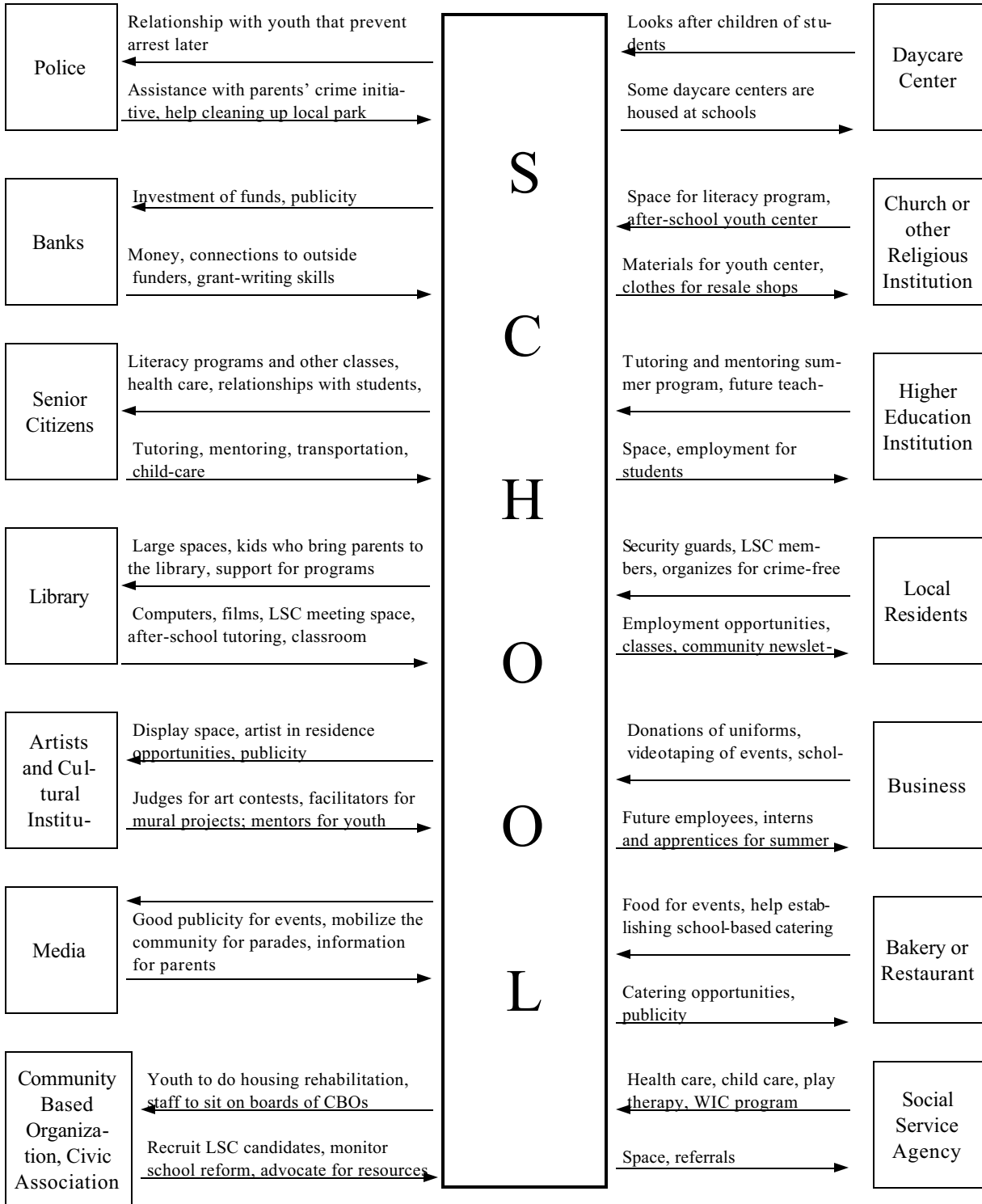
# Neighborhood Assets Map



Legend	
	<b>Primary Building Blocks:</b> Assets and capacities located inside the neighborhood, largely under neighborhood control.
	<b>Secondary Building Blocks:</b> ASSETS LOCATED WITHIN THE COMMUNITY, BUT
	<b>Potential Building Blocks:</b> Resources originating outside the neighborhood, controlled by outsiders.

# **CAPTURING LOCAL INSTITUTIONS FOR COMMUNITY BUILDING**

**Chart Three: One on One Relationships\***



\*Format of chart has been modified from original.



# Geographic Information Systems: Using Technology to Map Needs & Resources

## What is Geographic Information Systems (GIS)

*A system of hardware, software, and procedures designed to support the capture, management, manipulation, analysis, modeling and display of spatially-referenced data for solving complex planning and management problems.* (David Cowen, 1989)

## Applications related to Mapping Resources to Address Barriers to learning

Using data and information (e.g., maps, census and survey data, geographic locations) from a variety of sources (e.g., governmental, private, and academic), models can be developed about program delivery (e.g., mental health care, staffing distributions) and patterns of use for service, policy and evaluative decisions.

## Some Examples:

One of the main benefits of GIS is improved management of your organization and resources. A GIS can link data sets together by common locational data, such as addresses, which helps departments and agencies share their data. By creating a shared database, one department can benefit from the work of another—data can be collected once and used many times.

The old adage "better information leads to better decisions" is true for GIS. A GIS is not just an automated decision making system but a tool to query, analyze, and map data in support of the decision making process.

(From: GIS.com, <http://www.gis.com/>)

## Culturally Competent Mental Health (Jim Banta, 1998)

The State of California Department of Mental Health is requiring that counties address cultural and ethnic issues as they implement outpatient managed care for medicaid clients. ArcView is a natural tool to present geographic, socioeconomic, demographic and utilization data which is required for this undertaking. Data from a variety of sources must be combined during the planning process in order for counties to develop services which are "culturally competent" for a diverse medicaid population...

Maps of such geographical features as mountains, cities, roads, and bus routes can suggest access to services by certain segments of the population. Demographic data, particularly of potential clients, can allow counties to plan for services better than if only general population numbers are known. The combination of demographic and utilization data is suggestive, but requires further analysis.

(Available at: <http://gis.esri.com/library/userconf/proc98/PROCEED/TO600/PAP566/P566.HTM>)

## Some References:

Morrow, B.H. Identifying and Mapping Community Vulnerability. (1999). *The Journal of Disaster Studies, Policy and Management*. 23(1): 1-18.

Ernst, J.S. Mapping Child Maltreatment: Looking at Neighborhoods in a Suburban County. (2000). *Child Welfare*. 79(5): 555-572

For additional information on GIS see:

Geographic Information Systems - from about.com - (<http://www.gis.about.com/cs/gis/index.htm>)

The GIS Portal - (<http://www.gisportal.com/>)

Guide to GIS Resources on the Internet - (<http://sunsite.berkeley.edu/GIS/gisnet.html>)

## *Analysis of Mechanisms for Connecting Resources*

1. What are the existing mechanisms in your school and community for integrating intervention efforts?

Key leaders?

Interagency administrative groups?

Collaboratives to enhance working together?

Interdisciplinary bodies?

Workgroups to map, analyze, and redeploy resources?

Resource coordinating groups to enhance integration of effort?

2a. Which of these mechanisms would address your concerns about strengthening collaborative efforts about safety and well-being?

2b. What changes might need to be made in the existing mechanisms to better address your concerns? (e.g., more involvement of leadership from the school? broadening the focus of existing teams to encompass an emphasis on how resources are deployed?)

2c. What new mechanisms are required to ensure that family-community and school connections are enhanced? (e.g., establishment of a resource council for the feeder pattern of schools and their surrounding community?)

## Making MOUs Meaningful

Efforts to address barriers to student learning (including mental health and psychosocial concerns) require the combined resources of schools and communities working together. This reality is reflected in a range of current initiatives across the country. Many of these are focused on fostering collaboration between schools and various community agencies. One result of all this activity has been the widespread use of Memoranda of Understanding (MOUs).

MOUs have become a staple of grant submissions because of the emphasis on integrated school-linked services and school-community “partnerships.” Too often, such MOUs are no more than a piece of paper indicating that the signatories have agreed to work together. The details generally are not delineated adequately. The intent is mainly to satisfy the requirements of the granting agency. Indeed, the need to meet a submission date often precludes much discussion and negotiation and forces the parties to generate a superficial document.

In some cases, the parties go on to work out satisfying relationships (although rarely true partnerships). In other cases, the follow-through is more in form than substance, and the results are not highly productive. In almost all cases, the matter of sustainability beyond the grant period is not well-addressed, and it is common for the relationship to erode when the funding ends.

*Progress in developing effective collaborations can be enhanced by investing greater time and effort in negotiating MOUs.*

### Initially Negotiating an MOU

Given a tight grant deadline, it is probable that schools and community agencies will find a way to develop and “sign off” on an MOU. Initial discussions tend to cover:

- statements of vision and shared mission
- the benefits and costs for each participant
- mutual responsibilities, roles, and functions for the initiative and for the additional activity required to implement it
- infrastructure mechanisms (e.g., for communication, problem solving, etc.)
- evaluation and accountability requirements

Limited time for discussion and negotiation usually results in commitments that are phrased in general terms (e.g., ways in which resources will be shared are not detailed). Such a document usually meets the minimal demands of the funding agency. However, it should be understood by the signatories that this initial MOU is a starting point for ongoing negotiations that are meant to delineate details and develop substantive and lasting partnerships.

### Ongoing Working Out of Agreements

Many of the problems experienced by collaboratives can be attributed to failure to carry out the type of work required for developing detailed agreements. Under ideal circumstances, most of the fundamental matters would be dealt with in the initial MOU. (See the outline on the following page which was designed for agreements related to establishing an Enabling or Learning Support Component.)

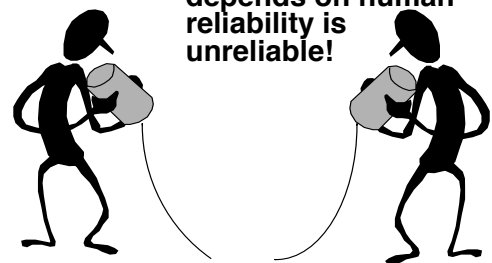
Among the matters that will need to be worked on are how the following functions will be addressed on an ongoing basis:

- building capacity (including reframing job roles and functions; infrastructure and stakeholder development related to new functions; orienting and bringing newcomers up to speed)
- mapping, analyzing, and (re)deploying existing resources (school and community)
- establishing priorities for enhancing existing activity and filling gaps
- developing standards, quality indicators, and benchmarks, and the processes for using them
- determining desirable policy modifications and systemic changes

Whatever the status of an initial MOU, all parties need to understand that ensuring sustainability of valued functions requires institutionalized systemic change. And, for many key facets of initial agreements to become formalized, they must be transformed into contractual arrangements.

**I want the program carried out with fidelity.**

**Don't you realize that any system which depends on human reliability is unreliable!**



## **Memorandum of Understanding for Establishing an Enabling (Learning Support) Component**

This is an agreement among the following parties:

---

---

**Purpose:** This MOU is to delineate the process by which the above parties will collaborate in establishing and maintaining an Enabling (learning support) Component to address barriers to student learning and promote healthy development. (Attach a document delineating the nature and scope of such a component.)

**Agreements:** It is agreed that the following steps will be taken:

- (1) Establishment of an onsite and an external **change agent**.

The designated onsite person is \_\_\_\_\_.  
(Attach the job description for that individual.)

The external person is \_\_\_\_\_.  
(Attach the job description for that individual.)

- (2) Establishment of a **policy** adopting and supporting an Enabling Component.

The policy will state that the above parties will develop and institutionalize an Enabling Component as part of the improvement plan for participating schools. It will also state that this Component will be treated as primary and essential in policy and daily practice.

- (3) The **immediate functions** in establishing the Component will be to initiate and build capacity of the school-based infrastructure for daily operation and ongoing development of the Component – in ways that ensure it is fully linked to the instructional and management/governance facets at a school. This will include:

- establishing a Component Steering Group
- establishing administrative and staff leads for the Component
- establishing a resource-oriented team and related work groups to build Component capacity
- mapping, analyzing, and (re)deploying school and community resources for the Component
- establishing priorities for Component enhancement and development (including filling gaps)
- developing Component standards, quality indicators and benchmarks for its development

- (4) **Financial/Resource agreements:** (Specify dollar amounts and other resources to be provided by each party; delineate any arrangements for braiding or blending resources; clarify steps to be taken to establish long-term funding as part of the ongoing budget of the collaborating parties)

- (5) **Time Frame:** The terms of this MOU shall commence on \_\_\_\_\_ and shall extend through \_\_\_\_\_ and is renewable thereafter as agreed upon by the parties.

## II. Examples of Funding Sources

As schools and communities work to develop partnerships, they must map existing and potential resources in order to analyze what should be redeployed and what new support is needed. The material in this appendix is meant to highlight various sources of funding. On the following pages, you will find:

- *About Financing*
- *Enhancing Financing*
- *A Beginning Guide to Resources that Might Be Mapped and Analyzed*
- *An Example of Funding and Resources in One State*
- *Federal Resources for Meeting Specific Needs of Those with Disabilities*

## About Financing

The central principle of all good financial planning:

A program's rationale should drive the search for financing. Financing may be the engine, but it should not be the driver.

Thus:

>Financial strategies should be designed to support the *best strategies* for achieving improved outcomes.

>Financial strategies which cannot be adapted to program ends should not be used.

It is unlikely that a single financing approach will serve to support an agenda for major systemic changes.

Thus:

- >Draw from the widest array of resources
- >Braid and blend funds

Remember: *Financing is an art, not a science*

### ***What are major financing strategies to address barriers to learning?***

#### ***• Integrating***

Making functions a part of existing activity - no new funds needed

#### ***• Redeploying***

Taking existing funds away from less valued activity

#### ***• Leveraging***

Clarifying how current investments can be used to attract additional funds

#### ***• Budgeting***

Rethinking or enhancing current budget allocations

### ***Where to look for financing sources/initiatives?***

Look at

- all levels -- Local/ State/Federal
- *Public and Private Grants/Initiatives*
- *Education Categorical Programs* (Safe and Drug Free Schools, Title 1, Sp. Ed.)
- *Health/Medicaid funding* (Ind. Early Periodic Screening, Diagnosis,& Treatment)

*Excerpted from NRCSS (2002). Fostering Family and Community Involvement through Collaboration with Schools: Technical Assistance Packet #9*

*A basic funding principle is that no single source of or approach to financing is sufficient to underwrite major systemic changes.*

## **Enhancing Financing**

### ***Opportunities to Enhance Funding***

- Reforms that enable redeployment of existing funds away from redundant and/or ineffective programs
- Reforms that allow flexible use of categorical funds(e.g., waivers, pooling of funds)
- Health and human service reforms (e.g., related to Medicaid, TANF, S-CHIP) that open the door to leveraging new sources of MH funding
- Accessing tobacco settlement revenue initiatives
- Collaborating to combine resources in ways that enhance efficiency without a loss (and possibly with an increase) in effectiveness (e.g., interagency collaboration, publicprivate partnerships, blended funding)
- Policies that allow for capturing and reinvesting funds saved through programs that appropriately reduce costs (e.g., as the result of fewer referrals for costly services)
- Targeting gaps and leveraging collaboration (perhaps using a broker) to increase extramural support while avoiding pernicious funding
- Developing mechanisms to enhance resources through use of trainees, work-study programs, and volunteers (including professionals offering pro bono assistance).

### ***For More Information***

The Internet provides ready access to info on funding and financing.

*Regarding funding, see:*

- *Healthy Youth Funding Database*  
<http://apps.nccd.cdc.gov/HYFund/>
- *School Health Finance Project of the National Conference of State Legislators*  
<http://ncsl.org/programs/health/progdsgrp.htm>
- *Snapshot from SAMHSA*  
<http://www.samhsa.gov>
- *The Catalog of Federal Domestic Assistance*  
<http://www.gsa.gov/>
- *The Federal Register*  
<http://www.gpoaccess.gov/nara/>
- *GrantsWeb-*  
<http://www.research.sunysb.edu/research/kirby.html>
- *The Foundation Center* - <http://fdncenter.org>
- *Surfin' for Funds* - guide to web financing info  
<http://smhp.psych.ucla.edu/> (search *Quick Find*)

*Regarding financing issues and strategies, see:*

- *The Finance Project*  
<http://www.financeproject.org>
- *Center for Study of Social Policy*  
<http://www.cssp.org>
- *Center on Budget and Policy Priorities*  
<http://www.cbpp.org>
- *Fiscal Policy Studies Institute*  
<http://www.resultsaccountability.com>

To foster service coordination, there are several ways to use existing dollars provided to a district by the federal government. One example has been Title XI of the Improving America's Schools Act of 1994 administered by the U.S. Department of Education, which was intended to foster service coordination for students and families. Some districts use Title I funds for this purpose. A similar provision exists in the 1997 reauthorization of the Individuals with Disabilities Education Act. Other possible sources are Community MH Services block grant, funds related to after school programs, state-funded initiatives for school-linked services, etc.

*Excerpted from NRCSS (2002). Fostering Family and Community Involvement through Collaboration with Schools: Technical Assistance Packet #9*

# Underwriting Health in Schools: Examples of Relevant Resources that Might be Mapped & Analyzed

## **Education**

Elementary and Secondary Education Act/No Child Left Behind Act of 2001

Title I—Improving the Academic Achievement of the Disadvantaged

Part A: Improving Basic Programs Operated by LEAs

Part B: Student Reading Skills Improvement Grants

Part C: Education of Migratory Children

Part D: Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At-Risk

Part E: National Assessment of Title I

Part F: Comprehensive School Reform

Part G: Advanced Placement Programs

Part H: School Dropout Prevention

Part I: General Provisions

Title II — Preparing, Training, and Recruiting High Quality Teachers and Principals

Title III — Language Instruction for Limited English Proficient and Immigrant Students

Title IV — 21<sup>st</sup> Century Schools

Part A: Safe and Drug-Free Schools and Communities

Part B: 21<sup>st</sup> Century Community Learning Centers

Part C: Environmental Tobacco Smoke

Title V — Promoting Informed Parental Choice and Innovative Programs

Title VI — Flexibility and Accountability

Title VII — Indian, Native Hawaiian, and Alaska Native Education

Title VIII — Impact Aid Program

Title IX — General Provisions

Title X — Repeals, Redesignations, and Amendments to Other Statutes

Other after school programs (involving agencies concerned with criminal justice, recreation, schooling, child care, adult education)

McKinney Act (Title E)—Homeless Education

Goals 2000— “Educational Excellence”

School-Based Service Learning (National Community Service Trust Act)

School-to Career (with the Labor Dept.)

Vocational Education

Individuals with Disabilities Education Act (IDEA)

Social Securities Rehabilitation Act of 1973, Title V—commonly referred to as Section 504 —this civil rights law requires schools to make reasonable accommodations for students with disabilities so they can participate in educational programs provided others. Under 504 students may also receive related services such as counseling even if they are not receiving special education.

Head Start and related pre-school interventions

Adult Education (including parent education initiatives and the move toward creating Parent Centers at schools)

Related State/Local Educational Initiatives e.g., State/Local dropout prevention and related initiatives (including pregnant minor programs); nutrition programs; state and school district reform initiatives; student support programs and services funded with school district general funds or special project grants; school improvement program; Community School Initiatives, etc.

## **Labor & HUD**

Community Development Block Grants

Job Training/Employment

Job Corps

Summer Youth (JTPA Title II-B)

Youth Job Training (JTPA Title II-C)

Career Center System Initiative

Job Service

Youth Build



## *Health*

### Title XIX Medicaid Funding

Local Educational Agency (LEA) Billing Option  
Targeted Case Management—Local Education Agency  
Targeted Case Management—Local Government Agency  
Administrative Activities  
EPSDT for low income youth  
Federally Qualified Health Clinic

### Public Health Service

Substance Abuse and Mental Health Services Administration (SAMHSA) Initiatives (including Substance Abuse Prevention and Treatment Block Grant, Systems of Care initiatives)  
Center for Substance Abuse Treatment/Center for Substance Abuse Prevention  
National Institute on Alcohol Abuse & Alcoholism/National Institute on Drug Abuse  
National Institute on Child Health

### Health Resources and Services Administration (HRSA) Initiatives

#### Maternal & Child Health Bureau

Block Grant--Title V programs--at State and local levels for  
>reducing infant mortality & the incidence of disabling conditions  
>increase immunizations  
>comprehensive perinatal care  
>preventive and primary child care services  
>comprehensive care for children with special health needs  
>rehabilitation services for disabled children under 16 eligible for SSI  
>facilitate development of service systems that are comprehensive, coordinated, family centered, community based and culturally competent for children with special health needs and their families

Approximately 15% of the Block Grant appropriation is set aside for special projects of regional and national significance (SPRANS) grants.

There is also a similar Federal discretionary grant program under Title V for Community Integrated Service Systems (CISS)—Includes the Home Visiting for At-Risk Families program.

- Ryan White Title IV (pediatric AIDS/HIV)
- Emergency Medical Services for Children programs
- Healthy Start Initiative
- Healthy Schools, Healthy Communities—a collaborative effort of MCHB and the Bureau of Primary Health Care—focused on providing comprehensive primary health care services and health education promotion programs for underserved children and youth (includes School-Based Health Center demonstrations)
- Mental health in schools initiative—2 national T.A. centers & 5 state projects

#### Administration for Children and Families-Family Youth Services Bureau

- Runaway and Homeless Youth Program
- Youth Gang Drug Prevention Program
- Youth Development—Consortia of community agencies to offer programs for youth in the nonschool hours through Community Schools
- Youth Services and Supervision Program

#### Centers for Disease Prevention and Control (CDC)

- Comprehensive School Health—infrastructure grants and related projects
- HIV & STD initiatives aimed at youth

#### Child Health Insurance Program

#### Adolescence Family Life Act

#### Family Planning (Title X)/Abstinence Education

#### Robert Wood Johnson Foundation States—Making the Grade initiatives (SBHCs)

Related State/Local health services and health education initiatives (e.g., anti-tobacco initiatives and other substance abuse initiatives; STD initiatives; student support programs and services funded with school district general funds or special project grants; primary mental health initiatives; child abuse projects; dental disease prevention; etc.)

***Social Service***

Temporary Assistance for Needy Families (TANF)  
Social Services Block Grant  
Child Support Enforcement  
Community Services Block Grant  
Family Preservation and Support Program (PL 103-66)  
Foster Care/Adoption Assistance  
Adoption Initiative (state efforts)  
Independent Living

***Juvenile Justice (e.g., Office of Juvenile Justice and Delinquency Prevention)***

Crime prevention initiatives  
Gang activities, including drug trafficking  
State Formula & Discretionary Grants  
Parental responsibility initiatives  
Youth and guns  
State/Local Initiatives

***Agency Collaboration and Integrated Services Initiatives***

- Federal/State efforts to create Interagency Collaborations
- State/Foundation funded Integrated Services Initiatives (school-linked services/full services school/Family Resource Centers)
- Local efforts to create intra and interagency collaborations and partnerships (including involvement with private sector)

***On the way are major new and changing initiatives at all levels focused on***

- child care (Child Care and Development Block Grant)

***Related to the above are a host of funded research, training, and TA resources***

- Comprehensive Assistance Centers (USDOE)
- National Institute on the Education of At-Risk Students (USDOE)
- Regional Resource & Federal Centers Network (USDOE, Office of Spec. Educ. Res. & Ser.)
- National Training and Technical Assistance centers for MH in Schools (USDHHS/MCHB)
- Higher education initiatives for Interprofessional Collaborative Education

# An Example of Funding and Program Resources: The California Experience



This aid is from: Funding and Program Resources: California's Healthy Start by Rachel Lodge (Healthy Start Field Office: U.C. Davis, 1998). Also, see the Center's Introductory Packet entitled: *Financial Strategies to Aid in Addressing Barriers to Learning*, pp. 71-82. Center for Mental Health in Schools (2000).

This document contains:

- A list of programs being implemented throughout California
- The programs' funding source
- Where to get information about the program and its funding
- A list of the activities and services that are being funded.

**An Example of Funding and Program Resources: The California Experience**

<b>Program Title</b>	<b>Funding Source</b>	<b>Local Information Source</b>	<b>Activities and Services Supported</b>
<b>CITY/COUNTY SYSTEM COORDINATION</b>			
Community Development Block Grant	<i>Federal</i> U.S. Department of Housing and Urban Development	City	Coordination of support and services to families. Facilities and direct service to families to strengthen and improve community life.
Interagency Children's Services Act	<i>State</i> - SB 997 and 786 (no funding sources) Permits regulations to be waived and reallocates existing resources	Check county agencies	Establishes Interagency Youth Service Councils. Encourages local development of comprehensive and collaborative delivery systems for all services provided to children and youth, enhancing local governance requirement of Healthy Start.
Youth Pilot Program	<i>State</i> - AB 1741 Health and Welfare Agency	County administrators (Pilot counties include: Alameda, Fresno, Marin, Placer, San Diego, and Contra Costa)	Interagency team provides assistance to AB 1741 counties to establish a mechanism to transfer funds into a blended Child and Family Services Fund to be used for services for high risk, low income children and families.
Community Based Family Resource Program	<i>State</i> Department of Social Services, Office of Child Abuse Prevention	Public agencies, schools and non-profit agencies	Expands innovative, comprehensive family resource centers.
Juvenile Crime Enforcement and Accountability Challenge Grant Program	<i>State</i> SB 1760 Board of Corrections	Will establish multi-agency juvenile justice coordinating councils	Develop and implement a comprehensive, multi-agency strategy for preventing and effectively responding to juvenile crime.
Partnership for Responsible Parenting	<i>State</i> Department of Health Services, Office of Criminal Justice Planning and other	Public Health Department and other county agencies	Initiative designed to address problems associated with teen and unwed pregnancy and fatherlessness by establishing community challenge grants, public awareness media campaign, statutory rape prosecution, and mentoring programs.

**FAMILY SUPPORT/SOCIAL SERVICE**

Temporary Assistance For Needy Families (TANF) / CalWORKS	<i>Federal</i> Title IV- A Social Security Act	Social Services, Economic Assistance	Direct financial income support for families with minor children; administration of program including eligibility determination. Services and eligibility changing due to welfare reform.
Social Services Block Grant	<i>Federal</i> Title XX Social Security Act	Social Services	Activities that promote family self-sufficiency, prevent child abuse and neglect, and out-of-home placement.
Child Welfare Services	<i>Federal</i> Title IV-B Subpart I Social Security Act	Social Services	Emergency caretaker/homemaker, financial assistance. Family preservation, mental health, alcohol and drug abuse counseling, post-adoption services.
Foster Care Maintenance and Adoption Assistance	<i>Federal</i> Title IV-E Social Security Act	Social Services	Out of home placement and reunification, pre- and post-placement and placement prevention activities. Pays for costs for minors and cost for staff, including staff training.

**HEALTH SERVICES**

Local Educational Agency (LEA) Medi-Cal Billing Option	<i>Federal</i> Title XIX Medicaid Funding	Schools, districts, county offices of education, collaborative partners	Bill for medically necessary services for Medi-Cal eligible students; reinvest in broad range of support, prevention, intervention, and treatment activities for children and their families to sustain local Healthy Start initiatives.
Targeted Case Management–Local Educational Agency (TCM-LEA)	<i>Federal</i> Title XIX Medicaid Funding	Schools, districts, county offices of education, collaborative partners	Bill for case management of services to Medi-Cal eligible special education students and their families. Reinvest as above.
Targeted Case Management–Local Government Agency (TCM-LGA)	<i>Federal</i> Title XIX Medicaid Funding	Public Health, Adult Probation Departments, and Public Guardian	Case management of target populations of Medi-Cal eligibles served by health, probation, public guardian and aging programs.
Medi-Cal Administrative Activities (MAA)	<i>Federal</i> Title XIX Medicaid Funding	Public Health Department	Activities associated with effective administration of the entire Medi-Cal program.
EPSDT Supplemental	<i>Federal</i> Title XIX Medicaid Funding	Public Health Department, managed care agency	Kinds and frequency of treatment and type of provider not otherwise available to eligibles over 21 years (eff. April 27, 1995)

Federally Qualified Health Clinic (FQHC)	<i>Federal</i> Title XIX Medicaid Funding	Public Health Department	Medi-Cal activities and services for Medi-Cal eligibles in medically underserved areas. Rate is higher, cost-based.
Children's Dental Disease Prevention Program	<i>State</i> —SB 111	County health departments and county offices of education	Provides school-based dental health education and dental services that include fluoride, screenings, and treatment referral mechanisms.
<b>MENTAL HEALTH SERVICES</b>			
Substance Abuse Block Grant	<i>Federal</i> Substance Abuse and Mental Health Services Administration Block Grants	County Health Department/ Alcohol and Other Drug Programs	Alcohol and drug abuse prevention, treatment, and after-care services.
Early Mental Health Initiative	<i>State</i> —AB 1650 Department of Mental Health	Schools, districts, local education agencies	Serves children (K-3) identified as having minor school adjustment difficulties to ensure a good start in school and increase the likelihood of their future school success. Provides for use of alternative personnel, cooperation with parents and teachers, and ongoing monitoring and evaluation.
<b>EMPLOYMENT AND ECONOMIC DEVELOPMENT</b>			
Vocational Education	<i>Federal, State, Local</i>	School districts, county offices of education, community colleges, community-based organizations	Provide assessment, counseling, vocational education, on-the-job training, job placement, and basic/remedial education to youth and adults (check for eligibility).
One-Stop Career Center System Initiative	<i>Federal</i> Department of Labor	Employment Development Department, Service Delivery Area/Private Industry Council	Plans to design and implement an integrated, comprehensive, customer-focused, and performance-based service delivery system for employment, training, and related education programs and services.
Job Training Partnership Act	<i>Federal</i> Department of Labor	Private Industry Council, school district, county office of education, community colleges	Provides employability services including job placement, basic/remedial education, on-the-job training and vocational education to economically disadvantaged adults, youth, and older workers.

Job Service (also Job Agent and Intensive Services programs)	<i>Federal</i> Department of Labor and <i>State</i> Employment Development Department	Employment Development Department	Helps employers find job-ready applicants for their job openings and reduces unemployment for adults and youth by providing job placement, counseling, testing, job fairs, job search training workshops, employer services, and labor market information.
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EDUCATION SERVICES					
INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/ DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
Grade Level Reform Initiatives	California Department of Education General Education funds	Establishes the vision and strategies to enable academic success for all students, including collaborative partnerships with parents, other agencies, and community members. Grade level reform documents (4) are available from CDE.	School districts and county offices of education	Ongoing	Child Development Division (916) 322-6233 Elementary Education Division (916) 657-2435 Middle Grades Division (916) 654- 6966 Secondary Education Division (916) 657-2532
School Improvement Program (SIP)	<i>State</i> School Improvement Funding Education Code (62002)	For activities that improve all students' ability to learn and schools' instructional program for all students.	Schools, districts	Ongoing	Elementary Grades (916) 657-5440 Middle Grades (916) 657-5081 Secondary Level Susan Tidyman Alameda COE (510) 887- 0152

School-Based Coordinated Programs	<p><i>State</i> Education Code 52800-52870 Flexible use of existing categorical funds</p>	To encourage effective combination of categorical funds. Participants receive 8 staff development days.	School districts and county offices of education receive state categorical funds	November and April consolidated application	Elementary Academic Support (916) 657-2435
Title I (IASA) Part A-LEA Program Part B-Even Start (see following item) Part C-Migrant Education Part D-Neglected, Delinquent or at Risk	<p><i>Federal</i> Improving America's Schools Act (IASA)</p>	To improve student achievement via interlocking elements of standards and assessment, teaching and learning, professional development, creating linkages among parents, families, and school-communities, and local governance and funding structures.	Schools, districts, and county offices of education	Ongoing	District and School Support Division (916) 657-2577 < <a href="http://www.cde.ca.gov/iasa">www.cde.ca.gov/iasa</a> >
Even Start Family Literacy	<p><i>Federal</i> Improving America's Schools Act (IASA)</p>	Innovative approach to service families (parents with children 0-7 living in a low income area) by integrating early childhood education; adult basic education, and parenting education, and coordination of service delivery agencies by developing partnerships.	Schools, districts, county offices of education, community-based organizations, universities/colleges	Ongoing	Elementary Academic Support Unit (916) 657-2435
Individuals with Disabilities Act (IDEA)	<p>Federal PL 94-142 part H</p>	Assessment and preventive services for very young children at risk of developmental disabilities. Also transition into appropriate school setting. Requires individualized plan.	Schools, districts, county offices of education	Ongoing	Special Education Division (916) 445-4613



School-Based Service Learning (National Community Service Trust Act)	California Department of Education/ Corporation for National Service Approximately \$2 million statewide, individual grants from \$20,000-\$100,000	For district-wide implementation of the teaching method known as service learning.	School districts, county offices of education	Available January 2001	CalServe Initiative (916) 654-3741
School-to-Career Initiative	<i>Federal</i> Direct School-to-Work Opportunities Act grants	Create systems that offer all youth access to performance based education & training that results in portable credentials; preparation for first jobs in high-skill, high-wage careers; and increased opportunities for higher education.	Local Employment Development Departments; school districts, county offices of education, schools, community colleges		School to Career Office (916) 657-2541
Job Training Partnership Act 8% Statewide Education Coordination and Grants	JTPA 8%-30% Projects \$75,000 JTPA 8%-50% GAIN Education Services	Provides youth & adults with barriers to employment with a range of occupational skills through school-to-career and CalWORKS projects, including employment preparation, adult basic education, ESL and GED.	Private Industry Council in collaboration with local education agencies (school districts, county offices of education, adult schools, regional occupational programs/centers and community colleges)		Employment Preparation and Interagency Relations Office (916) 324-9605

Adult Education	<i>Federal and State</i>	Provides adults and out-of-school youth with basic/remedial education, English-as-a-second-language, and vocational education services	School districts, community colleges	Ongoing	Adult Education Field Assistance Unit (916) 322-5012
<b>School Safety and Violence Prevention</b>					
School Community Violence Prevention Grant Program	\$50,000	To address local communities' unique needs related to non-violence strategies	School districts and county offices of education		School Safety and Violence Prevention Unit (916) 323-2183
School Violence Reduction Grant Program	Approximately \$7.2 million statewide; county entitlement per enrollment	To implement a variety of safe schools strategies based on local needs	County offices of education (will offer grants to schools and school districts)	November	School Safety and Violence Prevention Unit (916) 323-2183
Safe School Plan Implementation Grants	\$5,000 each (plus district matching fund) 100 issued each year	To assist schools in implementing a portion of their Safe School plan	Schools	Available in August, due in October	School Safety and Violence Prevention Unit (916) 323-2183
GRIP (Gang Risk Intervention Program)	\$3 million statewide each year	To intervene and prevent gang violence	County offices of education (grant award preference to existing programs)	March-April	School Safety and Violence Prevention Unit (916) 323-2183
Title IV Improving America's Schools Act (IASA) Safe & Drug Free Schools and Communities	Per pupil allocation (Federal Fund Entitlement)	To initiate and maintain alcohol/drug/tobacco and violence prevention programs in schools	County offices of education and school districts receive entitlements	June and September Consolidated application	School Safety and Violence Prevention Unit (916) 323-2183 / Healthy Kids Program Office, (916) 657-3040

SB 65 School-Based Pupil Motivation and Maintenance (M&M) Grant	\$43,104 per grant (Outreach Consultant)	To establish services and strategies designed to retain students in school	Schools in districts operating SB 65 M&M programs	Check for existing program—new school funding unlikely	Education Options Unit (916) 322-5012
Targeted Truancy and Public Safety Grant Program	\$10 million for 8 or more sites (3 year demonstration grant)	To implement integrated interventions to prevent repeated truant and related behaviors	School district and county offices of education	December	School Safety and Violence Prevention Unit (916) 323-2183
<b>Tobacco Use Prevention</b>					
Community Tobacco Use Prevention Program	Department of Health Services, Tobacco Control Section	Conduct interventions that support three priority areas: 1) Environmental tobacco smoke, 2) youth access to tobacco products and 3) counter pro-tobacco tactics	Community based organizations, schools		
Tobacco Use Prevention Education (TUPE) Grades 4 through 8	\$14,400,000 (Entitlements, not a grant process)	To provide tobacco education and prevention programs for grades 4-8 based on A.D.A.	County offices of education and school districts	Available Sept. 5	Healthy Kids Program Office (916) 657-2810
TUPE Innovative Projects	\$2,666,667	To promote and expand innovative and promising tobacco projects	Districts and county offices of education with innovative and promising projects	Pending	Healthy Kids Program Office (916) 657-2810

<b>School Integrated Services</b>					
Healthy Start Support Services for Children Act (SB 620)	\$39 million statewide; \$50,000 planning grant \$400,000 operational grant	Planning (planning grants) or implementing/expanding (operational grants) school integrated supports and services to assist children, youth, and families with achieving success.	School districts and county offices of education. Targeted to schools with high population of low income and LEP students	Available in November. Due in March	Healthy Start Office (916) 657-3558
Coordinated Services (IASA)	<i>Federal Title XI</i> Improving America's Schools Act (up to 5% of funds allocated for other IASA Titles)	Develop, implement or expand coordinated social, health, and education support and service programs for children and their families	Schools, districts (waiver must be submitted to CDE for approval)	Ongoing	Healthy Start Office (916) 657-3558
<b>HIV/AIDS Grant Programs – Comprehensive School Health Program Office</b>					
HIV/AIDS Prevention Education Grant Program	\$30,000–Basic grant \$80,000– Demonstration project (Both for 18 month period 1/1/98-6/30/99)	Use local HIV/AIDS prevention resources to develop age-appropriate and culturally sensitive HIV/AIDS prevention education activities for youth in school	School districts and county offices of education	Available October 20. Due end of November	Healthy Kids Program Office (916) 657-2810

<b>Homeless Children Services</b>					
Education for Homeless Children and Youth Program	\$2.3 million statewide (approximate)	To ensure homeless children are provided the same free, appropriate public education as provided to other children and youth	School districts and county offices of education	20 grantees funded 1997-2000	Elementary Academic Support (916) 657-2435
<b>Teenage Pregnancy Prevention</b>					
Teenage Pregnancy Grant Program	\$10 million statewide each year	5-year competitive grant program to delay onset of sexual activity and reduce the incidence of teenage pregnancy	School districts and county offices of education	37 grantees funded in fiscal year 1996-97 for the 5 year period	Family and Community Partnerships Unit (916) 653-3768
<b>Nutrition Education and Services</b>					
SHAPE California Comprehensive Nutrition Grants and/or Garden Enhanced Nutrition Education Grants	Approximately \$190,000 statewide. Availability for 1998 not yet confirmed.	SHAPE: Support comprehensive nutrition services—healthy school meals, nutrition education and supportive partnerships.  Garden: motivate children to make healthy food choices, and integrate aspects of growing, marketing, preparing, eating and composting food	School districts and private schools that participate in a federal lunch and/or breakfast program	Spring/Spring	Nutrition Education and Training Programs (916) 322-4392
Pregnant and Lactating Student Meal Supplement Program (PALS)	\$.6545 per student per day	Reimbursement for meal supplements to pregnant or lactating students	School food authorities that participate in a federal lunch and/or breakfast program	Continuous filing	School Nutrition Program Unit (916) 323-1580

California State School Breakfast Program Start-up Grants	\$1 million statewide Up to \$10,000 per school	Defray expenses of initiating a School Breakfast Program	Schools that -Have no breakfast program -30% needy students -Will maintain program for at least 3 years	Continuous filing and awards	School Nutrition Program Unit (916) 323-1580
National School Lunch Program	Varies, may be up to \$1.91 per meal	Provides nutritious lunches to children through reimbursement for paid, reduced fee and free meals. Federally funded through USDA	Public and private non-profit schools	Continuous filing	School Nutrition Program Unit (916) 323-1580
School Breakfast Program	Varies, may be up to \$1.245 per meal	Provides nutritious breakfasts to children through USDA reimbursements for paid, reduced fee and free meals	Public and private non-profit schools	Continuous filing	School Nutrition Program Unit (916) 323-1580
Professional Development for Child Nutrition Program Staff Mini-Grants	Approximately \$75,000 statewide \$5,000 district	Provides incentive for Child Nutrition personnel to enroll in approved professional development programs	School districts that participate in federal lunch and/or breakfast programs	Winter 1998	Nutrition Education and Training Programs (916) 322-4392

## Examples of Federal Resources

To illustrate the range of federally funded resources, the following table was abstracted from 'Special Education for Students with Disabilities.' (1996). *The Future of Children*, 6(1), 162-173. The document's appendix provides a more comprehensive table.

What follows is a table composed of a broad range of federally supported programs which exist to meet specific needs of children and young adults with disabilities. Services include education, early intervention, health services, social services, income maintenance, housing, employment, and advocacy. The following presents information about programs that

- are federally supported (in whole or in part)
- exclusively serve individuals with disabilities or are broader programs (for example, Head Start) which include either a set-aside amount or mandated services for individuals with disabilities.
- provide services for children with disabilities or for young adults with disabilities through the process of becoming independent, including school-to-work transition and housing
- have an annual federal budget over \$500,000,000 per year. (Selected smaller programs are also included).

<b>Category</b>	<b>Program</b>	<b>Purpose</b>	<b>Target Population</b>	<b>Services Funded</b>
<b>Education</b>	<p>Special Education- State Grants Program for Children with Disabilities</p> <p>US Dept. of Education, Office of Special Education Programs</p> <p>contact: Division of Assistance to States, (202) 205-5547</p>	To ensure that all children with disabilities receive a free, appropriate public education (FAPE). This is an entitlement program	<p>Children who have one or more of the following disabilities and who need special education or related services:</p> <p>Mental retardation, Hearing impairment, Deafness, Speech or language impairment, Visual impairment, Serious emotional disturbance, Orthopedic impairments, Autism, Traumatic brain injury, Specific learning disabilities, Other health impairments</p>	Replacement evaluation, Reevaluation at least once every 3 years, Individualized education program, Appropriate instruction in the least restrictive environment
<b>Comprehensive Services to Preschool Children</b>	<p>Head Start</p> <p>US Dept. of Health and Human Services</p> <p>contact: Head Start Bureau, (202) 205-8572</p>	To provide a comprehensive array of services and support which help low-income parents promote each child's development of social competence	<p>Primarily 3- and 4-year-old low-income children and their families</p> <p>Statutory set-aside requires that at least 10% of Head Start enrollees must be disabled children</p>	Education, Nutrition, Dental, Health, Mental health, Counseling/psychological therapy, Occupational/physical/speech therapy, Special services for children with disabilities, Social services for the family
<b>Health</b>	<p>Medicaid</p> <p>US Dept. of Health and Human Services</p> <p>contact: Medicaid Bureau, (410) 786-3000</p>	<p>To provide comprehensive health care services for low-income persons</p> <p>This is an entitlement program</p>	Low-income persons: Over 65 years of age, Children and youths to age 21, Pregnant women, Blind or disabled, and in some states- Medically needy persons not meeting income eligibility criteria	Screening, diagnosis, and treatment for infants, children, and youths under 21; Education-related health services to disabled students; Physician and nurse practitioner services; Rural health clinics; Medical, surgical, and dental services; laboratory and x-ray services; nursing facilities and home health for age 21 and older; Home/community services to avoid institutionalization; family planning services and supplies.
<b>Health</b>	<p>Disabilities Prevention</p> <p>US Dept. of Health and Human Services, Centers for Disease Control and Prevention</p> <p>contact: Disabilities Prevention Program, (770) 488-7082</p>	Funds educational efforts and epidemiological projects to prevent primary and secondary disabilities	Persons with: Mental retardation, Fetal alcohol syndrome, Head and spinal cord injuries, Secondary conditions in addition to identified disabilities, Selected adult chronic conditions	Funds pilot projects that are evaluated for effectiveness at disability prevention; Establishes state offices and advisory bodies; Supports state/local surveillance and prevention activities; Conducts and quantifies prevention programs; Conducts public education/awareness campaigns



<p><b>Health</b></p>	<p>Maternal and Child Health Services</p> <p>US Dept. of Health and Human Services</p> <p>contact: Maternal and Child Health Bureau, (301) 558-5388</p>	<p>To provide core public health functions to improve the health of mothers and children</p>	<p>Low-income women and children; Children with special health needs, including but not limited to disabilities</p>	<p>Comprehensive health and related services for children with special health care needs; Basic health services including preventative screenings, prenatal and postpartum care, delivery, nutrition, immunization, drugs, laboratory tests, and dental; Enabling services including transportation, case management, home visiting, translation services</p>
<p><b>Mental Health</b></p>	<p>Comprehensive Mental Health Services for Children and Adolescents with Serious Emotional Disturbances and Their Families</p> <p>US Dept. of Health and Human Service</p> <p>contact: Child, Adolescent and Family Branch Program Office, (301) 558-5388</p>	<p>The development of collaborative community-based mental health service delivery systems</p>	<p>Children and adolescents under 22 years of age with severe emotional, behavioral, or mental disorders and their families</p>	<p>Diagnostic and evaluation services; Individualized service plan with designed case manager; Respite care; Intensive day treatment; Therapeutic foster care; Intensive home-, school-, or clinic-based services; Crisis services; Transition services from adolescence to adulthood</p>
<p><b>Social Services</b></p>	<p>Foster Care</p> <p>US Dept. of Health and Human Services</p> <p>contact: Children's Bureau, (202) 205-8618</p>	<p>To assist states with the costs of: foster care maintenance; administrative costs; training for staff, foster parents, and private agency staff. This is an entitlement program</p>	<p>Children and youths under 18 who need placement outside their homes</p>	<p>Direct costs of foster care maintenance; placement; case planning and review; training for staff, parents, and private agency staff</p>
<p><b>Housing</b></p>	<p>Supportive Housing</p> <p>US Dept. of Housing and Urban Development (HUD)</p> <p>contact: Local Housing and Urban Development field office, (913) 551-5644</p>	<p>To expand the supply of housing that enables persons with disabilities to live independently</p>	<p>Very low-income persons who are: blind or disabled, including children and youths 18 years of age and younger who have a medically determinable physical or mental impairment and who meet financial eligibility requirements; over 65 years of age</p>	<p>Cash assistance</p> <p>Average monthly payment is \$420 per child with disability. Range is from \$1 to \$446</p>

## **21<sup>st</sup> Century Community Learning Centers Initiative (After-School, Weekend, and Summer Programs for Youth)**

Another growing federal source of support for efforts to address barriers to learning is the *21<sup>st</sup> Century Community Learning Centers Initiative*. Originally authorized under Title X, Part I of the Elementary and Secondary School Act, the program has been reauthorized as Title IV, Part B of the *No Child Left Behind Act of 2001* as of January, 2001. The focus of the program is to provide expanded academic enrichment opportunities for children in low performing schools. These funds assist school-based community learning centers in providing a safe, drug-free supervised and cost-effective after-school, weekend, or summer havens for children, youth, and their families.

In 2001, the program provided nearly \$846 million to rural and inner-city public schools to address the educational needs during after-school hours, weekends, and summers. Congress has appropriated \$1 billion for after-school programs in fiscal year 2002, of which approximately \$325 million will be available for new grants. Grants are awarded to rural and inner-city public schools, or consortia or such schools, to enable them to plan, implement, or expand projects that benefit the educational, health, social services, cultural, and recreational needs of the community.

The program enables schools to stay open longer, providing a safe place for a range of activity and resources that can help address barriers to learning and teaching. For example, the support can be used to provide

- homework centers
- intensive mentoring
- drug and violence prevention counseling
- technology education programs
- enrichment in core academic subjects
- recreation opportunities, such as participation in chorus, band, and the arts
- services for children and youth with disabilities

In offering activities, public schools can collaborate with other public and non-profit agencies and organizations, local businesses, educational entities (such as vocational and adult education programs, school-to-work programs, community colleges, and universities), and scientific/cultural, and other community institutions.

For more information contact: U.S. Department of Education, Email: [21stCCLC@ed.gov](mailto:21stCCLC@ed.gov);  
Phone: 202-219-2109; Fax: 202-219-2190; Website: <http://www.ed.gov/21stcclc/>

## Full- Service Community Schools Program (2008)

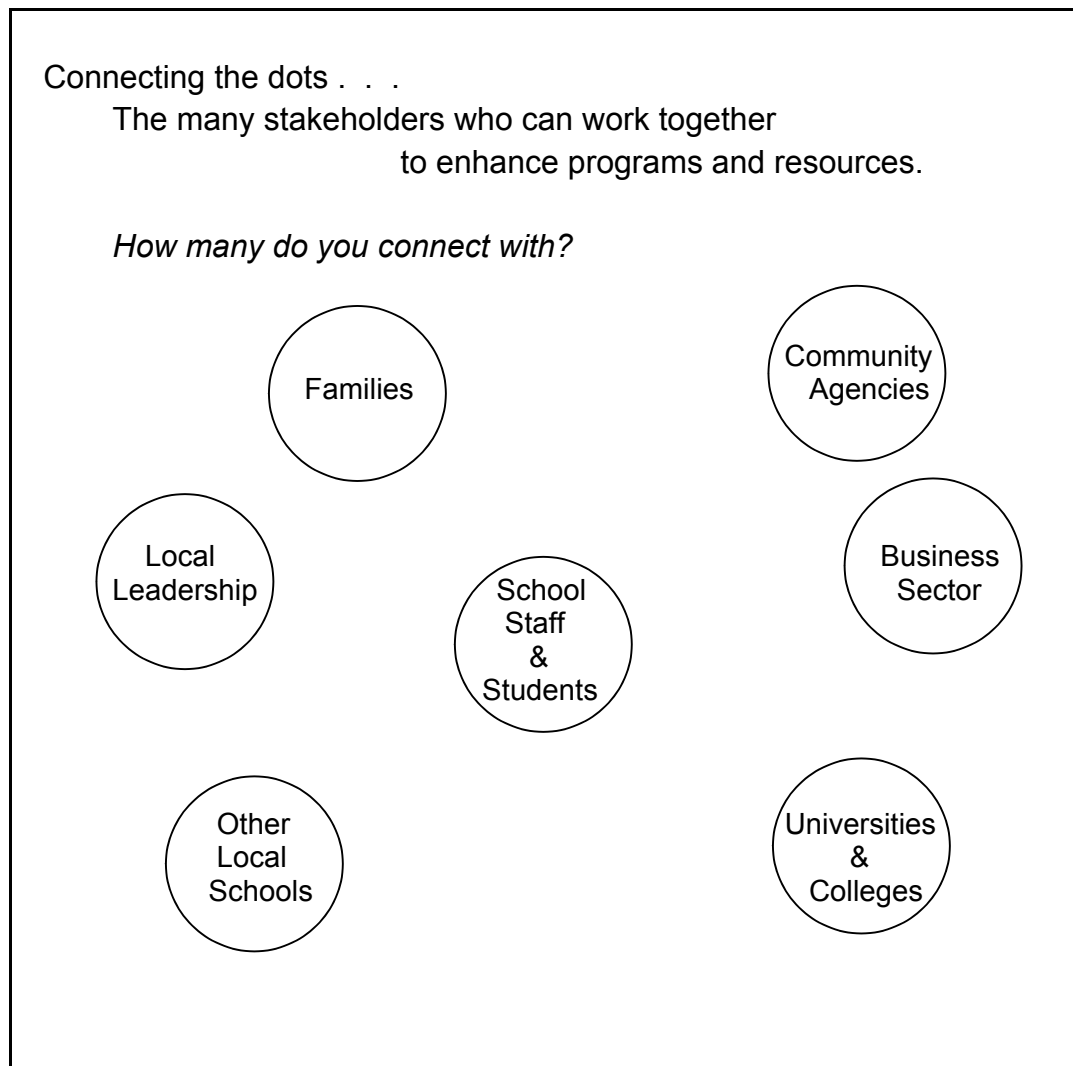
Background: In order for children to be ready and able to learn, they need intellectual, social, physical, and psychological/emotional supports. The National Research Council has cited the presence of these supports as important predictors of future adult success.<sup>1</sup>Comprehensive evaluations of full-service community schools commissioned by the Milton S. Eisenhower Foundation in 2005, indicated that students' needs are better met when the adults responsible for providing services to students come together to deliver those services in a well-coordinated and collaborative manner.

Full-service community schools provide comprehensive academic, social, mental, physical, and vocational programs and services to meet individual, family, and community needs. This priority will support projects that propose to establish, through collaborative efforts among State and local agencies, community service organizations, and parents, full-service community schools offering a range of student services. Priority: To meet this priority, applicants must propose a project based on scientifically based research--as defined in section 9101(3) of the ESEA--that establishes or expands an FSCS. An FSCS is a public elementary or secondary school that coordinates with community-based organizations and public or private entities to provide students, their families, and the community with access to comprehensive services. These services may include: 1. Early childhood education; 2. Remedial education and academic enrichment activities; 3. Programs that promote parental involvement and family literacy activities; 4. Mentoring and other youth development programs; 5. Parenting education and parent leadership; 6. Community service and service learning opportunities; 7. Programs that provide assistance to students who have been truant, suspended, or expelled; 8. Job training and career counseling services; 9. Nutrition services; 10. Primary health and dental care; 11. Mental health counseling services; and 12. Adult education, including instruction of adults in English as a second language. Each applicant must propose to provide at least three of the services listed at each participating full-service elementary or secondary school. Because interagency collaborative efforts are highly complex undertakings and, as such, require extensive planning and communication among partners and key stakeholders, applicants receiving funding under this priority may devote funds received during the first year of the project period to comprehensive program planning. If a grantee uses the first year's funding for planning, funding received during the remainder of the project period must be devoted to program implementation.

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<sup>1</sup>Eccles, J.S., and J. Gootman 2002 Programs to Promote Youth Development. Washington, DC: Board on Children, Youth, and Families, Institute of Medicine, National Research Council.

### III. Working with Others to Enhance Programs and Resources



#### **Contents:**

*It's not about collaboration,  
it's about being effective*  
*Differences as a Problem*  
*Differences as a Barrier*  
*Overcoming Barriers Related to*  
*Differences*  
*Building Rapport and Connection*  
*One Other Observation*

Treat people as if they were  
what they ought to be  
and you help them become  
what they are capable of being.  
Goethe

## ***It's Not About Collaboration. It's About Being Effective***

Most of us know how hard it is to work effectively with a group. Many staff members at a school site have jobs that allow them to carry out their duties each day in relative isolation of other staff. And despite various frustrations they encounter in doing so, they can see little to be gained through joining up with others. In fact, they often can point to many committees and teams that drained their time and energy to little avail.

Despite all this, the fact remains that no organization can be truly effective if everyone works in isolation. And it is a simple truth that there is no way for schools to play their role in addressing barriers to student learning and enhancing healthy development if a critical mass of stakeholders do not work together towards a shared vision. There are policies to advocate for, decisions to make, problems to solve, and interventions to plan, implement, and evaluate.

Obviously, true collaboration involves more than meeting and talking. The point is to work together in ways that produce the type of actions that result in effective programs. For this to happen, steps must be taken to ensure that committees, councils, and teams are formed in ways that ensure they can be effective. This includes providing them with the training, time, support, and authority to carry out their role and functions. It is when such matters are ignored that groups find themselves meeting and meeting, but going nowhere.

There are many committees and teams that those concerned with addressing barriers to learning and promoting healthy development can and should be part of. These include school-site shared decision making bodies, committees that plan programs, teams that review students referred because of problems and that manage care, quality review bodies, and program management teams.

Probably the most common, and ultimately the most damaging, mistake made by those eager to work together as a team or collaborative is moving to create a meeting structure before clearly specifying the ongoing functions that will guide the work.

For example, community collaborative are a frequently formed structure that brings together leaders from school and community (e.g., public and private service and youth development programs). There is a hope that by having key people meet together significant program and systemic changes will be developed (e.g., changes that will enhance access and availability of services and improve coordination and integration).

Instead what often happens is the following . . .

Because they seldom have time to meet together, the leaders take the opportunity of the first couple of meetings to share what they are doing and to learn more about what others are doing. However, after the first meetings, it becomes evident that the group has no functions beyond communication and sharing. Having done their sharing, the leaders usually decide the meeting is not worth their time, and they begin sending their middle managers.

The middle managers usually are pleased for the chance to meet their counterparts and do some sharing. Again, this usually lasts for a couple of meetings before they decide to send line staff to represent them.

The line staff usually are pleased to come together to learn about each others work and often with a strong desire to see greater collaboration among schools and community institutions and agencies. However, as they discuss matters, it is painfully evident to them that nothing major can be changed because those with decision making power are no longer at the table.

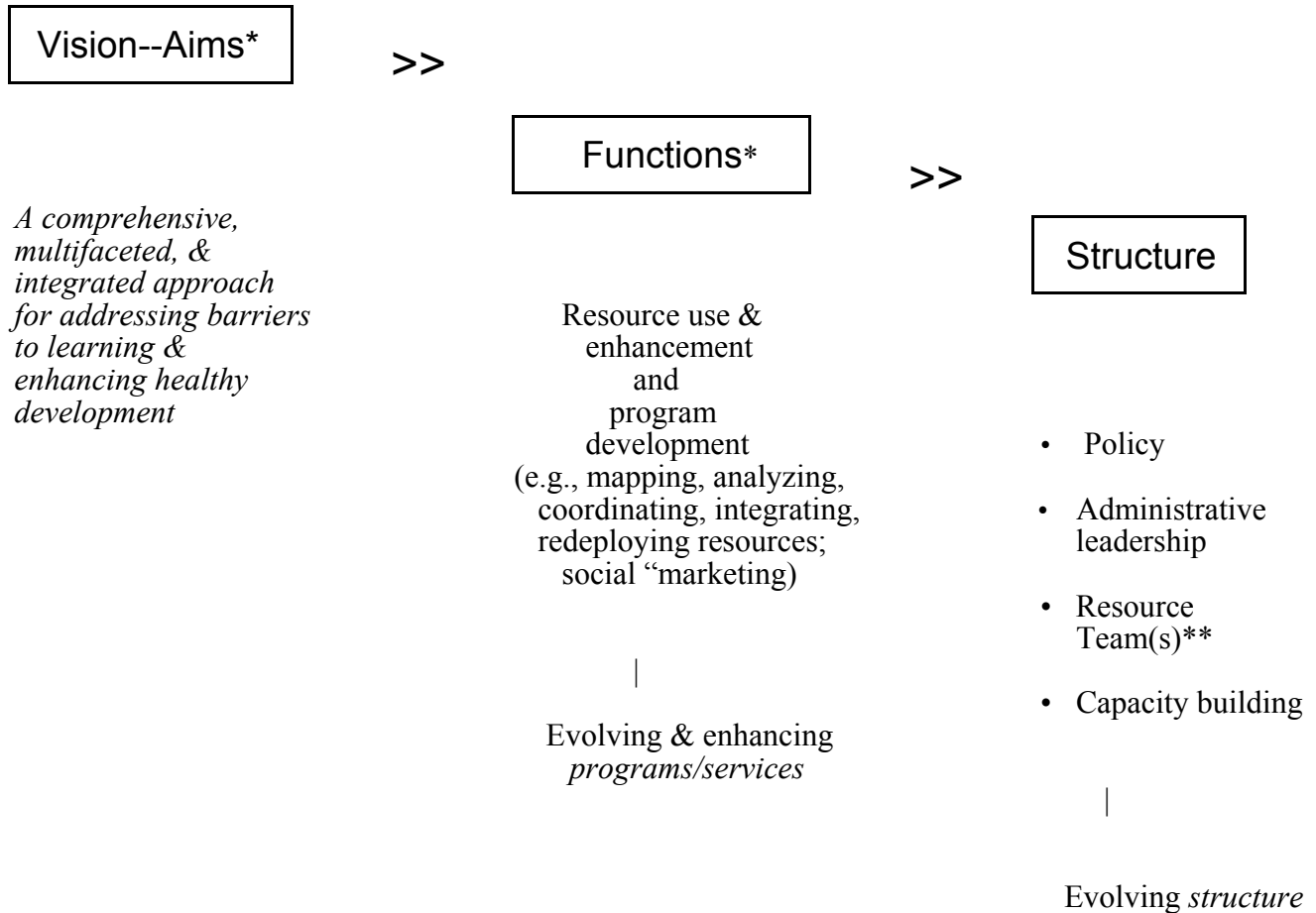
After several more meetings, the participants usually tire of “appreciating the problem” and describing possible solutions that are never heard by those in decision making roles. The result is that attendance drops or becomes sporadic – with new faces appearing as one line staff member fills in for another. Sometimes this results in outreach to a new set of institutions/agencies, but the process tends to repeat itself.

The problem arises from setting up structures before there is clarity about functions that require attention. It is the functions that should determine the mechanism (structure) that will be established to address them. The point to remember is that structure *follows* function. (And, functions should be generated in keeping with the vision that is being pursued. A successful structure is one that is designed to focus relentlessly on carrying out specific functions.

Take for example the need to identify and analyze the resources in the community to decide where the gaps are and how to fill them. This requires several mechanisms. The identification process involves the collection of existing information. This can be done quickly by assigning a couple of individuals to “jump start” the process by preparing a working document. Drafts can be widely circulated so that many stakeholders can review and add to the product. Then, a collaborative body of key leaders is ready to meet and begin the process of analysis and formulation of possible courses of action. The group’s next functions would involve discussions with stakeholders to arrive at consensus about which courses of action will be taken.

The figure on the next page emphasizes the relationship between vision, functions, and structures with respect to efforts to develop comprehensive, multifaceted approaches for addressing barriers to learning and promoting healthy development.

Figure. From vision to function to structure.



\*Answers the question: *Collaboration for what?*

\*\*Focused mechanism(s) for operationalizing the collaborative vision and aims (e.g., mapping, analyzing, redeploying, and coordinating resources; ongoing advocacy; planning; guidance)

## *Planning and Facilitating Effective Meetings*

### *Forming a Working Group*

- There should be a clear statement about the group's mission.
- Be certain that members agree to pursue the stated mission and, for the most part, share a vision.
- Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
- Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action..
- Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating record of decisions and planned actions (what, who, when).

### *Meeting Format*

- Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.
- Begin the meeting by reviewing purpose, topics, desired outcomes, etc. Until the group is functioning well, it may be necessary to review meeting ground rules.
- Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
- Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time but don't be a slave to the clock).
- Periodically review what has been accomplished and move on the next item.
- Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

### *Some Group Dynamics to Anticipate*

- *Hidden Agendas* – All members should agree to help keep hidden agendas in check and, when such items cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
- *A Need for Validation* – When members make the same point over and over, it usually indicates they feel an important point is not being validated. To counter such disruptive repetition, account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
- *Members are at an Impasse* – Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
- *Interpersonal Conflict and Inappropriate Competition* – These problems may be corrected by repeatedly bringing the focus back to the goal – improving outcomes for students/families; when this doesn't work; restructuring group membership may be necessary.
- *Ain't It Awful!* – Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.



## *Differences as a Problem*

In pursuing school-community partnerships, staff must be sensitive to a variety of human, school, community, and institutional differences and learn strategies for dealing with them. With respect to working with youngsters and their parents, staff members encounter differences in

- sociocultural and economic background and current lifestyle
  - primary language spoken
  - skin color
  - sex
  - motivation for help
- and much more.

Comparable differences are found in working with each other.

*In addition, there are differences related to power, status, and orientation.*

And, for many newcomers to a school, the culture of schools in general and that of a specific school and community may differ greatly from other settings where they have lived and worked.

For staff, existing differences may make it difficult to establish effective working relationships with youngsters and others who effect the youngster. For example, many schools do not have staff who can reach out to those whose primary language is Spanish, Korean, Tagalog, Vietnamese, Cambodian, Armenian, and so forth. And although workshops and presentations are offered in an effort to increase specific cultural awareness, what can be learned in this way is limited, especially when one is in a school of many cultures.

There also is a danger in prejudgments based on apparent cultural awareness. There are many reports of students who have been victimized by professionals who are so sensitized to cultural differences that they treat fourth generation Americans as if they had just migrated from their cultural homeland. Obviously, it is desirable to hire staff who have the needed language skills and cultural awareness and who do not rush to prejudge.

Given the realities of budgets and staff recruitment, however, schools and agencies cannot hire a separate specialist for all the major language, cultural, and skin color differences that exist in a school and community.

Nevertheless, the objectives of accounting for relevant differences while respecting individuality can be appreciated and addressed.

## *Differences as a Barrier*

*"You don't know what  
it's like to be poor."*

*"You're the wrong color to understand."*

*"You're being  
culturally insensitive."*

*"How can a woman  
understand a male  
student's problems?"*

*"Male therapists shouldn't  
work with girls who have  
been sexually abused."*

*"I never feel that young  
professionals can be  
trusted."*

*"Social workers (nurses/MDs/  
psychologists/teachers) don't  
have the right training to  
help these kids."*

*"How can you expect to work effectively  
with school personnel when you understand  
so little about the culture of schools and  
are so negative toward them and the people  
who staff them?"*

*"If you haven't had  
alcohol or other drug  
problems, you can't help  
students with such problems."*

*"If you don't have teenagers  
at home, you can't really  
understand them."*

*"You don't like sports!  
How can you expect to  
relate to teenagers?"*

**You know, it's a tragedy in a way  
that Americans are brought up to think  
that they cannot feel  
for other people and other beings  
just because they are different.  
Alice Walker**

As part of a working relationship, differences can be complementary and helpful – as when staff from different disciplines work with and learn from each other.

Differences become a barrier to establishing effective working relationships when negative attitudes are allowed to prevail. Interpersonally, the result generally is conflict and poor communication.

For example, differences in status, skin color, power, orientation, and so forth can cause one or more persons to enter the situation with negative (including competitive) feelings. And such feelings often motivate conflict.

Many individuals (students, staff) who have been treated unfairly, been discriminated against, been deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such an individual may promote conflict in hopes of correcting power imbalances or at least to call attention to a problem.

Often, however, power differentials are so institutionalized that individual action has little impact.

It is hard and frustrating to fight an institution.

It is much easier and immediately satisfying to fight with other individuals one sees as representing that institution.

However, when this occurs where individuals are supposed to work together, those with negative feelings may act and say things in ways that produce significant barriers to establishing a working relationship. Often, the underlying message is "you don't understand," or worse yet "you probably don't want to understand." Or, even worse, "you are my enemy."

It is unfortunate when such barriers arise between students and those trying to help them; it is a travesty when such barriers interfere with the helpers working together effectively. Staff conflicts detract from accomplishing goals and contribute in a major way to "burn out."

## Exhibit

### Understanding Barriers to Effective Working Relationships

#### ***Barriers to Motivational Readiness***

Efforts to create readiness for change can build consensus but can't mobilize everyone. Some unmobilized individuals simply will not understand proposed changes. More often, those who do not support change are motivated by other considerations.

Individuals who value the current state of affairs and others who don't see the value of proposed changes can be expected to be apathetic and reluctant and perhaps actively resistant from the outset. The same is true for persons who expect that change will undermine their status or make unwanted demands on them. (And as the diffusion process proceeds, the positive motivation of others may subside or may even become negative if their hopes and positive expectations are frustrated or because they find they are unable to perform as others expect them to. This is especially apt to occur when unrealistic expectations have been engendered and not corrected.)

It is a given that individuals who are not highly motivated to work productively with others do not perform as well as they might. This is even more true of individuals with negative attitudes. The latter, of course, are prime candidates for creating and exacerbating problems. It is self-defeating when barriers arise that hinder stakeholders from working together effectively. And conflicts contribute to collaborative failure and burn out.

In encounters with others in an organization, a variety of human, community, and institutional *differences* usually can be expected. Moreover, organizational settings foster an extensive range of interpersonal *dynamics*. Certain dynamics and differences motivate patterns of poor communication, avoidance, and conflict.

#### ***Differences & Dynamics***

Differences that may become sources of unproductive working relationships include variations in sociocultural and economic background, current lifestyle, primary language spoken, skin color, gender, power, status, intervention orientation, and on and on. Many individuals (students, parents, staff) who have been treated unfairly, discriminated against, or deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such individuals may promote conflict in hopes of correcting long-standing power imbalances or to call attention to other problems. And even when this is not so and even when there are no other serious barriers initially, common dynamics arise as people work together. Examples of interfering dynamics include excessive dependency and approval seeking, competition, stereotypical thinking and judgmental bias, transference and counter-transference, rescue-persecution cycles, resistance, reluctance, and psychological withdrawal.

Differences and dynamics become barriers to effective working relationships with colleagues and clients when they generate negative attitudes that are allowed to prevail. Fortunately, many barriers are preventable and others can be dealt with quickly if appropriate problem solving mechanisms are in place. Thus, a central focus in designing strategies to counter problems involves identifying how to address the motivational barriers to establishing and maintaining productive working relationships.

#### ***Reactions to Shifts in Power***

In discussing power, theoreticians distinguish "power over" from "power to" and "power from." *Power over* involves explicit or implicit dominance over others and events; *power to* is seen as increased opportunities to act; *power from* implies ability to resist the power of others.\*

(cont.)

## **Exhibit (cont.)**

### **Understanding Barriers to Effective Working Relationships**

Efforts to restructure schools often are designed to extend the idea of "power to" by "empowering" all stakeholders.

Unfortunately, the complexities of *empowerment* have not been well addressed (e.g., distinctions related to its personal and political facets). As practiced, empowerment of some seems to disempower others. That is, empowering one group of stakeholders usually reduces the political power of another. On a personal level, empowering some persons seems to result in others *feeling* disempowered (and thus feeling threatened and pushed or left out). For example, individuals whose position or personal status in an organization has endowed them with power are likely to feel disempowered if their control or influence over activities and information is reduced; others feel disempowered simply by no longer being an "insider" with direct connections to key decision makers. And often, individuals who express honest concerns or doubts about how power is being redistributed may be written off as resistant.\*\*

Another concern arises from the fact that the acquisition of power may precede the ability to use it effectively and wisely. To counter this, stakeholder development is an essential component of empowerment during the diffusion process.

Problems stemming from power shifts may be minimized. The time to begin is during the readiness phase of the diffusion process. Those who are to share power must be engaged in negotiations designed to ease the transition; at the same time, those who will be assuming power must be engaged in specific developmental activity. Ultimately, however, success in countering negative reactions to shifts in power may depend on whether the changes help or interfere with building a sense of community (a sense of relatedness and interdependence).

#### ***Faulty Infrastructure Mechanisms***

Most models for restructuring education call for revamping existing organizational and programmatic infrastructures (e.g., mechanisms for governance, planning and implementation, coordination). Temporary mechanisms also are established to facilitate diffusion (e.g., steering and change teams). A well functioning infrastructure prevents many problems and responds effectively to those that do arise. An early focus of diffusion is on ensuring that the institutionalized and temporary infrastructure mechanisms are appropriately designed and functioning. The work of the change team and those who implement stakeholder development is essential in this regard. Each infrastructure mechanism has a role in building positive working relationships and in anticipating, identifying, and responding to problems quickly. Persons staffing the infrastructure must learn to perform specific functions related to these concerns. Members of the change team must monitor how well the infrastructure is functioning with regard to these concerns and take steps to address deficiencies.

\*In What's wrong with empowerment (*American Journal of Community Psychology*, 21), S. Riger (1993) notes: "the concept of empowerment is sometimes used in a way that confounds a sense of efficacy or esteem (part of "power to") with that of actual decision-making control over resources ("power over"). Many intervention efforts aimed at empowerment increase people's power to act, for example, by enhancing their self-esteem, but do little to affect their power over resources and policies."

\*Riger also cautions: "If empowerment of the disenfranchised is the primary value, then what is to hold together societies made up of different groups? Competition among groups for dominance and control without the simultaneous acknowledgement of common interests can lead to a conflict like we see today in the former Yugoslavia. . . . Does empowerment of disenfranchised people and groups simultaneously bring about a greater sense of community and strengthen the ties that hold our society together, or does it promote certain individuals or groups at the expense of others, increasing competitiveness and lack of cohesion?"

## *Overcoming Barriers Related to Differences*

When the problem is **only** one of poor skills, it is relatively easy to overcome. Most motivated professionals can be directly taught ways to improve communication and avoid or resolve conflicts that interfere with working relationships.

There are, however, no easy solutions to overcoming deeply embedded negative attitudes. Certainly, a first step is to understand that the nature of the problem is not differences per se but negative perceptions stemming from the politics and psychology of the situation.

It is these perceptions that lead to

(1) prejudgments that a person is bad because of an observed difference

and

(2) the view that there is little to be gained from working with that person.

Thus, minimally, the task of overcoming negative attitudes interfering with a particular working relationship is twofold.

To find ways

(1) to counter negative prejudgments (e.g., to establish the credibility of those who have been prejudged)

and

(2) to demonstrate there is something of value to be gained from working together.

## *Building Rapport and Connection*

To be effective in working with another person (student, parent, staff), you need to build a positive relationship around the **tasks** at hand.

Necessary ingredients in building a working relationship are

- minimizing negative prejudgments about those with whom you will be working
- taking time to make connections
- identifying what will be gained from the collaboration in terms of mutually desired outcomes -- to clarify the value of working together
- enhancing expectations that the working relationship will be productive -- important here is establishing credibility with each other
- establishing a structure that provides support and guidance to aid task focus
- periodic reminders of the positive outcomes that have resulted from working together

With specific respect to **building relationships** and **effective communication**, three things you can do are:

- convey empathy and warmth (e.g., the ability to understand and appreciate what the individual is thinking and feeling and to transmit a sense of liking)
- convey genuine regard and respect (e.g., the ability to transmit real interest and to interact in a way that enables the individual to maintain a feeling of integrity and personal control)
- talk with, not at, others -- active listening and dialogue (e.g., being a good listener, not being judgmental, not prying, sharing your experiences as appropriate and needed)

Finally, watch out for ego-oriented behavior (yours and theirs) -- it tends to get in the way of accomplishing the task at hand.

## **Accounting for Cultural, Racial, and Other Significant Individual and Group Differences**

All interventions to address barriers to learning and promote healthy development must consider significant individual and group differences.

In this respect, discussions of diversity and cultural competence offer some useful concerns to consider and explore. For example, the Family and Youth Services Bureau of the U.S. Department of Health and Human Services, in a 1994 document entitled *A Guide to Enhancing the Cultural Competence of Runaway and Homeless Youth Programs*, outlines some baseline assumptions which can be broadened to read as follows:

Those who work with youngsters and their families can better meet the needs of their target population by enhancing their competence with respect to the group and its intragroup differences.

Developing such competence is a dynamic, on-going process -- not a goal or outcome. That is, there is no single activity or event that will enhance such competence. In fact, use of a single activity reinforces a false sense of that the "problem is solved."

Diversity training is widely viewed as important, but is not effective in isolation. Programs should avoid the "quick fix" theory of providing training without follow-up or more concrete management and programmatic changes.

Hiring staff from the same background as the target population does not necessarily ensure the provision of appropriate services, especially if those staff are not in decision-making positions, *or* are not themselves appreciative of, or respectful to, group and intragroup differences.

Establishing a process for enhancing a program's competence with respect to group and intragroup differences is an opportunity for positive organizational and individual growth. (cont.)



The Bureau document goes on to state that programs:

are moving from the individually-focused "medical model" to a clearer understanding of the many external causes of our social problems ... why young people growing up in intergenerational poverty amidst decaying buildings and failing inner-city infrastructures are likely to respond in rage or despair. It is no longer surprising that lesbian and gay youth growing up in communities that do not acknowledge their existence might surrender to suicide in greater numbers than their peers. We are beginning to accept that social problems are indeed more often the problems of society than the individual.

These changes, however, have not occurred without some resistance and backlash, nor are they universal. Racism, bigotry, sexism, religious discrimination, homophobia, and lack of sensitivity to the needs of special populations continue to affect the lives of each new generation. Powerful leaders and organizations throughout the country continue to promote the exclusion of people who are "different," resulting in the disabling by-products of hatred, fear, and unrealized potential.

... We will not move toward diversity until we promote inclusion ... Programs will not accomplish any of (their) central missions unless ... (their approach reflects) knowledge, sensitivity, and a willingness to learn.

In their discussion of "The Cultural Competence Model," Mason, Benjamin, and Lewis\* outline five cultural competence values which they stress are more concerned with behavior than awareness and sensitivity and should be reflected in staff attitude and practice and the organization's policy and structure. In essence, these five values are

(1) *Valuing Diversity* -- which they suggest is a matter of framing cultural diversity as a strength in clients, line staff, administrative personnel, board membership, and volunteers.

(2) *Conducting Cultural Self-Assessment* -- to be aware of cultural blind spots and ways in which one's values and assumptions may differ from those held by clients.

(3) *Understanding the Dynamics of Difference* -- which they see as the ability to understand what happens when people of different cultural backgrounds interact.

(4) *Incorporating Cultural Knowledge* -- seen as an ongoing process.

(5) *Adapting to Diversity* -- described as modifying direct interventions and the way the organization is run to reflect the contextual realities of a given catchment area and the sociopolitical forces that may have shaped those who live in the area.

\*In *Families and the Mental Health System for Children and Adolescence*, edited by C.A. Heflinger & C.T. Nixon (1996). CA: Sage Publications.

## ***One Other Observation***

Finally, it is essential to remember that **individual differences** are the most fundamental determinant of whether a good relationship is established. This point was poignantly illustrated by the recent experience of the staff at one school.

A Korean student who had been in the U.S.A. for several years and spoke comprehensible English came to the center seeking mental health help for a personal problem. The center's policy was to assign Korean students to Asian counselors whenever feasible. The student was so assigned, met with the counselor, but did not bring up his personal problem. This also happened at the second session, and then the student stopped coming.

In a follow-up interview conducted by a nonAsian staff member, the student explained that the idea of telling his personal problems to another Asian was too embarrassing.

Then, why had he come in the first place?

Well, when he signed up, he did not understand he would be assigned to an Asian; indeed, he had expected to work with the "blue-eyed counselor" a friend had told him about.

## **A Few References Related to Working Relationships**

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## IV. Tools for Gap Analysis and Action Planning

As first steps toward longer-range strategic planning, it is helpful to revisit the big picture vision and what is currently taking place in order to clarify the gaps.

Such a gap analysis provides another basis for highlighted, in context, the need to sustain specific functions and to have a long-range plan for their maintenance and renewal.

***Tool:***

### **Gap Analysis/Build Consensus**

#### *Clarifying the Gap Between the Vision and What's Actually Happening*

In responding to the following questions, think in terms of what's in place and what may be missing with respect to the vision, policy, infrastructure, leadership, staff, capacity building mechanisms and resources, etc.

Process (if done by group):

- First jot down your own answers.
- Group members then can share their respective responses.
- Discuss similarities and differences.
- Finally, to the degree feasible arrive at a working consensus.

(1) Where are things currently in terms of policy and practice for addressing barriers to student learning?

(2) What is the nature and scope of the gap between the vision and the current state of affairs?

Work Sheet  
*Clarifying Assets and Barriers for Collaboration*

**School Staff** (including District staff)

*Assets*

(e.g., What talents, strengths, opportunities, etc. of the school staff can help with collaboration?)

*Barriers*

(e.g., What barriers may arise related to mobilizing school staff to help?)

**Community Stakeholders**

(including family members and students)

*Assets*

(e.g., What talents, strengths, opportunities, etc. of the community stakeholders can help?)

*Barriers*

(e.g., What barriers may arise related to mobilizing community stakeholders to help?)

## Action Planning Work Sheets:

### *Getting From Here to There*

- (1) What do group members think must be done in order to “get from here to there?”  
(i.e., General Steps and Timetable -- e.g., long-range perspective -- What actions must be taken?  
By who? What must be done so that the necessary steps are taken? etc.)

Process:

- First brainstorm;
- Then, arrive at consensus.

- (2) Planning Specific Objectives and Strategies (e.g., for each step to be accomplished in the immediate future)

What do you see as the first/next steps that must be taken?

Process: Use flip charts to specify:

a) objectives to be accomplished

b) specific strategies for accomplishing the objectives

*Action Planning (cont.)*

c) who will carry out the strategies

d) timeline for accomplishing each strategy and plans for monitoring progress and making revisions

e) factors that need to be anticipated as possible problems and how they will be dealt with.

## Action Planning Summary

Objectives (What immediate tasks need to be accomplished to promote collaboration?)	Specific Strategies (What are the specific ways each objective can be achieved?)	Who? (Persons who are willing and able to carry out the strategies)	Timeline & Monitoring (When will each objective be accomplished? How and when will progress be monitored?)	Concerns to be addressed (How will anticipated problems be averted or minimized?)



## V. Using Data for Planning, Implementation, & Evaluation

*Planners must understand the environment in which they work and acknowledge the chaos that is present*  
W. Sybouts

All collaboratives need data to enhance the quality of their efforts and to monitor their outcomes in ways that promote appropriate accountability. While new collaboratives often do not have the resources for extensive data gathering, sound planning and implementation requires that some information be amassed and analyzed. And, in the process, data can be collected that will provide a base for a subsequent evaluation of impact. All decisions about which data are needed should reflect clarity about how the data will be used.

Whatever a collaborative's stated vision (e.g., violence prevention), the initial data to guide planning are those required for making a "gap" analysis. Of concern here is the gap between what is envisioned for the future and what exists currently. Doing a gap analysis requires understanding

- the nature of the problem(s) to be addressed (e.g., a "needs" assessment and analysis, including incidence reports from schools, community agencies, demographic statistics)
- available resources/assets (e.g., "assets" mapping and analysis; school and community profiles, finances, policies, programs, facilities, social capital)
- challenges and barriers to achieving the collaborative's vision.

The data for doing a gap analysis may already have been gathered and accessible by reviewing existing documents and records (e.g., previous needs assessments, resource directories, budget information, census data, school, police, hospital, and other organization's reports, grant proposals). Where additional data are needed, they may be gathered using procedures such as checklists, surveys, semi-structured interviews, focus group discussions, and observations.

\*Appendices C, D, and E contain tools and references to other resources for doing a gap analysis, establishing priorities and objectives, and developing strategic and action plans.

*\*From NRCSS (2002). Fostering Family and Community Involvement through Collaboration with Schools: Technical Assistance Packet #9*

In connection with planning and implementation, it is important to establish a set of benchmarks and related monitoring procedures. An example of such a set of benchmarks is offered at the end of this section.

As soon as feasible, the collaborative should gather data on its impact and factors that need to be addressed to enhance impact. The focus should be on all arenas of impact – youngsters, families, schools, and neighborhoods (people, programs, and systems). The first emphasis should be on direct indicators related to the collaborative’s goals and objectives. For example, if the primary focus is on violence reduction, then violence indicators are of greatest interest (e.g., incidence reports from schools, police, emergency rooms). The needs assessment data gathered initially provide a base level for comparison. In addition, if any positive changes in the schools, neighborhood, and homes have contributed to a reduction in violence, data should be gathered on these and on the role of the collaborative in bringing about the changes (see Exhibit 6).

*Effective use of data  
maximizes use  
of resources*

In planning the evaluation, it is essential to clarify what information is most relevant. This involves specifying intended outcomes and possible unintended outcomes. It also involves plans for assessing how well processes have been implemented and where improvements are needed.

Obviously, a well-designed information management system can be a major aid (e.g., storing and providing data on identified needs and current status of individuals and resources). As schools and agencies in the community enhance their systems, the collaborative should participate in the discussions so that helpful data are included and properly safeguarded. In this respect, advanced technology can play a major role (e.g., a computerized and appropriately networked information management system). Moreover, such systems should be designed to ensure data can be disaggregated during analysis to allow for appropriate baseline and subgroup comparisons (e.g., to make differentiations with respect to demographics, initial levels of motivation and development, and type, severity, and pervasiveness of problems).

## Exhibit 6

### Other Indicators of Impact

<i>Students</i>	<i>Families &amp; Communities</i>	<i>Programs &amp; Systems</i>
<p>Increased knowledge, skills, &amp; attitudes to enhance</p> <ul style="list-style-type: none"> <li>•acceptance of responsibility (including attending, following directions &amp; agreed upon rules/laws )</li> <li>•self-esteem &amp; integrity</li> <li>•social &amp; working relationships</li> <li>•self-evaluation &amp; self-direction/regulation</li> <li>•physical functioning</li> <li>•health maintenance</li> <li>•safe behavior</li> </ul> <p>Reduced barriers to school attendance and functioning by addressing problems related to</p> <ul style="list-style-type: none"> <li>•health</li> <li>•lack of adequate clothing</li> <li>•dysfunctional families</li> <li>•lack of home support for student improvement</li> <li>•physical/sexual abuse</li> <li>•substance abuse</li> <li>•gang involvement</li> <li>•pregnant/parenting minors</li> <li>•dropouts</li> <li>•need for compensatory learning strategies</li> </ul>	<p>Increased social and emotional support for families</p> <p>Increased family access to special assistance</p> <p>Increased family ability to reduce child risk factors that can be barriers to learning</p> <p>Increased bilingual ability and literacy of parents</p> <p>Increased family ability to support schooling</p> <p>Increased positive attitudes about schooling</p> <p>Increased home (family/parent) participation at school Enhance positive attitudes toward school and community</p> <p>Increased community participation in school activities</p> <p>Increased perception of the school as a hub of community activities</p> <p>Increased partnerships designed to enhance education &amp; service availability in community</p> <p>Enhanced coordination &amp; collaboration between community agencies and school programs &amp; services</p> <p>Enhanced focus on agency outreach to meet family needs</p> <p>Increased psychological sense of community</p>	<p>Enhanced processes by which staff and families learn about available programs and services and how to access those they need</p> <p>Increased coordination among services and programs</p> <p>Increases in the degree to which staff work collaboratively and programmatically</p> <p>Increased services/programs at school site</p> <p>Increased amounts of school and community collaboration</p> <p>Increases in quality of services and programs because of improved systems for requesting, accessing, and managing assistance for students and families (including overcoming inappropriate barriers to confidentiality)</p> <p>Establishment of a long-term financial base</p>

## Using Data for Social Marketing

Social marketing is an important tool for fostering a critical mass of stakeholder support for efforts to change programs and systems. Particularly important to effective marketing of change is the inclusion of the evidence base for moving in new directions. All data on the collaborative's positive impact needs to be packaged and widely shared as soon as it is available. Social marketing draws on concepts developed for commercial marketing. But in the context of school and community change, we are not talking about selling products. We are trying to build a consensus for ideas and new approaches that can strengthen youngsters, families, and neighborhoods. Thus, we need to reframe the concept to fit our aim, which is to influence action by key stakeholders.

- To achieve this aim, essential information must be communicated to key stakeholders and strategies must be used to help them understand that the benefits of change will outweigh the costs and are more worthwhile than competing directions for change.
- The strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be “enticing,” emphasize that costs are reasonable, and engage them in processes that build consensus and commitment).

From a teaching and learning perspective, the initial phases of social marketing are concerned with creating readiness for change. Substantive change is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. That is, one of the first concerns related to systemic change is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties.

Because stakeholders and systems are continuously changing, social marketing is an ongoing process.

One caution: Beware of thinking of social marketing as just an event. It is tempting to plan a “big day” to bring people together to inform, share, involve, and celebrate. This can be a good thing if it is planned as one facet of a carefully thought out strategic plan. It can be counterproductive if it is a one-shot activity that drains resources and energy and leads to a belief that “We did our social marketing.”

*Benchmarks for Monitoring and Reviewing Collaborative Progress*

<b>I. Creating Readiness</b>	<b>Date Started</b>	<b>Date Completed</b>	<b>Current Status</b>
A. Steering committee established			
B. Orienting Stakeholders ----- (1) Basic ideas and relevant research base are introduced to key stakeholders using “social marketing” strategies >school administrators >school staff >families in the community >business stakeholders _____ _____			
(2) Opportunities for interchange are provided & additional in-depth presentations are made to build a critical mass of consensus for systemic changes			
(3) Ongoing evaluation of interest is conducted until a critical mass of stakeholders indicate readiness to pursue a policy commitment			
(4) Ratification and sponsorship are elicited from a critical mass of stakeholders			
C. Establishing Policy Commitment & Framework -----			
(1) Establishment of a high level policy and assurance of leadership commitment			
(2) Policy is translated into an inspiring vision, a framework, and a strategic plan that phases in changes using a realistic time line			
(3) Policy is translated into appropriate resource allocations (leadership, staff, space, budget, time)			
(4) Establishment of incentives for change (e.g., intrinsically valued outcomes, expectations for success, recognitions, rewards)			
(5) Establishment of procedural options that reflect stakeholder strengths and from which those expected to implement change can select strategies they see as workable			
(6) Establishment of an infrastructure and processes that facilitate change efforts			
(7) Establishment of a change agent position			
(8) Establishment of temporary infrastructure mechanisms for making systemic changes			
(9) Initial capacity-building – developing essential skills among stakeholders to begin implementation			
(10) Benchmarks are used to provide feedback on progress and to make necessary improvements in the process for creating readiness			

<b>II. Start-up and Phase-in</b>	<b>Date Started</b>	<b>Date Completed</b>	<b>Current Status</b>
A. Change Team members identified			
B. Leadership training for all who will be taking a lead in developing the collaborative			
C. Development of a phase-in plan			
D. Preparation for doing gap analysis >problem (“needs”) assessment and analysis >mapping and analysis of resources & assets >identification of challenges & barriers			
E. Gap analysis, recommendations, & priority setting			
F. Strategic planning			
G. Action planning			
H. Establishment of ad hoc work groups			
I. Establishment of mechanisms for >communication, >problem solving >social marketing			
J. Outreach to other potential participants			
<b>III. Institutionalization (maintaining/sustaining/creative renewal)</b>	<b>Date Started</b>	<b>Date Completed</b>	<b>Current Status</b>
A. Ratification by policy makers of long-range strategic plan of operation			
B. Establishment of regular budget support			
C. Leadership positions and infrastructure mechanisms incorporated into operational manuals			
D. Formation of procedural plans for ongoing renewal			

*An overarching benchmark involves the monitoring of the implementation of evaluation plans.*

## **VI. Legal Issues Involved in Sharing Info**

Confidentiality is a major concern in collaboratives involving various community agencies and schools. It is both an ethical and a legal concern. All stakeholders must value privacy concerns and be aware of legal requirements to protect privacy. (See the Fact Sheet on the Family Educational Rights and Privacy Act in Appendix F.) At the same time, certain professionals have the legal responsibility to report endangering and illegal acts. Such reporting requirements naturally raise concerns about confidentiality and privacy protections.

*Responsible professionals want to avoid both surrendering the confidentiality surrounding their relationships and overreacting to necessary limitations on confidences*

Clearly, there is a dilemma. On the one hand, care must be taken to avoid undermining privacy (e.g., confidentiality and privileged communication); on the other hand, appropriate information should be available to enable schools and agencies and other collaborative members to work together effectively. It is tempting to resolve the dilemma by reasserting that all information should be confidential and privileged. Such a position, however, ignores the fact that failure to share germane information can seriously hamper efforts to help. For this reason, concerns about privacy must be balanced with a focus on how to facilitate appropriate sharing of information.

In trying to combat encroachments on privileged communication, interveners' recognize that the assurance of confidentiality and legal privilege are meant to protect privacy and help establish an atmosphere of safety and trust. At the same time, it is important to remember that such assurances are not meant to encourage anyone to avoid sharing important information with significant others. Such sharing often is essential to helping and to personal growth. (It is by learning how to communicate with others about private and personal matters that those being helped can increase their sense of competence, personal control, and interpersonal relatedness, as well as their motivation and ability to solve problems.)

In working with minors and their families it is important to establish the type or working relationship where they learn to take the lead in sharing information when appropriate. This involves enhancing their motivation for sharing and empowering them to share information when it can help solve problems. In addition, steps are taken to minimize the negative consequences of divulging confidences.

In working as a collaborative, it is essential for agencies and schools to share information: see example of authorization form on the following page.

LONGFELLOW ELEMENTARY SCHOOL  
3610 Eucalyptus Avenue  
Riverside, California 92507  
Interagency Project SMART Program  
Authorization to Release Information

**Sample Form D**  
**(English Version)**

We have many services here at Longfellow to help you and your family. To receive this help and to make sure that you get all the help you and your family needs we may need to share information. I, \_\_\_\_\_ hereby authorize release of all records, documents and information on my son, my daughter, and/or my family which is or may come on file with the agencies here at Longfellow Elementary School/Project SMART.

The following agencies may or will provide the services:

- The Youth Service Center
- Mental Health Counselor
- Public Health Nurses
- Public Health Van
- Social Worker
- Psychologist
- State Evaluator
- GAIN Worker
- AFDC Eligibility Technician
- MediCal Technician
- Day Care
- The Family Advocate
- School personnel

I understand that the following information may be released to the above stated providers:

1. The full name and other identifying information regarding my child and our family.
2. Recommendations to other providers for further assistance.
3. Diagnostic and assessment information including psychological and psychiatric evaluations, medical histories, educational and social histories. These evaluations may include some or all family members.

The purpose of this disclosure shall be to facilitate service delivery to my child(ren) and my family. I further understand that the information generated or obtained by the project can be shared with the agencies or providers that are a part of this project.

I also understand that this Authorization for Release of Information will be in effect for the duration of services provided to my child(ren) and my family and will expire upon the termination of the services. I understand I can revoke this consent at any time and this consent shall be reviewed annually.

I certify that I have read and understood the consent of this form.        **Yes, I agree to sign.**        **No, I do not agree to consent.** **Please list all children attending Longfellow School.**

\_\_\_\_\_  
**Parent or Guardian Name (Please Print)**

\_\_\_\_\_  
**Parent or Guardian Signature**

\_\_\_\_\_  
**Student's Name**

\_\_\_\_\_  
**Room #**

\_\_\_\_\_  
**Authorized Project SMART Staff**

\_\_\_\_\_  
**Students Name**

\_\_\_\_\_  
**Room #**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Student's Name**

\_\_\_\_\_  
**Room #**





# OJJDP FACT SHEET

Shay Bilchik, Administrator

May 1998 #78

## A Guide to the Family Educational Rights and Privacy Act

by Michael Medaris

For many children, growing up in America isn't easy. Some are abused or neglected. Others lack proper nutrition or positive role models to emulate. Many live in impoverished neighborhoods that are rife with drugs and violent crime. Children are confronted daily with negative influences that jeopardize their opportunity to grow into healthy and productive citizens. The threats to children vary widely and no one agency has the expertise to effectively respond to all of them.

Growing concerns regarding delinquency, particularly violent juvenile crime, have prompted communities across America to reassess their juvenile justice systems. Many communities are broadening their juvenile justice system by including educators in the development of multiagency, interdisciplinary responses to at-risk and delinquent youth as part of this effort.

To implement comprehensive strategies for addressing juvenile delinquency, State and local agencies need the cooperation of schools in sharing information about students. Teachers can play a vital role in ensuring the delivery of needed interventions for troubled youth at the time such action is likely to be effective.

While State laws generally govern the disclosure of information from juvenile court records, a Federal law—the Family Educational Rights and Privacy Act (FERPA)—restricts disclosure of information from a student's education records. Enacted in 1974 and amended seven times since then, FERPA protects the privacy interests of parents and students by restricting the unwarranted disclosure of personally identifiable information from education records. Noncompliance with FERPA can result in the loss of Federal education funds.

FERPA broadly defines an education record to include all records, files, documents, and other materials, such as films, tapes, or photographs, containing information directly related to a student that an education agency maintains. School officials should consider any personal student information to be an education record unless a statutory exception applies.

In 1994, the Improving America's Schools Act established what is known as the State law juvenile justice system exception. With

that legislation, Congress recognized that schools can have a crucial role in extended juvenile justice systems by authorizing States to enact legislation permitting disclosure of education records under certain circumstances. Under this exception, educators may disclose information from a student's record when all of the following conditions are met: (1) State law specifically authorizes the disclosure; (2) the disclosure is to a State or local juvenile justice system agency; (3) the disclosure relates to the juvenile justice system's ability to provide preadjudication services to a student; and (4) State or local officials certify in writing that the institution or individual receiving the information has agreed not to disclose it to a third party other than another juvenile justice system agency.

With parental consent, educators can disclose information from a juvenile's education record at any time. Absent parental consent, FERPA authorizes disclosure only under specified circumstances. The chart on the back of this Fact Sheet provides a handy summary of situations in which disclosure can be made.

### For Further Information

A more in-depth look at FERPA and its impact on information sharing can be found in *Sharing Information: A Guide to the Family Educational Rights and Privacy Act and Participation in Juvenile Justice Programs*. This 1997 document is the result of collaboration between the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the U.S. Department of Education's Family Policy Compliance Office (FPCO). Free copies of the *Guide* are available from the Juvenile Justice Clearinghouse (JJC) at 800-638-8736 or OJJDP's World Wide Web page at [www.ncjrs.org/ojjhome.htm](http://www.ncjrs.org/ojjhome.htm). *Information Sharing and the Family Educational Rights and Privacy Act* (FS-9639), an OJJDP Fact Sheet, is also available from JJC and OJJDP's World Wide Web page.

Michael Medaris is a Program Manager in OJJDP's Missing and Exploited Children's Program.

FS-9878

# FERPA at a Glance

## No Restrictions on Dissemination

- Information based on educator's personal observation

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- Information from records created/maintained by school law enforcement unit

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- Reports of criminal activity on campus

JJC 800-638-8736 (Publications)  
 FPCO 202-260-3887 (Policy)  
 OJJDP 202-307-5914 (Training/Technical Assistance)



## Circumstances That Allow the Release of Restricted Information

- Records transfer to new schools

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- Teachers, school officials with legitimate educational interest

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- Parental consent

Without parental consent

- State law allows disclosure prior to juvenile justice system adjudication

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- Court order/subpoena

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- Emergency (threat to safety)

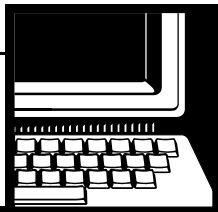
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- Designated directory information

BULK RATE  
 U.S. POSTAGE PAID  
 DOJ/OJJDP  
 Permit No. G-91

VI-4

U.S. Department of Justice  
 Office of Justice Programs  
 Office of Juvenile Justice and Delinquency Prevention  
 Washington, DC 20531  
 Official Business  
 Penalty for Private Use \$300



## VII. Agencies and Online Resources Relevant to School-Community Partnerships

### **A Guide to Promising Practices in Educational Partnerships - <http://ed.gov/pubs/PromPract/>**

Site is sponsored by the Office of Research and Educational Improvement (OREI) and compiled by the Southwest Regional Laboratory (SWRL) and the Institute for Educational Leadership (EL). The guide includes examples of two types of practices: practices that support partnership building, and practices that represent partnership activities. Examples cover a range of topics such as: educational and community needs assessments; approaches to recruiting partners and volunteers; staff development for social service agency, school, and business personnel; student support services; activities involved in school-to-work transition programs, including job skills workshops, job shadowing, and internships; and community involvement, including parent education and "town hall" meetings.

### **Ackerman Institutes for Family: The Center for Family-School Collaboration**

**<http://www.ackerman.org/school.htm>**

The Center for Family-School Collaboration is a nationally recognized program founded by Howard Weiss and Arthur Maslow in 1981. Our primary goal is to establish genuinely collaborative family-school partnerships to maximize children's academic success and social-emotional development. We seek to change the overall climate of schools, a large-scale organizational change, so as to have a positive impact on thousands of children and their families.

### **Annie E. Casey Foundation - <http://www.aecf.org/>**

A private charitable organization dedicated to helping build better futures for disadvantaged children in the United States. Its primary mission is to foster public policies, human-service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. Makes grants that help states, cities, and neighborhoods fashion more innovative, cost-effective responses to these needs.

### **Aspen Institute Roundtable on Comprehensive Community Initiatives - <http://www.aspenroundtable.org/>**

Comprehensive Community Initiatives (CCIs) are neighborhood-based efforts that seek improved outcomes for individuals and families, as well as improvements in neighborhood conditions, by working comprehensively across social, economic, and physical sectors. This forum enables those engaged in the field of CCIs --including foundation sponsors, directors, technical assistance providers, evaluators, and public officials --to meet to discuss lessons learned across the country and to work on common problems.

Contact: The Aspen Institute Roundtable, 281 Park Avenue South, New York, NY 10010

Phone: (212) 677-5510; fax: (212) 677-5680.

### **Building Coalitions - <http://ohioline.osu.edu/bc-fact/>**

The Ohioline has a series of fact sheets about building coalitions and discussion papers for groups looking at establishing collaborative approaches.

### **(CECP) Center for Effective Collaboration and Practice (of the American Institute for Research)**

**<http://www.air.org/cecp/>**

This Center's mission is to support and to promote a reoriented national preparedness to foster development and adjustment of children with or at risk of developing serious emotional disturbances (SED). To this end, the Center is dedicated to a policy of collaboration at federal, state, and local levels that contributes to and facilitates the production, exchange, and use of knowledge about effective practices. The Center identifies promising programs, promotes exchange of information, and facilitates collaboration among stakeholders and across service system disciplines.

### **Center for Community Partnerships - <http://www.upenn.edu/ccp>**

This center has an online data base on school-college partnerships nationwide.

**Center for Community Change - <http://www.communitychange.org/>**

This center helps low-income people, especially people of color, build powerful, effective organizations through which they can change their communities and public policies for the better.

**Center for Family Involvement in Schools - <http://www.rci.rutgers.edu/~cfis/>**

The Center for Family Involvement in Schools provides equity-focused professional development programs and resources that strengthen family-school-community partnerships and encourage and support the academic, intellectual and social development of all children.

Center for Family Involvement in Schools  
SERC Bldg, Room 221, Busch Campus  
Rutgers University  
118 Frelinghuysen Road  
Piscataway, NJ 08854-8019

**The Center for Family, School, and Community - <http://www2.edc.org/FSC/>**

The Unit of the Education Development Center, Inc. strives to empower families, invigorate schools, and curricula, and nurture community support through a variety of programs/projects pluralistic society.

**Center for Health and Health Care in Schools - <http://www.healthinschools.org/>**

CHHCS was established to explore ways to strengthen the well being of children and youth through effective health programs and health care services in schools.

**Center for Mental Health in Schools - <http://smhp.psych.ucla.edu>**

This national center offers a wide-range of technical assistance, training, and resource materials relevant to school-community partnerships. It also circulates an electronic newsletter entitled ENEWS monthly (to subscribe, send an E-mail request to: listserv),listserv.ucla.edu -- leave the subject line blank, and in the body of the message type: subscribe mentalhealth-l).

Contact: by e-mail: smhp@ucla.edu Ph.: (310) 825-3634 Write: Center for Mental Health in Schools, Department of Psychology, UCLA, Los Angeles, CA 90095-1563

**Center for Schools & Communities - <http://www.center-school.org/>**

This Center's work focuses on prevention and intervention initiatives operated by schools, organizations and agencies serving children, youth and families. The Center to provides customized technical assistance to support the development of innovative programs in schools and communities. The center also offers services & resources, training & conferences, technical assistance, evaluations, publications, and a resource library. Contact: 1300 Market Street // Lemoyne, PA 17043; phone (717) 763-1661 // fax (717) 763-2083

**Center for Substance Abuse Prevention - <http://prevention.samhsa.gov/>**

This site includes model programs, access to training and technical assistance, links to prevention and funding resources and free publications.

**Center on School, Family, and Community Partnerships - <http://www.csos.jhu.edu/p2000/center.htm>**

This center at Johns Hopkins University has as its mission to conduct and disseminate research, development, and policy analyses that produce new and useful knowledge and practices that help families, educators, and members of communities work together to improve schools, strengthen families, and enhance student learning and development. Current projects include the development of and research on the Center's National Network of Partnership Schools. The Center also organizes an International Network of Scholars including researchers from the U. S. and over 40 nations who are working on topics of school, family, and community partnerships. International roundtables, conferences, and opportunities for visiting scholars are supported by the Center.

**Children and Family Futures - <http://www.cffutures.com>**

Children and Family Futures is dedicated to improving outcomes for children and families, particularly those affected by alcohol and other drugs, by providing technical assistance and training to government, community-based organizations, and schools on strategic planning, evaluation, and measures of effectiveness.

**Child and Family Policy Center - <http://www.cfpciowa.org>**

This Center is a state-based, policy-research implementation organization. Its mission is to better link research with public policy on issues vital to children and families, thus strengthening families and providing full development opportunities for children.

**Children First: The Website of the National PTA - <http://www.pta.org>**

The National PTA supports and speaks on behalf of children and youth in the schools, in the community, and before governmental bodies and other organizations that make decisions affecting children. It assists parents in developing the skills they need to raise and protect their children and encourages parent and public involvement in the public schools. Site provides info on annual conventions, periodical subscriptions updates on legislative activity, links to other PTAs and children advocacy groups, as well as chats, bulletin boards, and more.

**Children, Youth and Families Education and Research Network (CYFER Net) - <http://www.cyfernet.org/>**

CYFERnet is a national network of Land Grant university faculty and county extension educators working to support community-based educational programs for children, youth, parents and families. Through CYFERnet, partnering institutions merge resources into a "national network of expertise" working collaboratively to assist communities. CYFERnet provides program, evaluation and technology assistance for children, youth and family community-based programs. CYFERnet is funded as a joint project of the U.S. Department of Agriculture's Cooperative State Research, Education, and Extension Service and the Cooperative Extension System.

**Children Now - <http://www.childrennow.org/>**

Voice for children, working to translate the nation's commitment to children and families into action, policy expertise, and information on the status of children.

**Coalition for Community Schools - <http://www.communityschools.org/>**

The Coalition for Community Schools works toward improving education and helping students learn and grow while supporting and strengthening their families and communities.

*From the Coalition for Community Schools*

***Evaluation of Community Schools: An Early Look***

**<http://www.communityschools.org/evaluation/evalbrieffinal.html>**

*excerpt from the report...*

"The first question usually asked about community schools is "what are they?" and the second is "do they work?" This brief describes what a community school looks like, summarizes what we know about the impact of community schools on a range of results, and highlights three recent evaluations of community school initiatives. At this stage we know that community school initiatives are beginning to produce positive results, and increasing numbers of principals and teachers are testifying to their value in helping to improve student learning and strengthen families and communities."

*includes:*

How do we know if community schools are effective?

**Collaboration Framework - Addressing Community Capacity -**

**<http://www.cyfernet.org/ncco/framework.html>**

Prepared by the Cooperative Extension System's children, youth, and family information service. Discusses a framework model for developing community collaboration and outlines outcomes, process, and contextual factors for success.

**Communities In Schools - <http://www.cisnet.org>**

Network for effective community partnerships. Site provides information on connecting needed community resources with schools to help young people successfully learn.

**Early Childhood Programs that Encourage Family Involvement -**

**<http://www.ed.gov/offices/OERI/ECI/digests/98may.html>**

What is family involvement and how can families choose early childhood programs that encourage it? This issue of The Early Childhood Digest looks at these questions, and provides information on how to choose an early childhood program that encourages family involvement.

**ERIC - <http://www.eric.ed.gov>**

The Educational Resources Information Center (ERIC) is a national information system designed to provide ready access to an extensive body of education-related literature.

**Perspectives in Urban and Rural Schools and Their Communities: Making Connections**

*The ERIC Review Volume 8 Issue 2 Winter 2001*

<http://www.eric.ed.gov/resources/ericreview/review.html>

For more information about ERIC or a free subscription to the ERIC Review, call ACCESS ERIC at 800-LET-ERIC

**EZ/EC Community Toolbox - <http://www.ezec.gov/>**

The Empowerment Zone and Enterprise Community program is a presidential initiative designed to afford communities opportunities for growth and revitalization.

**Family Involvement in Children's Education - <http://www.ed.gov/pubs/FamInvolve>**

Features strategies that 20 local Title I programs use to overcome barriers to parent involvement, including family resource centers.

**Family Support America - <http://www.familysupportamerica.org/>**

Includes: news affecting families and communities; the latest family support legislation and policy alerts; finding family support programs; bulletin boards. Access to books and other resources; on-line membership sign-up.

**The Federation for Community Schools - <http://www.ilcommunityschools.org>**

The Federation for Community Schools is a collaborative that advocates for policies that develop and sustain community schools, which support children, youth, families, and communities. We invite you to explore our website to learn more about community schools and how you can get involved!

**Future of Children - <http://www.futureofchildren.org/>**

This electronic access to the journal allows for downloading articles on various issues including research and policy issues related to children's well-being, education, parent involvement, etc..

**Healthy People 2010 - <http://www.healthypeople.gov/default.htm>**

Healthy People 2010, the national prevention initiative to improve the health of all Americans, is the product of cooperation between government, voluntary, and professional organization, business, and individuals. Charts the progress of this initiative and provides reviews, a publications list, and priority areas,

**Higher Education Curricula for Integrated Services Providers - <http://www.tr.wou.edu/isp/>**

A project to assist selected colleges and universities to develop educational offerings that will cross-train their students in the various disciplines of medicine, education and social services so that upon completion they can affect integrated services at the local level. The National Commission on Leadership in Interprofessional Education was a co-developer.

**Increasing the School Involvement of Hispanic Parents - <http://www.ericdigests.org/1992-1/hispanic.htm>**

This web based publication discusses strategies for extending learning in a safe, drug-free environment, before and after school.

**Increasing Parental Involvement: A Key to Student Achievement**

[http://www.mcrel.org/PDF/Noteworthy/Learners\\_Learning\\_Schooling/danj.asp](http://www.mcrel.org/PDF/Noteworthy/Learners_Learning_Schooling/danj.asp)

Article gives easily understandable information on how to positively affect children's education.

**Institute for Educational Leadership (IEL), Inc. - <http://www.iel.org>**

A nonprofit organization dedicated to collaborative problem-solving strategies in education and among education, human services, and other sectors. The Institute's programs focus on leadership development, cross-sector alliances, demographic analyses, business-education partnerships, school restructuring, and programs concerning at-risk youth.

**Institute of Education Sciences - <http://www.ed.gov/about/offices/list/ies/index.html>**

This Office of the U.S. Department of Education helps educators and policy makers solve pressing education problems in their schools through a network of 10 regional educational laboratories. Using the best available information and the experiences and expertise of professionals, the laboratories identify solutions, try new approaches, furnish research results and publications, and provide training. As part of their individual regional programs, all laboratories pay particular attention to the needs of at-risk students and small rural schools.

**Institute for Urban & Minority Education - <http://iume.tc.columbia.edu/contact.asp>**

The institute conducts research and evaluations, provides information services, and assists schools, community-based organizations, and parent school leaders in program development and evaluation, professional development, and parent education.

**Invitation to Your Community: Building Community Partnerships for Learning**

<http://www.ed.gov/pubs/CommInvite/>

Outlines the education agenda, the Goals 2000: Education America Act. Provides Questions that can help analyze what needs to be done to improve learning in schools and communities.

**Join Together - <http://www.jointogether.org/>**

Join Together is a national resource for communities fighting substance abuse and gun violence.

**Join Together for Kids! How Communities Can Support Family Involvement in Education**

<http://www.ed.gov/pubs/PFIE/commnity.html>

Strategies for communities to use to support schools and family involvement in education. Information on how to combat alcohol, drugs and violence; teach parent skills; set up mentor programs; enlist volunteers; offer summer learning programs; and support preschool programs.

**Keeping Schools Open As Community Learning Centers - <http://www.ed.gov/pubs/LearnCenters/>**

This web based publication discusses strategies for extending learning in a safe, drug-free environment, before and after school.

**Learn and Serve America - <http://www.learnandserve.org>**

A grant program that funds service-learning programs. Has two components: 1) School and Community-based programs for elementary through high school-based service-learning programs 2) Higher Education programs for post secondary school-based service-learning programs.

**The National Association of Community Health Centers - <http://www.nachc.com/>**

The National Association of Community Health Centers is the national trade association serving and representing the interests of America's community health centers

**National Center for Family and Community Connections with Schools - <http://www.sedl.org/connections/>**

Provides practitioners across the country with research- and practice-based resources about how families and communities can work with schools to support student achievement, especially in reading and mathematics. Working in partnership with leaders in the field, the Center gathers information about the latest research and the most innovative thinking about family and community connections with schools. The Center also gathers lessons from the field: the policies, strategies and programs that people are using to make meaningful connections that make a real difference for students. All of this information — the research, theory, and practice — is collected in an extensive database at the Center and made available to people working to make school, family, community connections.

**National Center for Schools and Communities - <http://www.ncscatfordham.org/>**

The mission of the National Center for Schools and Communities is to build the power and capacity of low-income parents and communities to improve their children's schools. They strive to create research and action partnerships with grassroots organizing groups, parents, civic and community leaders, public school teachers, university faculty, and other community stakeholders dedicated to closing the achievement gap between poor children and other students.

**National Center for Service Intergration (NCSI) - <http://www.cfpciowa.org/initiatives/national/nsci.htm>**

CFPC heads the Technical Assistance Clearinghouse of the National Center for Service Integration (NCSI), established in 1991 through federal funding to serve as a resource center on community-based strategies to develop more comprehensive and effective services for children and families. Although federal funding has ended, CFPC continues to manage the clearinghouse and disseminate NCSI resource briefs and other publications on topics related to service integration. Several publications have been produced, with many listed below. These may be downloaded from this website:

**National Clearinghouse for Alcohol and Drug Information - NCADI - <http://www.health.org/>**

Site is the information service of the Center for Substance Abuse Prevention, the U.S Department of Health and Human Services. Services include answers to common questions distribution of free materials; searches from the alcohol and drug databases maintained at the NCADI Site features publications, research findings, on-line forums, and more.



**National Clearinghouse of Families and Youth (NCFY) - <http://www.ncfy.com/>**

A central source of information on youth and family policy and practice. Established by the Family and Youth Services Bureau; Administration on Children, Youth and Families; U.S Department of Health and Human Service Produces technical assistance publications on youth and family programming, manages an Information Line through which individuals and organizations can access information on youth and family issues, and sends materials for distribution at conferences and training events. Site contains information for professionals, policy makers, researchers, and media on new youth- and family-related materials and initiatives, grant announcements; publications can be downloaded.

Contact: Box 13505, Silver Spring, MD 20911-3505 Ph.: (301) 608-8098 Fax: (301) 608-8721

**National Coalition for Parent Involvement in Education - <http://www.ncpie.org/>**

The coalition advocates for the involvement of parents and families in their children's education, and to foster relationships between home, school, and community to enhance the education of all our nation's young people.

**National Network for Collaboration - <http://crs.uvm.edu/ncco/>**

Part of the Children, Youth, and Families Education and Research Network (CYFER Net), this Network's purpose is to expand the knowledge base and skill level of the Cooperative Extension System Educators, agency, and organizational partners, youth, and citizens by establishing a network that creates environments that foster collaboration and leads to the citizen problem solving to improve the lives of children, youth, and families. It designs and offers programs to help in addressing identified issues facing children, youth, and families. These programs focus on the process of collaboration at both the community and grassroots level and the more formalized agency and organizational level. They use various models and match them with the needs of the community.

**National Education Association (NEA) - <http://www.nea.org/>**

Committed to advancing the cause of public education; includes school-community partnerships; active at the local, state, and national level. Site has links to useful resources.

**National Families in Action - <http://www.nationalfamilies.org/index.html>**

Goal is to help parents prevent drug abuse in their families and communities. Includes up-to-date news, cultural/ethnic connections, drug information, a publications catalog, and resource links.

**National Institute for Urban School Improvement - <http://www.urbanschools.org/>**

Designed to support inclusive urban communities school and families to develop sustainable successful urban schools. Site includes facilitated discussion forums; a searchable resource database; a calendar database of upcoming events; electronic newsletter; and links.

**National Library of Education - <http://www.ed.gov/NLE/>**

Site is the federal government's principal one for information and referrals on education. Its purpose is to ensure the improvement of educational achievement at all levels through the collection, preservation, and effective use of research. Includes interlibrary loan services, publications, bibliographies, and more.

**National Network of Partnership Schools - <http://www.csos.jhu.edu/P2000/>**

Established by researchers at Johns Hopkins University, the National Network of Partnership Schools brings together schools, districts, and states that are committed to developing and maintaining comprehensive programs of school-family-community partnerships.

**National Parent Information Network (NPIN) - <http://npin.org/>**

NPIN was a major special project of ERIC/EECE, Eric Clearinghouse on Urban Education, which has closed. NPIN offered resources and information on various parenting topics for parents and those who work with parents. Good list of articles for parents is still available.

**National PTA - [http://www.pta.org/about\\_pta.html](http://www.pta.org/about_pta.html)**

The National PTA supports and speaks on behalf of children and youth in the schools, in the community, and before governmental bodies and other organizations that makes decisions affecting children. It assists parents in developing the skills they need to raise and protect their children and encourages parent and public involvement in public schools. Site provides information on annual conventions, periodical subscriptions, updates on legislative activity, links to other PTAs and children advocacy groups, as well as, chats, bulletin boards, and more.

**National Resource Center for Safe Schools (NRCSS) - <http://www.safetyzone.org/>**

The National Resource Center for Safe Schools works with schools, communities, state and local education agencies, and other concerned individuals and agencies to create safe learning environments and prevent school violence.

**New Skills for New Schools - <http://www.ed.gov/pubs/NewSkills>**

Offers a framework and examples for improving teacher training in family involvement.

**North Central Regional Education Lab (NCREL) - <http://www.ncrel.org>**

The mission of the North Central Regional Educational Lab (NCREL) is to strengthen and support schools and communities in systemic change so that all students achieve standards of educational excellence. Using the best available information and expertise of professionals, the laboratory identifies solutions to education problems, tries new approaches, furnishes research results and publications, and provides training to teachers and administrators.

**Northwest Regional Educational Laboratory - <http://www.nwrac.org>**

This center provides information about coordination and consolidation of federal educational programs and general school improvement to meet the needs of special populations of children and youth, particularly those programs operated in the Northwest region through the United States Department of Education. The website has an extensive online library containing articles, publications, multimedia, etc. They also have listings for other agencies and advocacy groups that address multiple issues, such as school safety, alcohol and drug abuse.

**PAL / Federation of Families for Children's Mental Health - <http://www.ffcmh.org/>**

The Parent Professional Advocacy League (PAL) is a statewide network of families, local family support groups, and professionals who advocate on behalf of children and adolescents with mental emotional or behavioral special needs and their families to effect family empowerment and systems change. Current focuses and activities include the following: 1) Medicaid managed care advocacy, 2) statewide anti-stigma and positive awareness campaign, and 3) special education defense.

Contact: 1101 King Street, Alexandria, VA 22314

Phone: (703) 684-7710 Fax: (703) 836-1040 E-mail: [ffcmh@ffcmh.org](mailto:ffcmh@ffcmh.org).

**Parents as Teachers (PAT) National Center - <http://www.parentsasteachers.org/>**

Site describes the PAT program, a parent education program that supports parents as their children's first teachers; and presents an evaluation of the program

**Partnership for Family Involvement in Education - <http://www.ed.gov/pubs/whoweare/index.html>**

Department of Education's online resource on creating school and home partnerships.

**Pathways to School Improvement - <http://www.ncrel.org/sdrs/>**

Research-based information a variety of categories including: assessing, at-risk children and youth, goals and standards, governance/management, leadership, learning, literacy, mathematics, parent and family involvement, professional development, safe and drug-free schools, school-to-work transition, science, technology.

**Policy Matters - <http://www.policymatters.org>**

Site offers practical prevention ideas for healthier communities. The interactive software on this site allows users to generate detailed maps with self-selected statistical information.

**Reaching All Families: Creating Family-Friend Schools - <http://www.ed.gov/pubs/ReachFam/>**

A government booklet which presents ideas on school outreach strategies.

**Research and Training Center on Family Support and Children's Mental Health - <http://www.rtc.pdx.edu>**

This Center offers research and training focused on family support issues (including an annual research conference), family and professional collaboration, and diverse cultural groups. Publications are available on a wide variety of topics, including family advocacy and support organizations, parent/professional partnerships, therapeutic case advocacy, respite care, and youth in transition. Center offers a 24 -hour information recording, a computerized data bank, a state-by-state resource file, an issue-oriented national bulletin (*Focal Point*). Contact: Portland State University, P.O. Box 751, Portland, OR 97207-0751 Phone.: (503) 725-4040 Fax (503) 725-4180

**Schools as Centers of Community: A Citizen's Guide for Planning and Design**

**[http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content\\_storage\\_01/0000019b/80/15/f5/83.pdf](http://www.eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/15/f5/83.pdf)**

This detailed guide outlines the six principles for designing and planning new schools that grew out of the National Symposium on School Design held in October of 1998. This helpful guide provides citizens with ten examples of innovative school designs and outlines a step-by-step process about how parents, citizens and community groups can get involved in designing new schools.

**Southwest Educational Development Laboratory (SEDL) - <http://www.sedl.org/>**

SEDL is a private, not-for-profit education research and development (R&D) corporation based in Austin, Texas. SEDL works with educators, parents, community members, and policymakers to build or find strategies and tools addressing pressing educational problems. Then, SEDL works with them to put the strategies into practice so they can improve education for all students.

**Strong Families, Strong Schools: Building Community Partnerships for Learning**

**<http://www.eric.ed.gov/ERICWebPortal/contentdelivery/servlet/ERICServlet?accno=ED371909>**

Summarizes research and offers tips to parents, schools, businesses, and community groups about how to connect families to the learning process.

**Team up for Kids! How Schools Can Support Family Involvement in Education**

**<http://www.ed.gov/pubs/PFIE/schools.html>**

Outlines strategies for schools to use to promote family involvement in education. Offers suggestions on how to: learn to communicate better; encourage parental participation in school improvement efforts; involvement parents in decision making; make parents feel welcome; and use technology to link parents to the classroom.

**Together We Can - <http://www.togetherwecan.org/>**

Leaders across America -- from neighborhoods to state houses, from parent groups to public and private agencies, from schools and social welfare organizations to economic development and community organizing groups -- are endeavoring to work together toward a shared vision for their communities and improved results for their children and families. The mission of Together We Can is to strengthen and sustain the capacity of community collaboratives and state initiatives to move toward that shared vision.

**U.S. Department of Education's (ED) General Website - <http://www.ed.gov>**

Provides useful and timely information about programs, policies, people, and practices that exist at the Department. A major entry point to the information not only at the U.S. Department of Education but also in much of the education community.

**U.S. Department of Education: Back to School - <http://www.ed.gov/Family/agbts/>**

This government resource encourages parents, grandparents, community leaders, employers and employees, members of the arts community, religious leaders, and every caring adult to play a more active role in improving education. Site includes links to online forums, activity kits.

**W. K. Kellogg Foundation: Rural Community Development Resources - <http://www.wkkf.org/>**

Contains high quality rural community development materials funded by the Kellogg Foundation and other selected sponsors of recognized rural programs. Guidebooks, manuals, workshop materials, reports, books, and videos are included.

**Working Together - <http://www.west.net/~bpbooks/>**

Site for working parents features the Working Together Question of the Week and the Working Together Forum. Several resources for parents are also described that deal with work and family issues experienced by many employed parents. Statistics on working families are also included.

TOPIC: Collaboration - School, Community, Interagency

The following reflects our most recent response for technical assistance related to this topic. This list represents a sample of information to get you started and is not meant to be exhaustive.

(Note: Clicking on the following links causes a new window to be opened. To return to this window, close the newly opened one).

**Center Developed Documents, Resources and Tools**

**Articles**

- [Beyond Placement in the Least Restrictive Environment : The Concept of Least Intervention Needed and the Need for Continuum of Community-school Programs/Services](#) H.S. Adelman & L. Taylor (1998). *(Prepared for a forum sponsored by the National Association of State Director of Special Education.)*
- [Building Comprehensive, Multifaceted, and Integrated Approaches to Addressing Barriers to Student Learning.](#) H.S. Adelman & L. Taylor (2002). *Childhood Education, 78(5), 261-268*
- [Connecting Schools, Families and Communities.](#) L. Taylor & H.S. Adelman (2000). *Professional School Counseling, 3(5), 298-307.*
- [Creating School and Community Partnerships for Substance Abuse Prevention Programs.](#) H.S. Adelman & L. Taylor (2002) *Los Angeles, CA: UCLA Center for Mental Health in Schools.*
- [Guide 7: Fostering School, Family, and Community Involvement. Guidebook in series, Safe and Secure: Guides to Creating Safer Schools.](#) H.S. Adelman, & L. Taylor (2002). *Northwest Regional Educational Laboratory*
- [A Policy and Practice Framework to Guide School-Community Connections.](#) L. Taylor & H.S. Adelman (1998). *Rural Special Education Quarterly, 17(3/4) 62-70.*
- [Restructuring education support services and integrating community resources: Beyond the full service school model.](#) H.S. Adelman & L. Taylor (1997). *School Psychology Review, 25,431-445*
- [School-Community Relations: Policy and Practice](#) L. Taylor & H.S. Adelman (2003). In Fishbaugh, et al., (Eds.), *Ensuring safe school environments: Exploring issues– seeking solutions.* Mahwah, NJ: Lawrence Erlbaum.
- [School and Community Collaboration to Promote a Safe Learning Environment.](#) H.S. Adelman & L. Taylor (2006). *State Education Standard, 7(1), 38-43.*
- [System reform to address barriers to learning: Beyond school-linked services and full service schools.](#) H.S. Adelman & L. Taylor (1997). *American Journal of Orthopsychiatry, 67(3), 408-421.*
- [Want to Work With Schools? What is Involved in Successful Linkages?](#) L. Taylor & H. Adelman (2006). *The School Service Sourcebook: A Guide for Social Workers, Counselors, and Mental Health Professionals, Oxford University Press*

**Continuing Education Modules**

- [Addressing Barriers to Learning: New Directions for Mental Health in Schools](#)
- [Developing Resource-Oriented Mechanisms to Enhance learning Supports](#)

**Center Policy and Program Analysis Briefs**

- [Addressing Barriers to Student Learning: Closing Gaps in School/Community Policy and Practice](#)
- [Building Collaboration for Mental Health Services in California Schools: What Will be Built?](#)
- [Creating school and community partnerships for substance abuse prevention programs](#)
- [Integrating Mental Health in Schools: Schools, School-Based Centers, and Community Programs Working Together](#)
- [New Directions for School & Community Initiatives to Address Barriers to Learning: Two Examples of White Papers to Inform and Guide Policy Makers \(February 2002\)](#)

**Fact & Information Resources, Guidance Notes, Practice Notes, and Tools for Practice**

- [Tools for Practice: School-Community Collaboration: A Self-study Survey](#)

**Guides to Policy & Program Development and Practice**

- [School-Community Partnerships: A Guide](#)
- [Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth: A Guidebook and Tool Kit](#)

**Introductory Packets**

- [Confidentiality and Informed Consent](#)
- [Parent and Home Involvement in Schools](#)
- [Working Collaboratively: From School-Based Collaborative Teams to School-Community-Higher Education Connections](#)

#### Newsletters

- [Newsletter: Article: Community Resources that Could Partner with Schools \(Winter, '99\)](#)
- [Newsletter: CSSS - Hawaii'i's Comprehensive Student Support System... a multifaceted approach that encompasses & enhances MH in schools.\(Summer, '01\)](#)
- [Newsletter: Opening the Classroom Door.\(Spring, '01\)](#)
- [Newsletter: Safe Students/Healthy Schools: A Collaborative Process. \(Spring, '03\)](#)
- [Newsletter: School-Community Partnerships from the School's Perspective.\(Winter, '99\)](#)
- [Newsletter: School-Linked Services and Beyond \(Spring, '96\)](#)

#### Resource Aid Packet

- [Addressing Barriers to Learning: A Set of Surveys to Map What a School Has and What It Needs](#)

#### Technical Aid Packets

- [After-School Programs and Addressing Barriers to Learning](#)
- [Resource Mapping and Management to Address Barriers to Learning: An Intervention for Systemic Change](#)
- [School-Based Client Consultation, Referral and Management of Care](#)
- [Volunteers to Help Teachers and School Address Barriers to Learning](#)

#### Training Tutorials

- [Training Tutorial: Community Outreach: School-Community Resources to Address Barriers to Learning](#)
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#### Net Exchange

- [School-Agency Relationships & Bureaucratic Concerns](#)
- [Guide to Creating Comprehensive School-Linked Supports and Services for California Children and Families](#)

#### Other Relevant Documents, Resources, and Tools on the Internet

##### • Education

- [Achieving the Promise of Authentic Community-Higher Education Partnerships: Community Partners Speak Out!](#)
- [Building family-school partnerships that work](#)
- [A Compact for Learning: An Action Handbook for Family-School-Community Partnerships](#)
- [A New Wave of Evidence: The Impact of School, Family, and Community Connections on Student Achievement \(2002\)](#)
- [Back to School: Community Groups and School Reform](#)
- [Building Full-Service School](#)
- [Building a Highway to Higher Ed: How Collaborative Efforts are Changing Education in America](#)
- [Building NGO/CBO capacity for organizational outreach: Management and training design tools](#)
- [Center for school, family and community partnerships promising practices](#)
- [The Challenges of Building Local Collaboratives for Sustaining Educational Improvement](#)
- [Challenges and potential of a collaborative approach to education reform \(2004\)](#)
- [Collaboration For Kids: The School Board's Role in Improving Children's Services](#)
- [Collaborating with Teachers, Parents, and Others to Help Youth At Risk](#)
- [Communities and schools: a new view of urban education reform](#)
- [Communities in Schools](#)
- [Community Based Development and Local Schools: A Promising Partnership](#)
- [Community Engaged Scholarship](#)
- [Critical Issue: Addressing Confidentiality Concerns in School-Linked Integrated Service Efforts](#)
- [Critical Issue: Restructuring Schools to Support School-Linked Services](#)
- [Diversity: School, Family, and Community Connections \(2003\) \(PDF\)](#)
- [Education Policy Advisors' Network](#)
- [Emerging Issues in School, Family, & Community Connections \(2001\) \(PDF\)](#)
- [Evaluation of Community Schools: An Early Look](#)
- [Family Involvement in Children's Education](#)
- [Issue Brief: Data collections in schools: The role of the state health agency](#)
- [A Lexicon of Learning: What educators mean when they say...](#)

- [Maryland Association of Local Management Boards FY2007 Annual Report](#)
- [Mayoral Leadership and Involvement in Education\(PDF\)](#)
- [National Center for Schools and Communities](#)
- [No Time for Turf \(2005\) Council of Chief State School Officers](#)
- [Organized communities, stronger schools \(2008\) K. Mediratta, et al., Annenberg Institute for School Reform](#)
- [Perspectives in Urban and Rural Schools and Their Communities: Making Connections \(ERIC Review\)](#)
- [Partnerships for Change: Community-Union Collaboration in Public Education \(2003\) Education Organizing \(PDF\)](#)
- [Promoting Prevention Through School-Community Partnerships](#)
- [Reframing Education: The partnership strategy and public schools \(PDF\)](#)
- [Research links education levels with well-being of communities and states \(2003\)](#)
- [School-Community Partnerships: Effectively Integrating Community Building and Education Reform](#)
- [School/Community Collaboration: Comparing Three Initiatives](#)
- [School/Community Partnerships: Selected Resources](#)
- [School-Family Partnerships](#)
- [School linkage protocol technical assistance guide: Expanded school improvement through enhancement of the learning support continuum](#)
- [School-Linked Services. Special Edition of The Future of Children, Vol.2\(1\), Spring, 1992](#)
- [Selling your schools: Learn how good public relations can alleviate community fears, help support long-term project, and boost local property values](#)
- [Unlocking the Schoolhouse Door: The Community Struggle for a Say in Our Children's Education](#)
- [Urban Teachers and Collaborative School-Linked Services. ERIC Digest 96.](#)
- [Vision of Protective Schools](#)
- ["Vital voices: building constituencies for public school reform" \(2003\) Academy for Educational Development](#)
- **Health/Mental Health**
  - [Advancing the Healthy People 2010 Objective through Community-based Education: A Curriculum Planning Guide" \(2003\) Community-Campus Partnerships for Health](#)
  - [Building Bridges Between Residential and Nonresidential Services in Systems of Care](#)
  - [Building Constitutencies for Public School Reform \(2003\)](#)
  - [Collaborative relationships: school counselors and non-school mental health professional working together to improve the mental health needs fo students](#)
  - [Healthy Children, Successful Students Comprehensive School Health Programs](#)
  - [Mental Health, School, and Families Working Together: Toward a Shared Agenda \(PDF\)](#)
  - [National Association of County & City Health Officials: Mental Health -- Collaboration between mental health and public health](#)
  - [Position Statement on Interagency Collaboration to Support the Mental Health Needs of Children and Families](#)
  - [Practice and Process in Wraparound Teamwork \(2004\)](#)
  - [The Role of State Public Health Agencies in Child Care \(2004\) \(PDF\)](#)
- **Family/youth**
  - [Beyond Collaboration to Results: Hard Choices In The Future of Services To Children And Families](#)
  - [The Center for the Advancement of Collaborative Strategies in Health](#)
  - [Creative Partnerships: Supporting Youth, Building Communities \(2002\)](#)
  - [Growing Up Drug-Free: A Parent's Guide to Prevention](#)
  - [Harvard Family Research Project \(HFRP\)](#)
  - [Youth and Family Centers](#)
- **Other**
  - [Building Relationships Between Schools and Social Services](#)
  - [Child Care and Development Fund and 21st Century Community Learning Centers: State Efforts to Facilitate Coordination for After School Programs\(PDF\)](#)
  - [Coalitions 101: Getting Started \(PDF\)](#)
  - [Coalition Sustainability: Long-Term Successes and Lessons Learned](#)
  - [Collaboration Framework](#)
  - [The Community Guide](#)
  - [Community Partnerships for protecting children: Phase II outcome evaluation](#)
  - [The Collaboration Primer: Proven strategies, considerations, and tools to get you started\(PDF\)](#)
  - [Community Organizing: A Tool for Building Community Schools](#)
  - [Developing Collaborative ESMH Programs \(CSMH\) \(PDF\)](#)
  - [Do universities have a role in managing public schools? \(2003\) N. Streim, et al](#)
  - [Evaluation Exchange](#)
  - [Faith-based organizations delivering local services](#)
  - [Forming, Funding, and Maintaining Partnerships and Collaborations](#)

- [Glass Walls: Confidentiality Provisions and Interagency Collaborations Lessons in Collaboration](#)
- [The New Community Collaboration Manual](#)
- [New directions for research, practice and evaluation](#)
- [On Community - Journal of Curriculum and Supervision](#)
- [P-16 Collaboration in the States \(2006\) \(PDF\)](#)
- [Targeted Community Action Planning Toolkit\(PDF\)](#)
- [Working Better Together: How Government, Business, and Nonprofit Organization Can Achieve Public Purposes through Cross-Sector Collaboration, Alliances, and Partnerships](#)

#### Clearinghouse Archived Materials

- [5 Steps to Collaborative Teaching and Enrichment Remediation](#)
- [Achieving Coordinated School-Linked Services](#)
- [Building a Community School: A Revolutionary Design in Public Education](#)
- [Collaboration: A Key to Success For Community Partnerships For Children](#)
- [Collaborative Strategies in Five Communities of the National Alliance for Restructuring Education](#)
- [Community as Extended Family: An Idea Whose Time has Come](#)
- [Community Collaboration: If It Is Such a Good Idea, Why Is It So Hard To Do?](#)
- [Confidentiality and Collaboration: Information Sharing in Interagency Efforts](#)
- [Examples of the Development of Joint-Use Educational Facility Agreements \(PDF Document, 30K\)](#)
- [Expanding the Goodlad/NER Agenda: Interprofessional Education and Community Collaboration in Service of Vulnerable Children & Youth Families](#)
- [Family Collaboration in Systems Evaluation](#)
- [Framework for an Integrated Approach](#)
- [Practical Assessment and Evaluation within Collaboration Services Program](#)
- [Samples of Memorandum of Understanding \(MOU\)](#)
  - [Example to Download - in PDF format](#)
- [Serving Children, Youth and Families through Interprofessional Collaboration and Service Integration: A Framework for Action](#)
- [Streamlining Interagency Collaboration for Youth at Risk](#)
- [Strong Families, Strong Schools: Building Community Partnerships for Learning](#)
- [TA Brief: Family Collaboration in Systems Evaluation](#)
- [Walking Fine Lines: A Foundation and Schools Collaborate to Improve Education](#)
- [Where the Kids Are: How to Work with Schools to Create Elementary School-Based Health Centers](#)
- [Wingspread Conference: Going to Scale with A Comprehensive Services Strategy](#)
- [Who Should Know What? Confidentiality and Information Sharing in Services Integration](#)
- [Why Support a Coordinated Approach to School Health?](#)
- [Working Paper: IASA State Plan Subcommittee for Links Among Schools, Families, and Communities](#)
- [Working Together, Moving Ahead: A Manual to Support Effective Community Health Conditions](#)
- [Youth and Family Training Centers: Training Component](#)

#### Related Agencies and Websites

- [At Risk Youth: School-Community Collaborations Focus on Improving Student Outcomes](#)
- [The Center for Effective Collaboration and Practice \(CECP\)/ American Institute for Research](#)
- [The Center for Family-School Collaboration](#)
- [Center on School, Family, and Community, Partnerships](#)
- [Child Mental Health Foundations and Agencies Network](#)
- [Coalition for Community Schools](#)
- [Community Anti-Drug Coalitions of America \(CADCA\)](#)
- [Community Toolbox](#)
- [The Federation for Community Schools](#)
- [National Center for Mental Health Promotion and Youth Violence Prevention](#)
- [National Center for Service Integration](#)
- [National Network for Collaboration](#)
- [National Network of Partnership Schools \(NNPS\)](#)
- [The Partnership Self-Assessment Tool](#)
- [Policy-maker Partnership](#)
- [School Communities that Work: A National Task Force on the Future of Urban Districts](#)
- [Schools as Centers of Community: A Citizen's Guide for Planning and Design](#)
- [Southwest Education Development Laboratory](#)

#### Relevant Publications That Can Be Obtained through Libraries



- *Children's literacy development: Making it happen through school, family, and community involvement.* Edwards, P.A. (2003). New York: Pearson. School, family, and community partnership: Preparing educators and improving schools. Oxford, UK: Westview Press.
- *Common purpose: Strengthening families and neighborhoods to rebuild America.* Schorr, L. B.(1997). New York: Anchor Books.
- *Community, Collaboration, and Collegiality in School Reform : An Odyssey toward Connections.* By N. Dorsch. (1998). Publisher Albany : State University of New York Press.
- *Community development and school reform: An overview.* Crowson, R.L.(2001). In R.L.Crowson(Ed.), *Community development and school reform(pp.1-18)*. New York: JAI.
- *Community involvement in schools.* Sanders, M.G.(2003). *Education & Urban society*, 35(2), 161-181.
- *Community organizing for urban school reform.* Shirley, D. (1997). Austin, TX: University of Texas Press.
- *Developing community-empowered schools.* Burke, M.A. , & Picus, L.O. (2001). Thousand Oaks,CA: Corwin Press.
- *Families, schools, and communities: Together for young children.* Couchenour, D.,& Chrisman, K. (2000). Albany, NY: Delmar.
- *Forging Alliances in Community and Thought.* edited by Guadarrama, Ramsey and Nath.(2002). Publisher Greenwich, CT : Information Age Pub.
- *Guidelines for Protecting Confidential Student Health Information.* By Oddonne, Angela & Rubin, Marcia (2000). American School Health Association (ASHA). To order online please [visit the ASHA website](#). (Go to "Publications" and then to "School Nurse/Health Services Material")
- *Home, school, and community relations: A guide to working with families* Gestwicki, C. (2000). (4th Ed.). Albany, NY: Delmar.
- *How communities build stronger schools: Stories, strategies, and promising practices for educating every child.* Dodd, A.W. & Konzal, J.L.(2002). New York: Palgrave Macmillan. Free Press
- *Improving schools through community engagement: A practical guide for educators.* Chadwick, K.G.(2004). Thousand Oaks, CA: Corwin Press
- *Meeting at the Hyphen : Schools-Universities-Communities-Professions in Collaboration for Student Achievement and Well Being.* edited by Brabeck, Walsh and Latta. (2003). Publisher Chicago, Ill. : National Society for the Study of Education : Distributed by the University of Chicago Press.
- *Promising Practices Connecting Schools to Families of Children with Special Needs.* edited by D. Hiatt-Michael. (2004). Greenwich, Conn. : Information Age Pub.
- *Rethinking linkages between schools, families and communities.* Smrekar, C., & Mawhinney, H.B. (1999). In J.Murphy &K. Seashore Lous (Eds.), *Handbook of educational administration (pp. 602-636)*. Washington, DC: American Educational Research Association.
- *The role of "community" in comprehensive school, family, and community partnership programs.* Sanders, M.G.(2001). *Elementary School Journal*, 102(1), 19-34.
- *The School Buddy System : the Practice of Collaboration.* by G. Bush. (2003). Publisher Chicago : American Library Association.
- *School-Community Agency Collaboration: Implications for the School Counselor.* By, B.B. Hobbs & B.B. Collison (1995). *School Counselor*, Vol. 43 (1), p.58-65.
- *School-community connections.* Honig, M., Kahne, J.,& McLaughlin, M.W.(2001). In V.Richardson (Ed.), *Handbook of research on teaching.* (4th Ed., pp. 998-1028). Washington, DC: American Educational Research Association.
- *School-community connections: A literature review.* Keyes, M.C.,& Gregg, S. (2001) Charleston, SC: AEL Inc.
- *School, family, and community partnership: Preparing educators and improving schools.* Epstein, J.L. (2001). Oxford, UK: Westview Press.
- *School, family, and community partnerships: Your handbook for action (2nd Ed.).* Epstein, J.L., Sanders, M.G. Simon, B.S., Salinas, K.C., Jansorn, N.R., & Van Voorhis, F.L. (2002). New York: Corwin Press
- *Transforming schools through community organizing: A research review.* Lopez, M.E.(2003). Cambridge, MA: Harvard Family Research Project
- *Working Together in Schools: A Guide for Educators* Donaldson, G.A., & Sanderson, D.R. (1996). Thousand Oaks, CA: Corwin Press

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We hope these resources met your needs. If not, feel free to contact us for further assistance. For additional resources related to this topic, use our [search](#) page to find people, organizations, websites and documents. You may also go to our [technical assistance page](#) for more specific technical assistance requests.

If you haven't done so, you may want to contact our sister center, the [Center for School Mental Health](#) at the University of Maryland at Baltimore.

If our website has been helpful, we are pleased and encourage you to use our site or contact our Center in the future. At the same time, you can do your own technical assistance with "[The fine Art of Fishing](#)" which we have developed as an aid for do-



This document can be downloaded from the website <http://smhp.psych.ucla.edu> or ordered from the Center.

### Contact Us:

UCLA School Mental Health Project,  
Center for Mental Health in Schools,  
Dept. of Psychology, Box 951563,  
Los Angeles, CA 90095- 1563  
Phone: (310) 825-3634  
Toll Free: (866) 846-4843  
Fax: (310) 206-8716  
E-mail: [smhp@ucla.edu](mailto:smhp@ucla.edu)  
Website: <http://smhp.psych.ucla.edu>

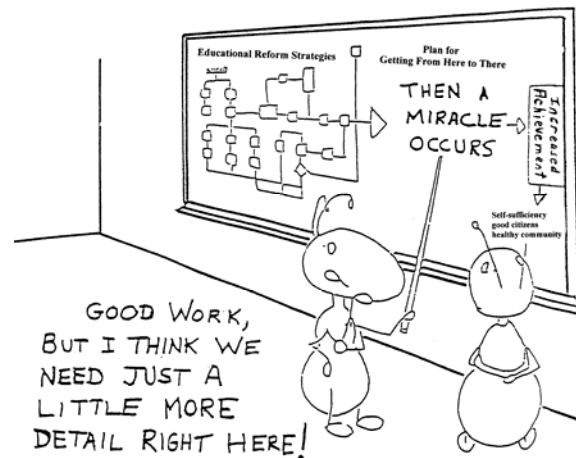
We would like to acknowledge the Safe Schools/ Healthy Students Action Center for providing information and guidance that supported development of this document.

The Center for Mental Health in Schools is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA.

Support for the Center for Mental Health in Schools comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Adm. (Project #U45 MC 00175) U.S. Department of Health and Human Services.

## Sustaining School - Community Partnerships to Enhance Outcomes for Children and Youth

### A Guidebook and Tool Kit\*

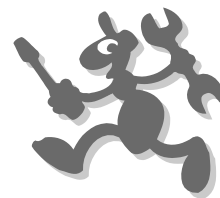


Too many good programs initiated as specially funded projects tend to be lost when project funding ends. This guide/toolkit is designed as a resource aid for those in schools and communities who are concerned about sustaining valuable efforts. Optimally, sustainability should be a focus from day one of a project's implementation. With most projects, however, the pressure of just becoming operational often means that sustainability is not a major focus until well into the second year of a three year project. This document has been developed with this reality in mind.

# Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth



Guidebook and Tool Kit\*



**T**he focus of this guidebook is on sustaining worthy school and community collaborations (including interagency partnerships). The material is oriented to the idea that the essence of sustainability is integrating newly developed approaches into the fabric of existing support programs and services designed to enhance outcomes for children, youth, and communities. This involves “braiding” resources derived from various sources (e.g., projects, ongoing funding streams) with the intent of developing, over time, a comprehensive, multifaceted, and integrated approach that is strong and enduring.

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