Evaluation of the Canyons Community Schools Initiative:

Findings after Two-Year Post-Adoption and Implementation

Dawn Anderson-Butcher, PhD
and **Lauren Paluta**

Final Report

THE OHIO STATE UNIVERSITY
COLLEGE OF SOCIAL WORK

CANYONS School District

UTAH STATE OFFICE OF EDUCATION

For more information, contact
Dawn Anderson-Butcher (Anderson-Butcher.1@osu.edu)

Utah STATE OFFICE of Education

Leadership...Service...Accountability

April 27, 2015

To Colleagues,

Over the past two years, it has been my privilege to work with the Canyons School District (CSD) Community Schools Initiative as a representative of the Utah State Office of Education. As I have supported CSD stakeholders and community partners, I have watched their progress with an eye towards the future of Community Schools across Utah. The framework that has guided CSD ties together the many services that students need to be successful without losing sight of the academic goals that must drive education. With achievement gaps demonstrated through student achievement testing and identified root causes contributing to low performance, it is imperative that we explore innovative strategies to school improvement as we work towards our educational goal to assist students in being career and college ready.

To this end, I applaud and appreciate the tough work that the State Office of Education, Division of Substance Abuse and Mental Health, and Utah State Legislators have done to support our schools. The pilot funding provided for CSD in 2012 has allowed us to consult with Dr. Dawn Anderson-Butcher, the developer of the Community Collaboration Model for School Improvement (CCMSI). Her critical perspective, shared fully in this report, has enriched the work at CSD and helped to distill lessons from the pilot that might inform continued expansion of this model to additional Local Education Authorities (LEAs). The school-based mental health budget line approved by the Utah State Legislation has funded mental health services for CSD students and students across the state without Medicaid or private insurance.

As this report exemplifies, many promising results have emerged from the work in CSD, but there is still much that remains left to do, both at CSD and across Utah. As you read this report, I encourage you to take a moment to celebrate the progress that has been made with your help. Then, I hope you will consider what comes next. While working with CSD and Dr. Anderson-Butcher, I have been reminded over and over again of the power of collaboration.

Best regard,

Carol Joy Anderson

Carol Joy Anderson

Educational Specialist, Behavioral Supports/Mental Health Needs

Utah State Office of Education

250 East 500 South P.O. Box 144200 Salt Lake City, UT 84114-4200 Voice: (801) 538-7500 Fax: (801) 538-7769
Brad C. Smith, State Superintendent of Public Instruction

Executive Summary

Ensuring all youth, especially those from the most vulnerable circumstances, succeed in school and transition to adulthood is a growing priority in the United States today. To this end, the Utah State Office of Education (USOE) has been supporting Canyons School District (CSD) since 2012 with the adoption and implementation of new innovations at four Title I elementary schools. The work in CSD has prioritized expanding school improvement beyond the traditional, walled in approach by emphasizing in-school and out-of-school strategies to "get the conditions right for learning." Expanded school improvement efforts have been guided by the evidence-based Community Collaboration Model for School Improvement (CCMSI; Anderson-Butcher et al., 2008). In 2012, The Ohio State University's Community and Youth Collaborative Institute (CAYCI) was contracted by USOE to evaluate this work. This Executive Summary summarizes the findings of the evaluation.

As a result of CSD's work, new and expanded strategies for supporting students and families were implemented across the five CCMSI pathways: Academics, parent and family engagement, youth development, health and social services, and community partnerships. New school-family-community partnerships were developed, and system-wide improvements were made. For example, a new referral system was adopted in each school, planning teams were strengthened, and new data systems were put in place to better inform ongoing improvement efforts.

Such system-wide improvements have contributed to an increase in the number of youth served in out-of-school time programming, an improvement in the quality of services delivered, and ultimately, marked improvement in several areas as shown in the figures featured in this summary and explored more fully in the complete

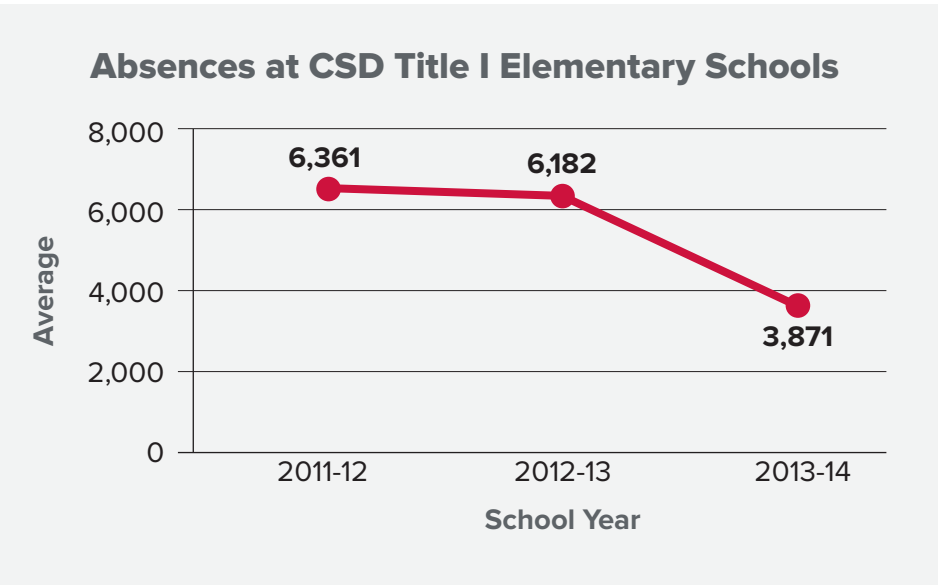
evaluation report. Academic achievement improved in three of the four buildings. Absenteeism and the number of office discipline referrals dropped significantly over the course of the two years. Teacher perceptions of school climate, teacher efficacy, the learning support system, and student's "readiness to learn" were more favorable in 2014 than 2012. In some schools, parents/caregivers and youth perceptions improved in key constructs such as parent involvement, student well-being, and quality of community supports.

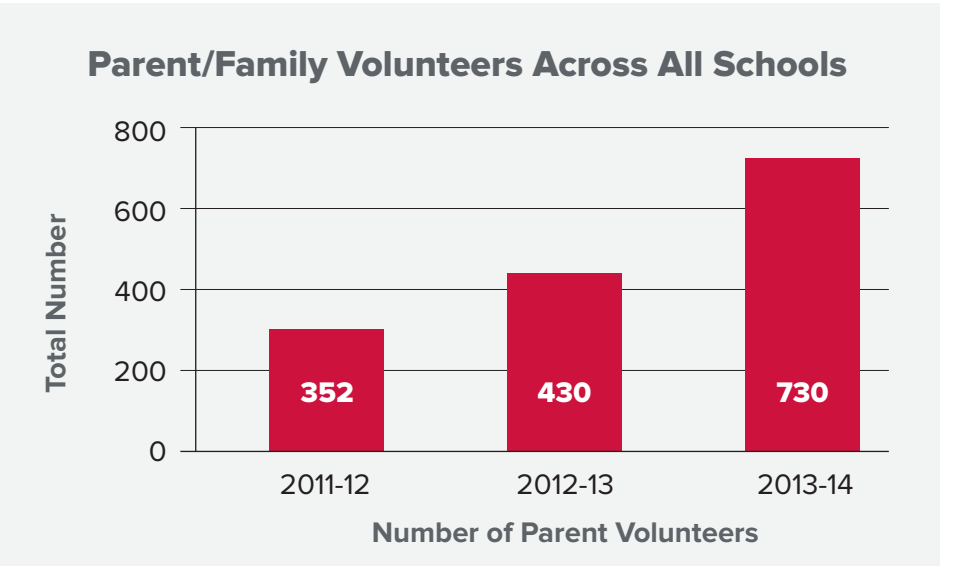
This work has not gone unnoticed. CSD received the National Youth and Family Partnership Award from the National Center for School-Based Mental Health. The schools were approached by United Way of Salt Lake, and future partnerships will involve a deepened community engagement component. Still, much work remains to be done in light of the significant amount of need evident among the students and families served by the four schools.

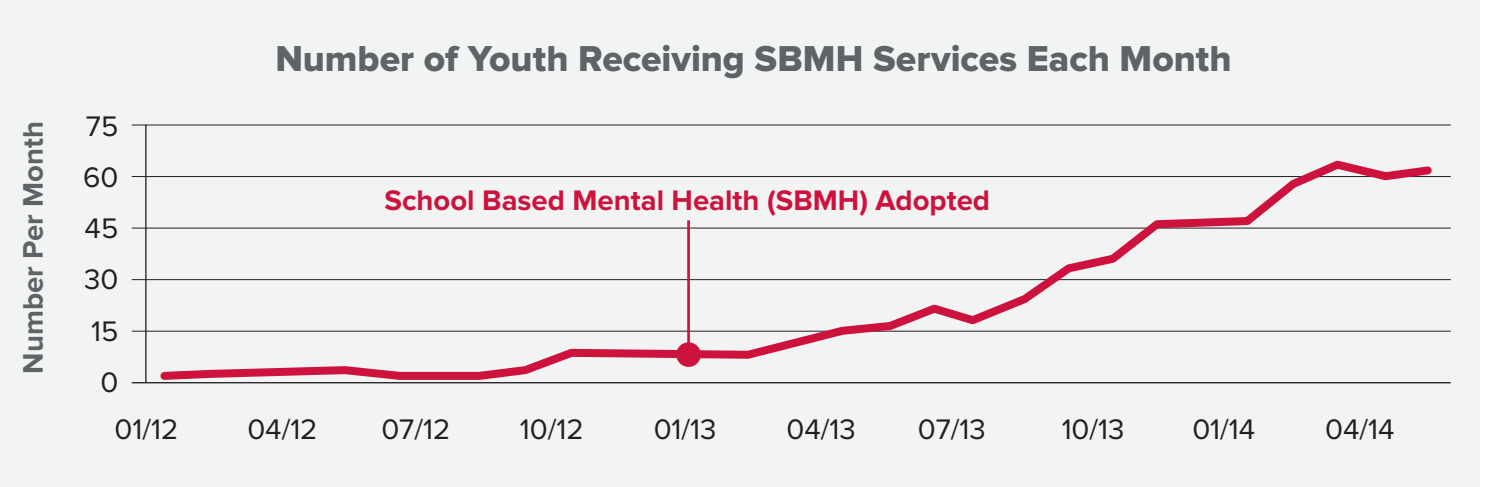
Academic performance still remains below benchmarks and state averages. Some of valuable services and structures put into place, such as the CARE Team model for linkage and referral, now need to be refined to strengthen the overall student learning support system. Additional universal strategies are needed to address bullying, wide-spread internalizing symptomology, and the unique needs of the large portion of students for whom English is a second language. Needs are especially visible at one Title I school serving a particularly vulnerable population of students.

While many needs remain unmet, a strong foundation for continued work has been established during the first two years of the CSD Community Schools Initiative. From the beginning, there were high levels of readiness, buy-in, and commitment among school personnel and community partners. Leaders effectively used data to inform the direction of the Initiative and rally partners around a common vision. Professional development and consultation services, made possible with USOE funding, began to build the capacity of school, district, and community leaders. Such factors, which facilitated successes in the CSD process, will be important to replicate at other schools looking to become Community Schools.

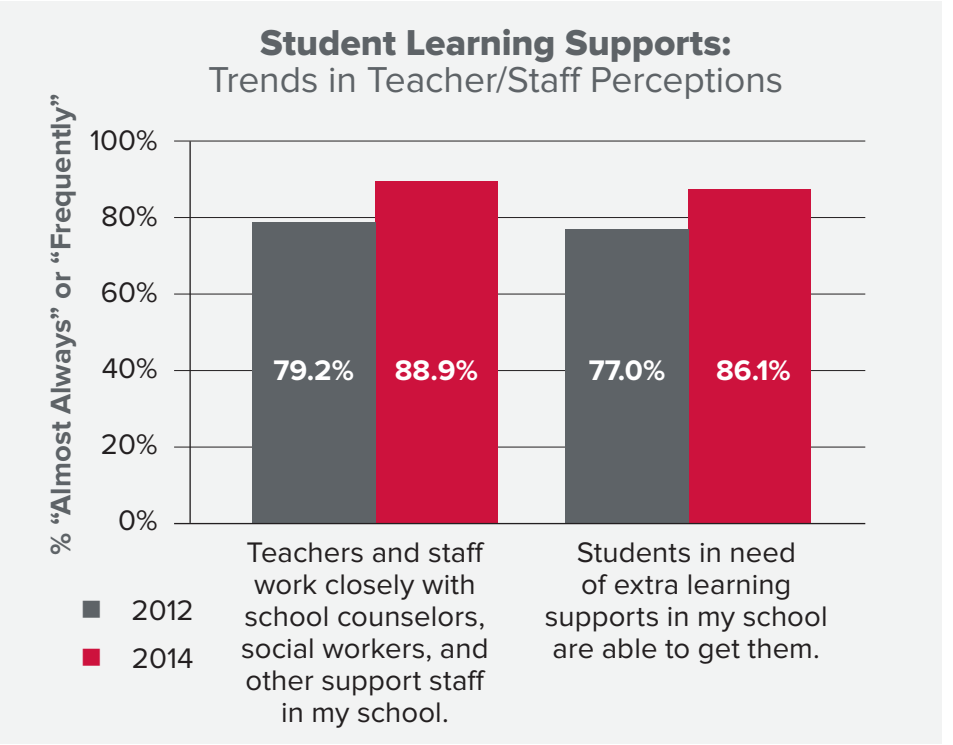
In the years to come, it will be important that CSD build upon their foundation by supporting principals in the development of collaborative leadership skills, by integrating services still siloed due to role confusion and turf issues, and by creating







better alignment of goals across the district. Certain barriers encountered during the first two years of the Initiative, such as the high levels of student mobility and need, will not easily dissipate. However, by recognizing and addressing the challenges that still lie ahead, CSD can further enhance this innovative work and ultimately better support school success.



Findings from CSD can serve as an example for other Utah schools wanting to similarly impact their students and communities. In fact, several examples already exist demonstrating how the learning that has occurred at CSD is being used by USOE to inform state-wide scale-up and replication. Moving forward equipped with the successes achieved and lessons learned from this pilot, USOE and its partners can work towards improving schools, promoting student learning, and fostering the overall healthy development of youth, families, and school communities across the state and beyond.

Table of Contents

Many thanks to stakeholders at Canyons School District, Utah State Office of Education, and multiple other partners for their contributions to this report and their tireless efforts on behalf of youth. For additional information about this report or the ongoing work described herein, please contact:

Dawn Anderson-Butcher: anderson-butcher.1@osu.edu
The Ohio State University, Full Professor

Carol Anderson: carol.anderson@schools.utah.gov
Utah State Office of Education, Education Specialist

Karen Sterling: karen.sterling@canyonsdistrict.org
Canyons School District, Director, Student Advocacy and Access

Suggested Citation:
Anderson-Butcher, D. & Paluta, L. (2015). Evaluation of the Canyons School District's community schools initiative: Findings at two-year post-adoption and implementation. Columbus, OH: The Ohio State University.

OVERVIEW

At a time when the stakes are high to maximize student achievement and prepare students for postsecondary success, innovative approaches for addressing both academic and non-academic needs of students are increasingly important (Adelman & Taylor, 2000; Anderson-Butcher et al., 2010; Weist, 1999). As one example of such innovation, the Utah State Office of Education (USOE) has been assisting Local Education Agencies (LEAs) with the adoption and implementation of the evidence-based Community Collaboration Model for School Improvement (CCMSI; Anderson-Butcher et al., 2008). In particular was an investment of state level resources and supports to assist the Canyons School District (CSD) with the adoption of a Community Schools framework using the CCMSI as a guide.

The work in CSD has prioritized expanding school improvement beyond traditional, walled in academic approaches, by emphasizing in-school and out-of school strategies to "get the conditions right for learning." Efforts have worked towards maximizing school- and community- resources across five school improvement pathways, including: academic learning, positive youth development/school climate, parent/family engagement and support, health and social services, and community partnerships. New innovations have resulted, such as the addition of school-based mental health services, afterschool programs, tutoring supports, "Care Team" wraparound service coordination teams, family literacy classes, and preschool classrooms. Other system-level improvements were made, such as enhanced identification and referral systems in each school, improved teaming structures, sharpened professional development for teachers, and improved data systems.

Five School Improvement Pathways

- Academic Learning
- Positive Youth Development/School Climate
- Parent/Family Engagement and Support
- Health and Social Services
- Community Partnerships

In 2012, the Community and Youth Collaborative Institute (CAYCI) at The Ohio State University (OSU) was contracted by USOE to build capacity and develop infrastructure in CSD, as well as to formally evaluate the progress towards adoption and implementation of the Canyons Community Schools efforts. There were four evaluation priorities of the work. Aligned with these priorities, this evaluation report:

1. Explores school-level outcomes associated with the adoption and implementation of the community schools framework;
2. Examines outcomes and impacts resulting from specific programs and strategies (i.e., tutoring, school based mental health, etc.);
3. Identifies facilitators and barriers/challenges that fostered and/or prevented successful adoption and implementation; and
4. Makes recommendations for CSD, other local educational agencies (LEAs), and USOE as they adopt and implement innovative models to support student learning and development.

Building from these priorities, the report is divided into six sections. The first section describes the background and context for the project. Second, the strategy used (i.e., methods) in the evaluation are described. The next two sections examine outcomes associated with the adoption and implementation, looking first at those at the school-level and then those that are specific to specific program pathways (i.e., school-based mental health, tutoring, etc.). The fifth section examines facilitators and barriers/ challenges associated with the adoption, as well as documents innovations and system-level changes that resulted. Finally, conclusions are drawn and recommendations are provided.

Findings from the first two-years of adoption and implementation in CSD can be used to guide CSD, other schools in Utah, and districts across the country in adoption and implementation of related partnership models. Additionally, lessons learned can inform local, state and national policy, especially in relation to creating contexts that foster the development of school-family-community partnerships, support student learning and development, and promote a more balanced approach to educational reform.

BACKGROUND & CONTEXT

IN THIS SECTION

SECTION HIGHLIGHTS

- With USOE support, four Title I Elementary Schools in Canyons School District adopted a Community Schools framework in response to immense student need.
- Guided by the Community Collaboration Model for School Improvement, the schools accomplished many implementation milestones and innovated collaborative partnerships and infrastructure components to support the expansion of programs and services.
- The schools augmented traditional school improvement strategies with programs in the areas of youth development, parent & family engagement/support, health and social services, and community partnership. A growing number of students and families were served between 2012 and 2014.

Background and Context

In light of the complex and interwoven issues faced by today's students, traditional school-based solutions focused on academic instruction, tutoring, and remediation supports are no longer sufficient. Especially in schools and districts serving vulnerable, diverse children, youth, and families, it is impossible to achieve educational goals without addressing health, mental health, and positive youth development needs. As such, expanded school improvement approaches involving strategic school-family-community partnerships have become essential for getting to good outcomes (Anderson-Butcher et al., 2010; Weist, 1999). The implementation of Community School models that comprehensively respond to the complex and diverse needs of students and families are increasingly important (Anderson-Butcher, 2008; Anderson-Butcher et al., 2010; Blank et al., 2003).

Community Schools Background

Community Schools originated during the first decade of the 20th Century, thanks to the pioneering work of Jane Addams and John Dewey in Chicago. Community Schools integrated the settlement house idea with expanded visions of the neighborhood school, exploring how schools could serve as hubs of healthy child development, family support, and neighborhood cohesion. The modern version of the community school typically includes four core components: (1) Health and social services; (2) After-school programs, also known as out-of-school time programs; (3) Parent involvement strategies; and (4) Youth development programs in various forms and connected to academic learning and achievement. This model has been begun to produce positive school- and student-level outcomes (Blank et al., 2003).

As with the original Addams-Dewey model, Community Schools serve as hubs for entire neighborhoods, especially in poor, socially excluded communities which are home to ethnic minority and immigrant children and families. The best models combine school-based and school-linked services to maximize family, school, and community resources. Together, schools and partners provide comprehensive and coordinated academic, social, mental, physical, and vocational programs and services for students, families, and the community. Collaborative relationships and formal organizational structures among schools and their private and public partners are created to support implementation and long-term sustainability. Ultimate priorities of Community Schools focus on improving academic learning, promoting healthy development, and ensuring overall school success.

Utah's Community School Efforts

In Utah, initial Community Schools work had been led by efforts in Salt Lake School District in Rosepark Elementary School. Lessons learned over 15 years in this community set the stage for state-wide partnership work among health and social services agencies and schools, particularly in the area of school-based mental health. Leaders across Utah, especially at the USOE-Special Education department, took note of this progress and further delved into the research surrounding Community Schools and related efforts. USOE-Special Education leaders determined the evidence-based CCMSI (Anderson-Butcher et al., 2008, 2010) would guide adoption and implementation efforts. The logic model, presented in **Figure 1**, depicts the CCMSI core pathways, key operational processes, progress indicators, and long-term desired outcomes, all of which mirror modern Community Schools design specifications and operating principles. **Table 1** overviews the milestones or steps associated with the adoption and implementation of the CCMSI.

Figure 1: Community Collaboration Model for School Improvement

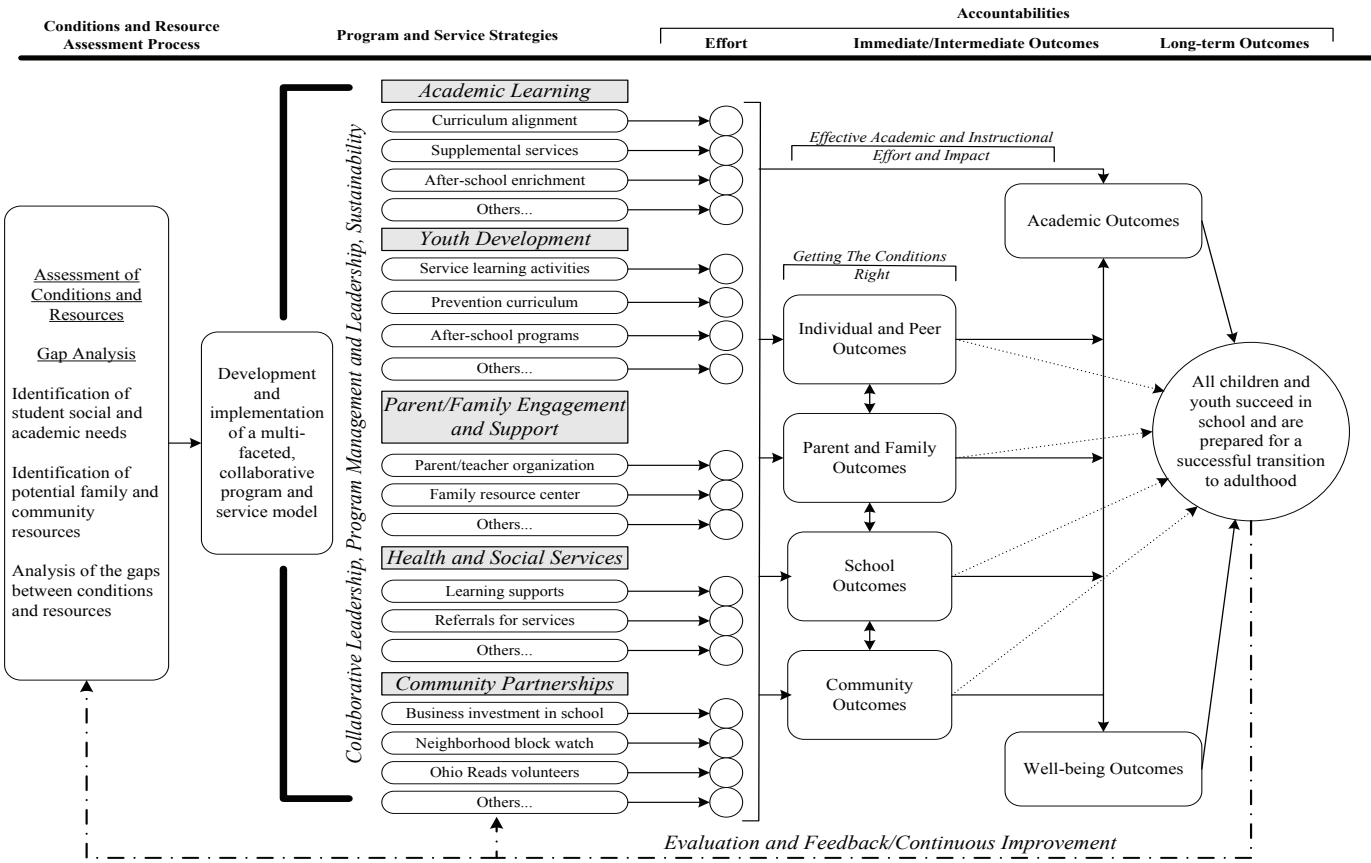


Table 1: CCMSI Implementation Milestones

1) Engage the School–Developing strategies to ensure that the CCMSI Community School model is understood and accepted as a viable process for school improvement

2) Engage the Community–Establishing a leadership team and mechanisms for engaging stakeholders

3) Conduct a Current School and Community Practices Inventory–Mapping programs and services in the school community

4) Assess Conditions–Identifying the most pressing barriers to learning

5) Assess Resources–Identifying school and community resources that help address the most pressing barriers; exploring community assets and strengths, both formal and informal

6) Analyze Gaps–Identifying resources that are needed, or those that are available but aren't of sufficient quality and quantity, to address the most pressing barriers

7) Expand Continuous Improvement Planning Process–Expanding traditional priorities to include strategies to address the five pathways (academic learning, youth development, parent/family engagement and support, health/social services, and community partnerships)

8) Develop and/or Enhance Resources–Developing needed but unavailable or insufficient community resources; strengthening and/or re-deploying available resources

9) Develop and/or Strengthen Key Partnerships–Linking community resources to barriers to learning; prioritizing partnerships and relationships

10) Develop and/or Enhance Infrastructure–Developing and/or enhancing collaborative leadership structures, single points of contact, and structural components; prioritizing linkages and connections across systems; developing and strengthening ongoing relationships, communication channels, and service delivery systems; altering policies, procedures, roles, and responsibilities

11) Develop and/or Enhance Programs and Strategies to Address Key Barriers–Designing and implementing best practices and evidence-based design principles, strategies and programs; implementing programs and strategies with quality and fidelity

12) Develop and/or Enhance Effort and Outcome Tracking Strategies–Identifying key data elements; developing data management, data analysis and reporting capacities; collecting data to track operations and outcomes

13) Implement Evaluation and Feedback Processes–Ensuring that data collected during the operation of programs and strategies links back to school and community decision-making; also committing to continuous improvement and sustainability

Figure 2: USOE MTSS Diagram

The CCMSI was especially relevant to the Utah context, as state-wide efforts were focused on strengthening early interventions for youth who were experiencing academic, social, and emotional challenges. In part this was driven by federal efforts, under IDEA, to reduce the disproportionate number of students identified for special education. Concurrently, state-wide adoption of Positive Behavioral Intervention Supports (PBIS; and later Multi-tiered System of Support [MTSS] as pictured in **Figure 2**) was pointing to the need for intensive services and wraparound supports for youth involved in multiple systems, including but not limited to students involved in special education. Key to addressing early needs, including those of

youth dealing with multiple stressors, was leveraging resources available in both the school and the community.

In addition to these priorities, school data and accountability systems associated with No Child Left Behind (NCLB) implementation pointed to disparities in student achievement, and parallel efforts related to progress monitoring identified students who were falling behind academically and/or experiencing early signs of risk. Essentially, the data pointed to individual and subgroup needs, and interventions and programs needed to be in place to address identified challenges.

For these reasons, USOE leaders believed the CCMSI would serve as an effective framework to foster school-family-community partnerships that maximized school and community resources in support of school success. As such, in 2012, USOE began assisting LEAs with the implementation of the CCMSI. Efforts have involved supporting LEAs and school leadership in the creation of expanded school improvement teams and school community councils; the development of new and/or expanded school-family-partnerships; the creation and/or enhancement of program innovations (such as school-based mental health); the implementation of new professional development opportunities for school leaders and partners; and the development of new data systems. A few of Utah LEAs have made initial progress towards Community Schools implementation, whereas others have instituted new school improvement strategies to address barriers to learning (i.e., school-based mental health) and promote positive youth development (i.e., afterschool programs).

Canyons School District's Community Schools

Context

Some of the most notable progress towards Community Schools implementation in Utah has been accomplished in CSD. In 2012, with support from USOE and CAYCI, CSD began adopting a Community Schools framework using the CCMSI model and processes in its four Title 1 elementary schools: Copperview, East Midvale, Midvale, and Sandy. The work in CSD was started in response to immense need. Academically, all four schools were under-performing, as shown in **Table 2** by the 2012-13 School Report Card grades. All four schools had been in NCLB School Improvement status during the previous four years, with Copperview and Midvale identified as Focus Schools performing among the lowest 15% of Utah Schools.

The poor academics reflect, in part, the many significant barriers to learning that the students in the Title 1 schools were and still are experiencing. For instance, over 80% of the student population resides in poverty, and the surrounding county has experienced concentrated increases in poverty since 2007. Certain communities within the schools' catchment areas, such as Midvale, have been identified as "low opportunity areas" because of their lack of access to medical/dental providers and grocery stores. Other challenges exist, as approximately 30% of youth report internalizing symptoms (CAYCI, 2010), and English is a second language for a large portion of families. In each of the four schools, the student mobility and absenteeism rates were higher than the state average (USOE, 2014). Further data describing the demographics of the student population in these four schools are provided in **Table 2**.

Table 2: School demographic data (Canyons School District, 2014; USOE, 2014)

	Copperview	East Midvale	Midvale	Sandy
2013-14 Enrollment	606	596	762	599
2012-13 Report Card Grade	D	C	F	B
Grades Served in 2013-14	K-5	K-5	K-5	K-5
Race/Ethnicity				
White	51.49%	59.47%	46.50%	63.43%
Minority	48.51%	40.53%	53.50%	36.57%
Hispanic	35.46%	25.18%	36.01%	22.72%
American Indian	7.91%	4.91%	11.01%	7.93%
Asian	1.44%	2.97%	0.80%	1.89%
African American	2.06%	3.79%	3.64%	2.49%
Pacific Islander	1.64%	2.68%	2.04%	1.54%
% Living in Poverty	88%	76%	92%	71%
% Special Education	7%	8%	4%	7%
% English Language Learners	40%	22%	42%	17%
Mobility Rate (2012-13 data; State is 9%)	36%	33%	39%	32%
% Absent for >10 days (2012-13 data; State is 31%)	56%	55%	67%	49%

CCSMI Implementation

To address these needs, USOE supported CSD in expanding their traditional "walled-in" school improvement planning processes to explore both academic and non-academic barriers impeding overall school success. Altogether, the mission of the Canyons Community Schools was "**Collaborating for Student Success in College, Career, and Citizenship.**"

Traditional School Improvement Strategies

Towards this end, the district had already had identified focused priorities relative to traditional school improvement strategies, driven in part by the NCLB policy context and the fact that CSD was a relatively new district (i.e., CSD opened in 2009 as a result of the division of Jordan School District in Salt Lake County, Utah). In alignment with state and national priorities, CSD was adopting curriculum based measures (CBM) in reading and math, reading comprehension assessments, and standardized common formative assessments, all as ways to assess student learning and response-to-intervention. Likewise, new state achievement tests (i.e., SAGE tests) aligned to the standards were adopted to monitor student achievement overall and across subgroups of the student population. The district's new Evidence-Based Learning Department was focused on the adoption of new common core, associated curricula, and related curriculum maps to guide instruction in classrooms. The Department of Federal Programs (which includes Title I and Title III) was guiding programs for at-risk students in particular, providing English-Language-Learners instruction, traditional parent/family involvement strategies, homelessness outreach, student intervention and remediation, and alternative education programming. The roles of achievement coaches were re-designed to better support teachers in the adoption of curriculum in their classrooms. Professional Learning Communities (PLCs), building leadership teams (BLTS), and common planning periods were adopted to support teacher-to-teacher support, planning, capacity-building, and professional development. A specific focus was placed on the use of Hattie's (2012) Visible Learning framework and teacher's implementation of strategies such as "opportunities to respond." Additionally, the district was implementing PBIS, a system of support focused on the adoption of common expectations and norms for student behavior, as well as the creation of incentive systems designed to promote positive actions. As the four CSD Community Schools moved through the CCMSI milestones, they expanded upon these traditional school improvement strategies already underway district-wide.

Gaps Analysis

One of the earliest steps in the CCSMI adoption process was a gaps analysis aimed at identifying needs/conditions that were not yet addressed by existing services and resources. As such, the schools conducted a school and community practice inventory, collecting new data to inform their improvement strategies and partnership development. For instance, they collected student, parent/family, and teacher/school staff stakeholder perception data using the CAYCI School Experience Surveys (SES) to assess constructs such as school climate, prosocial norms, non-academic barriers to learning, and involvement in prosocial opportunities. These data highlighted the need for non-traditional strategies that could promote student learning and development in light of several key needs and priorities that emerged, including that:

- Students were experiencing multiple stressors, including feelings of sadness and bullying. For example, 47.6% of students reported having trouble sleeping during the week prior to survey administration, 32.1% reported feeling lonely, and 32.3% worried. These and other non-academic barriers to learning frequently perceived by both students and teachers suggested the need for health and mental health services for students and families.

- Approximately one in four youth in the schools were not consistently engaged in any prosocial opportunities in the out-of-school-time, and one in ten students reported that they were never engaged any such activities. These trends showcased the need for afterschool programs and recreational opportunities.

- Parents/caregivers were dealing with stressors, such as un- and under-employment, challenges meeting basic needs, and desires for continued education. With only 43.4% of parents reporting that the schools "help families get the services we need in the community," these data pointed to the need to strengthen available family supports.

- Teachers/staff were experiencing significant levels of stress in their jobs, with 52.8% reporting that the schools have "teachers and staff who are stressed" and 33.5% reporting that teachers and staff are "experiencing burnout."

Expanded School Improvement Planning

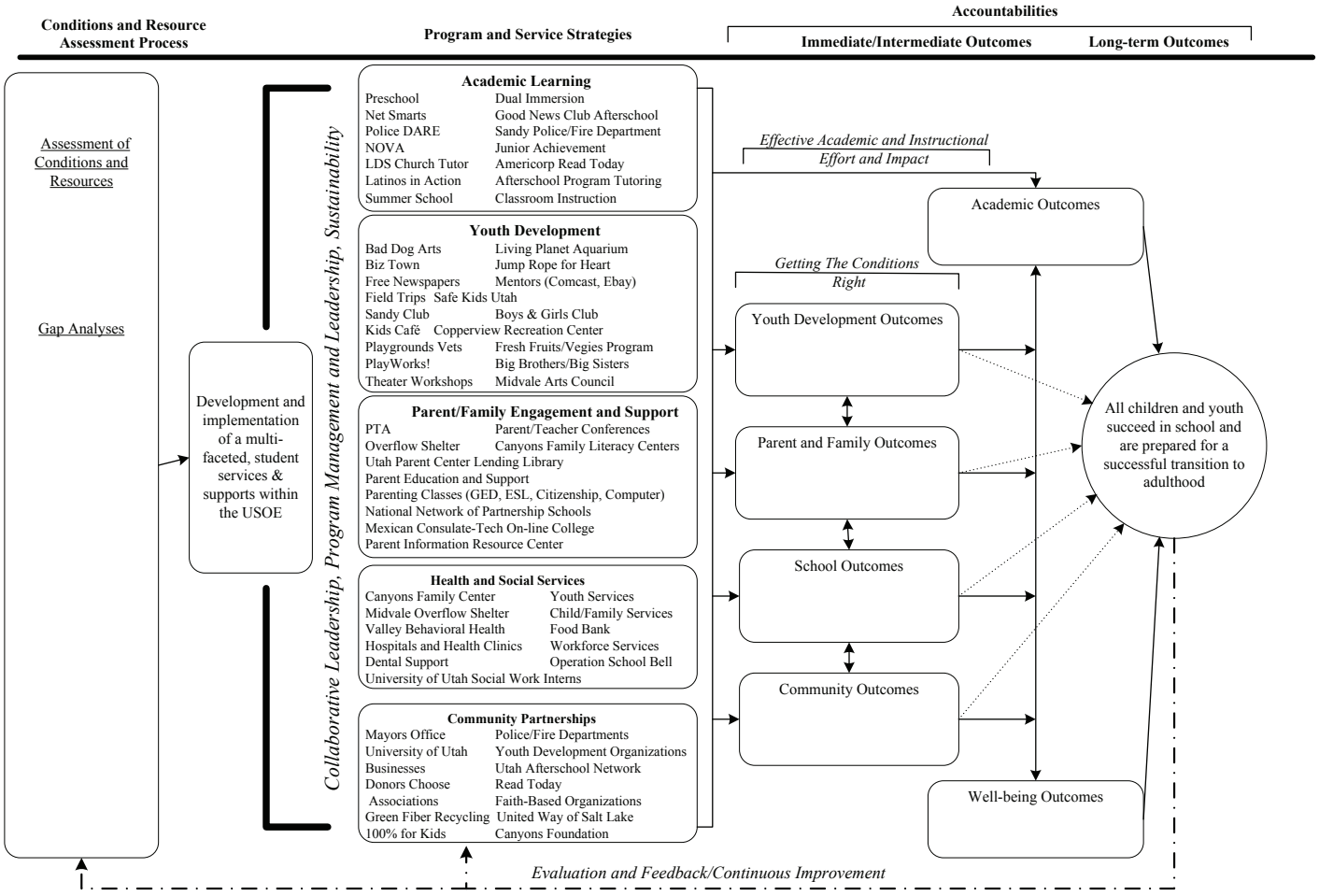
With the needs clearly identified, school leaders worked together with parents/caregivers, community partners, and others already involved in local planning efforts (such as representatives on the School Community Councils and BLTs). As a result, the solutions arrived at during these school improvement planning processes reflected the diverse perspectives of the schools, the families, and the communities. The new, expanded school improvement plans that resulted from this process included academically-focused priorities, as well as ones focused on youth development/school climate, parent/family engagement and support, health and social services, and community partnerships (per the CCMSI pathways).

Figure 3: CSD Community Schools Icon

The schools and their local partners next designed and implemented various learning supports to address the priorities identified in the school improvement plans. Examples of learning supports adopted include afterschool and tutoring programs, school-linked health care services, pre-kindergarten programs, family literacy programming, play-based recess interventions, and school-based mental health services. Implementation efforts across the five

CCMSI pathways were broad, and each school locally contextualized their efforts to address top, localized priority needs among students. For instance, Copperview focused on strengthening the early identification and referral system at the school. Sandy prioritized increasing parent/family engagement strategies through a strategic focus on increasing volunteerism at the school. East Midvale also focused on parent/family involvement but unlike Sandy, did so by incorporating value-added student data to individualize parent/teacher conferences. Midvale was focused on moving into a new building and ensuring that an environment conducive to student learning was established right away. In addition, the schools also stopped some interventions and programs that did not align to priority needs, thereby allowing them to focus on those interventions that could best promote student growth. **Figure 4** showcases how the four schools' programs and services mapped onto the CCMSI model and demonstrates the comprehensiveness of the work of the CSD Community Schools.

Figure 4: Community Collaboration Model for School Improvement



Anderson-Butcher et al., 2004; 2006; 2008

Community Partnerships

In developing, implementing, and enhancing the many program and service strategies reflected in **Figure 4**, CSD formed several partnerships with both the public and private sectors. Key partners involved in the implementation efforts included the Boys & Girls Clubs of South Valley (BGCSV), Valley Behavioral Health (VBH), PLAYWorks, Salt Lake County Parks & Recreation, Savage, Inc., the University of Utah, local city and county government, and the Road Home Homeless Shelter. Several of these community partners re-designed their operational structures in order to align with the direction of the Community Schools work. For instance, three partners – VBH, BGCSV, and Copperview Recreation Center – all co-located their respective programs to the schools (as opposed to their

traditional locations) to improve access to services for youth and families who needed them. Other programs and services were added, such as snacks and meals during the out-of-school time, and community gardens to promote family-to-family supports and engagement.

System Innovation & Infrastructure Enhancements

Given the many strategies and partnerships involved in the Community Schools work, it became especially important to ensure overall coordination and integration of services. To this end, programs and strategies were organized according to PBIS. Universal strategies and curricula promoted positive youth development and quality instruction among all youth; early intervention strategies targeted at-risk and/or gifted/talented students; and indicated intervention strategies focused on students with special needs and/or talents. In addition to the use of the PBIS model, priority was given to the development and enhancement of programs and services both during the school day and in the out-of-school time.

In addition to adopting these structural priorities, other system-level innovations were needed and hence created to facilitate progress along the five pathways (per alignment with CCMSI system-level innovation research; see Anderson-Butcher et al., 2012). Several of these innovations were internal to the schools and/or district. For example, retreats were held with BLTs from each building at the end of the school year in order to jumpstart school improvement planning and implementation processes. Many other innovations involved the addition and modification of roles and responsibilities of staff. New Community Schools coordinators were hired to lead partnership development and out-of-school-time efforts. School social work interns were added, from the University of Utah, to provide individual and group skill building and case management. School psychologists began doing more indirect practice as they consulted with teachers and community partners and led Care Teams, instead of focusing solely on students identified for special education. Principals learned new skills related to expanded school improvement as they developed more collaborative leadership structures and partnered with external agencies in support of student learning.

Additionally, new collaborative structures were created that assisted with the coordination of programs and services. For instance, new CARE Teams (or service coordination wraparound teams) were formed at each school and comprised of school and community professionals. These CARE Teams met weekly to "case" challenging student situations and create individualized yet comprehensive plans to address needs. New policies and procedures also were adopted to support implementation. Foremost, the CSD School Board officially adopted Community Schools language in its board policy. At the school-level, new student referral processes were created that assisted teachers with the identification and linkage of students to resources in the schools and community.

Other system-level innovations supported efforts related to the many partnerships established beyond the school walls. For example, new professional development opportunities were provided in coordination with external partners. BGCSV and PLAYWorks staff were involved in PBIS training at the school district so that they might align their behavioral management strategies in the out-of-school-time with those during the school day. All teachers, school staff, and school-based partners participated in a day-long Community Schools conference in Summer 2014. Additionally, some innovations related to organizational infrastructure. For instance, BGCSV and school leaders met quarterly to help align afterschool program activities with classroom priorities.

Data Tracking & Evaluation Processes

Mechanisms to collect, manage, and share data within the schools and across partners also were established. Initially, school report cards and findings from the stakeholder surveys were shared with school staff, District Title I Advisory Committee, the Canyons School Board, and community partners in order to foster a common vision. Then throughout the implementation process, school-, program-, and specific student-level outcomes were shared to foster shared ownership of and responsibility for results. As these examples showcase, data were used not only to generate outcomes for reports, such as this one, but also to track the progress of key strategies, inform feedback processes, and contribute to continuous improvement, all with the end goal of promoting student success.

Background and Context Conclusions

In short, CSD's adoption of the Community Schools framework moved swiftly from 2012 to 2014, and the scope of the work undertaken by CSD was immense. As the schools moved through the CCMSI milestones, new and expanded partnerships were created that in turn augmented traditional school improvement strategies underway in CSD. Linkages across systems (such as from classrooms to afterschool tutoring; or referrals from teachers to mental health providers) were intentionally strengthened. Priority needs and barriers to student learning were identified, and stakeholders focused on the design and implementation of new programs and services to address these needs. A shared agenda was created around which school- and community-based resources could be aligned and maximized in support of student learning, healthy development, and overall school success.

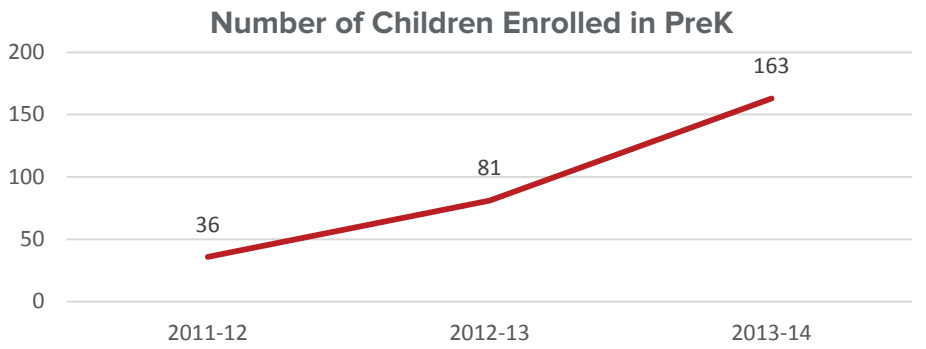
Participation numbers from the CSD Community School efforts are highlighted on the next two pages and serve as important progress indicators. System-level innovations showcase how the school and the community re-envisioned how they support the academic achievement and healthy development of youth. Example innovations include progress in expanding school improvement plans and processes; improving data systems and usage; modifying policies and procedures; enhancing infrastructure and teaming structures; improving professional development and capacity-building efforts; facilitating resource acquisition efforts; and strengthening school-family-community partnerships.

Overall efforts towards Community Schools adoption and implementation during the first two years should be applauded as CSD and the four schools successfully moved through many of the CCMSI steps as was outlined here. Evaluation strategies described in the next section were used to document the processes and outcomes associated with this work.

PATHWAYS: BY THE NUMBERS

Academic Learning

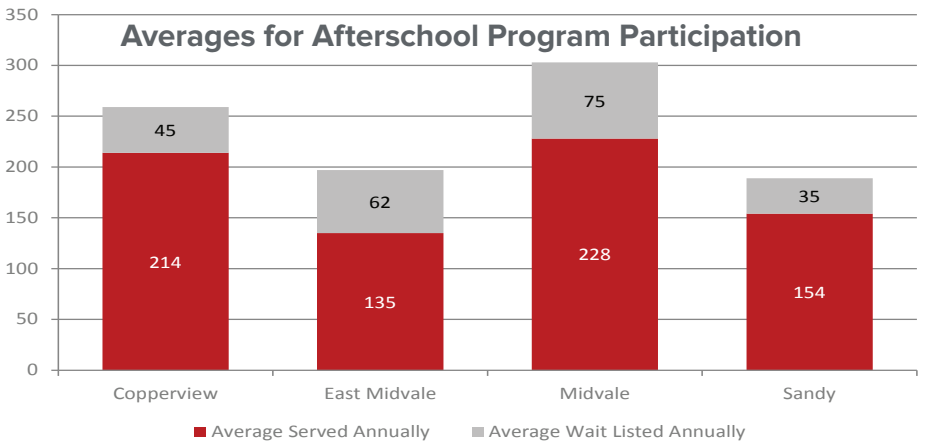
On top of efforts to promote quality instruction in classrooms, an average of 260 students were served each year in an after school tutoring program created to reach the lowest performing students. Evidence-based early intervention strategies were put in place with the opening of preschools at Midvale in 2012-13 and East Midvale and Copperview in 2013-14. As a result, the number of preschoolers enrolled across the four schools grew (as shown in the figure below). AIMS Web was adopted to facilitate value-added progress and monitoring, as well as to allow for the early identification of learning needs. Last, new enrichment programs were added in the out-of-school-time, such as chess clubs, Boy Scouts, and AmeriCorps "Read Today."



PreK enrollment increased 352% from 2011 to 2014.

Youth Development/School Climate

School-wide efforts were implemented to promote positive school climate at all four schools, focusing specifically on the creation of common rules and expectations for behaviors (and related consequences). For instance, each school adopted an incentive system to reward positive student behaviors (such as the Sandy Sharks Dollars). PLAYWorks provided recess and social skills interventions. Additionally, an average of 818 students were served each year in the new afterschool programs offered in partnership with Boys & Girls Club of South Valley. Many youth were still on wait-lists, demonstrating the immense need for this program. Further, some programs were re-designed. For instance, the Copperview Recreation Center began offering sport programs on Fridays at the school (as opposed to at the Center), thus allowing every student the opportunity to participate on a sports team and engage in more prosocial opportunities.



818 students were served each year in the new afterschool program offered in partnership with Boys & Girls Club of South Valley.

PATHWAYS: BY THE NUMBERS CONTINUED

Parent/family volunteers grew 107% from 2011 to 2014.

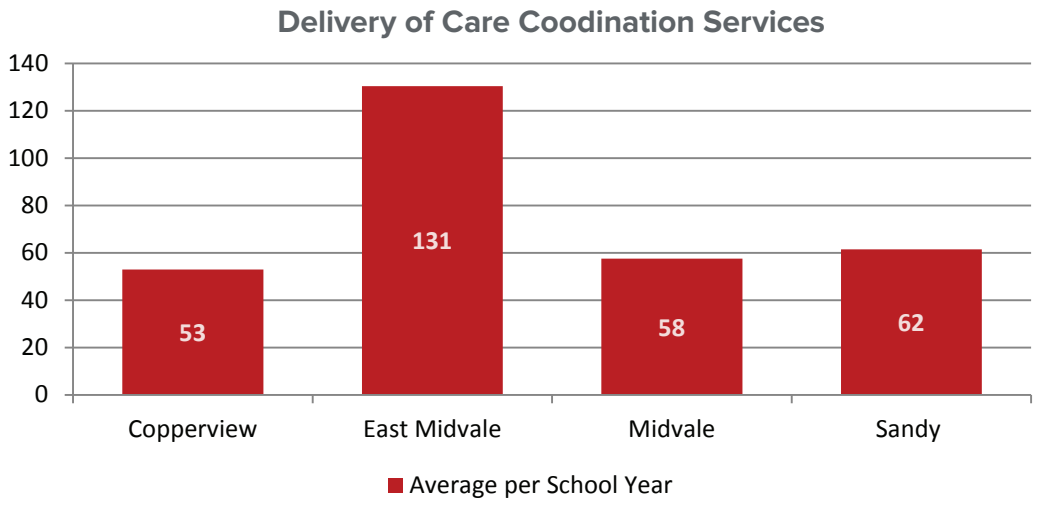
Parent/Family Engagement & Support

Existing parent/family engagement strategies such as parent/teacher conferences and back-to-school nights were strengthened. New Family Literacy Centers (FLCs) were added at each school, and classes, such as English as a Second Language, literacy, GED, computer, parenting, and nutrition, were offered for parents/caregivers. Other programs focused on increasing parent/caregivers' willingness and comfort for volunteering were implemented. Parent/family involvement increased, with 730 parents/caregivers contributing 1,353 hours of volunteer time in the 2013-14 school year alone.

Mental health services were provided for 175 youth.

Health & Social Services

Interdisciplinary service coordination teams (called "CARE Teams") were created at each school to help problem-solve and coordinate interventions and services for high-risk students and their families. Over 300 students were involved in CARE Team supports each year. Strategic linkages were formed with Valley Behavioral Health to offer school-based mental health services for 175 youth during the first year of operations. The University of Utah co-located a health clinic in the community and placed social work interns at each school. Connections were fostered with the local overflow homeless shelter as well.



Over $1.9 million was raised to support the CSD efforts.

Community Partnerships

Seventy-one partnerships were in place at the beginning of the 2014-15 school year to support new and/or expanded school improvement efforts. Additionally, over $1.9 million was raised across nine grants to support the work. Several new partnerships also were created. For example, Savage provided funds for the creation of community gardens. Meals were provided daily from the Utah Food Bank to youth in the afterschool programs. Sustainability efforts are underway with United Way of Salt Lake County, as the CSD community school work is aligned with their Promise Partners priorities.

EVALUATION STRATEGY

IN THIS SECTION

SECTION HIGHLIGHTS

- Both the process and outcomes evaluation strategies were useful in gleaning insights related to Canyons School District's success in implementing the Community Schools model.
- Outcomes data were collected from school and program records, as well as from surveys completed by nearly 4,000 students, parents/caregivers, and teachers/staff in 2012 and 2014.
- Qualitative data collection strategies such as interviews, focus groups, and observation were used to inform the process evaluation.

Evaluation Strategy

Evaluation Overview

The evaluation explored progress towards the adoption and implementation of the Community Schools framework in CSD's four Title 1 elementary schools. There were four main priorities for the evaluation:

1. Explore school-level outcomes associated with the adoption and implementation of the Community Schools framework;
2. Examine outcomes and impacts resulting from specific programs and strategies (i.e., tutoring, school based mental health, etc.);
3. Identify facilitators and barriers/challenges that fostered and/or prevented the successful adoption and implementation; and
4. Make recommendations for CSD, other local educational agencies LEAs, and USOE as they adopt and implement innovative models to support student learning and development.

The first two priorities focused on outcomes, both at the school- and program-level, that resulted from the Community Schools efforts. As such, secondary data collected from CSD were examined to explore trends over the course of adoption and implementation (i.e., from 2012 to 2014). Types of data examined included achievement scores, attendance rates, and records of office discipline referrals (ODRs). Additionally, program-level records, such as pre-post assessment data, attendance rates, and service utilization indicators, were examined for specific strategies. Evaluation procedures were approved by the Institutional Review Boards at OSU, CSD, and VBH.

The last two evaluation priorities explored process-related factors which influenced adoption and implementation. Facilitators, barriers, challenges, systems, innovations, and the overall process of change were investigated as part of this step. Insights uncovered here further explain why and how outcomes and related innovations occurred. Evaluation strategies used to inform the process evaluation involved interviews and focus groups with key stakeholders, the examination of meeting minutes, observations of programs and activities, and ongoing meetings with various stakeholders involved in the Community Schools effort.

Taken together, the outcomes and process evaluation components were designed to inform continuous improvement efforts at CSD and beyond. The remainder of this section describes in more detail the methodologies selected for the evaluation, the results of which are shared in subsequent sections of this report.

Outcomes Evaluation

Multiple methods were used to inform the outcomes evaluation. CSD students, parents, and teachers/staff were surveyed, academic data were considered, and records were retrieved from several CSD partners. Please note that the first steps in adoption of the Community Schools framework began in the spring of 2012.

Indicators of School-Level Academic and Behavioral Outcomes

Three different data sources were utilized to examine school-level academic and behavioral outcomes, including school report cards, curriculum-based measures (CBMs) of student growth in reading and math, and school behavioral records. Each is described here.

School Report Cards: Two metrics included on the State Reports Cards were of particular interest as indicators of overall school outcomes: the Achievement Points and the Growth Points, which are summed together to quantify overall school performance. The values for each school, as well as the state average values, were retrieved for both the 2012-13 and 2013-14 school years. The percentages of students achieving proficiency within reading, science, and math also were used as indicators of school success in this evaluation. However, because the standardized testing procedures changed in Utah during the course of this evaluation, it was not possible to directly compare percentages across the two years.

Curriculum Based Measures: Student scores on CBMs were used as additional indicators of academic progress. Students took grade-specific CBMs during the fall, winter, and spring of each school year. Using data from 2014, average scores on CBMs were compared to preset benchmarks, and trends across groups receiving different interventions and programs (specifically, the tutoring and afterschool program) were compared. Two CBMs completed in both third and fourth grade were selected for inclusion in the evaluation: the Reading-CBM (R-CBM) and the Math Computation (M-COMP) measure. These two were selected because of the relevancy of third and fourth grade to the timing of the state-wide proficiency test taken in fourth grade. More information on these measures is available from aimsweb.com.

School Records: Attendance and ODR records were examined in aggregate counts for the 2011-12, 2012-13, and 2013-14 academic years. These data were examined over the course of the project and served as indicators of progress towards meeting school-related behavioral outcomes. Additionally, aggregate data were provided by CSD regarding the number of youth receiving school-based services through programs such as the afterschool programs, tutoring, and the CARE Teams.

Stakeholder Perception Data

Stakeholder perceptions and experiences of the schools were examined both before and two-years post the initial adoption of the Community Schools framework. Specifically, in both 2012 and 2014, surveys were conducted with youth, parents/caregivers, and teachers/staff from all four schools. More details follow.

Community & Youth Collaborative Institute School Experience Survey Data: The CAYCI School Experience Surveys (CAYCI-SES) include a family of instruments designed to assess how different audiences experience their school and community. The CAYCI-SES also examines relevant personal, family, and community contexts known to impact student learning and development. **Table 3** illustrates how the scales that make up the CAYCI-SES align with the CCMSI pathways and in turn, CSD's Community Schools model. The validity and reliability of these scales have been elaborated upon elsewhere (Anderson-Butcher et al., 2013).

District administrators collected data from the various CSD stakeholders during January of 2012 and January of 2014. In 2012, 2,198 students, 1,575 parents/caregivers, and 212 teachers/staff completed surveys. In 2014, 2,125 students, 1,493 parents/caregivers, and 286 teachers/staff participated. These numbers represent fairly high response rates among all stakeholders (i.e., nearly 100% of students and teachers/staff and about 55% of parents/caregivers).

Administrators used different strategies for recruiting stakeholders. Students completed a paper-pencil version of the survey during one class periods in the school day. The parents/caregiver CAYCI-SES surveys were distributed to students during the school day. Students were asked to get the surveys completed by their parents/caregivers and were given a small incentive if they returned the surveys. Teachers/staff received a link to an electronic version of the CAYCI-SES teacher/school staff survey in an email. Data were collected without identifiers so responses could not be linked back to individuals. This prevented examining changes in scores at the individual-level but allowed for examination of cohort-level data across the two measurement periods.

Younger youth answered questions on a four point scale from "NO!" (1) to "YES!" (4). Parents/caregivers had five possible responses for each question ranging from "Strongly Disagree" (1) to "Strongly Agree" (5). Questions asked of teachers/staff were sometimes on a five point scale, ranging from "Almost never" (1) to "Almost Always" (5) and other times on a four point scale, ranging from "Hardly at All" (1) to "To a Great Extent" (4). Teachers/staff had the option to mark "Don't Know" which was counted as missing data for analyses in this report. All percentages presented in this report are calculated as the sum of the percentages (selecting the top two responses on either the four or five point scale).

Table 3: CAYCI-SES Scales by CCMSI Immediate Outcome

CCMSI Pathway	Survey Version	CAYCI-SES Scales
Academic Learning	Student	• Academic Motivation • School Connectedness • Academic Press • Support for Learning
	Parent/Caregiver	• School Support for Parent/Caregiver Engagement
	Teacher/Staff	• Student Academic Motivation • Student School Connectedness • Academic Press
Youth Development/ School Climate	Student	• School Connectedness • Family and Community Connections • Social Skills • Safety
	Teacher/Staff	• Student Social Skills • Students Pro-social Activities • Climate
Parent & Family Engagement	Student	• Parent Involvement & Support
	Parent/Caregiver	• School Support for Parent/Caregiver Engagement • Engagement Efficacy • Perceived Parental/Caregiver Support
	Teacher/Staff	• Family/Caregiver Support for Learning • Family Support Pro-Social Activities
Health & Social Services	Student	• Externalizing Behaviors • Internalizing Behaviors
	Teacher/Staff	• Student Psychological Wellbeing • Student Externalizing Behaviors • Student Internalizing Behaviors • Physical Activity and Nutrition
Community Partnerships	Parent/Caregiver	• School and Community Support Services for Parents/Caregivers
	Teacher/Staff	• Support for Students' Basic Needs • Family History • Services and Supports • Perceptions of Student Learning Supports

Program-Level Secondary Data

In order to understand the impact of individual programs and the Community Schools work at-large, secondary data also were retrieved from a number of sources. Some data were accessible only in aggregate form (e.g., PLAYWorks survey results; family literacy center participation records, etc). Other de-identified data (i.e., mental health records from VBH) were provided CAYCI and in turn analyzed independently. Program-level secondary data sources are described here.

Family Literacy Center Records: The Family Literacy Centers housed at each of the four schools tracked the number of parent volunteers as well as the amount of time contributed in services. Monthly counts by school and overall were provided to CAYCI for the months between September 2011 and May 2014. The number of active parent volunteers was calculated from the raw data by subtracting the number of inactive parents from the total number of volunteers registered.

Community Schools Program Records: Aggregate data were provided by CSD regarding the number of youth receiving school-based services through programs such as the afterschool programs, tutoring, and the CARE Teams. These numbers were used to showcase the numbers of youth and families served through the Community Schools initiative.

Similarly, some of the programs offered within the Community Schools conducted their own evaluations. For instance, PLAYWorks surveyed classroom teachers at the end of the 2013-14 school year. Their evaluation examined teacher perceptions about the success of the program and their interest in having the program return. BGCSV also surveyed teachers about their perceptions of the programs impact on youth, using the PPIC survey as the tool. The aggregate results of both PLAYWorks and BGCVS measures were shared with CAYCI for inclusion in this report.

Valley Behavioral Health Records: In order to consider the impact of School-based mental health (SBMH), VBH provided de-identified service records for analysis. Data retrieved from VBH for the sample included information on all services received since January 2012 as well as on scores on the Youth-Outcomes Questionnaire (Y-OQ; Wells et al., 1996; Burlingame et al., 2001), a measure completed by parents every thirty days while youth are receiving services. Granular data were collapsed to create indicators of access for each youth, including the total of months with an open case. The number of open cases per month was calculated a system-level indicator. The Y-OQ contains six subscales that were considered for analysis of mental health outcomes: Intrapersonal distress, somatic symptoms, interpersonal relations, social problems, behavioral dysfunction, and critical items. The psychometric characteristics have been described in detail elsewhere (Wells et al., 1996; Burlingame et al., 2001).

Process Evaluation

The process evaluation focused on documenting the progress CSD made in adopting and implementing the Community Schools model; examining barriers and facilitators affecting the work; and identifying resultant innovations. Multiple data sources were used, including interviews and focus groups with key stakeholders, site observations, meetings with CSD and community school leaders, and ongoing records review.

Qualitative Interviews: Key informant interviews were conducted in-person with the principals at the four

schools. Interviews took place at pilot school buildings. Additionally, a focus group was conducted with key partners involved in the Community Schools work, including representatives from the afterschool program, the SBHM program, and the local university.

After obtaining consent for participation, eight questions about implementation of the Community Schools model were asked in the individual interviews and in the focus group. The interviewer used a semi-structured interview format with open-ended questions. Example questions include: "What barriers have you encountered;" "What are the resources, supports or special conditions that are needed;" and "How has implementation of the Community Schools impacted your school or community-based organization as a whole?"

The interviewer also used probing questions to elicit further detail and descriptive information from the informants. Each interview or focus group lasted approximately 60 minutes and was transcribed using a laptop. Data were collected at 18 months into the Community Schools implementation. Transcripts were reviewed for overall themes using inductive techniques (Paton, 1990). Throughout the coding process, the researcher consulted with a peer familiar with the data to discuss and monitor the validity of emerging themes.

Site Observations, Meeting Notes, and Ongoing Records Review: Throughout the two-year adoption and implementation period, the evaluators documented innovations that resulted from the Community Schools adoption and implementation process. Innovations were tracked according to the 10 innovation areas developed in other research examining the CCMSI (Anderson-Butcher et al., 2010a). Theme areas in which innovations were tracked included: expanded use of multiple data sources, new and expanded family and community partnership, enhanced programs and service delivery, expanded professional development, enhanced funding streams, changes in policies and procedures, enhanced systems and structures, changes in roles and responsibilities, and enhanced improvement planning. Minutes from CCMSI-related meetings and professional development sessions, as well as notes from technical assistance and consultation sessions, also informed the tracking of system-level innovations across the two years.

Evaluation Strategy Conclusions

Both the process and outcomes evaluation strategies were useful in gleaning insights related to CSD's success towards implementing the Community Schools model. Findings from these multiple strategies are provided in the next three sections of this report.

SCHOOL-LEVEL OUTCOMES

IN THIS SECTION

SECTION HIGHLIGHTS

- Academic achievement and growth data are improving in three of the four buildings. However, student performance in 2014 was still below benchmarks and state averages. Two schools remain focus schools.
- Absenteeism and the number of office discipline referrals were both lower in 2014 than 2012.
- Teacher/staff perceptions of school climate, teacher efficacy, the learning support system, and student "readiness to learn" were significantly more favorable in 2014 than in 2012.
- Significant needs among students still exist and call for universal strategies in classrooms. The level of persisting need is most apparent at Midvale Elementary.

School-Level Outcomes

The overarching goal of any Community Schools Initiative, including that undertaken in the four Title I elementary schools in CSD, is increased academic achievement and subsequent long-term success among students. The programs and services highlighted in the background section of this report were adopted at CSD based on their expected contributions to this vision, and primary evaluation methodologies were aligned to related indicators of success.

This section highlights the results of the evaluation efforts that focused on school-level outcomes, looking first at the trends documented on school report cards and state achievement tests. Patterns in office discipline referrals (ODRs) and attendance are then explored to estimate the amount of instruction time recaptured. Finally, the results of the CAYCI-SES are shared to provide a more nuanced understanding of exactly which areas grew between 2012 and 2014 and which stagnated.

Academic Performance: State Standardized Tests and School Report Cards

Ultimately, any school improvement strategy is measured by its school-wide impact on student achievement. Findings from school reform research, however, suggest that student achievement outcomes are slow to occur and sometimes take upwards of 5-10 years to demonstrate results (Fullan, 2001). Nonetheless, student performance on state achievement tests and school level performance on school report cards were both examined.

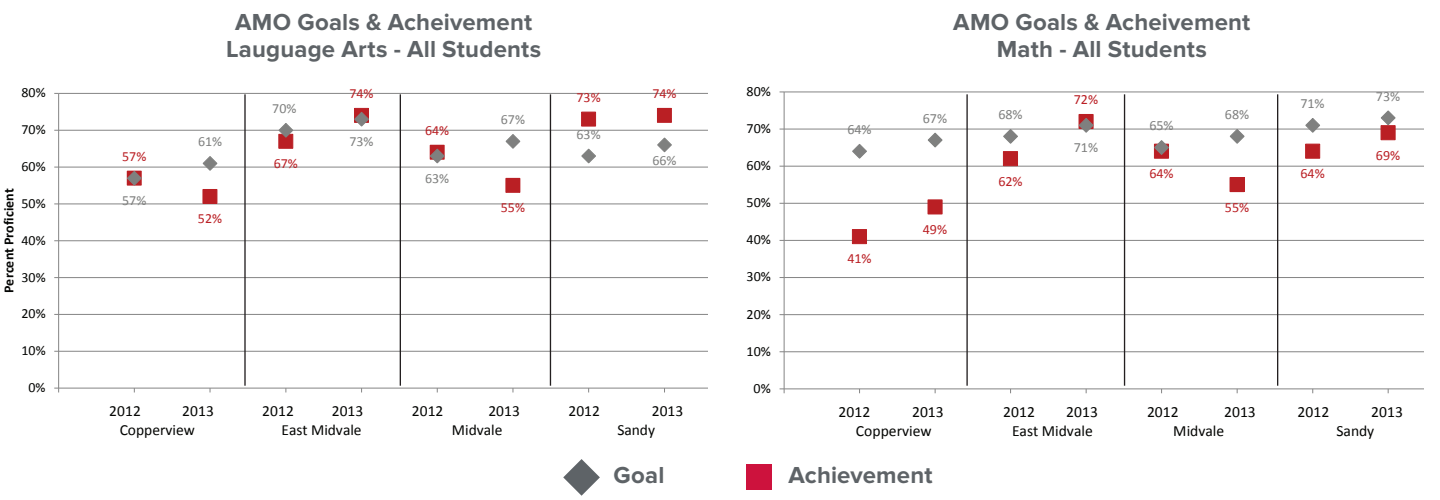
Because of changes to standardized testing in the 2013-14 school year, multiple indicators for academic performance had to be integrated for these analyses. More specifically, the state's Criterion Reference Tests (CRT)'s report of Annual Measurable Outcomes (AMO) was in place during the 2011-12 and 2012-13 school years, and the Student Assessment of Growth & Excellence (SAGE) was adopted in 2013-14. While this change precluded direct analysis over time, the state report card system along with comparisons to benchmarks and state/district norms provided avenues to somewhat standardized interpretation of achievement. The remainder of this subsection describes observed patterns in greater detail.

2011-12 to 2012-13: CRT/AMO

Two years of aggregate data were available from the CRT tests, allowing for direct comparison of scores from prior to during the Community Schools adoption process. Comparisons also looked at scores relative to goals

provided for each school by the state. Three of the four schools saw marked improvement in the percentage of students reaching proficiency in language arts and math. Copperview and Sandy Elementary narrowed the gap between their levels of achievement and respective goals, and East Midvale surpassed its goal by one percentage point. East Midvale similarly surpassed its goal in the subject of language arts, as did Sandy Elementary. Despite encouraging growth, however, gaps remain between the Title I elementary schools and AMO goals. For specific examples, see the graphs provided in **Figure 5**.

Figure 5: AMO Graphs for Language Arts and Math

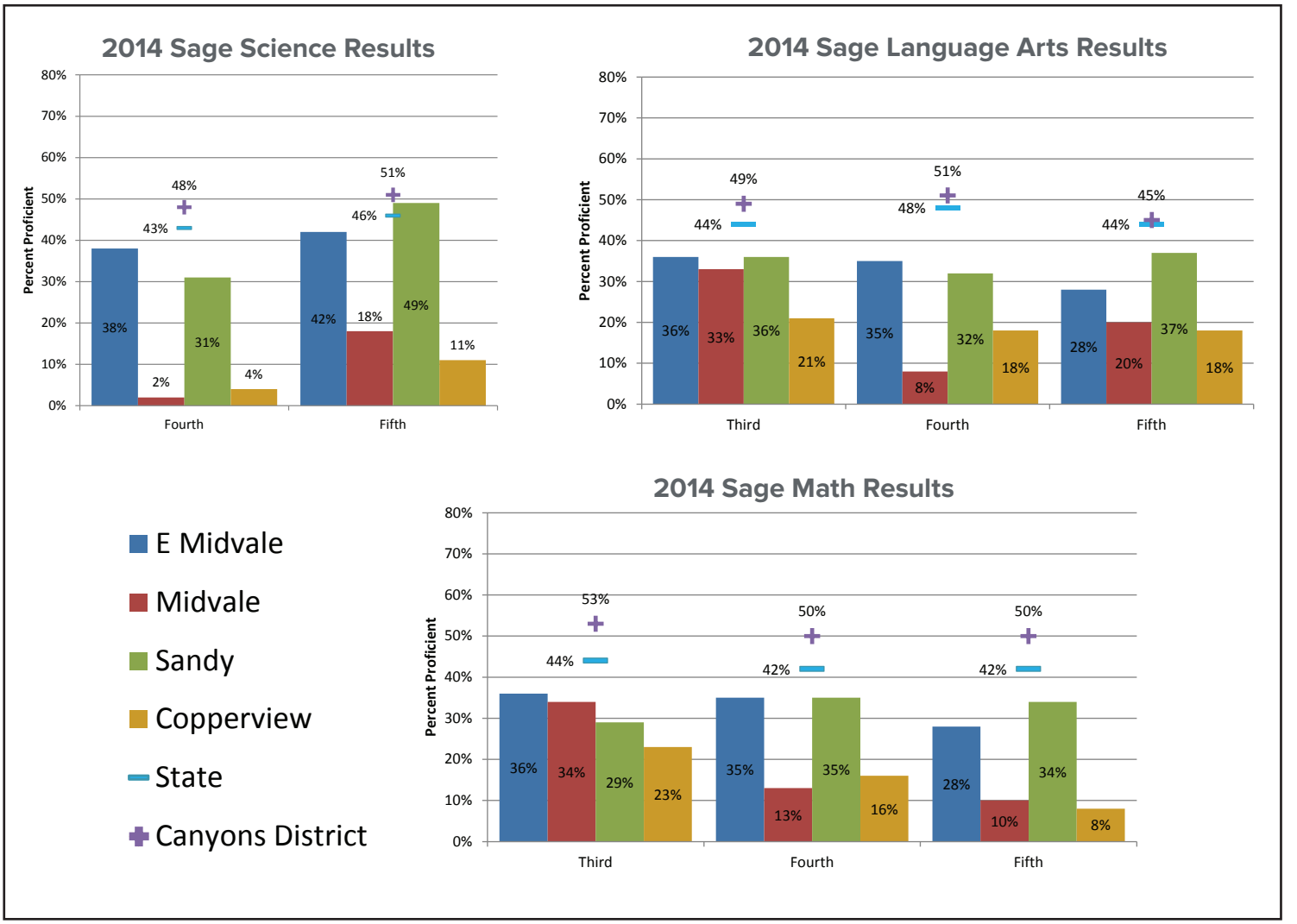


How to read AMO Graphs: In 2011-12, 67% of East Midvale Students were proficient in language arts and 62% were proficient in Math. These percentages increased to 74% and 72% in 2012-13. In both cases, the percentages surpassed the benchmarks established for East Midvale by the state. In 2014, these benchmarks were 73% of students for language arts and 71% for math.

2013-14: SAGE Test Scores

While the change in testing precluded direct comparison of AMO and SAGE scores across testing periods, the raw SAGE rates were still informative as snapshots of student achievement. Specifically, remaining achievement gaps were evidenced by the 2014 SAGE scores as shown in **Figure 6**. As a point of celebration, fifth grade students at Sandy Elementary performed slightly better in science than Utah students overall. The lowest proficiencies were among fourth and fifth grade students at Midvale and Copperview Elementary. When looking at absolute scores, however, it is important to note that proficiency was low not only at the four Title I schools of interest, but also across state and district. Please note that no more than 48% of Utah students scored at or above proficiency on any test.

Figure 6: SAGE Results 2014

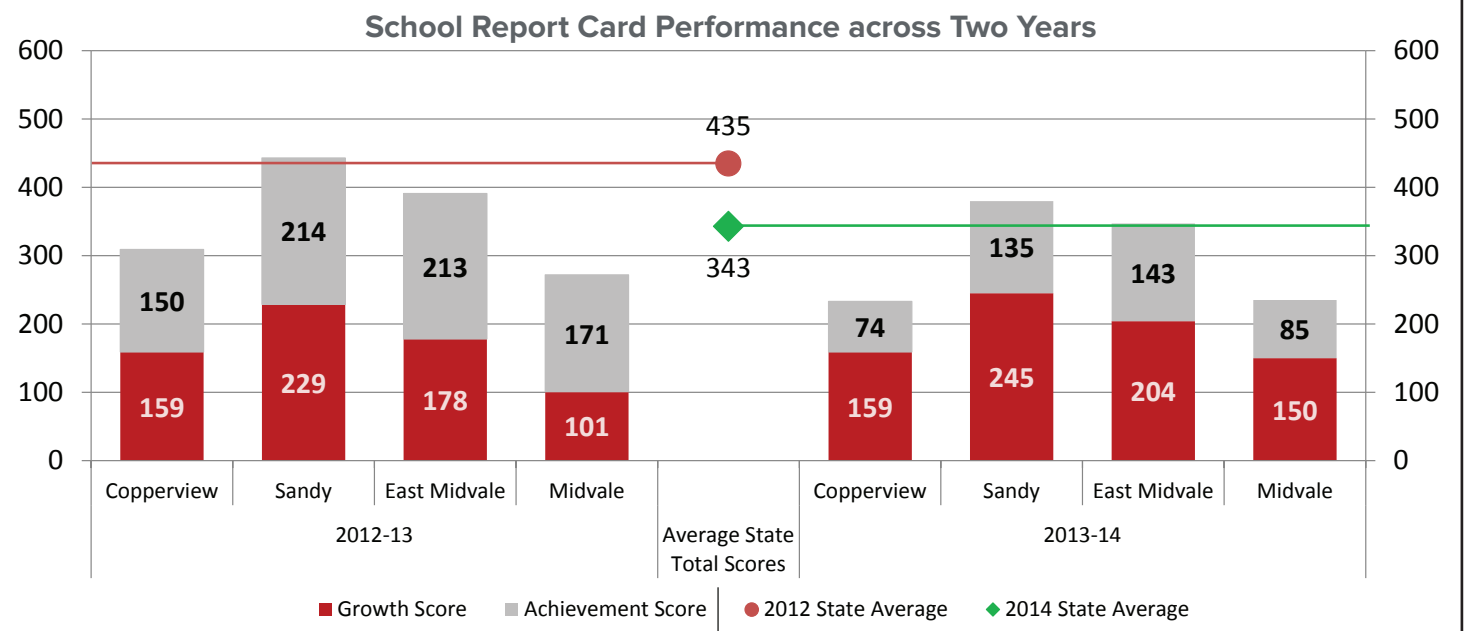


2012-13 to 2013-14: School Report Cards

In order to better approximate a comparison across time from 2012 to 2014, school report card scores were used. Between the 2012-13 and 2013-14 school years, two of the four Title I Elementary Schools improved one letter grade in the Utah School Report Card system. While this accomplishment is important to recognize, it is equally important to recognize the gaps in achievement that remain as evidenced by scores on the standardized tests.

Additionally, two sub-scores are calculated by the state for School Report Cards. The achievement scores take into account what percentage of students achieved a preset level of proficiency while the growth score considers progress made in closing achievement gaps or relative to self. Both metrics are scored out of 300 and then summed for a total possible score of 600 (https://datagateway.schools.utah.gov/). When the State of Utah moved from the CRT system to the SAGE, proficiency rates and thus Achievement Scores dropped. However, by considering performance relative to average state performance, this measure became a more standardized indicator of trends overtime. For example, two schools' scores surpassed the average state Total Score in the 2013-14 School Year whereas only one did so in the previous year. Relatively high Growth Scores at East Midvale and Sandy accounted for this pattern, as Achievement Scores were below the average state Achievement Score at all four schools. While Midvale lagged behind the State Average, the gap did close. In particular, Midvale's Growth Score was just 53% of the average State Growth Score in 2012 but improved quickly to reach 79% of average State Growth Rate in 2014. Absolute scores for all four schools are reflected in **Figure 7**.

Figure 7: School Report Card Performance



How to Read School Report Card Graph: Out of a possible score of 300, the Copperview Growth Score was 159 in 2012-13 and 2013-14. Its Achievement Scores were 150 and 74 in the two school years. Sub-scores can be summed to determine Total Scores. In 2012-13, the Copperview Total Score was 309, compared to the state average of 435. In 2013-14, the Copperview Total Score was 233, compared to the state average of 343.

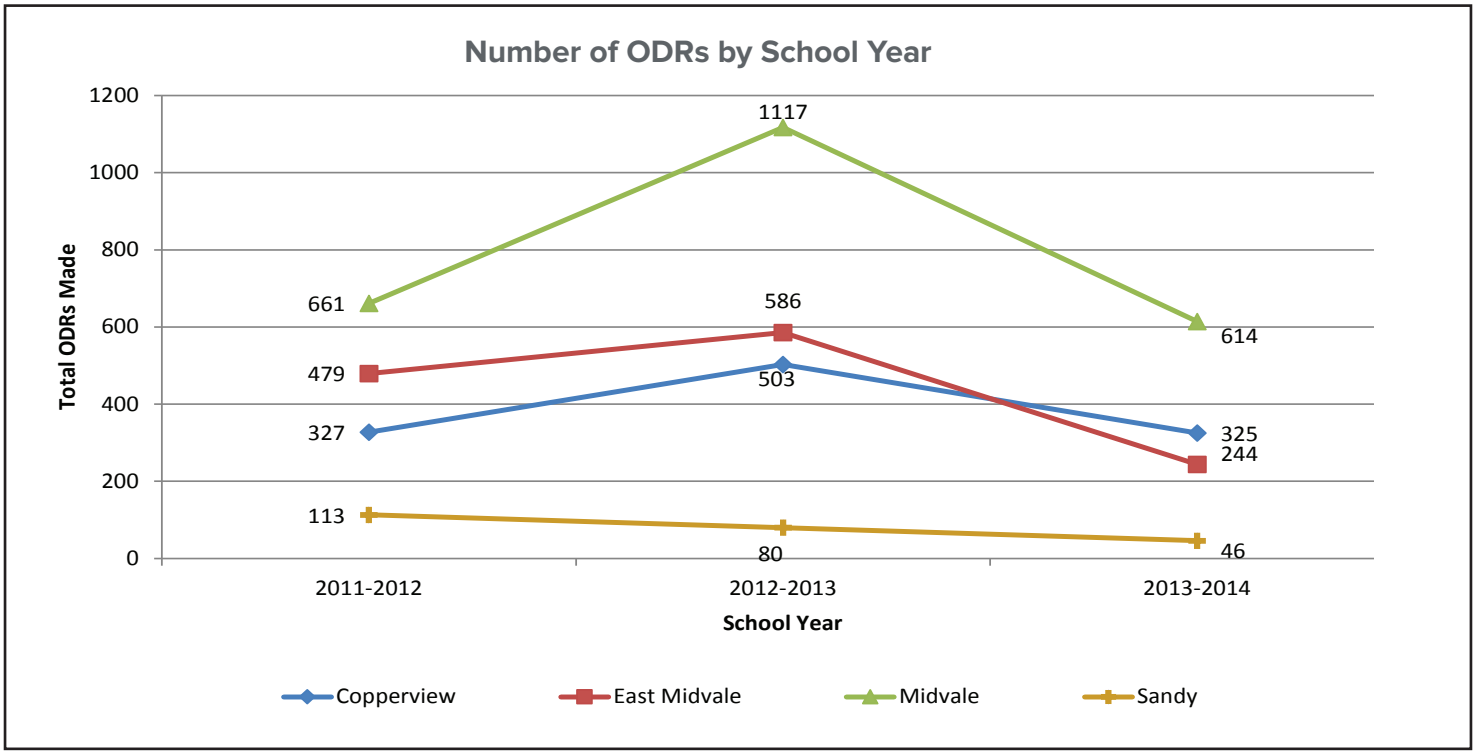
Behavioral Outcomes

Office Discipline Referrals

Preventing disruptive behavior is one of many key strategies schools use along the path towards academic improvement. As described earlier in this report, the four schools implemented formal PBIS behavior management systems, with incentive programs such as "Shark Bucks" at Sandy Elementary. Through the partnership with PLAYWorks, students were provided instruction in and had practice, using conflict resolution skills in context. Data about the number of ODRs were used as an indicator of student behavior in order to evaluate the overall effectiveness of such changes to behavior management. Because the schools stopped serving sixth grade in 2013-14, analyses included only kindergarten through fifth graders. Enrollment did vary slightly from 2012 to 2014 but not enough to change the interpretation of the trends reflected in the unstandardized ODR counts which are included here.

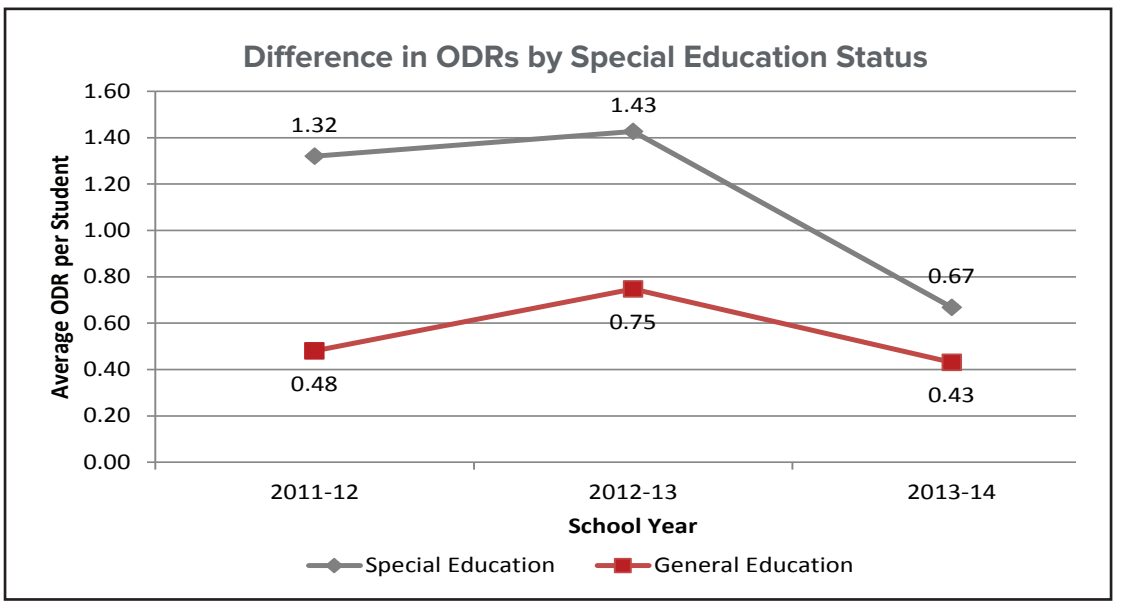
As shown in **Figure 8**, the number of ODRs among K-5 graders declined steadily at Sandy Elementary. At the other three schools, ODRs seemed to rise initially, but this might be attributable to the formal system of recording ODRs that was adopted in 2012-13. By the 2013-14 school year, the number of ODRs at all schools had fallen below initial numbers. In interpreting these trends, consider amount of time on instruction recovered at Midvale or East Midvale, where ODRs respectively decreased by 503 and 342 from 2012-13 to 2013-14. Across the four schools, the number of ODRs fell 22.5% from the 2011-12 to the 2013-14 school year.

Figure 8: Number of Office Discipline Referrals across three school years



It is informative to consider rates by individual when comparing groups of students, as was done to examine difference between students receiving special education service and those who were not. This analysis revealed that the most substantial drop in ODRs occurred among students enrolled in special education. In each given year, approximately 250 students were receiving special education students across the four schools (as compared to the approximately 2,150 students in general education). What had been a significant gap between the two populations narrowed considerably in the 2013-14 school year, as shown in **Figure 9**. More specifically, the average number of ODRs per student dropped 49.2% among special education students but only 10.4% among general education students.

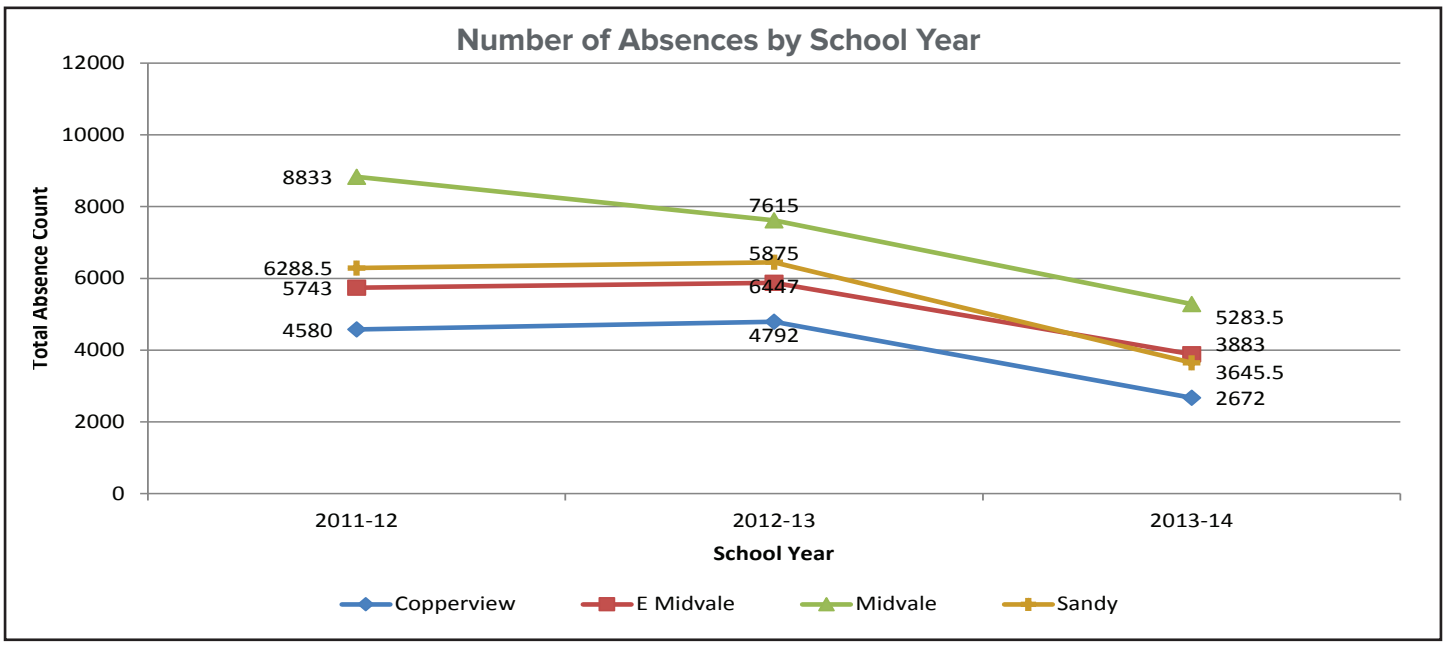
Figure 9: ODR by Special Education Status



Attendance

Another way to increase time on instruction is by reducing absenteeism among students. As with ODRs, only kindergarten through fifth graders were considered in this analysis, recognizing that fluctuations in the size of the study body were not sizeable enough to impact overall trends. While no particular program was put into place specifically to address absenteeism, the strategic linkages created with the local homeless shelter, the strategies to increase access to health and social services, and the efforts to improve school climates can all be thought of as strategies which indirectly help to reduce physical or psychological barriers that keep students out of school. It may not be possible to tease apart the exact reasons for the trends depicted in **Figure 10**, but the overall 37% drop in absenteeism from the 2012-13 to the 2013-14 school year is still an encouraging indicator of the positive, overall impact of the Community Schools work.

Figure 10: Absences by School Year



CAYCI School Experience Survey Results

The CAYCI-SES surveys were used as part of the evaluation to ascertain a more comprehensive understanding of the scope of school-level outcomes that resulted from the Community Schools work. Youth, parents/caregivers, and teachers/staff completed surveys in both 2012 and 2014. The remainder of this section highlights the strengths, as well as areas in need of continued improvement, as perceived by these stakeholder groups. Refer back to **Table 3** in Section Two: Evaluation Strategy to review how the CAYCI-SES surveys aligned with the CCMSI pathways. Here, the results are organized by the five pathways and represent trends across the four schools. The feature on page 4 describes variations in perceptions among students who participated in the afterschool programs, were enrolled in special education services, and/or spoke English as a second language. This shows the value of these out-of-school-time activities for targeted groups of the student population.

Academic Learning

Student perceptions of their academic learning context were favorable in both 2012 and 2014. For example, in 2014:

- 96% said they work their hardest every day at school (as compared to 95% in 2012).
- 95% reported having good relationships with teachers (as compared to 94% in 2012).
- Nearly 100% believed that their school, parents, and teachers wanted them to learn (the same as in 2012).

While perceptions related to academics were mostly stable, students did respond more favorably on a few items in 2014 compared to 2012. For instance, 89% of students reported that, "I am good in math" in 2014, up from 86% in 2012. The percentage of students that felt like, "I belong at my school" grew from 87% in 2012 to 90% in 2014.

Parent/caregiver views of the academic learning supports available were similar across the two years and were, in general, very positive. Data from 2014 showcase these favorable views:

- 90% of parents/caregivers reported that "the school gives me ideas about how to help my child learn at home."
- 94% felt that "the school helps me know about my child's progress in school."

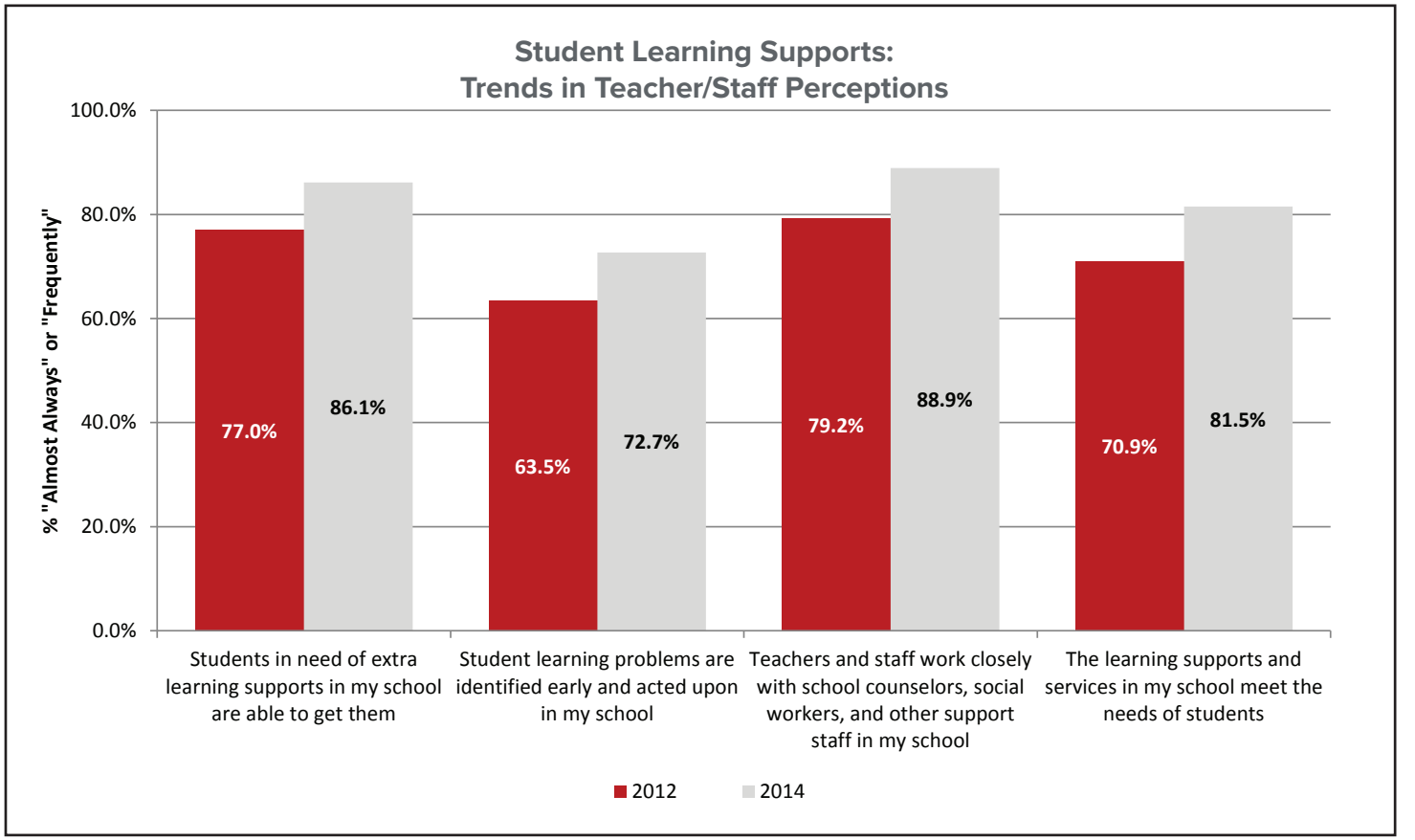
Also, teachers/staff perceptions related to academic learning remained stable and very favorable. The percentage of teachers/staff reporting that "students enjoy coming to school" was 93% in both years, and that same percentage consistently felt that "students feel like they belong to the school." The percentage who believed "decisions at my school always focus on what is best for learning" increased from 86% to 88%. Opinions of students' academic motivation and school connectedness were slightly more favorable in 2014 compared to 2012. For example, in 2014:

- 70% reported that "students make the most of their school experiences" (compared to 66% in 2012).
- 62% felt "students are confident in their ability to manage their school work" (compared to 57% in 2012).
- 61% believed "students feel their school experience is preparing them well for adulthood" (compared to 56% in 2012).

More substantial improvement was noted in teacher/staff perceptions of the quality of systems in place to support student learning. **Figure 9** depicts the growth that occurred on some of the individual questions. These and other individual changes contributed to an increase in the average rating on this section from 3.90 in 2012 to 4.13 in 2014 (possible range: 1-5).

The overall patterns were largely reflected across stakeholders from the individual schools, with the exception of Midvale's teachers/staff. The magnitude of the overall improvement in teacher/staff perceptions was, in fact, much larger when Midvale was removed from the analysis. However, it is important to note that Midvale experienced the highest level of staff turnover of any school between the two survey periods and was still able to produce positive growth in some areas.

Figure 11: Trends in Teacher / Staff Perceptions of Student Learning Supports



Youth Development/School Climate

Student perceptions of the school climate remained relatively stable from 2012 to 2014. Noticeable increase only occurred on one item, "I feel like I am an important part of my community." The percentage of student who agreed with this statement jumped from 84% in 2012 to 87% in 2014. On questions related to youth assets, one area did have some improvement, with the percentage of students reporting that, "I feel safe getting to and from school" rising from 88% in 2012 to 91% in 2014. Otherwise, student perceptions were favorable and stable. As specific examples, in 2014:

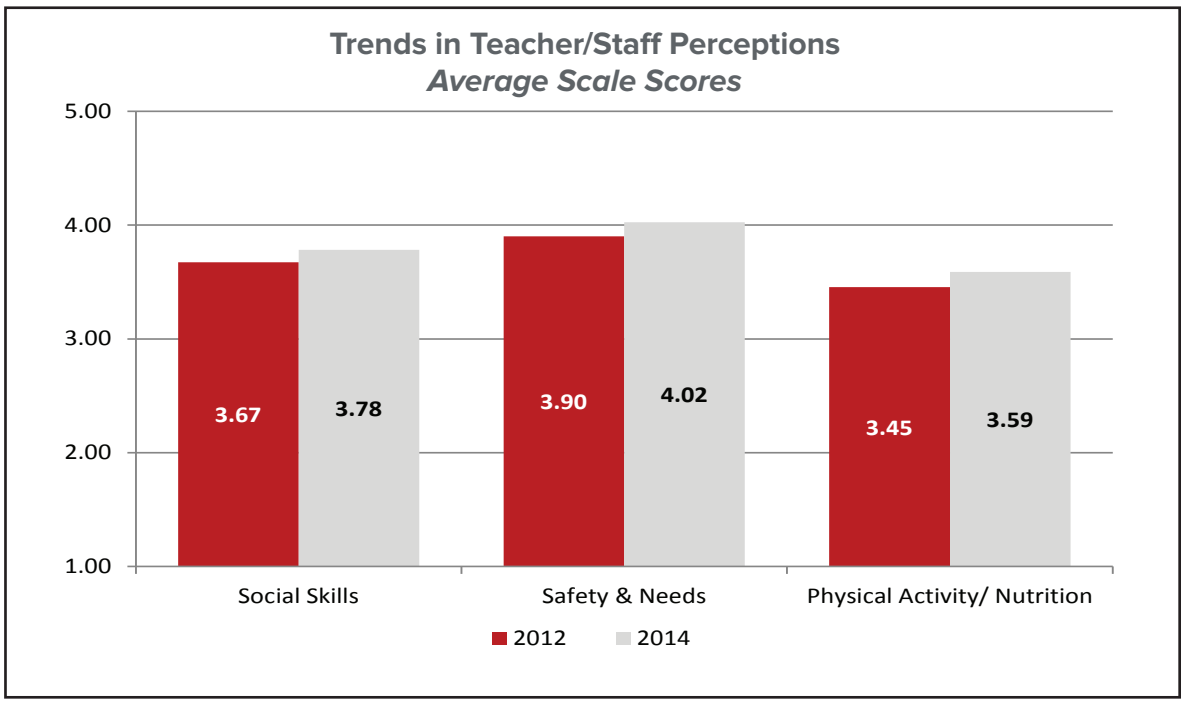
- 86% of students reported that, "I can control my behavior."
- 93% reported that, "I feel safe at school."
- 90% reported that, "I feel like I belong" at my school.

While it is encouraging that most students had positive views of their own development, there were some potential areas for improvement noted. With regards to belonging, only 86% of the students surveyed in 2014 felt that "there is at least one adult in my school cares about me," suggesting that some youth still felt disconnected despite the overall improvement. To put this into perspective, the 14% that did not affirm this statement equates to approximately 300 students across the four schools.

Bullying was another problematic area as reported by students. In 2014, 46% of the youth indicated that they "have been bullied by someone," on par with the 47% reporting as such in 2012. Teachers/staff, however, reported less bullying, with even more agreeing that their school is "bully free" in 2014 (64%) than in 2012 (50%). The contrast in responses suggests a disconnect between how teachers/staff and students perceive and understand bullying and suggests that bullying is still a concern.

Teachers/staff perceptions were more positive in 2014 on other questions related to youth development and school climate, as reflected by the scale scores depicted in **Figure 12.** Specific examples of improvement included an increase from 58% to 65% in the proportion of teachers/staff reporting that "student feel they have a sense of purpose" as well as a jump from 50% to 61% in the percent who believed that students "feel empowered."

Figure 12: Teacher / Staff Perceptions



While these scores reflect that progress has been made, that they are relatively low suggests that there is still work to be done. Areas in particular need of improvement are those related to health behaviors. For example, the percent of teachers/staff that reported, "my students are physically active" increased, but there were still only 69% of teachers/staff who felt that this was really or pretty true for their students in 2014. The percent of teachers/staff who felt "my students eat a healthy diet" similarly increased but only to 39% by 2014.

Teachers/staff also were asked questions about the school climate as it pertained to their roles. Responses from 2012 to 2014 were more favorable, but still present level of need among themselves and their peers. For instance, the proportion who of teachers/staff who perceive that "my school has teachers who are stressed" dropped from 53% in 2012 but at 47% (still a high percentage). The proportion who thought that "my school has teachers who are experiencing burnout" dropped from 34% in 2012 to 29% in 2014. Clearly the teachers/staff are still experiencing stressors related to their jobs at these four schools.

Despite the high levels of stress and burn-out, teachers/staff did perceive that the school climate was generally supportive of themselves and their students. In fact, 90% reported "my school has teachers/staff who are well supported," up from 85% in 2012. The percentage of teachers/staff that felt that their school "offers opportunities for students to be involved in pro-social activities" increased from 75% to 89% between 2012 and 2014. The percentage who reported that the school "reinforces student involvement in pro-social activities" similarly improved from 78% to 87%. Such patterns among teachers and staff showcase possible student-level outcomes.

Teacher/staff data at individual schools were most favorable in relation to changes across the two years of adoption. Specifically, teachers/staff at all schools except Midvale reported that students had more protective factors in 2014 than in 2012. Examples of particular growth include:

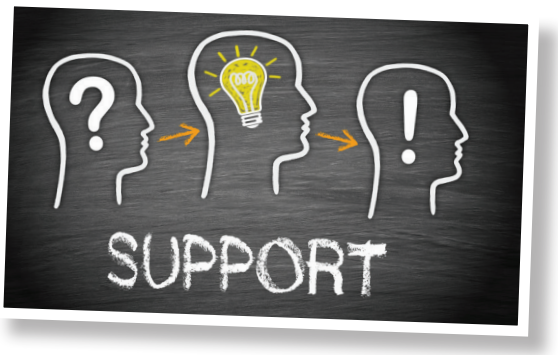
- 98% of teachers/staff at East Midvale reporting that "students enjoy coming to East Midvale Elementary" in 2014, up from 91% in 2012.
- 72% of teachers/staff at Sandy reporting that students "have effective life skills" in 2014, an increase from 53% in 2012.
- 92% of teachers/staff at Copperview reporting that "students are proud to be students at Copperview" in 2014, up from 83% in 2012.

Parent & Family Engagement

Parent/caregiver perceptions regarding whether the schools valued parental involvement were favorable and stable across the two measurement periods. In 2014, for example:

- 82% of parent/caregivers reported that the "school has many different ways for me to be involved" (compared to 81% in 2012).
- 95% that "all parents are welcome at the school" (compared to 95% in 2012).
- 95% that "teachers treat parents with respect" (compared to 95% in 2012).
- 94% that the "school helps me know about my child's progress in school" (compared to 92% in 2012).
- 85% of parents/ guardians agreed that "the school offers programs, conferences, & other activities that fit with our family" (compared to 84% in 2012).

Improvement was noted but still needed in questions concerning how well the schools facilitated linkages across parents/families and between families and communities. For example, the percentage of parents/caregivers who felt that "parents help other parents" grew from the initial level of 57% in 2012 but reached only 65% by 2014. Similarly, only 58% of parents felt "supported by other parents at this school" in 2014, though this was up from 52% in 2012. With respect to making connections with the community, in 2014



- 49% of parents/guardians indicated that "the school helps families get the services we need in the community" (up from 43% in 2012).
- 45% reported that "the school helps families get to know other families in the school community" (compared to just 40% in 2012).

Students across the four schools reported more favorable perceptions on parent involvement indicators in 2014 compared to 2012. For instance:

- The percentage reporting "My parents go to meetings at my school" jumped from 65% in 2012 to 75% in 2014.
- The percentage reporting, "My parents push me to work hard at school" grew from 72% in 2012 to 77% in 2014.

Other responses in 2014 reinforce the positivity of student perceptions in this area. For instance, in 2014, 85% of students agreed with the statement, "My parents help me with my school work," and this same percentage reported that parents "talk to me about what I did in school."

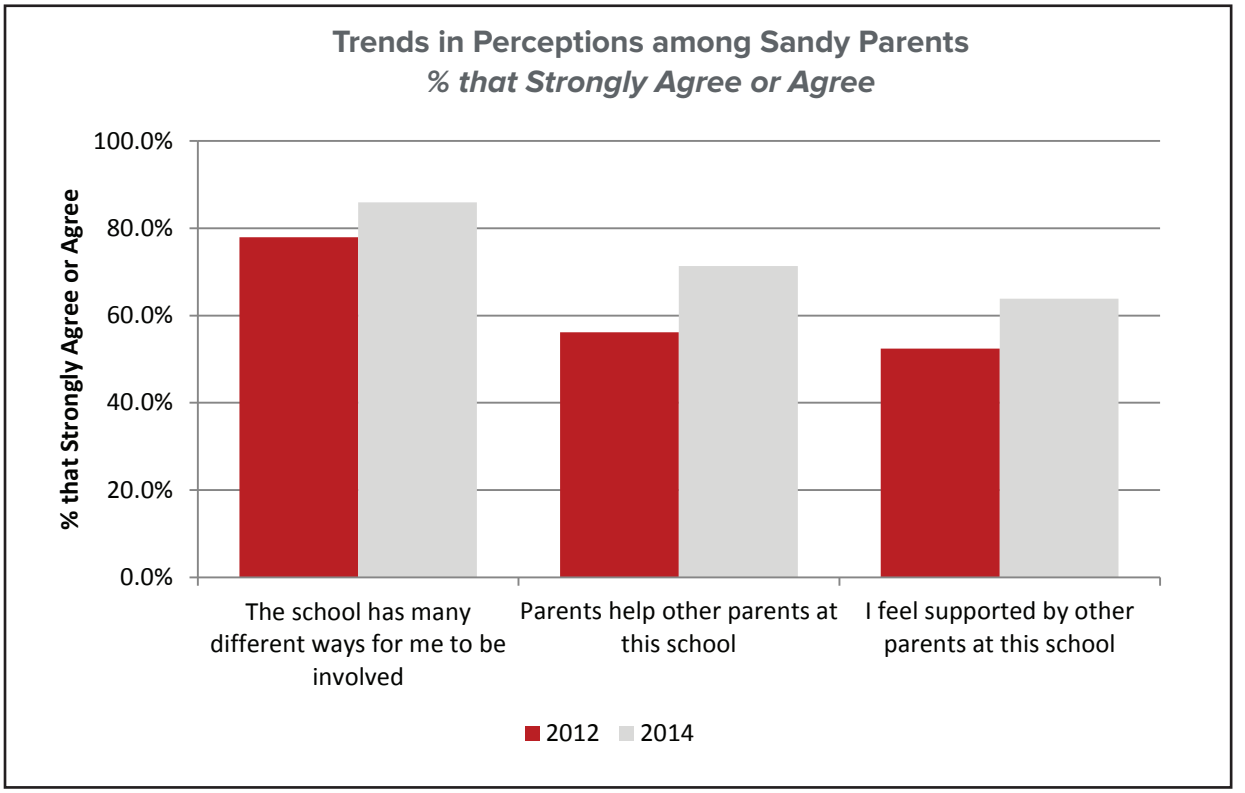
In contrast to the students, teacher/staff did not perceive much parent/caregiver involvement. For example, in 2014, only:

- 30% reported parents attend meetings at school (up from 27% in 2012).
- 24% felt that families/caregivers support their children with schoolwork (down from 27% in 2012).
- 40% reported "my students' families /caregivers show they care about their child's education" (up from 37% in 2012)
- 25% thought that families/caregivers reinforced opportunities for pro-social involvement among their children (up from 19% in 2012).

While these numbers are low, it is important to note that perceptions improved from 2012, when, for example, only 19% of teachers/staff reported that parents/caregivers offered and reinforced pro-social involvement. Further, these numbers should be interpreted within the context of the more favorable student perceptions as the dissimilarity between the two stakeholder groups was significant.

When data were broken down by school, the parents/caregivers of students at Copperview and Midvale reported favorable, stable perceptions across time while the perceptions of parents/caregivers at Sandy and East Midvale improved from 2012 to 2014. **Figure 13** illustrates specific examples from Sandy. Many of the parents/caregivers surveyed at each of the schools in 2014 identified needs that negatively impacted their ability to engage with the schools. Also at all schools, teachers/staff still reported challenges related to parent involvement in 2014, consistent with the overall results.

Figure 13: Parent & Family Engagement - Individual School Highlight



Health and Social Services (Non-Academic Barriers)

Student responses to questions about internalizing and externalizing behaviors indicated high levels of non-academic barriers to learning, with approximately 23-44% reporting almost each of the different symptomologies. More specifically, when in 2014 youth were asked to think about the past week, 33% of students remembered having felt sad, 26% angry, 33% lonely, 26% like they didn't matter, and 31% worried. The percentage of students that reported having trouble sleeping did improve slightly, dropping from 48% in 2012 to 44% in 2014. Slight improvements also were reflected in student responses to questions about externalizing behaviors. For example, in 2014 31% of students felt that it was "hard to control my behavior" (down from 34% in 2012), and 47% of students reported they "had gotten in trouble in class" (down from 49% in 2012). These improvements may be related to the decreases in ODRs discussed earlier in this section.

Trends in the percentage of students reporting internalizing and externalizing behaviors varied across individual schools but in almost all cases were stable from 2012 to 2014. Students at Midvale, for example, reported more favorable perceptions on some externalizing items in 2014. Specifically, only 45% of Midvale students reported that they had "gotten in trouble in class" in 2014, down from 54% in 2012. Students at East Midvale reported slightly improved perceptions on many internalizing items, with the percentage who had "felt sad" in the past week falling from 35% to 28%. Altogether, students still reported high rates of externalizing and internalizing behaviors in 2014.

Teachers/staff reported that "my students have positive mental health" more so in 2014 than in 2012, with the percentage who affirmed that statement growing from 67% to 72%. When considering what detracts from student mental health, teachers/staff reported more externalizing than internalizing behaviors. Perceptions of the former were relatively stable from 2012 to 2014, though some notable improvements did occur. For instance, in 2014, 31% of teachers/staff felt that students "demonstrate poor attention spans" compared to 37% in 2012, and 24% of teachers/staff thought that students "are impulsive," compared to 27% in 2012.

Reports of internalizing behaviors were consistently low from 2012 to 2014. In fact, there appeared to be a misalignment between student and teachers/staff perceptions of internalizing symptoms. For instance, of the teachers/staff surveyed in 2014, only 9% believed students at their school felt worried and 4% that youth felt lonely. Improvements were seen on two items. Specifically, the percentage of teachers/staff who reported "my students are concerned that others are not nice to them" dropped from 21% in 2012 to 15% in 2014. The percentage that felt that students are "concerned that others don't like them" also fell from 12% to 5%.

Community Partnerships and Systems

Teacher/staff perceived that parents and families had their basic "needs met" less so in 2014 than 2012. Data were still indicative of some of the challenges families face. Specifically, the percentage that felt that families had their needs met dropped from 63% in 2012 to only 54% in 2014. The perceptions about whether families "have stable employment" fell from 58% in 2012 to 53% in 2014. Teachers/staff also reported increased concerns related to family histories. For example, in 2014 19% thought that families have a "history of problem behaviors," up from 14% in 2012.

While teachers/staff reported that parents/families' needs remained unmet, perceptions of the community supports available for students improved from 2012 to 2014. For example, 93% reported "there is a system in place where teachers/staff can refer students and families who are in need of additional learning supports," up from 76% in 2012. 90% in 2014 reported that "my students' community has accessible services and supports available," an increase from 84% in 2012.

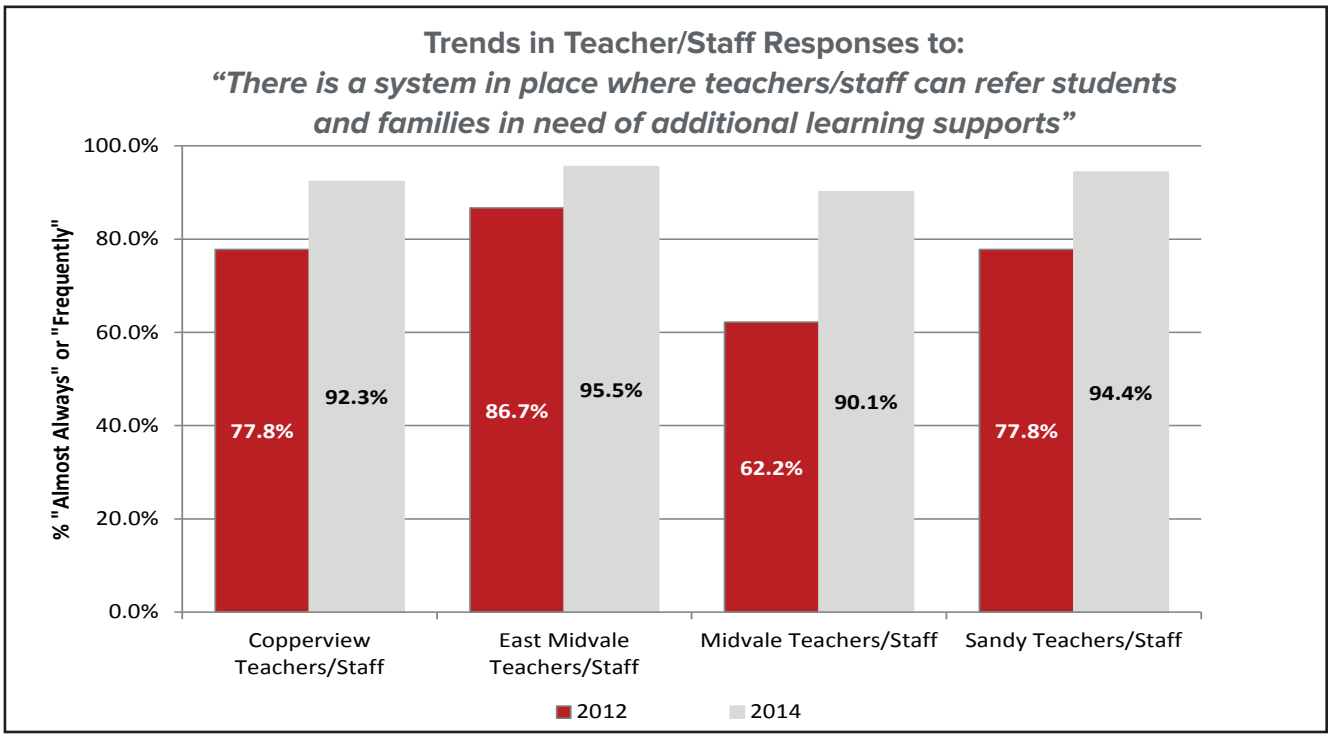
Additionally, parents/caregivers were more favorable in their perceptions of the support services available in

2014 compared to 2012. For example, 49% in 2014 reported "the school helps families get the services we need in the community" versus 43% in 2012. The percentage that felt "the school helps families get to know other families in the school community" increased from 40% in 2012 to 45% in 2014. Still, these percentages were low, and parent/caregivers reported unmet needs in relation to community support services. For example, in 2014:

- 33% reported insufficient opportunities for parent/caregiver to improve their own education.
- 53% reported insufficient opportunities for parent/caregiver to work.

The most consistent pattern across individual schools with respect to any of the five pathways was the increase noted in teacher/staff perceptions of the school support systems. As **Figure 14** demonstrates, all four schools experienced the increase also reflected in the overall results. The increase was particularly significant in Copperview where in 2014, 92% of teachers/staff reported "there is a system in place where teachers/staff can refer students and families…in need of additional learning supports," up from 78% in 2012.

Figure 14: Community Supports - Individual School Highlights



School-Level Conclusions

School-level data are indicators of progress and success with the Community Schools implementation. Three of the four schools improved on their academic performance and growth indicators. Schools, however, were still underperforming in relation to benchmarks and state averages. The examination of behavioral data over the course of implementation showcase progress as well. Specifically, absenteeism and ODRs were significantly lower at two years post-implementation than baseline. Stakeholder data are also indicative of progress. Although student perceptions remained fairly constant, parent/caregiver perceptions improved in key areas such as parent-to-parent support and the school's ability to provide linkages and supports to families. Impressively, teachers/school staff perceptions were significantly more favorable in 2014 than in 2012, pointing to the importance of the Community Schools in enhancing perceived learning supports, reducing stress, and addressing students' barriers to learning. All serve as initial progress indicators of school-level success, however, the schools are still performing below benchmarks (as are many Utah schools) and many students are still experiencing significant challenges.

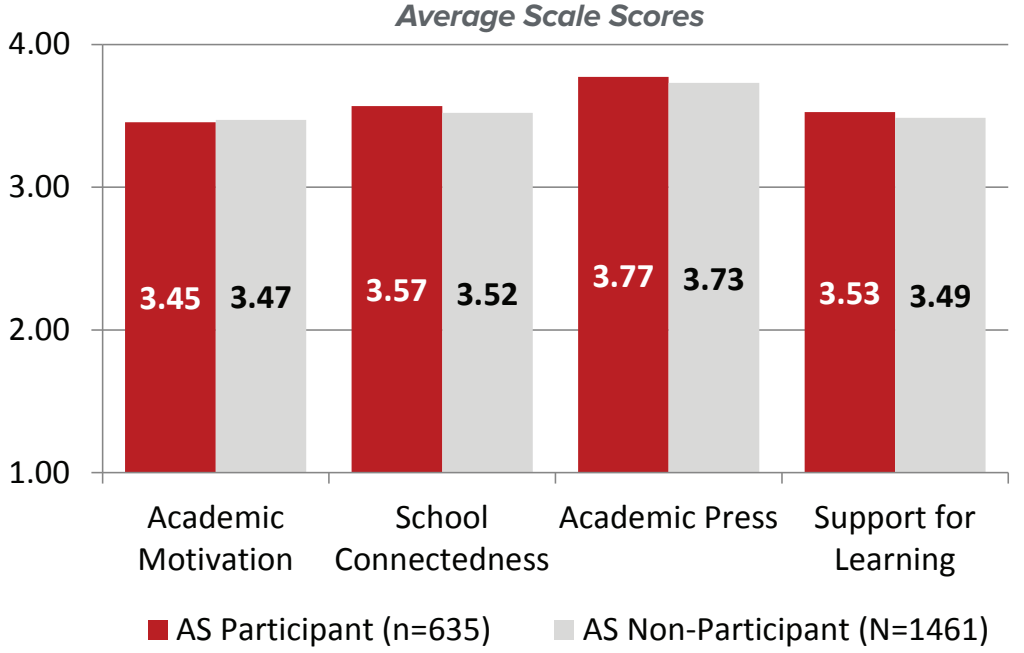
STUDENT PERCEPTIONS: BY THE NUMBERS

In 2014, students were asked if they participated in the Afterschool Club, received special education services, and/or spoke English as a first language. This feature examines variations in perceptions based on group membership.

Afterschool Participants

In 2014, 635 students self-identified as Afterschool Club participants. Club participants reported similar (if not slightly more favorable) perceptions to nonparticipants. As a note, groups attending afterschool programs often are initially more at-risk than non-attenders (as they have been identified for the program). For instance, in CSD data, afterschool participants reported higher levels of internalizing and externalizing behaviors. As such, the similar perceptions across the two groups may be interpreted as a success (as the participants are engaged and motivated despite risk).

Student Perceptions by Afterschool Participation
Average Scale Scores



Afterschool participants reported favorable perceptions of their school experience.

English Language Learners

There were no discernable differences in perceptions based on whether students reported that English was their "first language spoken." For example, the two groups' average ratings within 0.01 of each other in the areas of academic press, support for learning, social skills, and parent involvement. Responses were similar in the remaining areas as well. Just as with afterschool program participants, English language learners have additional risk factors so the similar perceptions might be interpreted as a success.

English Language Learners have favorable perceptions similar to their peers.

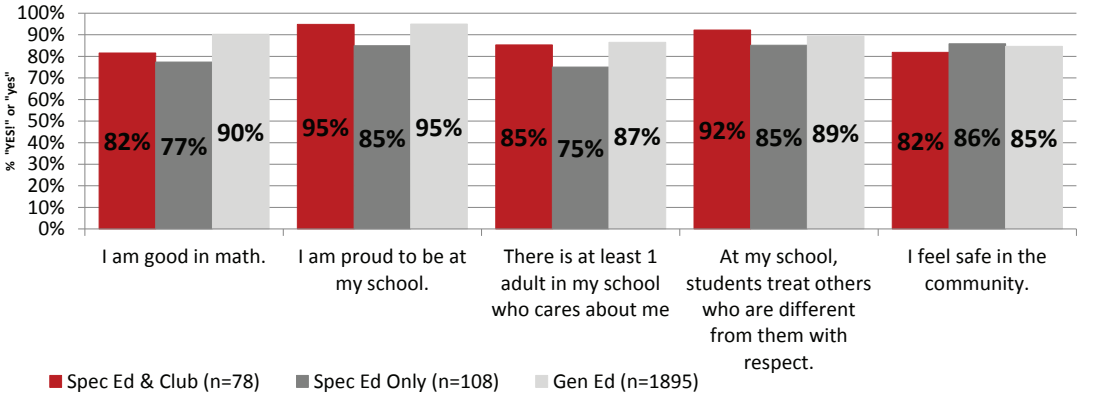
STUDENT PERCEPTIONS: BY THE NUMBERS CONTINUED

Perceptions of special education students were more favorable among afterschool participants.

Special Education Students

In 2014, 189 students reported enrollment in special education across the four schools. These students' perceptions were less favorable than their peers (except in the area of parental involvement). When afterschool participation was considered, a different pattern emerged. Students in special education who participated in the Afterschool Club had perceptions more similar and at times more favorable than general education students. Some exceptions did exist, particularly in feelings about safety. Examples are shown in the figure below:

Student Perceptions by Special Education & Afterschool Involvement



PROGRAM-LEVEL OUTCOMES

IN THIS SECTION

SECTION HIGHLIGHTS

- More students accessed mental health services when services became school-based, and significant reductions in mental health symptoms occured for those students.
- The tutoring and afterschool programs served over a third of students, reaching in particular youth in special education.
- Most teachers/staff felt that the PLAYWorks and Boys & Girls Clubs of South Valley interventions contributed to improved student behavior and engagement.
- The amount of time contributed by parents/family volunteers increased over 300%.
- Seventy-one community partners were involved in the work at the four schools.

Program-Level Outcomes

A number of programs were adopted to bring about the school-level outcomes described in the previous section. While it is challenging to tease apart the particular contributions of each individual strategy, each program had its own outcomes which represent intermediate steps towards school success. Evaluation methodologies were selected to measure outcomes of four key strategies: adopting a school-based mental health (SBMH) model; providing youth development interventions on site in partnership with the Boys & Girls Club of Southern Valley (BGCSV) and PLAYWorks; adding Parents as Teachers (PAT) as an early intervention strategy; and opening family literacy centers in each school. Each of these strategies, along with numerous community partnerships, contributed to moving the schools along one of the five CCMSI pathways in ways described in greater detail in the rest of this section.

School Based Mental Health

While the four Title I schools had a long-standing partnership with Valley Behavioral Health (VBH), the initiation of the Community Schools work, along with the influx of state dollars to pay for mental health services for students not covered by Medicaid or private insurance, prompted the partners to revisit their service delivery model. In January 2013, VBH services were restructured into an SBMH model.

The SBMH model involved not only placing therapists on-site at the schools, but also ensuring that they became fully-functioning members of the school team. Through on-site clinical services, it was anticipated that students would have more seamless access to mental health services and support. SMBH therapists also took on a number of responsibilities, for example serving on CARE Teams to help track students to the most appropriate services and providing consultation support to teachers regarding classroom management and student intervention. Here we examined the outcomes of the individual clinical services provided during the time period when the Community Schools model was adopted.

In the first year of operation, 175 students were served through SBMH services. For evaluation purposes, records for only the 115 students served during the first full school year of operation (June 2013 – May 2014) were retrieved from VBH. This time period was selected because most students served during the latter half of the 2012-13 school year had started receiving clinic-based services from VBH prior to the switch to SBMH, thus possibly confounding pre to post measurement results. Retrieved data were examined, including the number and types of services received, the number of youth served, and the measurable outcomes (as measured by the Youth Outcomes Questionnaire; Y-OQ; Wells et al., 1996; Burlingame et al., 2001). Findings related to each data source are provided here.

Service Access Patterns: Of the 115 youth served during the time period of interest, 19.1% attended Copperview Elementary, 27.8% East Midvale, 35.7% Midvale, and 17.4% Sandy. Most of the youth were male (55.7%), and a large majority of youth (82.6%) were white, with the next most frequently reported race being Native American (11.3%). Across the schools, 43.5% of the youth identified with a Hispanic ethnicity, the most common of which was Mexican-American. Across schools, 34.8% (n=40) of the students were classified at some level of Limited English Proficiency and 14.8% (n=17) received special education services.

Based on the classification system found in the Diagnosis and Statistical Manual (DSM) IV-tr, 63.5% of youth had an adjustment disorder, 19.1% had ADHD, 18.3% had a disruptive, impulse, or conduct disorder, 15.7% had an anxiety disorder, and 13.0% had an unspecified primary diagnosis related to child abuse and neglect. These percentages sum to above 100% because 14.8% of youth had multiple primary diagnoses. Services for a majority of youth (71.3%) were covered by Medicaid followed by the Early Intervention Grant which covered 14.8% of the youth. The 16 (13.9%) remaining youth were able to access mental health services thanks to funding from the Priority One County Grant.

Service records for the 115 youth included in the sample were pulled back to January 2012. As **Figure 15** demonstrates, the number of youth served in a given month increased steadily after services became school-based in January 2013. Please note kindergarteners and youth who entered the district during the 2013-14 school year were excluded from this analysis, as they would not have been eligible to receive services prior to SBMH. The resulting sample size reflected in **Figure 15** was 79. The same rising trend was observed when this analysis was repeated among only students enrolled in special education services.

Figure 15: Number of open cases per month

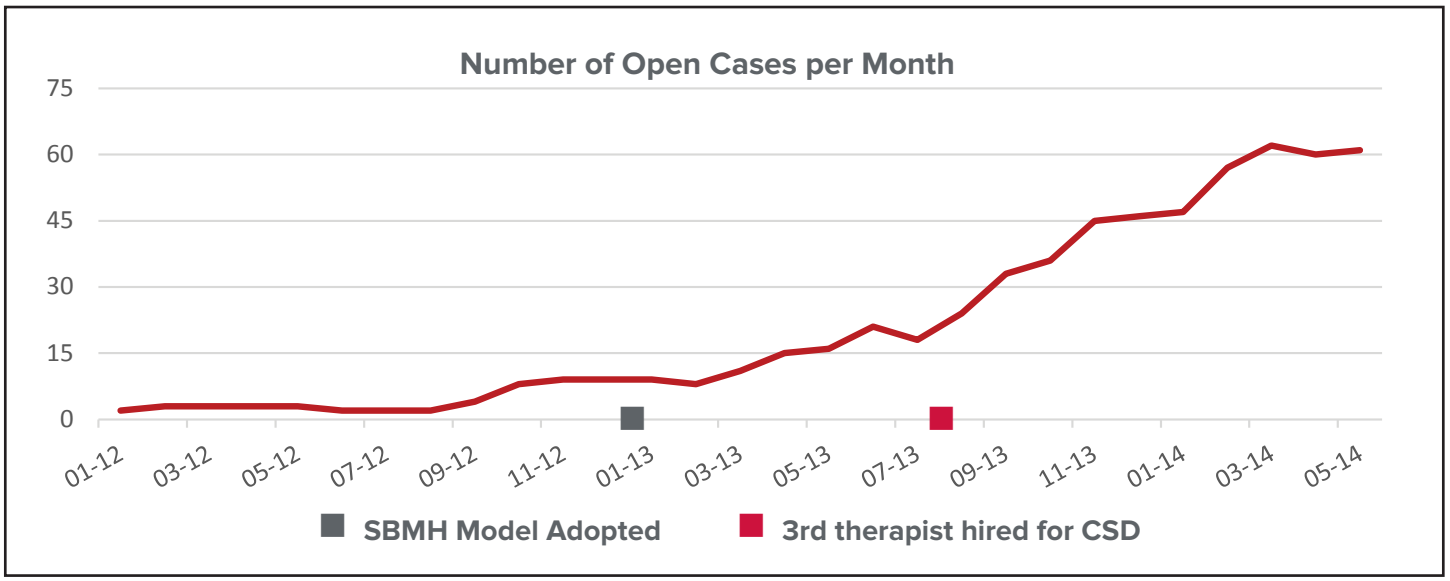
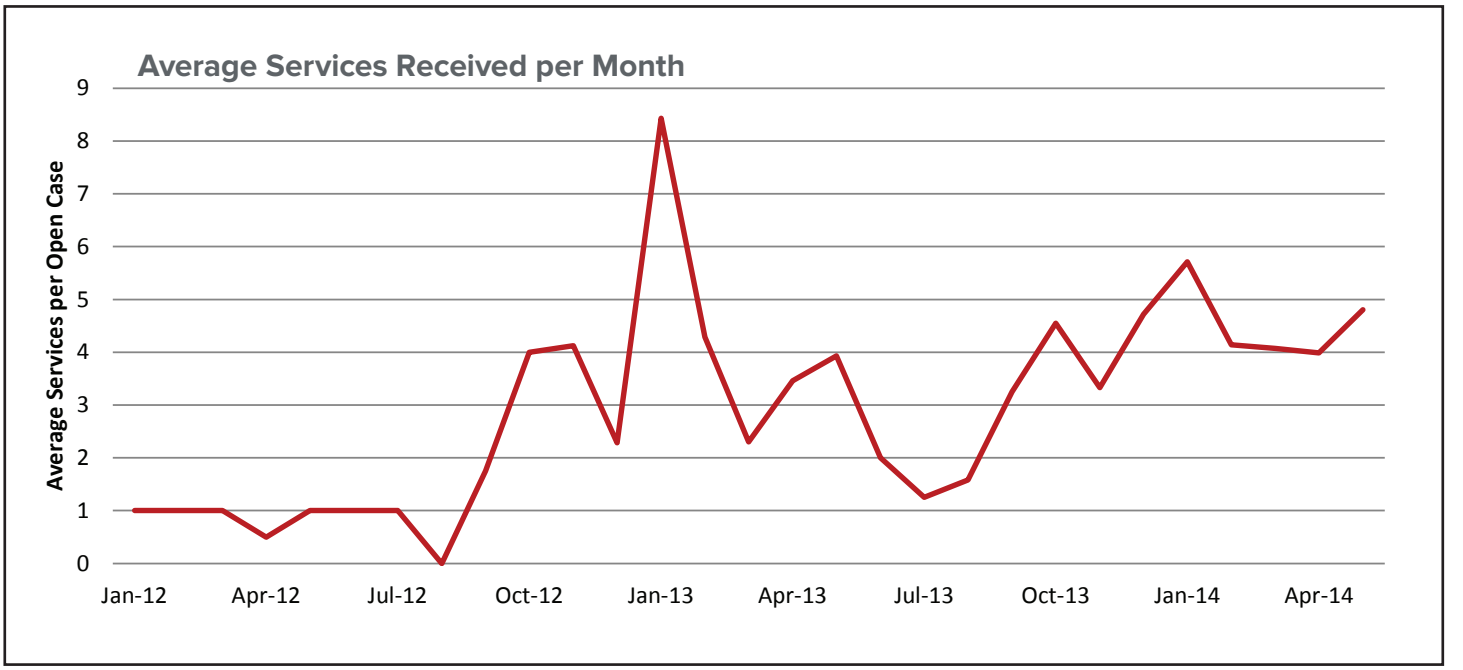


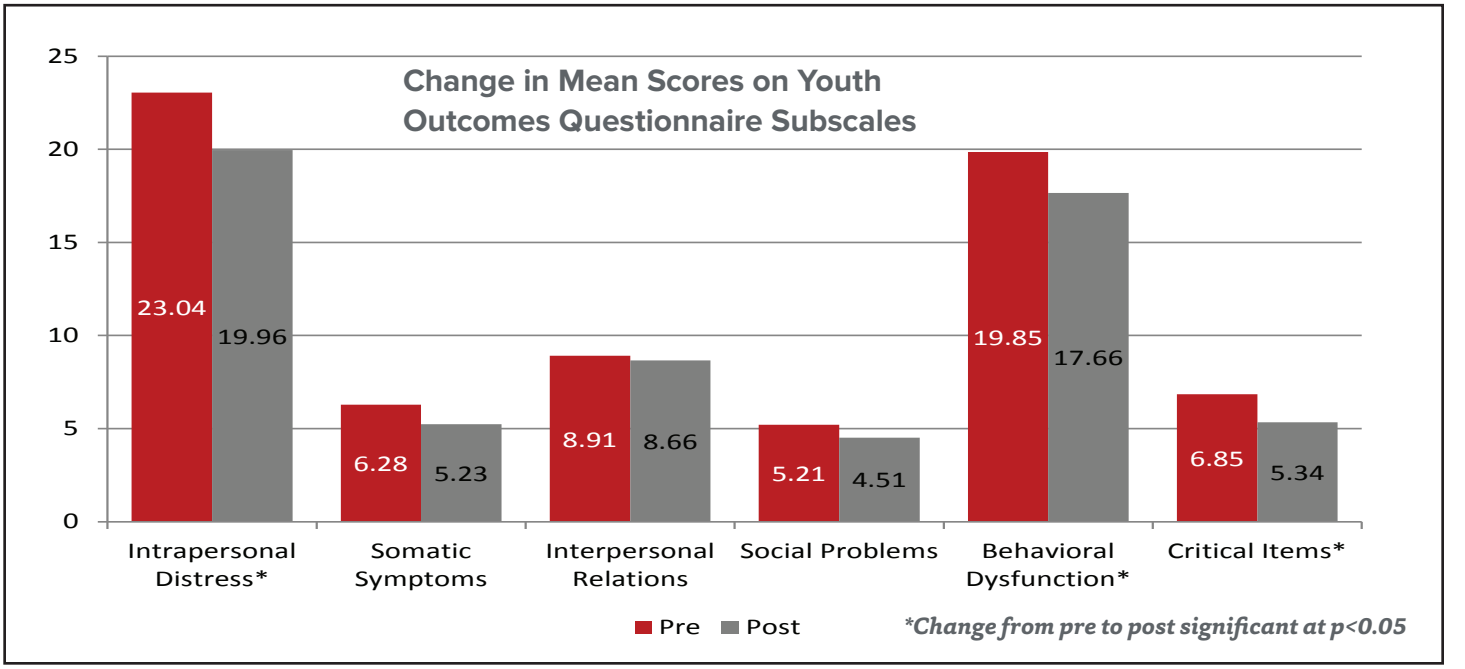
Figure 16 shows that the average number of monthly services received across open cases also increased. Excluded from this analysis were any youth who received a total of more than 150 services, a cut-off chosen as it is outside of the normal distribution curve for the entire sample. Again, additional analyses were completed to examine service rates among youth enrolled in special education. The 17 youth enrolled in both special education services and SBMH services received, on average, a slightly higher total number of services, and their cases were kept open slightly longer than their general education peers receiving only SBMH.

Figure 16: Average services received among youth with open cases in each month



Mental Health Service Outcomes: VBH used the Y-OQ to measure the outcomes of mental health services. Only 47 (41%) of the youth in the sample had sufficient Y-OQ data to be included in the pre- to post- comparison. Because most post Y-OQs were completed at the end of the school year (but not at the termination of services), the results reflected here may underestimate the full impact of SBMH services. Despite this limitation, statistically significant improvements were observed. Lower scores indicate higher levels of functioning, and as **Figure 17** shows, all subscales changed in the preferable direction. For three subscales – interpersonal distress, behavioral dysfunction, and critical items – the changes were statistically significant. The average total score also dropped significantly from 70.15 to 61.36. There were not enough students in special education with both pre and post data to warrant a separate analysis.

Figure 17: Pre to Post changes in Youth-Outcomes Questionnaire subscales



Overall, the secondary analysis of VBH data provided early evidence of the impact of the SBMH services integrated into the elementary schools. Service utilization rates increased, as shown by both the consistently higher average number of services received per month by individual youth and the steadily increasing number of open cases. While less than half of the youth had pre- and post- YOQ data, the patterns reflected in this sub-set were promising.

Afterschool and Tutoring Programs

The tutoring and afterschool programs were new additions at the four schools during the 2012-13 school year. During that first year, 284 of the lowest performing students were specifically targeted with tutoring services provided by qualified teachers. In the subsequent year, 236 students were linked as such. The apparent drop in these numbers reflects the observation that the schools stopped serving sixth grade in 2013-14; if only K–5th graders are considered, the number of youth linked to tutoring services grew from 192 to 236.

The number of youth enrolled in the afterschool program, provided in partnership with BGCSV, was 922 in 2012-13, 745 of which were in K–5th grade. In order to improve quality and staff: youth ratios in the program, the number enrolled was reduced slightly to 714 K-5th graders during 2013-14. Still a vast number of youth were served in the afterschool program, and a number were on wait-lists.

Essentially, these numbers mean that approximately one third of students were enrolled in at least one of the two afterschool programs. More specially, 25% participated in only BGC, 6% in only tutoring, and 2% in both tutoring and afterschool. The proportions were slightly different among the 237 students enrolled in special education, of which 25% participated in only BGC, 11% in only tutoring, and 7% in both. Altogether, 42% of students in special education were served in the afterschool time, a slightly higher proportion than observed in the overall student body.

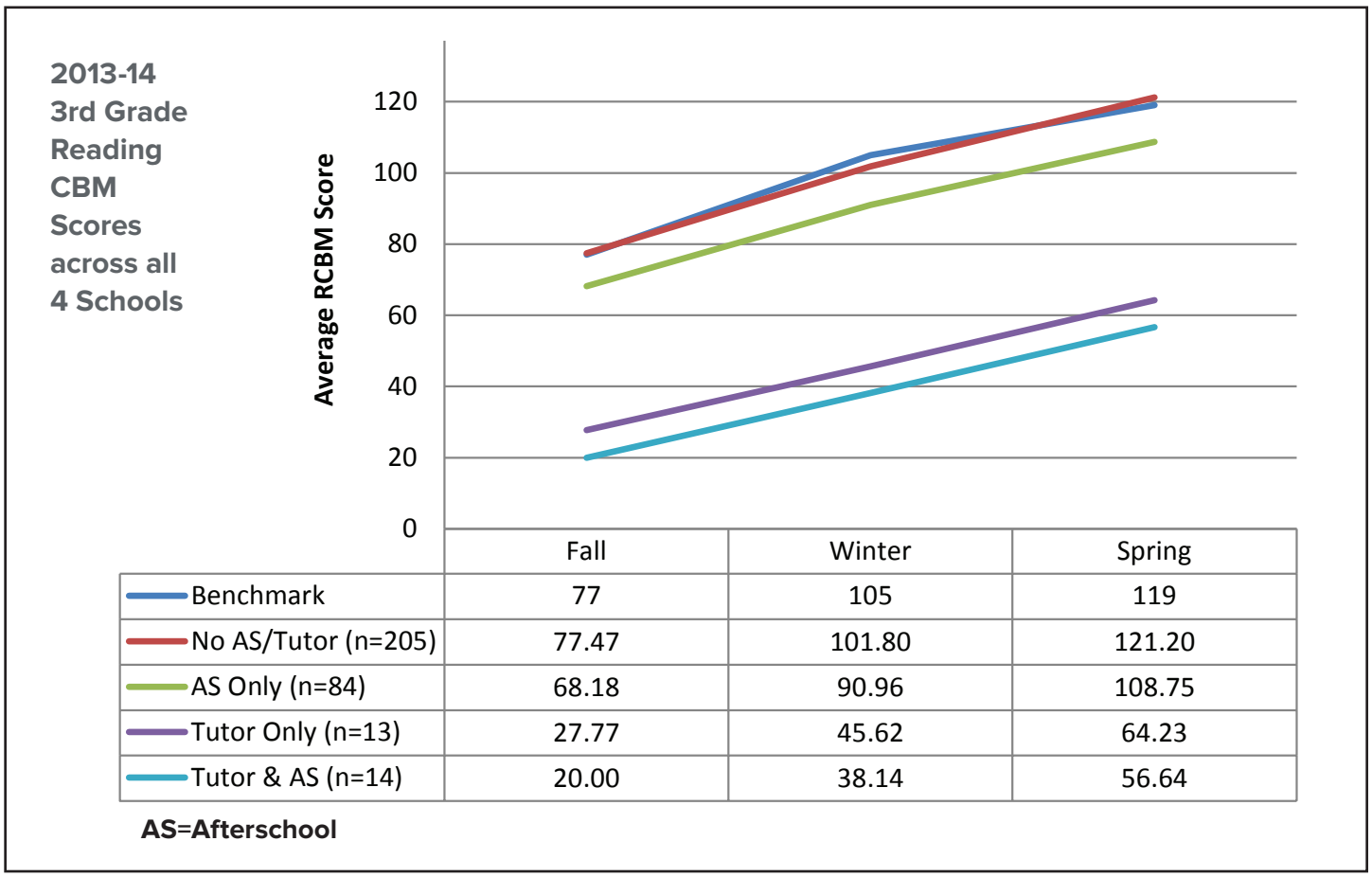
To examine outcomes associated with participation in the afterschool program and afterschool tutoring, student scores on CBMs were used to gauge progress in academic learning. Please note these data are collected during the fall, winter, and spring of each school year. Using data from the 2013-14 school year, it was possible not only to compare average scores to benchmarks, but also to compare trends across groups receiving different interventions (namely the afterschool and tutoring services).

While youth of all ages were served, two CBMs completed in both third and fourth grade were selected for inclusion in this evaluation: the Reading-CBM (R-CBM) and the Math Computation (M-COMP) measure. Only those youth who completed the CBMS of interest at all three instances (fall, winter, and spring) were included when calculating averages. Approximately 87% of third graders and 84% of fourth graders completed all three measures for both the R-CBM and M-COMP.

The average R-CBMs across all third and fourth graders were lower than the respective national benchmarks. In contrast, the average M-COMP scores were at benchmarks. The patterns across different afterschool groups and grade-levels were consistent for the R-CBMs and M-COMP. In general, students not participating in any afterschool program had the highest scores, followed by students participating in the afterschool program only.

Students participating in tutoring, whether or not they were also in afterschool program, began and remained below the other two groups. Gaps between groups of students remained fairly constant with one notable exception. The third grade students involved in both tutoring and the afterschool program began the year significantly behind the overall student average on the M-COMP. While scores were still below the overall average on the spring M-COMP, the gap had decreased, and the differences were no longer significant. This is indicative of initial success. Students receiving only tutoring, however, did not experience this gain. Given the small number of students available for inclusion in this analysis (i.e., 13 students in tutoring only and 14 students in both), as well as the absence of this pattern within the other CBM scores considered, this trend should be interpreted with caution.

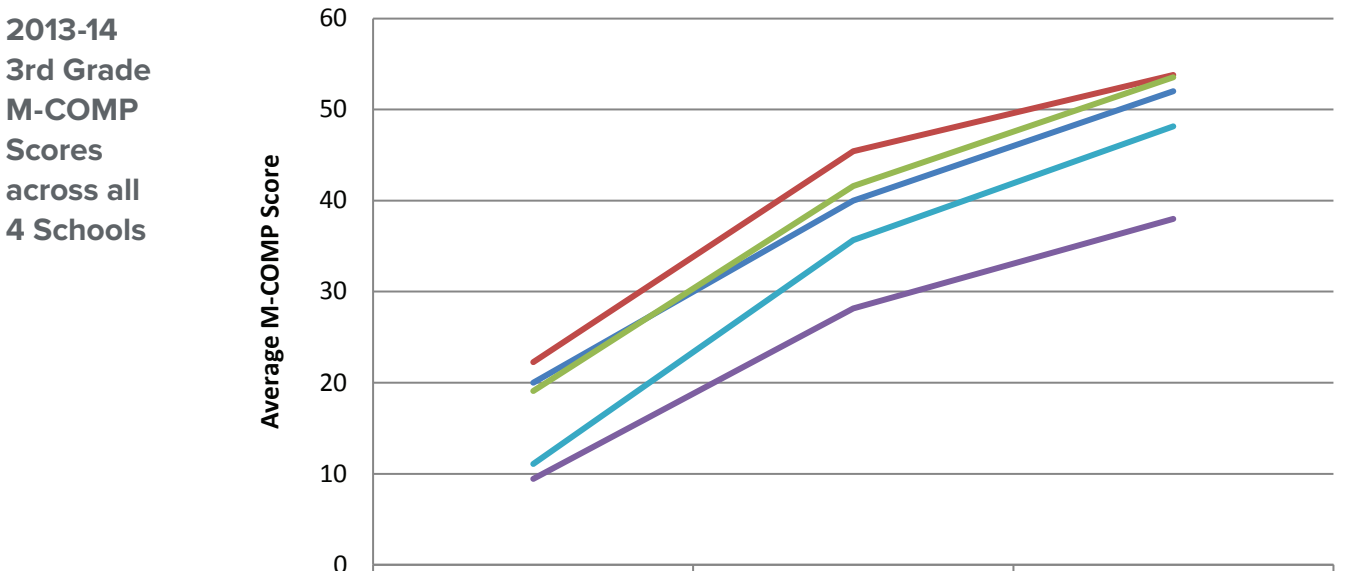
Figure 18: Third Grade Reading Curriculum Based Measure Scores



	Fall	Winter	Spring
Benchmark	77	105	119
No AS/Tutor (n=205)	77.47	101.80	121.20
AS Only (n=84)	68.18	90.96	108.75
Tutor Only (n=13)	27.77	45.62	64.23
Tutor & AS (n=14)	20.00	38.14	56.64

AS=Afterschool

Figure 19: Third Grade Math Comprehension Curriculum Based Measure Scores



	Fall	Winter	Spring
Benchmark	20	40	52
No AS/Tutor (n=202)	22.26	45.41	53.79
AS Only (n=84)	19.10	41.58	53.55
Tutor Only (n=13)	9.46	28.15	38.00
Tutor & AS (n=14)	11.07	35.64	48.14

AS=Afterschool

With the one exception, the gaps in CBMs between students receiving different services did not narrow, but importantly, they also did not widen. Similarly, gaps between special education and general education students neither narrowed nor widened. These results suggest that the afterschool tutoring and afterschool programs were reaching the groups of youth who most needed services. Tutoring services are being delivered to students who began behind their peers, and afterschool programs are reaching youth who are slightly behind and may benefit from additional structure and support in out-of-school time. All youth made progress over the course of the year; however, more work is needed to close gaps and in the area of reading, to bring all students up to the benchmark.

Youth Development: PLAYWorks and Boys & Girls Clubs

Partnerships with both PLAYWorks and BGCSV were formed to bring additional expertise and opportunities around promoting positive youth development and in the case of BGCSV, academic learning. While similar in intent, the two programs filled different needs at the four schools. Namely, PLAYWorks was implemented during the school day in order to provide structure to recess times and support teachers in integrating conflict resolution strategies into their classroom routines. BGCSV, as discussed previously, provided services in the afterschool time, serving on average 440 youth each day across the four schools. BGCSV also involved 393 youth in a Summer Brain Gain program during the summer of 2014. Of these youth, 124 were from Midvale, 98 from Copperview, 89 from East Midvale, and 82 from Sandy.

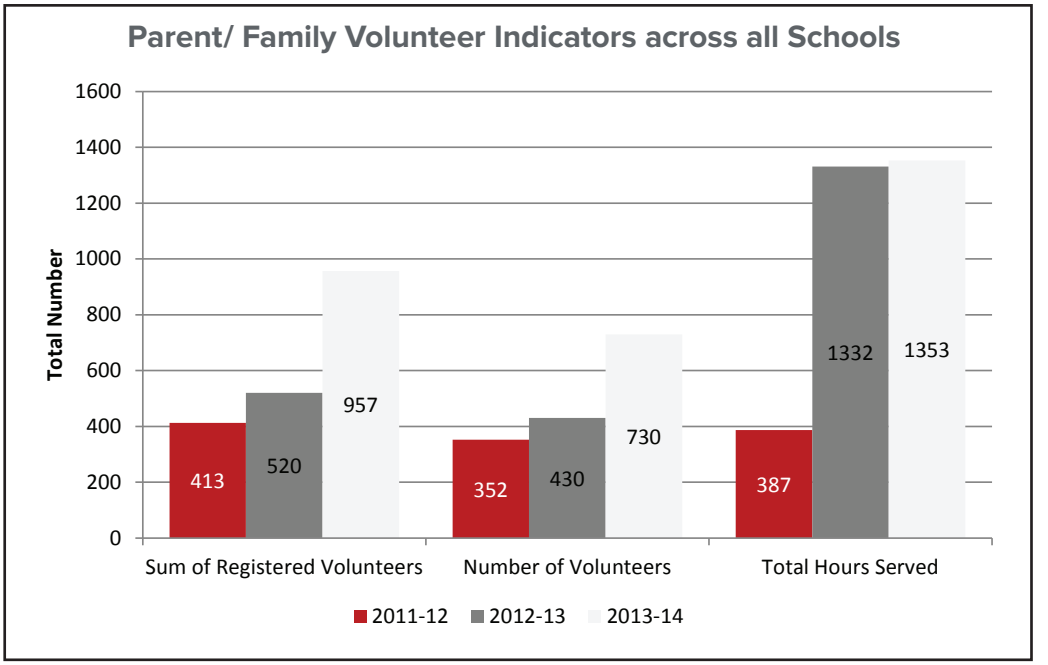
PLAYWorks and BGCSV were responsible for collecting their own outcome data and sharing these with CAYCI for inclusion in this report. Both programs surveyed teachers about their perceptions and opinions about the impact of their respective programs. PLAYWorks received responses from 74 teachers while the BGCSV reached over 540 (sample sizes varied by individual question). Highlights from the survey responses include:

- 61% of teachers reported that BGCSV participants with room to improve their performance on homework did so.
- 79% of teachers reported that BGCSV participants with room to improve their academic performance did so.
- 95% of teachers felt that PLAYWorks interventions decreased the number of disruptive events in the classroom.
- 93% of teachers reported that PLAYWorks interventions improved students' readiness to learn.
- 99% of teachers wanted PLAYWorks to return the following school year.

Parent/Family Engagement Strategies

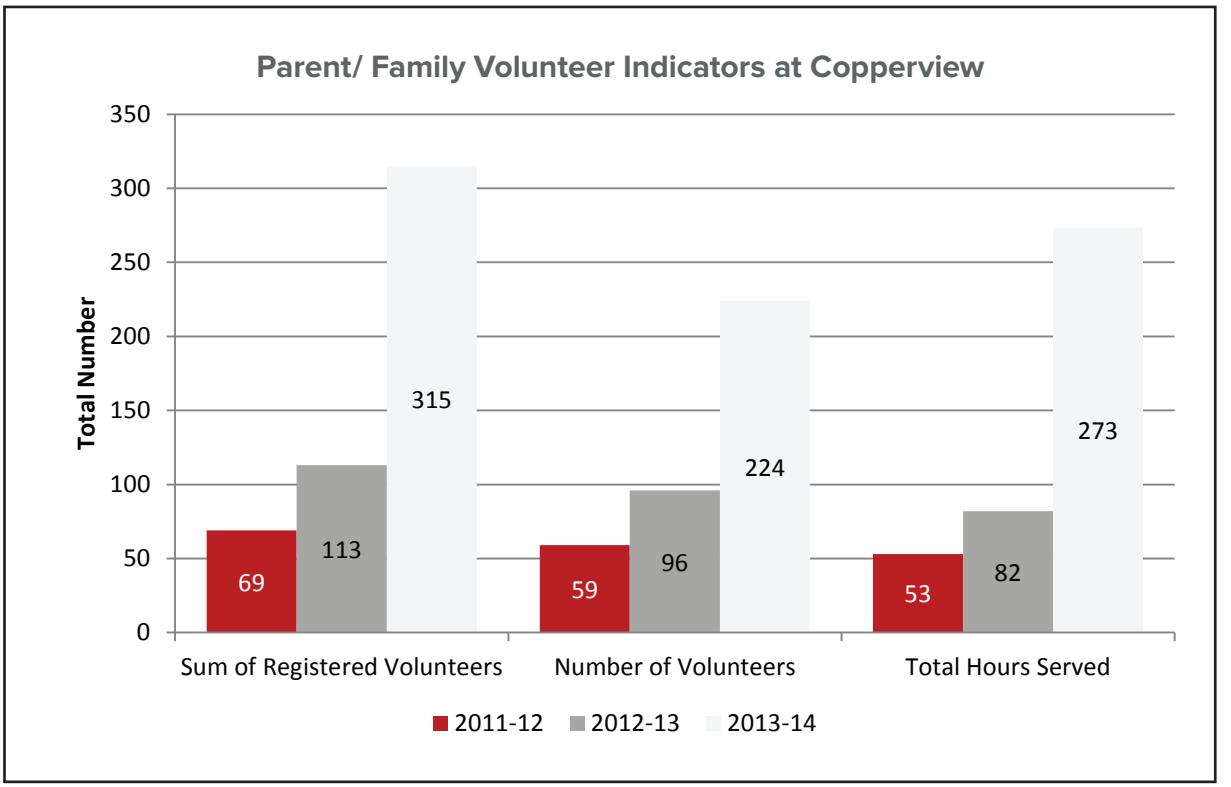
A number of strategies were put into place to welcome and engage parents and families within the four Community Schools. These efforts were primarily led by the Family Literacy Centers (FLCs) on site at each building. Through the FLCs, parents gained access to classes, such as English-as-a-Second Language, computer, parenting, and literacy classes. The FLCs increased their offerings of such classes from two per site in the 2011-12 academic year to five per site during 2013-14. Through FLCs, parents also were engaged in various volunteer activities at the schools. Growth along three particular indicators demonstrates the improvements that occurred in the area of parent and family engagement.

Figure 21: Parent & Family Volunteer Indicators across all Schools



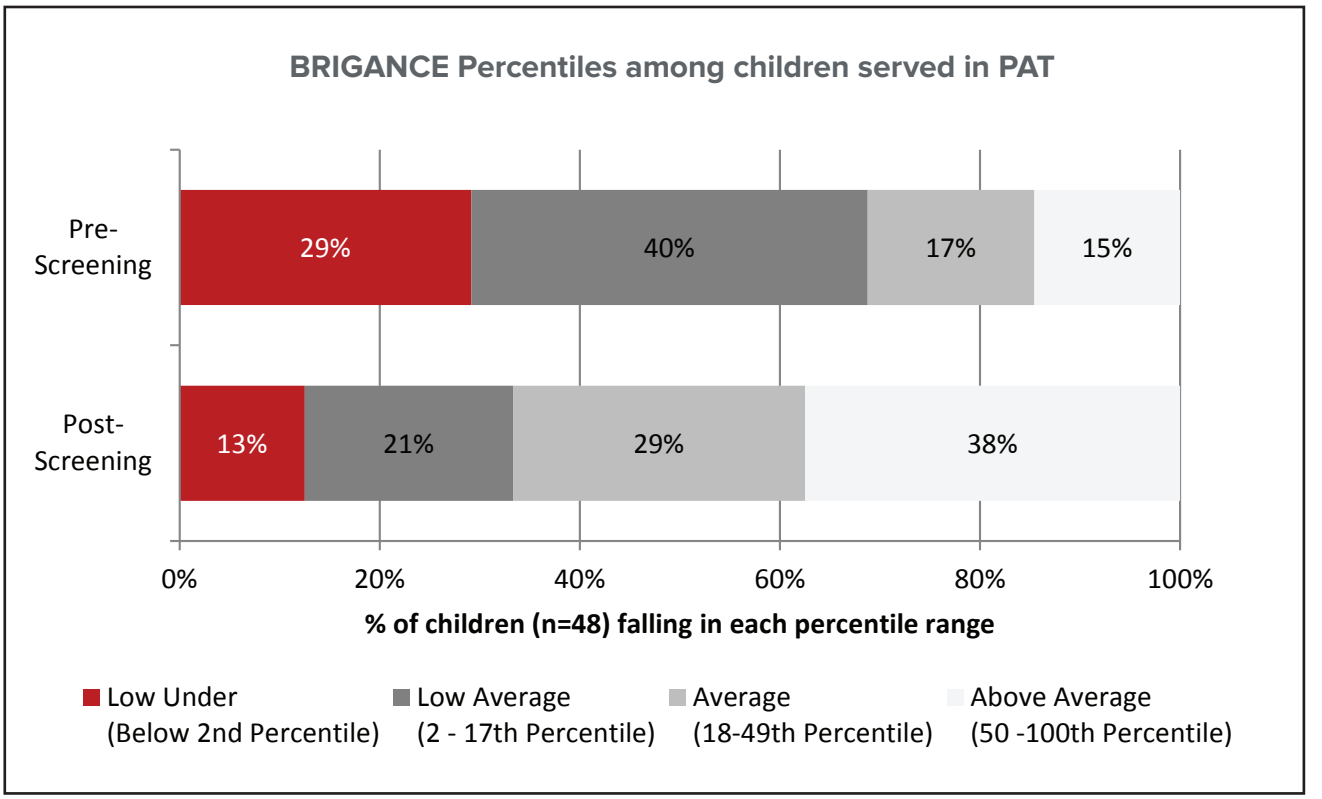
Namely, the number of parents registered at the FLCs, the number of parents actively volunteering, and the number of volunteer hours contributed all increased, as shown in the **Figure 21**. Particular growth was observed at Sandy and Copperview Elementary Schools (see **Figure 22**), both of which had identified this pathway as one of particular focus during the school improvement planning efforts. Among other service projects, parents/caregivers volunteered by serving as parent representatives on the PTA and Community Council, reading in first and second grade classrooms, chaperoning field trips, assisting crossing guards, cleaning around the schools and community libraries, hosting classroom parties, and filling gift bags for special events.

Figure 22: Parent/family volunteer indicators at Copperview Elementary



Additionally, some parent specific program-level outcomes were noted. For instance, parents/caregivers who participated in the English-as-a-Second-Language classes showed significant improvements in their pre-to-post evaluation surveys. After participating in the class, these parents/caregivers reported that they spoke "English at their child's school," "opened a district web page," and read with their child at increasing rates. Particularly encouraging outcomes were observed among the 48 children in families served through the Parents as Teachers (PAT) program. The BRIGANCE Inventory of Early Development (www.curriculumassociates.com) was used to assess the development of these children in areas such as phonological awareness and social/emotional development. Absolute scores were converted into percentiles based on age-adjusted, nationally normed data available from the developers of the tool. On average, the CSD children in PAT rose from scoring in the 20th percentile to scoring in the 38th percentile from the beginning to the end of PAT participation. **Figure 23** depicts in more detail the positive trends observed among this population.

Figure 23: BRIGANCE Scores



Community Partnerships and Engagement

Although no single aspect or program was focused specifically on enhancing community partnerships, engagement was a natural process across each of the pathways. A list of instrumental partnerships active in each pathway during the 2013-14 school year is found in **Table 4** below. Across the pathways, the 71 partners listed functioned as sources of volunteers/mentors (e.g. eBay, Comcast) as well as student interns (e.g. University of Utah College of Social Work); as providers of school-based interventions (e.g. PLAYWorks, VBH) as well as off-site services (e.g. Sealants for Smilers, The Road Home); and as thought partners in the improvement process (e.g. Utah Afterschool Network, State of Utah Homeless Consortium). Additionally, nine grants totaling over 1.9 million dollars were brought in to support the Community Schools work. Some grants, such as the 21st Century Grant, were federal in nature while others, such as funding from Savage for community gardens, were from local businesses who wanted to invest in the work at the schools. Altogether, the system of support in place for students and families was improved through the strengthening of school-community partnerships, and additional resources were leveraged on behalf of the Community Schools.

Table 4: CSD Partnerships by CCMSI pathway

Academic Learning	Youth Development & School Climate	Parent & Family Engagement	Health & Social Services	Community Engagement
Utah State Office of Education	PLAYWorks	Family Learning Centers	Valley Behavioral Health	Midvale City – Community Building Community
Ohio State University	Boys & Girls Club of South Valley	Parents as Teachers	University of Utah College of Social Work	The Road Home
AmeriCorps	Copperview Recreation Center	Title I Preschools	Family Support Center	Department of Work Force Services
eBay	Salt Lake County Parks and Recreation	National Network of Partnership Schools – John Hopkins University	Sandy City C.A.R.I. Team	Desert Industries
Comcast	University of Utah College of Physical Education	Consulate of Mexico	Utah Partners for Health	Head Start
Intermountain Health Care TOSH	Missoula Children's Theater	Monterrey Tech	Optum Health Care	Utah Division of Child and Family Services
Alta View Hospital	Midvale Arts Council	Entrada Adult High School	University of Utah Midvale Clinic	State of Utah Homeless consortium
Canyons Latinos in Action	Lego League	National Reading Foundation Grant – READY1 Program	Wasatch Homeless Health Care	Utah Transit Authority
Junior Achievement	UPD	Utah Parent Center	Cottonwood Family Treatment Center	Housing Authority of Salt Lake County
Canyons Education Foundation	Mad Dog Arts	Utah Disability Law Center	Sealants for Smiles	United Way – Day of Caring
Project Wild	Utah Afterschool Network	Salt Lake County Library	Family Promise	Utah Refugee Employment and Community Services
Utah State – 4H		Target	Salt Lake donated Dental Clinic	Diversity Foundation
Salt Lake School District		Lakeshore Learning	Eye Care 4 Kids	YWCA
		American Express	Utah Food Bank	Larry H Miller Charities
		Communidades Unidas	Catholic Community Services	Third District Court
			Church of Jesus Christ of Latter Day Saints	
			Utah Department of Health	

Program-Level Conclusions

The impact of specific programs offered in the Community Schools were highlighted in this section. Youth served in SBMH experienced reductions in their symptomology and received more consistent, coordinated services. Hundreds of students were served in the afterschool and tutoring programs. The afterschool wait list is indicative of the value of these programs, and data from CBMs show the promise of these interventions. PLAYWorks and BGCSV data show the value of these programs for supporting teachers and promoting student behavior. Additionally, parents/caregivers became more involved in the schools at unprecedented rates. Together, these programs and partnerships in the four Community Schools have contributed in various ways to school-level improvements.

FACILITATORS AND BARRIERS

IN THIS SECTION

SECTION HIGHLIGHTS

- Facilitators include infrastructure, teaming structures, key programs/partners, data, key staff, professional development and consultation, attributes of people, flexibility, and the overall Utah policy context.
- Factors serving as both facilitators and barriers include buy-in, pacing (or lack thereof) and fast growth, leadership, need, and funding.
- Barriers and challenges include lack of awareness and support, different expectations, turnover, turf, challenges with roles/responsibilities, not enough time, burnout, and ongoing conflicts.
- Findings can assist with scale- up and replication in other LEAs in Utah, as well as inform sustainability efforts in Canyon School District.

Facilitators and Barriers/Challenges

The degree of success in CSD over the course of the two years was impacted by a multitude of factors. In order to explore such influences, two evaluation priorities examined factors which facilitated and/or impeded the adoption and implementation of the Community Schools framework. The insights uncovered helped to further understand why and how outcomes occurred and thus will inform replication and scale-up in Utah and beyond. In addition to understanding facilitators and barriers/challenges, evaluation priorities also focused on tracking system-level innovations that resulted over the course of implementation.

In this section, themes emerging from content analyses of interviews and focus groups with key stakeholders are described. These themes also were enhanced by ongoing observations, meeting discussions, reflections, and secondary analyses of program records throughout the evaluation. Themes are related to facilitators and barriers.

Factors as Facilitators Only

Several key people, structures, and contextual conditions facilitated the adoption and implementation of the Community Schools in CSD as further described here.

Infrastructure: The organizational structure and partnership system put into place was one reason the CSD Community Schools work was successful. The Director of Federal Programs and a Community Schools Coordinator in the district provided ongoing leadership, vision, and oversight, as well as worked tirelessly to integrate their approach with other district and community priorities. Partners met quarterly to review progress, examine challenges, explore emergent needs, and brainstorm solutions and next steps. These quarterly Community Schools meetings involved various leaders across systems, including afterschool, school, and mental health. The four schools also made changes to their infrastructure to support and direct the efforts in an efficient, effective way. Regular meetings were held among key staff (i.e., the principal, the Community Schools coordinator, and/or the afterschool program director). Open communication channels among partners and staff internal to the school (for instance, teachers to the school psychologist) facilitated school-level processes.

Teaming Structures: Three school-level teams/structures were identified as essential to the Community Schools operation. The first one, most often pointed out by stakeholders, was the CARE Teams. These teams met weekly in the buildings to assess, problem-solve, and intervene in relation to students/families experiencing academic, behavioral, or other challenges. CARE Teams facilitated the early identification of needs and ensured that services/supports were accessed by students/families to address barriers to learning. The second team identified

as a facilitator was the Professional Learning Communities (PLCs) present in schools. The PLCs allowed teachers to have concentrated time to consult with and support each other, share ideas, plan their lessons, and examine data to inform instruction and intervention. The final team was the building leadership teams (BLTs). BLTs were led by the principals in each school and were comprised of school and community leaders (i.e., teachers, afterschool program partners, student support personnel, etc.). These teams met fairly regularly (and during concentrated retreats in the summer months) to design the expanded school improvement plans. They also monitored and evaluated implementation efforts.

Key Programs and Partners: Several stakeholders mentioned key programs and strategies that were critical to getting to better outcomes in the school. Many principals mentioned the value of the student intervention time during the school day, afterschool tutoring, and skill-based groups in classrooms. They also pointed to the value of the CARE Teams to providing early intervention. Other stakeholders cited the value of the parent/family programs offered through the Family Literacy Centers (FLCs), which as the secondary data reinforced, were able to engage parents/caregivers in classrooms and volunteer efforts at the school.

The willingness and commitment of partner organizations also were noted. PLAYWorks was seen as a valuable facilitator of positive student behavior and school climate overall. BGCSV was highlighted for its role in providing enrichment, homework assistance, and recreational programs for a large number of students in the out-of-school time. VBH was mentioned as a key partner, essential for addressing student non-academic barriers to learning. Some of these partners (such as VBH) had prior working relationships with CSD. Stakeholders mentioned how it was easier to work with those partners, as they just expanded upon or integrated programs/services that were already working (such as children's behavioral/mental health for students who had significant needs).

Data: Several stakeholders mentioned the value of data in facilitating school- and student-level progress. More specifically, perceptual data collected via the CAYCI-SES were helpful in expanding the school improvement planning process because programs and interventions could be designed based on top priorities and needs. For instance, one principal pointed to perceptual data indicating students felt sad and anxious and then mentioned how these strengthened the case for adding school-based mental health (SBMH). Student-level data (i.e., CBMs) collected regularly by schools also were seen as essential. These data assisted with progress monitoring by assessing whether students were learning key competencies. When these data indicated students weren't progressing, teachers/staff then intervened and/or referred the student for further assessment and/or supports. As a case in point, student-level data were used to identify those who should be recruited for the afterschool tutoring program.

Key Staff: Stakeholders mentioned two key district staff who were essential to ensuring the Community Schools' success. The first was the district-level Community Schools coordinator, who oversaw the day-to-day efforts and facilitated movement along the CCMSI milestones (i.e., organized the needs assessment, synthesized data, and coordinated meetings). This person also provided regular consultation to principals, teachers/staff, and partners, and facilitated interactions among these various stakeholders. Additionally, leadership provided by the Director of Federal Programs in CSD also was mentioned as a key facilitator. This person met regularly with key leaders from each partner organization (such as the Executive Director of the BGCSV, head of SBMH services at VBH, and the Mayors of various municipalities), and worked collaboratively with other leaders in the district who were charged with school improvement (such as the director of principals, Associate Superintendent, Director of Special Education). She also supported the principals as they implemented new strategies for school improvement.

There also were two key roles at each school which stakeholders felt were essential to the Community School infrastructure. First, the role of the school psychologist was noted by stakeholders. In the Community Schools, the school psychologists modified their roles to provide leadership for the CARE Teams. This reallocation of staff roles helped the schools leverage additional resources for students. Second, it was found that the full-time Community School coordinators (as opposed to part-time) were important at each building, as they facilitated the day-to-day programs and activities across the work.

Professional Development and Consultation: Professional development opportunities and consultation were both identified as essential facilitators to Community Schools adoption and implementation efforts. Both helped build stakeholders' knowledge about "how" to implement efforts, as well as enhanced skills among professionals involved in day-to-day operations. Professional development provided to principals, teachers/school staff, and community partners collectively in relation to PBIS, Community Schools, school improvement planning, and cultural competence were noted as especially helpful. Additionally, ongoing consultation from USOE, OSU CAYCI staff, achievement coaches, and district leaders assisted the schools (especially the principals) with implementation efforts.

Key Attributes Among People: Several key attributes among leaders within the Community Schools were noted as facilitators in the work in CSD. Stakeholders noted that it was really important for people to "stay positive" and "persistent." As an example of this, one principal stated, "there would be challenges, but challenges can be overcome." Similarly, stakeholders mentioned the importance of relationship-building skills. They described how Community Schools required multiple people from different backgrounds and experiences to work together. The degree to which these people "get along" and "work together" made a difference in adoption. Similarly, stakeholders noted that it was important for relationships to be strong when conflicts arise. Principals, especially, noted that it was "easier" to work through challenges when relationships were strong.

Flexibility: Flexibility was identified as another key facilitator that promoted adoption and implementation. For instance, stakeholders mentioned how there was "flexibility in the ways we can do the Community School; the way we can schedule programs and design things to meet the needs of the students in our schools; as well as to fit what resources and opportunities (like scheduling) we are dealing with." Flexibility in roles among key stakeholders involved in the efforts also was noted. For example, while teachers' primary role did not change, some were asked to take on added responsibilities (such as tutoring). In these instances, principals found that it helped to compensate them for the time or provide other forms of incentives. Other stakeholders also had to be more flexible in how they designed and implemented their programs and services. For instance, Copperview Recreation Center modified how they ran their sport programs, and co-located sport leagues to the schools to improve access. Flexibility also was noted in day-to-day activities, as staff in the afterschool program had to deal with challenges "in the moment" (such as student behaviors, crises, or staffing changes).

Policy Context: Several broader policy-related facilitators influenced the adoption and implementation efforts. Foremost, NCLB accountabilities and the state-level testing framework showcased how the four schools were underperforming. These pressures (and accompanying annual school report cards showing these data) influenced the district's decision to adopt the Community Schools model. Additionally, USOE and Utah Division of Substance Abuse and Mental Health (UDSAMH) had recently advocated for the addition of a state line-item for early intervening funds. More specifically, about 1.3 million was budgeted state-wide to support SBMH services for youth ineligible for Medicaid. These dollars facilitated the co-location of children's mental health services at the schools (as now VBH could bill for services). Additionally, PBIS was being integrated with Response-

to-Intervention (RtI) at the state to create MTSS, and further efforts were made across the state to provide a continuum of services and supports (starting with school-wide universal strategies within schools state-wide). This context promoted the adoption of school climate and classroom management strategies in the Community Schools, which in turn assisted with expanding understanding related to addressing academic and non-academic learning needs.

Factors as Facilitators and Barriers

Some factors were identified as facilitators of the Community Schools efforts but were also seen as barriers/challenges when they were missing or ineffective.

Buy-In. Leaders in the Community Schools work worked hard to facilitate buy-in among key stakeholders and partners. Some examples are noteworthy. Foremost, CSD ensured that the Community Schools work was embedded in the traditional school improvement planning processes used in each building. Stakeholders mentioned that the CCMSI milestones and visual logic diagram helped to guide efforts and facilitate "buy in" at the schools. Additionally, the Community Schools approach has been written into district school board policy, thus supporting ongoing sustainability of the work as transitions happen in the future. These policy implementation strategies facilitated buy-in among administrators and teachers/staff especially, as the work of the Community Schools was not seen as an "add on."

Additionally, the buy-in of parents/caregivers was mentioned especially among principals. As one stated, "parents are now accustomed to this and will advocate for the schools." Another principal suggested that families "don't want to leave" the Community Schools now.

It is important to note, however, that the most common barrier mentioned among stakeholders also related to buy-in. Essentially, when stakeholders did not "buy in" to the Community Schools framework, challenges arose. As one person indicated, the "lack of buy-in among various stakeholders and the district administration has limited the work." Stakeholders especially noted that many teachers/staff still were not "on board with understanding the value of addressing the whole child;" and may "need professional development and coaching to help with how engage in classrooms." Additionally, some stakeholders indicated that there were "different expectations and understandings" in relation to the Community Schools, and the "vision for the work is not bought into across all stakeholders." Challenges also were noted in relation to district support for the Community Schools and Title I schools, while conversely, when support was received it served as an important facilitator and motivator.

Pacing (or Lack Thereof) and Fast Growth: Stakeholders also felt that it was important to "pace" the implementation efforts. Overall, it was noted that partnerships and programs were added and/or expanded upon after stakeholders were informed and "ready" for their addition. For instance, initial adoption and scale-up of SBMH services began in one school and were fluidly expanded to the three schools over-time. Pacing also was seen, however, as a challenge. Change occurred very quickly in CSD overall (as the new district had to "redesign" its entire structure), as well as in the Community Schools. Instead of gradually growing a Community School (by adding one program piece, then others), CSD chose to implement the full model focused on all five pathways simultaneously. This created a lot of change for the schools, as well as for community partners. School leaders, especially principals, had to learn how to do their work differently and in partnership with others. Community providers needed to learn how the schools now operated and were governed in order to then tweak their program models to "fit" the schools' priorities. Stakeholders perceived that "we grew so fast," and that this pace did not necessarily allow for us to "reflect" and "process" what was happening.

Leadership: Effective leadership at the district, school, and in the community was necessary for the successful adoption and implementation of the Community Schools. Stakeholders stressed that "leadership must buy-in and is needed (at both the district and school level) for the model to truly be successful." Principal leadership was essential, especially when it was collaborative and distributive. Leadership and vision from the district (such as by key district administrators and the superintendent) was invaluable for setting the policy implementation context for the work. Stakeholders also mentioned key attributes of the leaders, including that leaders needed to be "strong," "trusted", and "enthusiastic." When it was perceived that leadership was not strong, was ineffective, or did not fully "support the work of the Title I schools," this was presented as a deterrent to the Community Schools operation.

Significant Need: Students at the four Community Schools are diverse and have multiple stressors that impact their learning. For instance, there are large percentages of students who live in poverty and/or speak English as a second language. Needs assessment data also showcased needs related to internalizing symptomology, as well as, poor student academic performance, and family stressors related to work and meeting family basic needs. Last, stakeholders felt a sense of urgency to improve what were once failing schools. As a result, the significant level of need among students and families in the catchment area of the four schools was identified as a facilitator of change. Stakeholders regularly talked about how "we must do something" and "the students are falling behind," and this drive was mostly related to unmet challenges and "non-academic needs." Conversely, the level of need among students and families was also seen as a barrier/challenge, as stakeholders felt that there would "never be enough supports" to address the level of need.

Funding: One clear facilitator of adoption and implementation was funding. The Community Schools have been creatively funded from several different pots of funding. For example, CSD used federal Title I dollars to support infrastructure and the hiring of key staff (including a Title I Community Schools specialist, four site-based coordinators, preschool staff, and certified afterschool tutors). Parent/family strategies were supported through the maximization of federal program dollars (Titles I, III, and VII), as well as competitive grants. Funding also was flexible in other areas. For instance, McKinney-Vento Homeless Assistance Act dollars allow for additional personnel to be hired to support students in transition, yet other dollars from general education funds may be used to support liaisons. Likewise, USOE 21st Century Community Learning Centers dollars were especially helpful funds. These dollars funded the afterschool programs' personnel, supplies, and transportation. Further, SBMH services provided by VBH are funded through Medicaid, private insurance, and a special line-item in the state budget for mental health services for youth who do not have insurance. Additionally, gifts have been received from major corporations, and many in-kind resources were utilized, such as space (e.g., for SBMH providers, the health clinic, and the afterschool program), technology (e.g., computers used in school day used in the afterschool program), and people power (e.g., parent and teacher volunteers, Latinos in Action student mentors and translators, professional development support through the district, and financial/supervisory oversight). Taken together, the Community Schools were funded by both school- and community-funds, and the creative use of these dollars fostered strong FRCs, supported key staff, and paid for other priorities.

On the other hand, the lack of funding was noted as a barrier/challenge. Stakeholders (especially the Community School coordinators and principals) noted that there was a "lack of available funding and resources for implementing new programs [and] interventions." A need for additional resources to deal with the diverse group of students was identified across the four buildings. Stakeholders mentioned that additional funding and resources were particularly needed to target subgroups of learners (and NCLB accountabilities), especially student who are English-Language-Learners, those falling behind academically, and those with extensive behavioral and/or socio-emotional needs.

Factors as Barriers

Stakeholders mentioned multiple barriers to implementation, which are described in detail here.

Lack of Awareness and Support/Value: Stakeholders mentioned that there was a lack of awareness of the various needs and stressors families face in the community. Stakeholders perceived that some have "underestimated the level of need" among students and families. There was the sense sometimes that the district blames them or is not "empowering" and "supportive." Preferentially, the district would "support and teach us how to do the work better" and not "assume the negative." Some stakeholders mentioned that sometimes it seemed as if some district leaders "didn't value the comprehensiveness of the work."

Different Expectations: Additionally, stakeholders sometimes had different expectations for how the Community Schools and their programs/services should operate. Some believed the work to be collaborative, whereas others approached the work as more of a colocation model (where each partner did their same work as before but just at the school). As such, it took time to create a set of common expectations and to ensure all partners were aware of the expectations for quality, behavioral management strategies and communication. Stakeholders mentioned there had been challenges along the way that had their roots in simply "different expectations of how we do this work."

Stakeholders also perceived that some partners did not fully understand the challenges and "time it takes" to address the students' diverse learning needs. Different expectations related to the amount of time and resources needed to be successful at times made it difficult to keep the work moving along.

Turnover: Turnover was often mentioned as a significant barrier. For instance, the Superintendent resigned mid-way through the two years, and an Interim Superintendent was put in place. Principals and/or Assistant Principals changed over the course of the two year implementation process. Teachers/staff at the buildings turned over (some retired and others left the schools to work in less impacted schools). Likewise, the lead day-to-day person in charge of the Community Schools operation in CSD took another job at the end of the first year, and the Title I Specialist for Academic Supports retired after the first year. Afterschool program staff also turned over quite a bit (possibly due to the "low hourly rate" staff were paid). Challenges associated with turnover were two-fold in that not only were expertise and experience lost but the onboarding process also required an investment of time and resources, particularly when new staff had limited experience as was often the case.

Also, students were highly mobile. In the end, the turnover of district administrators, principals and assistant principals, teachers/staff, and students made it challenging to adopt and implement the new, consistent vision for the Community Schools, as well as to manage the infrastructure and overall functionality of the system as people came and went.

Turf: Turf barriers sometimes impeded the implementation efforts. Stakeholders mentioned several ways in which this was the case. They noted turf-related challenges between afterschool program providers and the teachers/staff/administrators at the school. Turf issues also were observed between leaders from different offices at the district, especially as the district worked to "push out" new curriculum and expectations. Tensions also occurred among those providing interventions to students, as teachers/staff and community partners (particularly VBH therapists) learned how to work together to support certain students and/or families. Last,

there were turf-related issues related to who/what makes decisions about "my school." For instance, CSD would have district-wide policies and practices to "roll out" that sometimes did not align with what school stakeholders believed was needed. Likewise, other times school-level leaders were protective of their schools and teachers/staff, and this caused additional tensions. Together these multiple turf wars created conflicts and reduced the overall functioning of the Community Schools.

Challenges with Roles/Responsibilities: The roles/responsibilities of key people involved are usually modified to some degree as traditional schools are transformed into Community Schools. This was the case at CSD. At times, these changes in roles and/or responsibilities among key personnel at the Community Schools caused challenges. To name a few, school psychologists provided more indirect practice (i.e., coordination, consultation) than they had in the past. Achievement Coaches and community partners (such as VBH therapists) sat on CARE Teams, which they hadn't done in the past. Principals had to serve not only as the instructional leader of the building, but also as the leader of the school in the out-of-school time. To do this, they had to modify their leadership approach, which in turn altered the responsibilities of others in the building (such as the Assistant Principal). Modifications in the roles and/or responsibilities of staff, overall, created challenges because it was sometimes unclear who was in charge, who was supposed to do what, and how the system operated overall.

Not Enough Time: Stakeholders, especially principals, mentioned challenges with not having enough time to fully lead all of the Community Schools efforts. It also was mentioned that "fully implementing the Community Schools framework took more time than I thought it would." Additionally, stakeholders mentioned how there were significant burdens on the system, especially as the schools and their partners work tirelessly to address the needs of such diverse learners. It was reported that there didn't seem to be enough time to address all the needs.

Burnout: Data from the needs assessment, as well as input from the stakeholders, pointed out that many teachers/staff were experiencing burnout and stress related to their jobs and addressing student needs. This was a challenge for the four Title I schools, as it is in other schools nationally that serve vulnerable youth and families.

Ongoing Conflicts: Last, several challenges were noted in relation to conflicts that arose across the two year period. Conflicts arose in relation to multiple issues, such as funding decisions, staffing arrangements and/or performance, expectations related to "who does what," lack of communication, poor programming, and dealing with negative people. In some ways these are normal challenges that occur during the adoption of complex school system designs (see Anderson-Butcher et al., 2010; Mendenhall et al., 2012). Nonetheless, challenges arose in relation to how to best handle conflict and challenges, and a need for structures and communication channels which could serve as problem-solving mechanisms was clearly evident. The typical strategy used in these schools involved avoidance behaviors, and problem-solving mechanisms designed to address conflicts as they arise might help further the Community Schools operations.

Facilitators and Barriers Conclusions

Facilitators that fostered adoption and implementation efforts include infrastructure, key programs/partners, data, key staff, teaming structures, professional development and consultation, attributes of people, flexibility, and the overall Utah policy context. Several factors served as both facilitators and barriers, depending on whether they were in place or not. These factors include buy-in among key stakeholders, pacing (or lack thereof) and fast growth, leadership, need, and funding. Several barriers and/or challenges impeded efforts. These included issues such as the lack of awareness and support, different expectations, turnover, turf, challenges with roles/responsibilities, not enough time, burnout, and ongoing conflicts. Details related to these various factors and influences can inform future implementation processes in CSD, as well as inform scale-up and replication efforts in Utah and beyond.

CONCLUSIONS AND RECOMMENDATIONS

IN THIS SECTION

SECTION HIGHLIGHTS

- School- and program-level outcomes are indicative of preliminary successes in the Canyon School District Community Schools efforts.
- Several system-level innovations have resulted that set the stage for sustainability and ongoing progress.
- Although there has been significant progress, students are still falling behind and more focused work is needed.
- Findings from the Canyon School District Community Schools efforts can inform scale-up and replication efforts in Utah and beyond. Recommendations are made to inform this work.

Conclusions and Recommendations

Taken together, CSD's adoption of the Community Schools framework in its four Title 1 schools moved swiftly from 2012-2014. As the schools moved through the CCMSI milestones, new and expanded partnerships and programs were implemented to support student learning and development.

Summary of Evaluation Findings

Participation numbers alone serve as important progress indicators. For instance:

- 260 youth were served in afterschool tutoring each year;
- Over 150 youth each year were being served in prekindergarten classrooms;
- 818 youth were involved, on average, in the afterschool program each year (with many youth on the waiting list);
- Over 300 students received CARE Team supports each year; and
- 175 youth were seen by a VBH therapist through school-based services.

Parents/caregivers also were involved in new opportunities (such as GED programs, Parents as Teachers, English-Language-Learners classes, and computer classes). Additionally, more parents/caregivers were volunteering at the schools in 2014. In fact, 730 parents/caregivers contributed 1,353 hours of volunteer time in the 2013-14 school year alone.

System-level innovations also showcased how the school and the community have re-envisioned the ways in which they collectively support the academic achievement and healthy development of youth. School improvement plans now take into consideration the whole child and are informed by data from multiple sources. More specifically, academic data on achievement and growth are critically examined, along with stakeholder data examining perceptions of school climate, learning supports, and non-academic barriers. Due to the comprehensiveness of the planning process, other stakeholders and partners (such as VBH with SBMH and the BGCSV with afterschool) are involved in addressing top priority needs and gaps in partnership with the schools. Strategies focus on what occurs during the school day, as well as what happens in the out-of-school time.

Professional development opportunities were expanded and, in turn, are fostering a common vision across the school community. The resultant MTSS system, and its classroom and school-wide behavioral management system, has promoted common expectations and incentives for behavior across the community school. New ways of "doing business" have developed. For instance, mental health services and afterschool programs are now

co-located at the schools. Out-of-school-time interventions and activities are connected back to classrooms, as teachers are engaged in providing curriculum and/or insights into student needs. New systems have been put in place to assist with the early identification of needs. For instance, CARE Teams in each of the four schools provide wrap around supports and case coordination, ensuring the right services and supports are in place for each student and/or family. In turn, barriers to learning are increasingly reduced. New policies to guide the CSD School Board, as well as procedures related to identifying early signs for need for intervention, also have been established. Last, new and expanded roles among professionals (and parents/caregivers) working in/with the schools have developed. School psychologists, school-based therapists, afterschool program providers, and principals have modified and expanded their roles to support the Community Schools operation. Parents/caregivers are now more active volunteers in the schools. Additionally, new staff have been added (such as PLAYWorks staff, University of Utah student interns, etc.) to provide additional supports across the five pathways.

As a result of these various efforts, findings from the evaluation showcased school- and program-level outcomes. In particular, academic achievement and growth data improved in three of the four buildings (yet performance was still below benchmarks and state averages). Behavioral data also showed improvements, as both absenteeism and ODRs decreased over the course of implementation. Additionally, marked improvements were noted in teacher/staff perceptions, especially in relation to increased supports available for their students, reduced stressors among students and themselves, and an improved learning support system overall. Parent/caregiver perceptions of school and community supports also improved.

Findings examining program-level outcomes showcased the ways in which CSD Community Schools impacted specific targeted groups of youth and their families. Data showed that youth served through SBMH reduced in their symptomology, as well as received more consistent, coordinated services. Hundreds of students were served in the afterschool and tutoring programs, as well as the preschool. The long wait list was indicative of the value of these programs, and in CBM data showed the promise of these interventions. Additionally, parents/caregivers became more involved in the schools at unprecedented rates.

PLAYWorks data showed the value of their play-based recess and school-wide activities for supporting teachers and promoting student behavior. BGCSV teacher survey data similarly demonstrated the benefits which teachers ascribed to afterschool programming. BRIGANCE Scores from the Parents as Teachers programs demonstrated the value of this early intervention program available in addition to the growing preschool services. Multiple facilitators, including infrastructure, teaming structures, key program/partners and their willingness/buy-in, data, key staff and leaders, attributes of people, flexibility, and the overall Utah policy context, have facilitated these initial successes.

Despite these successes, academic data across the four schools still demonstrate that more work is to be done in the CSD Community Schools. The four schools are still underperforming, and students are still falling behind. Multiple barriers to learning, such as English Language Learners barriers, internalizing symptomologies among students, unmet basic needs among students and families, poverty and its correlates, perceptions of bullying,

and families, and teacher/staff stress and burnout, still are impeding progress. These barriers were especially evident at Midvale Elementary, where the complex needs of students (and their families) are still not nullified. Progress in the Community Schools is limited by various barriers, such as lack of buy-in, leadership, and funding, lack of awareness and time, different expectations among stakeholders and related conflict challenges, turf and related issues with roles/responsibilities, teacher/staff burnout, lack of time, and challenges stemming from the fast growth and quick implementation timeline and the vast needs among the student population.

Limitations

Evaluation findings should be considered in light of the limitations to the evaluation design. Foremost, this study was a mixed-method case study examining the adoption and implementation of the CCMSI in the four schools in CSD. The intervention (i.e., the adoption and implementation of the Community Schools framework) took place in real-time and -place, as opposed to within a controlled study environment. Although this promoted ecological validity, limitations in the design limited generalizability. There was no control group, thus there is still uncertainty in relation to causal effect. Likewise, many different innovations were underway in CSD and the schools during the two year implementation period. As such, it is difficult to determine what specific activities and strategies made the most difference in promoting school- and program-level outcomes. The analysis of qualitative data, however, strived to provide a comprehensive examination of what transpired throughout the adoption and implementation process. These process-related insights call attention to the key facilitators and components that seemed to drive change.

The study also relied on the analysis of secondary data which were collected by the schools and other agencies involved in the Community Schools operation. Selection effects exist, especially in the examination of program-level data. Additionally, survey data were collected via a convenience sample, although nearly 100% of teachers/staff and students completed surveys (selection effects were indeed in place with the parents/caregivers who participated). Data also were collected in the aggregate, and therefore the degree to which individual changes occurred (as opposed to the group averages) is unknown. There is only evidence that the perceptions (among parents/caregivers and especially teachers/staff) were more favorable in 2014 than in 2012.

For the overall study, data were examined across the four schools, as opposed to looking internally at each of the four buildings' implementation efforts. There was variability in how each school designed and implemented the Community Schools. Although individual school-level data were shared in professional development and capacity-building efforts, they were not the focus of the study here. Facilitators and barriers/challenges derived here, however, were informed by differences across the schools.

Other limitations exist (such as missing data, examination of only certain types of data, limitations in types of stakeholders providing input, etc.). In the end, the challenges of applied research in complex schools and districts are evident in this report and point to the need for a cautious interpretation of its findings. That being said, it is important to remember that moving school-level academic indicators takes time: up to five to ten years in some cases (Fullan, 2001). The initial improvements documented here suggest that the schools were moving in the right direction.

Recommendations for Next Steps at the Community Schools

Although limitations exist, evaluation findings are informative for guiding next steps in the CSD Community Schools, as well as for USOE in relation to scale-up and replication. A few recommendations may be made related to the Community Schools implementation process.

1) The schools are still underperforming, and many students are still falling behind academically. Additionally, there are still significant levels of needs (such as internalizing and externalizing symptomologies) among students. The high prevalence of both these academic and non-academic needs calls for strengthened universal strategies across the schools and in classrooms. Key school-wide improvement areas are suggested here.

• One priority would involve strengthening academic instruction in classrooms and further ensuring instruction is aligned to the curriculum and standards. This also involves providing differentiated instruction based on individualized need and providing aligned remediation and interventions to close achievement gaps among specific groups of students (i.e., English-Language-Learners). Coaching and other capacity-building efforts to support teachers in their classrooms should continue across the four schools.

• Strategies also should be put in place to foster student engagement and quality of life in classrooms and beyond. Student and teacher/staff data point to a high level of internalizing among students (i.e., sadness, worrying, trouble sleeping, etc.). Given the large number of students experiencing these issues, universal strategies implemented by teachers in classrooms are needed. The focus should be on promoting caring relationships, providing warm-engaging environments, fostering quality of life, teaching skills for dealing with stressors, and providing fun and enjoyable learning experiences. Continued professional development for teachers/staff is needed to enhance their skills in this area (for instance, trauma-informed care approaches, understanding poverty, etc.).

• The overall climate and culture in the school should be explored more fully, as many youth report still they are experiencing bullying and challenges at the school. Teachers are also reporting high levels of stress. School-wide MTSS strategies are in place (especially in relation to school-wide norms for behaviors, incentive systems, and recess interventions); however, they may need to be further refined and sharpened. Evidence-based bullying prevention and/or social skills programs additionally might be helpful in teaching students key skills in relation to dealing with peer- and other challenges.

2) Significant non-academic barriers still exist among targeted groups of students at the schools, which in turn call for the need for additional and/or strengthened interventions and systems of supports. Some key recommendations are provided.

• One key recommendation involves improving the learning support system, starting with the systematic identification of early learning, behavioral, and/or non-academic barrier-related needs. A common referral system that has a "single point of contact" for where teachers/staff refer for student intervention is essential. The triage of cases by the "point of contact" (perhaps the school psychologist) can help maximize the efficiency of the system overall and also ensure the least restrictive level of intervention is provided. This includes integrating both the special education referral pipeline with the CARE Team referral system (so that academic, behavioral, social, physical, and emotional challenges can be assessed

simultaneously and comprehensively). Additionally, the CARE Teams, in turn, can be improved upon and be certain to case only the students (and families) with the most pressing, compacted issues. Currently, the number of cases seen in the CARE Teams is high. It seems difficult to meet the needs of these multiple families through this system.

• Additionally, connections with health and social service agencies in the community (particularly jobs and family services) could be strengthened and expanded upon, especially given these public services may be very helpful for families dealing with poverty and its correlates. Services (such as cash assistance, food and housing supports, employment and education training, and parenting and family support) would be valuable school-linked services within the Community Schools. Other resources that build protective factors and reduce risk may be needed to provide additional targeted interventions for students and families with barriers (i.e., families who are homeless, students dealing with trauma, etc.).

• It will be increasingly important to ensure the "right" students (i.e., those struggling academically) are involved in tutoring and afterschool programming academic supports, and to make sure the academic interventions are evidence-based, individualized, and aligned with content being covered in the classrooms. In other words, there is a need for more systematic supports for all students universally, but then more intensive ones for students falling seriously behind. Additionally, there may be a need to provide more student intervention time during the school day (and/or summer) given the large number of students who are not on grade level in math and literacy. CSD and the schools should begin exploring these issues. Likewise, classroom teachers may need to sharpen their skills in providing differentiated instruction related to the core. Additional skills related to providing pre- and/or re-instruction and scaffolding techniques may be needed, as interventions during the out-of-school-time or in "pull-out" settings alone will not address the significant learning needs of the students in these schools.

• Among the four Community Schools, Midvale Elementary serves the most challenging student population. The students at this school are significantly behind in their achievement, as well as seem to have significant non-academic barriers. Data across the board (i.e., academic and stakeholder data) continue to showcase the needs of this building. District and community efforts should prioritize strengthened improvement efforts at Midvale Elementary, which may involve the investment of additional resources, supports, and leadership.

3) Some broad recommendations also can be made to help foster the overall infrastructure and capacity across the Community Schools. Specific strategies are suggested.

• Efforts should be expanded to further foster buy-in and support across the school community in support of the Community Schools framework. This may be done by continuing to strengthen the school improvement planning process at the buildings, sharpening the focus of the plans on top priorities and needs (both academic and non-academic ones), and ensuring all the stakeholders are "bought into" the Community Schools framework (i.e., the CCMSI logic model with five pathways can help with creating vision). To help with fostering buy-in, the school improvement teams can be strengthened to ensure implementation fidelity and vision, and programs/interventions that aren't aligned to the priorities may be re-designed and/or discontinued (so they don't create "noise"). A strong school improvement team, with an effective principal, can lead these efforts.

• The data system could be strengthened across the Community Schools will help provide data on progress and outcomes. Data collected across the system can help drill down strategies at the student-, classroom-, program-, school-wide, and community- levels. Fostering the collection, analysis, and reporting of data in "real-time" will allow for progress monitoring at all levels of the system, and in turn interventions/programs can be put in place and/or modified to foster improvements. Improvements, as well, can be made in the ongoing data system that tracks process and outcomes in the Community Schools programs are needed (i.e., within the afterschool program and the SBMH program, etc.). Data are missing in many cases, and/or program evaluations are relying on satisfaction-related input (as opposed to assessments that look at changes in outcomes). Additionally, the CAYCI-SES data seem to have really fostered buy-in and sharpened the focus. These type of data should be collected annually in alignment with the school improvement planning process.

• It might be helpful to fully examine the staffing patterns and roles at the Community Schools. Currently, there is a large amount of turnover in staff at the school (i.e., school administrators, teachers/staff, afterschool program staff, etc.). Turnover in staff is contributing further to challenges across the system (i.e., creating vision and awareness, providing leadership, fostering buy-in, adding to teacher stress, etc.). Stabilizing the workforce (through incentive structures, pay, quality climate, etc.) and fostering district-level commitments to these Title I schools will help facilitate continuity and focus.

• Additionally, it will be important to further examine the various roles and responsibilities of the various individuals working in the Community Schools. For instance, there are new staff added to the buildings (i.e., additional Assistant Principals, afterschool program coordinators, the Community Schools coordinator, University of Utah school social work interns, VBH therapists, PLAYWorks staff, etc.). Additionally, the roles of some individuals in the schools have been modified (i.e., school administrators, school psychologists, etc.). Clarifying the roles and responsibilities of the various people involved in the Community Schools operation is needed. The presence of a full-time Community Schools coordinator also seems to be a key piece within the infrastructure, as this person oversees the day-to-day activities of the Community Schools (and allows the Principals to focus on instructional leadership).

• Priorities also should focus on sustainability. Some of the grants currently supporting the work (i.e., 21st CCLC dollars) will end in a few years, and new resources for continuing priority programs and interventions will be needed. For instance, perhaps Title XX dollars might be accessed to support the afterschool program. Private insurance might also be billed for SBMH services. Essentially, dollars that are being used to support key components of the model will need to be protected, and ones that are not being used for top priority needs will need to be redeployed so that the work is further aligned to outcomes. Additionally, sustainability efforts should focus on the redesign and redeployment of resources (both fiscal and human), so that the Community Schools are less reliant on external funds but can be maintained as "new ways of doing business" are created. Last, relationships with current and future partners, such as the United Way of Salt Lake and the private sector, to support the maximization of Community Schools, need to continue.

• Professional development, coaching, and consultation across the system should be expanded and deepened. Teachers/staff may need additional learning opportunities focused on building their competencies in providing differentiated instruction, working with students from diverse backgrounds, managing behavior, and fostering a caring classroom climate. Principals and other leaders in the school are learning new skills as they adopt a collaborative leadership style that oversees the school day and the out-of-school time. These are new skills that many are not prepared with, and ongoing coaching and support may help

with foster their confidence and impact. Additional capacity building efforts for leaders involved in various ways (i.e., Afterschool program staff, therapists, and district administrators supporting the work) may also be needed, as these individuals may not fully understand or know how to work within a Community School. The CCMSI Implementation Guide, milestones, and related materials may be helpful in building awareness, knowledge, and skills. Additionally, coaching and consultation may be helpful as individuals adopt new responsibilities and tweak their roles.

Recommendations for State-Wide Efforts

Taken together, lessons learned from the case study should inform the broader state-wide agenda related to the adoption and implementation of expanded school improvement processes (i.e., ones that take into account academic and non-academic priorities) and related Community Schools efforts. In fact, several key innovations have already resulted outside of CSD that are other indicators of success. A few include:

• Leaders across multiple agencies at the state level worked together to create a line-item in the state budget to fund SBMH services.

• VBH is using the work to guide the expansion of school-based services in Salt Lake County. They now have more school-based than outpatient providers and are providing services in over 30 schools across the county (up from 12 two years ago).

• Internal leaders within USOE (across multiple departments such as Special Education, At-Risk Students, School Counseling, Curriculum/ Instruction, etc.,) meet regularly to talk about integrating efforts and funding streams to support broader, more systematic efforts across the state. Additionally, new and expanded relationships among leaders across state departments (such as mental health/substance abuse and education) have evolved, thus promoting the integration of efforts for youth and families involved in multiple systems.

• The state-wide School Counselor Annual Conference was organized around the five CCMSI pathways, with the intention of fostering participant knowledge and skills for promoting student learning and development through expanded efforts (such as through school climate/youth development opportunities, through school-linked and –based health and social services, or via expanded learning and engagement opportunities for parents/caregivers).

• Training and professional development opportunities (such as at the state-wide Troubled Youth Conference, the Trauma Informed Schools Conference) have also focused on sharing lessons learned from CSD Community Schools, thus building the capacity of others state-wide so that they may replicate this work.

• National presentations have dissimenated findings and lessons learned to national outlets, such as the National Title I Conference in Salt Lake City, Utah; the National Community Schools Conference in Cincinnati Ohio; the National School Mental Health Conference in Pittsburgh, PA; and the National Society of Social Work Research Conference in New Orleans, Louisiana.

• The CSD Community Schools, and the USOE capacity-building supports, have been honored nationally. First, a case study of the work is provided in an upcoming book titled "*Community Schools* (Bronstein, 2015). Second, CSD Community Schools was awarded the National Family and Youth Partnership Award by the National Center on School Mental Health.

In other words, USOE is already using the lessons learned from CSD Community Schools to inform state-wide scale-up and replication, and external partners are looking at the work as a model to learn from and replicate. Some additional recommendations for the state can be made, in addition, based on these evaluation findings and the progress thus far. Some include:

1) Efforts within USOE to support expanded school improvement should be expanded upon, especially ones focused on assisting schools that are underperforming and/or serving students with multiple barriers to learning. This might involve several next steps, some of which are bulleted here.

• The policy context at the state that sets the stage for how schools conduct the improvement planning should be modified to look at multiple pathways towards getting to outcomes. In addition to academic learning strategies, priorities related to school climate/youth development, parent/family engagement and support, health and social services, and community partnerships should be included. The CCMSI milestones or steps towards implementation can help inform this expanded approach.

• School accountability and data systems should be improved to allow for the collection of "real-time" data that assess student achievement and growth, as well as examine school climate/youth development factors and non-academic barriers to learning. In the case of CSD Community Schools, the collection of stakeholder perceptual data using the CAYCI SES was helpful in fostering buy-in, sharpening focus, and deepening the understanding of school community needs. Investments state-wide in supporting schools with these expanded data systems will be helpful in promoting a broader improvement agenda.

• Current policy language related to the design and role of school improvement teams (i.e., for general schools, as well as specific to Title I and focus schools) already includes language about engaging families and community partners. CSD Community Schools is a model of how these partners (informal, public, and private) can be strategically leveraged to support student learning and development. USOE could improve efforts to support schools and their partners in further actualizing the involvement of these various stakeholders. Examples in the Community Schools could be used to showcase how partners can engage on school improvement teams, as well as support school improvement.

• In CSD, challenges have been centered on fostering buy-in and understanding related to the value of promoting school climate/youth development and addressing non-academic barriers in schools. USOE should work to further set the policy context in Utah, thus ensuring that these efforts (including that of MTSS, RTI, PBIS, school-linked and –based services, etc.) are essential to student learning and connected to the "real work" of schools. Raising the expectation that all schools (especially those serving students of color and/or living in poverty) implement school improvement strategies focused on academic achievement and healthy development will become increasingly important. USOE's role in supporting LEAs in the adoption and implementation of innovative designs will need to expand in order to broaden the capacities of schools to address multiple needs in partnership with families and communities.

2) USOE can foster the adoption of school-family-community partnership models in other systems across the state. CSD Community School efforts demonstrate how co-locating and -linking programs, interventions, and services to schools can improve access and service delivery, especially for the students and families that need supports the most. A few strategies for extending these efforts statewide are provided.

• USOE can provide guidance and support to LEAs and their partners in relation to integrating school-level service coordination teams (i.e., CARE Teams) into the learning support services continuum at schools across the state. This would allow for the comprehensive assessment of needs among students who are struggling

with academic learning and/or non-academic barriers to learning. This could be linked integrally with the procedures already in existence for special education (and also in turn could help deter over-identification).

• The state also could foster the policy context across state-level systems to encourage health and social service sector involvement in school-level service coordination teams (i.e., CARE Teams). Perhaps grants and contractual language for providers also might be improved to require or incentivize school-based and/or -linked services.

3) School communities, such as where the four CSD Community Schools are located, across the state may be highly impacted. As such, USOE (and the state and local governments) may need to consider ways to direct resources (both in-kind, fiscal, and human) to these distressed areas. The deployment of resources and supports to these areas will be necessary to address the multiple factors that may be impeding student learning. There are a few strategies to consider.

• USOE should explore cross-sector partnerships at the state level that foster system-level changes to support distressed school communities state-wide. This might involve conversations focused on topics such as school funding, policies to support partnership, encouraging local-level investments, and requirements for eligibility of services. It also might involve redesigning service delivery mechanisms in state agencies to re-deploy services to areas most highly impacted.

• USOE also should continue encouraging the delivery of school-based and/or -linked services which foster access and also save dollars (as school facilities that belong to the community are maximized during the school day and in the out-of-school time). Encouraging "new ways of doing business" can promote transitions, integrate services, and reduce duplication. For instance, the state might think about how to write contracts and RFAs that require partnership and integration. They also might assist in engaging public services essential to highly impacted families further in school-family-community partnerships (i.e., job and family services, in particular).

4) Last, the work within CSD Community Schools greatly points to the need for expanded professional development, coaching, technical assistance, and consultation efforts for schools and their community partners. State-wide efforts at building capacity should focus on:

• Helping teachers/staff master competencies in providing evidence-based instructional strategies with diverse learners, incorporating universal strategies focused on creating engaging classrooms, managing behaviors, identifying risks and learning needs, and promoting student enjoyment and healthy development. The importance of prevention/promotion and early identification/intervention efforts is critical to address the broad needs.

• Expanding and/or modifying of the roles of various student support personnel (i.e., school psychologists, instructional coaches, principals) and the provision of professional development opportunities to build new and expanded competencies. Additionally, new roles may be needed in schools, such as the addition of school social workers to connect families to community resources and full-time Community School coordinators to manage the day-to-day operations of the expanded approach.

• Building interdisciplinary competencies across stakeholders in school communities to foster collaboration, communication, and relationships, in general. This also may involve increasing knowledge among stakeholders of the various services and systems available to support students and families.

- Collecting, analyzing, organizing, and using data (as well as multiple types of data) at the individual, program, school, and community-levels. Capacities need to be enhanced in multiple ways.

- Ensuring evidence-based practices are implemented in programs and services offered across the five pathways (so that high quality is maintained, strategies are implemented with fidelity, and the likelihood of getting outcomes is maximized).

- Supporting sustainability efforts that assist school communities with funding strategies; with system "re-engineering" that includes the redesign of roles and systems without the infusion of new dollars; and with the maximization of school- and community-resources.

Conclusion

Since starting the Community Schools Initiative in 2012, the four Title I elementary schools in CSD have experienced marked improvement in several areas. Academic achievement improved in three of the four buildings. School absenteeism and ODRs have decreased. Program-level outcomes have resulted and demonstrated the value of SBMH, the tutoring and afterschool programs, and some school-wide interventions (such as PLAYWorks). These and the many other positive trends noted in this report speak to the scope and value of the work done in the Community Schools. Certainly much work remains to be done. Future work, however, will benefit from the strong foundation for student success laid by the four schools and their many partners over the past two years.

The lessons learned from the CSD case study will provide key insights into outcomes associated with the Community Schools and CCMSI agenda, as well as foster a better understanding of what types of supports, conditions, and factors need to be put in place to support other LEAs in Utah and elsewhere in their future efforts.

As USOE and its partners celebrate achievements and learn from the lessons shared in this report, they may work together towards improving schools, promoting student learning, and fostering healthy development overall. This evaluation report can help set the stage for this future work, and help with continuous improvement efforts at the local- and state-level related to future implementation efforts, long-term sustainability, and ultimately broader systems change.

REFERENCES

Anderson-Butcher, D., Amorose, A. J., Iachini, A. L., & Ball, A. (2013). *Community and Youth Collaborative Institute School Experience Family of Surveys: Elementary school student survey.* Columbus, Ohio: College of Social Work, The Ohio State University.

Anderson-Butcher, D., Lawson, H.A., Bean, J., Flaspohler, P., Boone, B., & Kwiatkowski, A. (2008). Community collaboration to improve schools: Introducing a new model from Ohio. *Children & Schools,* 30(3), 161-172.

Anderson-Butcher, D., Lawson, H.A., Iachini, A., Flaspohler, P., & Bean, J. (2010). Emergent evidence in support of a community collaboration model for school improvement. *Children & Schools,* 32(3), 160-171.

Fullan, M. (2001). *The New Meaning of Educational Change* 3rd Edition. New York: Teachers College Press.

Hattie, J. (2012). *Visible learning for teachers: Maximizing impact on learning.* New York: Taylor & Francis.

Mendenhall, A.N., Iachini, A., & Anderson-Butcher, D. (2013). Exploring facilitators and barriers to implementation of an expanded school improvement model. *Children & Schools.* 35 (4). 225-234.

THE OHIO STATE UNIVERSITY

COLLEGE OF SOCIAL WORK