

FEB.20.1997 12:42PM

DEPT OF ED/DEP SECY

NO.114

P.7/9

DRAFT

FOR RELEASE

k:\shared\nddrafts\drugstdy.df

Contact: Jim Bradshaw
(202) 401-2310

NEW STUDY FINDS DRUG PREVENTION EFFORTS INCONSISTENT

A four-year look at drug education programs found a variety of approaches utilized -- even within the same school -- and that while some methods appear to improve student behavior, the effects were small. The most effective programs were those that delivered regular, consistent, in-depth prevention messages.

The study, sponsored by the U.S. Department of Education, followed 10,000 fifth- and sixth-graders in 19 school districts for four years, tracking their drug use habits and the types of drug prevention programs to which they were exposed.

"The strongest theme that emerged throughout our examination of the drug prevention programs in the participating districts was variability ... at least as much variation in the delivery of prevention program components within districts as among them," wrote researchers E. Suyapa Silvia and Judy Thorne of Research Triangle Institute, which conducted the work for the department.

"At all grade levels, teachers varied greatly in the amount of time they devoted to prevention instruction. ... Teachers in a given school did not always use a common set of prevention curriculum materials; but even when they did, they presented or omitted different sections or activities," Silvia and Thorne said in their report, *School-Based Drug Prevention Programs: A Longitudinal Study in Selected School Districts*.

-MORE-

DRAFT

- 2 -

They noted that drug education experts believe that inconsistent or incomplete delivery of the prevention curriculum is one of the main reasons even those approaches that have proven effective under test conditions may not show positive results when implemented elsewhere.

Other findings:

-- Student results were somewhat better in districts where prevention programs had greater stability over time and in districts with more extensive program components, including support services, but effects were small.

-- Few schools employed approaches that have been found effective in previous research (such as those that teach children how to resist or deal with the powerful social influences for using drugs and those that correct misperceptions of peer drug use) -- perhaps because of their cost in terms of teacher training and staff time.

-- Attitudes among fifth- and sixth-graders toward illicit substances -- as well as their actual levels of drug use -- were highly predictive of their attitudes and drug use levels four years later.

-- Students who reported positive school experiences were significantly less likely to use drugs than their peers who had negative experiences with school.

-- Activities associated with lower drug use included sports and exercise, volunteer work, and spending more than two hours per day on homework. Spending more time on video games or watching television was associated with greater drug use.

-- Alcohol was the most widely used substance for students at any grade level, and it was also the first drug that most students tried.

-- One-third of the students surveyed had drunk alcohol (more than just a sip) before or while in grade five. Eighteen percent of eighth-graders and 24 percent of ninth-graders reported being heavy users of alcohol.

-- Given the small impact of programs reported in this study and the rise in student drug use nationally, larger social influences need to be addressed in rethinking drug prevention efforts. Wide variations in student drug use in the different communities studied suggest that research should explore alternative models that can influence social norms affecting student behavior.

-MORE-

FEB.20.1997 12:43PM

DEPT OF ED/DEP SECY

NO.114 P.9/9

DR T

-3-

U.S. Secretary of Education Richard W. Riley said, "We take these findings very seriously. Clearly the current effort is not enough. We must reach more students."

For example, he said the department has proposed special appropriations language that would require that state grant funds be used in accordance with principles of drug education effectiveness that will be published this spring in the *Federal Register* for public comment.

The principles will be intended to encourage districts and schools to design programs based on tested, research-based drug prevention instruction and to assess the effectiveness of those programs.

Copies of School-Based Drug Prevention Programs: A Longitudinal Study in Selected School Districts may be obtained from the Planning and Evaluation Service, U.S. Department of Education, 600 Independence Ave., SW, Room 4162, Washington, DC 20202-8240 or (202) 401-0590.

The report will also be available online: [INSERT INTERNET ADDRESS]. The Executive Summary is available now; the full report will be available in early March.

###

Executive Summary

The Drug-Free Schools and Communities Act

In response to the increased awareness of alcohol and other drug abuse among youth, Congress enacted the Drug-Free Schools and Communities Act (DFSCA) in 1987 to expand and strengthen drug and alcohol abuse education and prevention programs in communities throughout the nation. The Executive Branch and the Congress designed the DFSCA to encourage and support broadly based cooperation among schools, communities, parents, and governmental agencies to bring the nation significantly closer to the goal of a drug-free generation and a drug-free society. Since then, Congress reaffirmed its belief in the critical role of the nation's schools in achieving this goal through several amendments to the law in 1988, 1989, and 1990.

As safety in our schools became a more and more pressing concern — as reflected in the national education goals for the year 2000, which include a goal for safe, disciplined, and drug-free schools — Congress reauthorized the DFSCA as the Safe and Drug-Free Schools and Communities Act of 1994, Title IV of the Elementary and Secondary Education Act. It is now referred to as SDFSCA.¹

The U.S. Department of Education administers the SDFSCA and annually distributes funding to the states based primarily on the number of school-aged youth. States receive SDFSCA State Grant funds through two avenues: (1) state educational agencies (SEAs) receive approximately 80 percent of the total state allotment to support school-based programs, and (2) Governors' offices, or agencies designated by the Governors, receive 20 percent for the support of school- or community-based prevention programs for youth. SEAs are required to target 30 percent of their State Grant funds to high-need districts.

Overview of the Longitudinal Study of School-Based Prevention Programs

Background

In the fall of 1990, the U.S. Department of Education (ED) and Research Triangle Institute (RTI) began a five-year study of school and community programs to prevent alcohol and other drug use among school-aged youth. The study was designed to inform ED and other decision makers about

¹We use the designation "DFSCA" throughout this report since that was the version of the law in effect during this study.

Executive Summary

the activities and effects of these programs. The overall study had three components that, together, aimed to contribute to a greater understanding of what works in prevention and for whom. The component studies were:

- an effort to identify and describe effective community-based programs funded through the Governors' DFSCA programs²;
- the third and fourth congressionally mandated biennial surveys, covering the periods 1991-93³ and 1993-95⁴, respectively, of state-level administration of DFSCA; and
- a longitudinal study of school-based prevention programs.

This report addresses the third component study, the longitudinal study of school-based prevention programs.⁵

The purpose of the longitudinal study was to investigate the effectiveness of school-based prevention programs in school districts receiving funds through DFSCA. Because virtually all districts in the country receive at least some DFSCA funding and conduct some types of prevention activities, implementation of an experimental design to establish the effects of prevention instruction and other services on students' attitudes, beliefs, and behavior regarding alcohol and other drugs was not possible. Consequently, ED conceived a design that would compare outcomes of students in local school districts whose prevention activities were "comprehensive" with those of students in districts that were operating programs that could be defined as "minimal." We defined "comprehensive" school district prevention programs as those having:

- prevention instruction in all schools and all grades from kindergarten through twelfth grade, coordinated and articulated in some manner across the grades,
- at least three components or activities in addition to classroom instruction that were intended to help reduce risk factors for drug use,
- community involvement in the prevention program, and
- training for staff who provided prevention instruction and activities.

²*Community-Based Prevention Services for High-Risk Youth: A Study of the Governors' DFSCA Program.* RTI report to the U. S. Department of Education.

³*Characteristics of DFSCA State and Local Programs, Summary of the 1991-93 State Biennial Performance Reports.* RTI report to the U. S. Department of Education, 1996.

⁴This survey is scheduled for completion in October 1997.

⁵Two other reports have been produced for this study: *First Interim Report, Outcomes of DFSCA State and Local Programs, 1993*; and *Local Education Agency Cross-Site Analysis*.

Executive Summary

To implement this design, we undertook activities to classify district prevention programs as comprehensive or comparison and matched districts in each category according to demographic and other factors thought to be associated with attitudes, beliefs, and behaviors regarding use of alcohol and other drugs. In the selected districts, we surveyed a sample of about 10,000 students annually for four years and gathered program implementation data from the schools they attended.

What we learned in the course of this study was not exactly what we set out to learn. First, we discovered that, while we thought we had selected programs at the two ends of a fairly long continuum, we found (after gathering extensive data) that the *programs would be better described as falling along the continuum* of "comprehensiveness." In fact, the two initial groups of district programs (comprehensive and comparison) overlapped along the continuum—they were not two distinct groups at all. Although this meant that our original plans to contrast the outcomes of the two groups of programs were not very meaningful, it provided an excellent opportunity to look closely at a wide variety of school-based prevention programs and examine the relationships between many of their component parts and our primary concern: student drug use, attitudes, and beliefs.

Second, the *prevention programs varied so much within districts* that the classification of programs at the *district* level as comprehensive or comparison was not meaningful. Further, *none* of the programs approached the comprehensiveness or extensiveness of those found by other researchers, in controlled situations, to be effective in preventing alcohol and other drug use among youth. The lack of fully comprehensive programs might not be surprising, given the level of funding most of the school districts received through DFSCA and other sources during this time period: about \$10 per student per year, including state and local funds.

Finally, we also learned a great deal about:

- students' behaviors with regard to alcohol and other drugs and their beliefs and attitudes about these substances;
- risk indicators and other correlates of students' drug-use behavior;
- the districts' and schools' drug prevention programs — and students' participation in those programs; and
- the relationship of some of the program components to student drug use outcomes.

In the next few pages we highlight what we consider to be the most important findings of the study. Thereafter we return briefly to a description of the study design, followed by a more complete discussion of the study findings and our conclusions. The full report of this study contains far more

Executive Summary

details about study design and findings than we can present in this brief summary, and we encourage the reader to look there for further discussion of the findings and issues raised in this summary.

Summary of Study Findings

★ **Some drug prevention programs improved student outcomes, but effects were small**

We examined the characteristics of prevention programs in the participating districts as well as students' reported participation in prevention instruction and activities. We were not able to determine what features of classroom instruction (i.e., which curricula, which teaching methods, or how many hours) or which student support services/activities were most effective, but we did find that:

- ▶ Student outcomes were somewhat better in districts where the prevention programs had *greater stability* over time and in districts with *more extensive program components*, including student support services. ~~Though significant, the differences in terms of student outcomes were small.~~
- ▶ Students who said they had participated in either or both of the following activities had better outcomes: prevention-related classroom instruction and special schoolwide events (such as Red Ribbon week and drug-free dances and parties).

★ **Few schools employed program approaches that have been found effective in previous research**

- ▶ The consensus of the current research literature in the area of drug prevention is that certain approaches, such as those that teach children how to resist and deal with the powerful social influences for using drugs and those that correct the misperceptions of peer drug use, have the greatest potential for making a difference for students. However, these approaches are rarely implemented. A likely reason is the higher cost of these program approaches, particularly in terms of teacher training and staff time.
- ▶ While all school districts conducted informal assessments of their programs periodically, fewer than half conducted and responded to the evidence of more formal evaluations in selecting or altering their programs.

★ **Program delivery was variable and inconsistent, even within schools**

- ▶ The amount and content of prevention programming varied greatly from classroom to classroom and school to school, even within districts that were attempting to deliver consistent programs.

— Continued on next page

Summary of Study Findings (continued)

The strongest theme that emerged throughout our examination of the drug prevention programs in the participating districts was *variability*. We found at least as much variation in the delivery of prevention program components within districts as among them — at the school level, at the classroom level, and at the student level. Rather than planned variation between districts we had identified initially as comprehensive and their comparison districts, what we found was primarily the result of inconsistent implementation. Teachers and counselors simply did not have enough time, support, training, or motivation to provide all the instruction or other services and activities that they had planned to provide. Clearly, this variability had an impact on our ability to describe program delivery, let alone to assess program effectiveness. The extent of variability in program delivery is an important finding in its own right.

★ **Programs employed multiple components**

- Most of the schools in the study provided both classroom instruction and student support services as part of their drug prevention efforts.

While much of the literature on research and practice in drug prevention conceives of and describes school-based programs as consisting primarily or solely of classroom-based instruction, we found that all of the study's districts *combined such instruction with nonclassroom-based activities and support services*. In fact, at least one district prevention program coordinator considered the nonclassroom-based activities to be far more important than classroom instruction. We refer here to activities such as student assistance programs, student support groups, individual counseling, group counseling, mentoring projects, conflict mediation, assemblies, and drug-free dances and school events, all of which are intended to prevent drug use.

★ **Student behaviors, beliefs, and attitudes about drugs mirrored national trends**

Our data base of self-report surveys from a longitudinal sample of approximately 10,000 students gave us an opportunity to examine changes in student drug use over time and the relationship between student drug use and a number of important factors. Although the student responses derive from a non representative sample of 19 districts, the magnitude and change in drug use are remarkably consistent with national trends. Among the noteworthy findings are those presented below. Like the other findings summarized in this section, these are discussed in somewhat greater detail later in this executive summary and in the full report.

— Continued on next page

Executive Summary**Summary of Study Findings (continued)**

- ▶ ***Alcohol was the most widely used substance for students at any grade level, and it was also the first drug that most students tried.*** One-third of the students surveyed had tried alcohol (more than just a sip) prior to or while in grade 5. Eighteen percent of eighth graders and 24 percent of ninth graders reported being heavy users of alcohol.
- ▶ ***Students believed that their peers approved of drugs more than they themselves did*** (and more than the peers reported) and also held inflated beliefs about the amount of drugs their peers used.
- ▶ ***The use of drugs was related to violent behavior in schools.*** A much larger percentage of current users of alcohol and/or other drugs (32 percent of them) reported being involved in school fights as the aggressors than did current nonusers (14 percent of those students) or students who had never tried drugs (6 percent).
- ▶ Higher levels of reported gang activity and violence at school were significantly associated with greater drug use and more tolerant views toward drugs.
- ▶ Students who said they had ***positive school experiences*** (enjoyed school, tried to produce their best work, found classes interesting) were significantly less likely to use drugs than their peers who had negative experiences with school (hated school, found the work too difficult, frequently failed to complete assignments, misbehaved).
- ▶ Activities associated with lower drug use included ***sports and exercise, volunteer work, and spending more than two hours per day on homework***; spending more time on video games or watching television was associated with greater drug use.
- ▶ Students do most of their drinking of alcohol at friends' houses and at parties. While administrators in most of the schools we visited told us that there was little or no drug use on their school property, students reports indicate some use there. Eleven percent of eighth and ninth graders reported drinking at school events (after school hours) during the past year and 11 percent reported drinking at school during the school day.

**Larger social influences should be considered in any future research**

- ▶ Given the small impact of programs reported in this study, larger social influences need to be addressed in rethinking drug prevention efforts.

Wide variations in student drug use in the different communities studied suggest that research should explore alternative models that can influence social norms affecting student behavior. While the school has an important role, interventions that go beyond school-based programs may be needed in many communities. This may require the integration of school-based approaches in broader community partnerships to curtail drugs. We currently lack research on how to do this effectively and what the outcomes might be.

*Executive Summary***Brief Overview of Study Procedures**

As we noted above, we classified district prevention programs as either comprehensive or comparison, starting with a data base of about 1,800 school districts. We matched districts in each category on demographic characteristics, and then selected pairs of districts for participation in the study on the theory that comparing students in districts with widely differing levels of prevention activity provided the best available opportunity to detect the effects of prevention activities on participating youth.

Over a four-year period, in school years 1991-92, 1992-93, 1993-94, and 1994-95, we surveyed about 10,000 students annually and gathered program implementation data in nine pairs⁶ of school districts across the country. As noted above, each pair comprised districts with similar demographic characteristics (district enrollment, student racial/ethnic composition, poverty level, and population density) but with very different prevention programs. One of the districts in the pair operated a prevention program that provided activities to all students K-12⁷ and had characteristics that, based on the prior research in the field, led us to expect that they would have the best chance of proving successful at reducing and/or delaying drug use among students in those districts. The second district in each pair had a more limited number of prevention program components (for example, only classroom instruction or only special events) and did not deliver those components to all students K-12. In this report we refer to these district prevention programs as "comprehensive programs" and "minimal" or "comparison programs," respectively.

In each participating school district, we made annual visits over a four-year period to obtain detailed information on the implementation of prevention program components. During the visits, we conducted interviews with district prevention program coordinators, school staff (e.g., principals, teachers, counselors), parents, advisory council members, students, and others involved with the prevention programs. Site visitors also reviewed program materials and observed prevention activities such as classroom instruction, student support groups, assemblies, and special events.

We compiled the implementation and program delivery data into a case study file for each district, organized to facilitate data reduction and summary. Major sections of this data file included (1) district and community demographic context; (2) program components, activities, and initiatives, at

⁶The final group of participating districts included 19 districts — one "pair" included one comprehensive district and two matching comparison districts.

⁷It should be noted that not all students in the study had received prevention education in each of their years in school. That is, in several districts, K-12 programs began in 1989 or 1990, after the study participants were in second or third grade.

Executive Summary

both district and school levels; (3) changes in district program goals and objectives; and (4) funding and evaluation. We have used these data to compare and contrast programs, summarize approaches to drug prevention, and illustrate key points regarding program delivery, quality of services, and other relevant topics.

Each spring, we conducted student surveys with approximately 10,000 students across the 19 districts. We guaranteed the students that their responses were confidential, that no one other than a small number of study staff at RTI's main offices would see the individual responses and that we would report responses only in the aggregate. We discussed our safeguard procedures with the students at each survey administration and carefully protected their privacy. We selected students as fifth and sixth graders in 1991-92, then followed them longitudinally until they reached the eighth and ninth grades. Each year we gathered data on students' self-reported use of alcohol and other drugs, as well as related measures including attitudes and beliefs towards drugs, self-esteem, and peer pressure.

The student-level data base included demographic data (e.g., current grade, current school, gender, race/ethnicity, date of birth) as well as annual responses to questions on drug use, attitudes, beliefs, and feelings towards drugs. In addition, during the final two years of the study, the survey asked students about their participation in particular prevention program components and activities offered in their district or school. The structure of the data bases permitted linking student data to school and district data as well as linking individual students' data from one year to the next to observe trends in behaviors and attitudes.

Discussion of Study Findings

Variations and Inconsistencies in Program Delivery

As mentioned above, the strongest theme that emerged from our examination of drug prevention programs in the districts and schools was tremendous variability. This variability showed up in the amount of classroom instruction related to prevention, the specific content of classroom instruction, the methods used for presentation of materials, the availability of support services for students, and the frequency and type of special prevention-related events.

At all grade levels, teachers varied greatly in the amount of time they devoted to prevention instruction. Even where district administrators mandated or strongly recommended a specific number of hours for prevention instruction per grade per year, teachers devoted inconsistent amounts of time to this subject matter. For example, health teachers for students at the same grade level in one school cited instructional time per class per year that ranged from 12 to 26 hours. Teachers in a given school

Executive Summary

did not always use a common set of prevention curriculum materials; but even when they did, they presented or omitted different sections or activities.

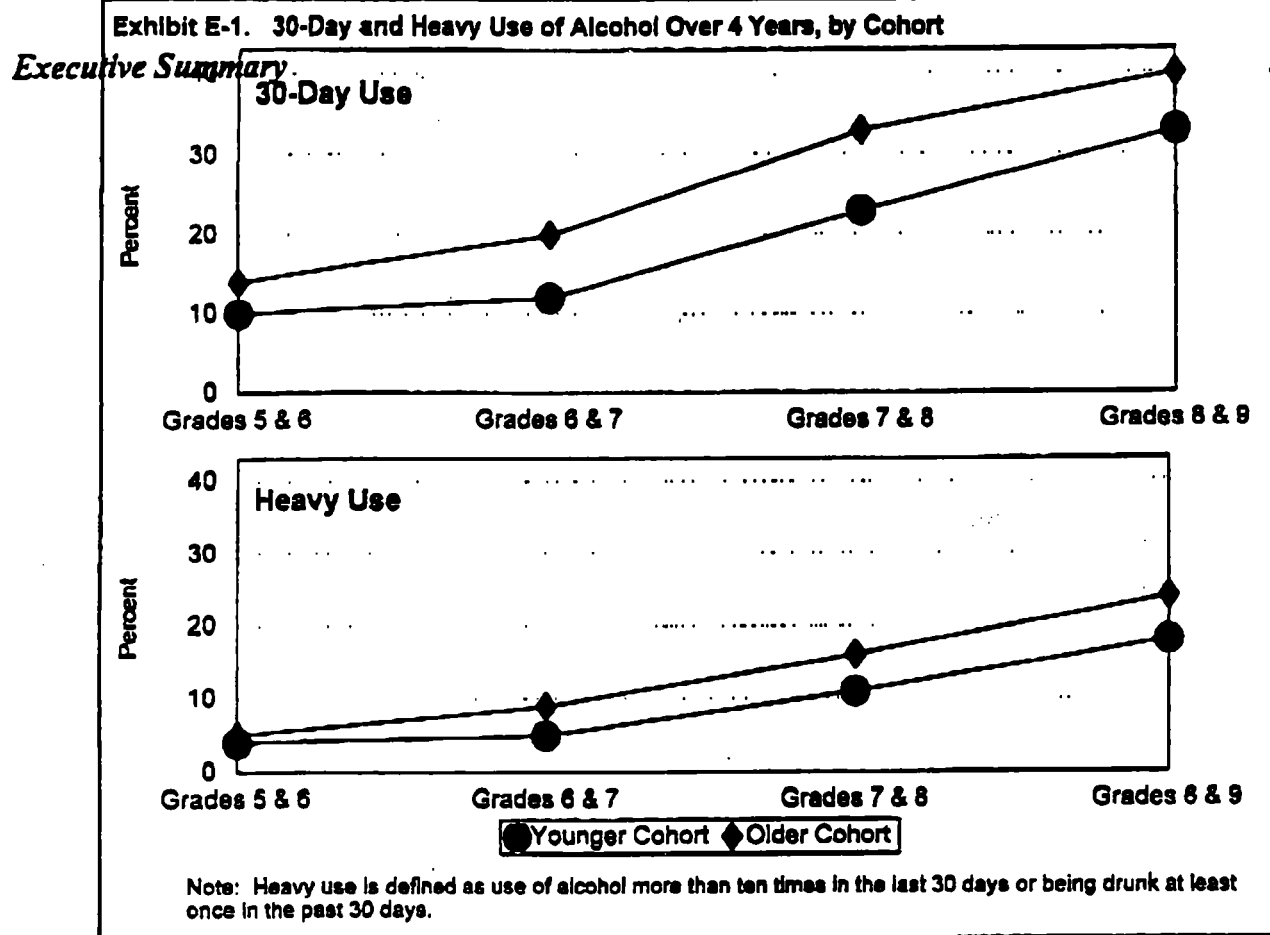
Some specific schools provided exceptions to the rule of variability, and teachers in those schools followed nearly identical lesson plans and apparently devoted very similar amounts of class time to drug prevention. In each of these schools, an identified leader (the equivalent of a building-level prevention program coordinator) provided training, encouragement, and feedback to the teachers.

Inconsistent delivery of prevention information may be due in large part to the heavy reliance on classroom teachers in subjects other than health to implement these activities. Many teachers told us they had not received sufficient training; others were not comfortable with some of the subject matter or with the interactive teaching methods recommended in the curriculum guides. Still others saw drug prevention as "just one more thing to add to an already full school day." This was especially true at the high school level, where several prevention program staff from various districts doubted that teachers were regularly integrating prevention instruction into academic courses even though the teachers had agreed to do so. For their part, teachers reported that they received differing and conflicting messages about the priority of prevention instruction and so used considerable discretion in how much and when to teach classroom components of the program.

Although many schools intended to provide nonclassroom-based prevention activities designed for high-risk students (activities that we have called student support services in this study), the availability of this kind of support was often very limited. In most schools, these services rely primarily on counselors and some teachers; most elementary schools did not have full-time counselors and some had no counselors at all. At the junior and senior high school levels, several counselors reported that, with student-to-counselor ratios approaching 500 to 1, they had time for crisis management only. Elementary, middle, and high schools in one of our districts, however, did provide ongoing support groups for high-risk students. The groups were led by teachers who were not only trained by the district prevention program coordinator, but also received stipends in addition to their regular salaries and/or were released from responsibility for part of their regular class load.

We note that current experts in the field of drug prevention say that inconsistent or incomplete delivery of the prevention curriculum is one of the main reasons why even those approaches that have proven effective under test conditions may not show positive results when implemented elsewhere.⁸

⁸Rohrbach, L.A., D'Onofrio, C.N., Backer, T.E., & Montgomery, S.B. (1996). Diffusion of school-based substance abuse prevention programs. *American Behavioral Scientist*, 39 (7), 919-934.



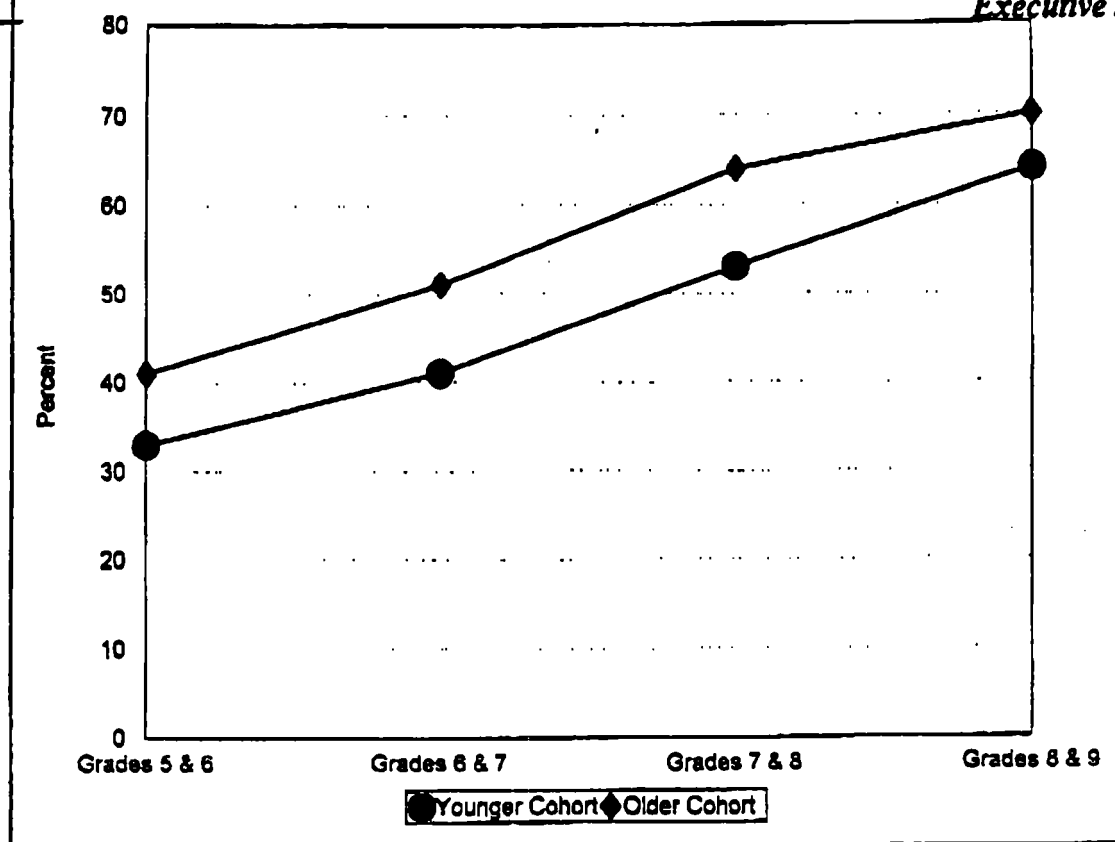
Student Behaviors, Beliefs, and Attitudes About Drugs

During each of the four years of the study (spring of 1992-1995), we asked the students a set of questions about their use of alcohol, cigarettes, marijuana, inhalants, smokeless tobacco, and cocaine. In addition, we asked them about attitudes toward drug use, perceptions of their peers' drug use and attitudes, and their ability to refuse drugs offered to them.

Alcohol. Consistent with other studies, we found that alcohol was the most commonly used drug among students. As one student admitted in an unsolicited comment he made on his survey, "I know alcohol is bad, but it tastes good. I like it." *Exhibit E-1* shows results for 30-day use (any use in the 30 days prior to the survey) and "heavy use" (drinking more than ten times or drunk at least once

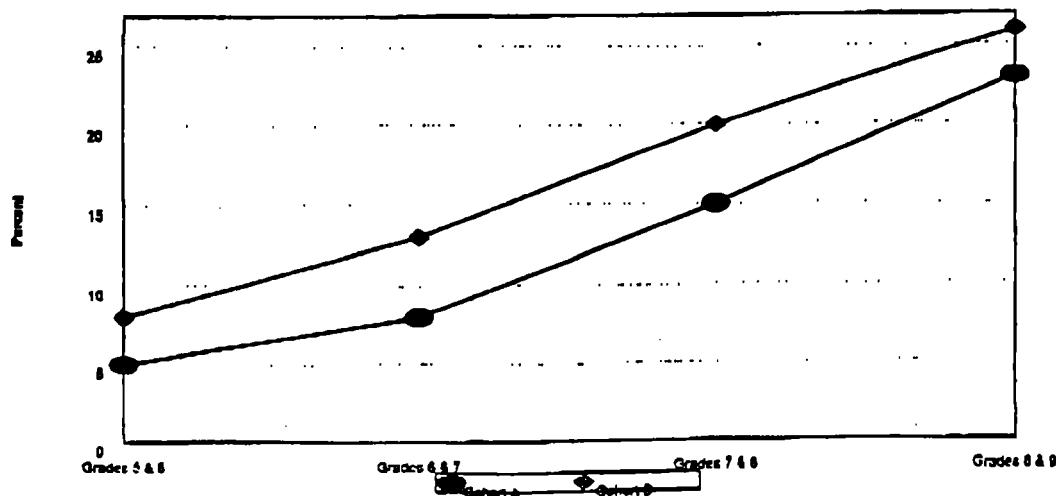
in the past 30 days). Both of these measures showed steady increases over the four years, for each of the cohorts.⁹ As eighth and ninth graders, 37 percent of the students had tried alcohol in the 30 days prior to the survey and 21 percent reported heavy use. We note also that many students began drinking alcohol at a young age. As shown in *Exhibit E-2*, 33 percent of the younger cohort students (fifth

⁹We differentiate the students in the study into two cohorts — those who began as fifth graders constitute the younger cohort, while those who began as sixth graders are members of the older cohort.

Exhibit E-2. Lifetime Alcohol Use Over 4 Years, by Cohort*Executive Summary*

graders) and 41 percent of the older students (sixth graders) had already tried alcohol in year 1. By the end of four years, this figure had nearly doubled for the younger group to 64 percent and had risen to 70 percent for the older group.

Cigarettes. Cigarette smoking also held a powerful attraction for study participants, as one student's comment indicated, "I do smoke cigarettes and I know it's stupid. I am addicted to it and I can't quit." Whereas only five percent of fifth graders and eight percent of sixth graders were current cigarette smokers (i.e., had smoked cigarettes in the past 30 days) in year 1, 23 percent of the younger students and 26 percent of the older students were current users as eighth and ninth graders (*Exhibit E-3*).

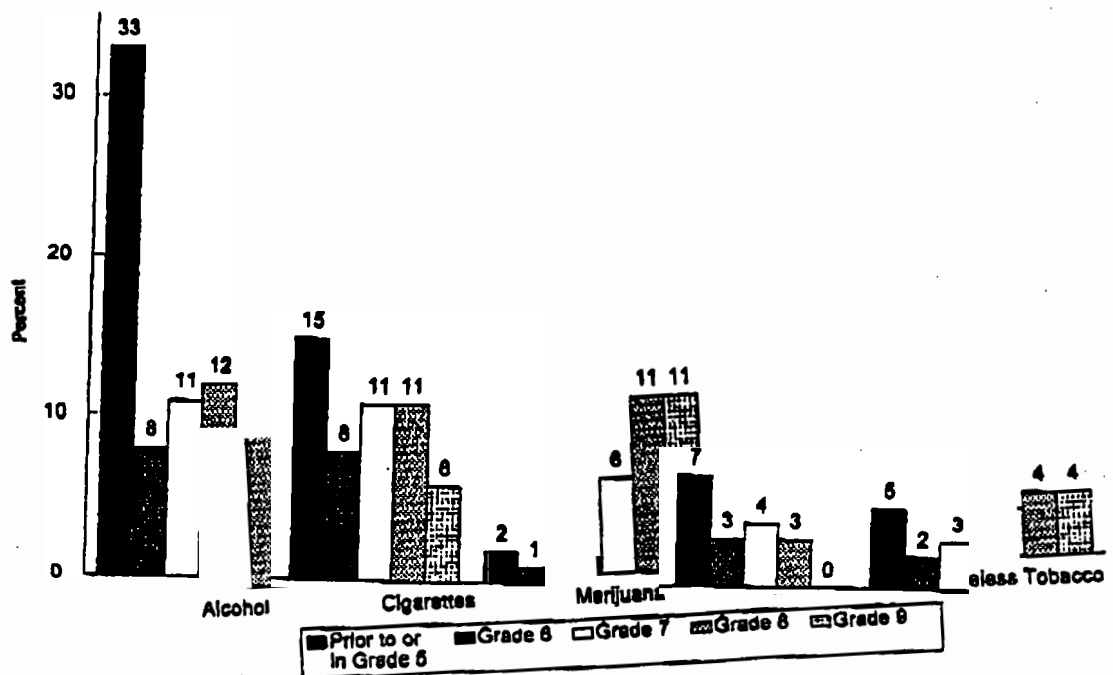


Executive Summary

Marijuana. Across the nation, the use and popularity of marijuana began an upwards shift noted in 1991 by several national studies, and this was echoed in the results we observed for students in this study. Whereas relatively few students were smoking marijuana in year 1, 18 percent of students were current users as eighth and ninth graders in year 4 (i.e., had used marijuana in the previous month) and five percent had used marijuana at least ten times during that period ("heavy use").

Inhalants. A second drug that came to the forefront at the national and local levels during the course of this study is inhalants. During site visits made by RTI in 1993 and 1994 (years 2 and 3) to participating districts, school staff reported greater awareness of the use of this drug among middle and high school students, and both national and local newspaper articles warned of the unsuspected harmful nature of inhalants. Nine percent of all study participants had tried these as fifth and sixth graders, and 17 percent had done so by the time they reached the eighth and ninth grades (1995). The heightened use of inhalants was not uniformly experienced at all 19 districts but was more pronounced for some districts than for others.

First use of alcohol and other drugs. Alcohol was not only the most widely used substance (more, widely used, even, than cigarettes) for students at any grade level but it was also the first drug that most students tried, as shown in *Exhibit E-4*. One third of the surveyed students first used alcohol prior to, or while in grade 5; another 37 percent used alcohol for the first time in higher grades, including ninth grade. About 15 percent tried cigarettes, 7 percent tried inhalants, and 5 percent tried smokeless tobacco also at an early grade. Marijuana appears to be among the drugs with which



students experimented at later grades, beginning in grade 7 and continuing into grades 8 and 9. On the other hand, students were more likely to try inhalants for the first time in the early grades rather than at later grades.

Perceived peer use of drugs. In the view of several prevention researchers and practitioners, students tend to overestimate the proportion of their peers who use drugs and, further, this incorrect estimate contributes toward a willingness on the students' part to try drugs. Correcting these unrealistic normative views is the focus of some prevention programs. To investigate students' perceptions of peer drug use, our survey asked students to state their beliefs about their friends' use of drugs in the last 30 days. *Exhibit E-5* shows the percentage of students who believed at least some, if not all, of their friends used marijuana or alcohol or were drunk in the 30 days prior to the survey. Each year, substantially more students thought their friends were using drugs. In grades 5 and 6, 29

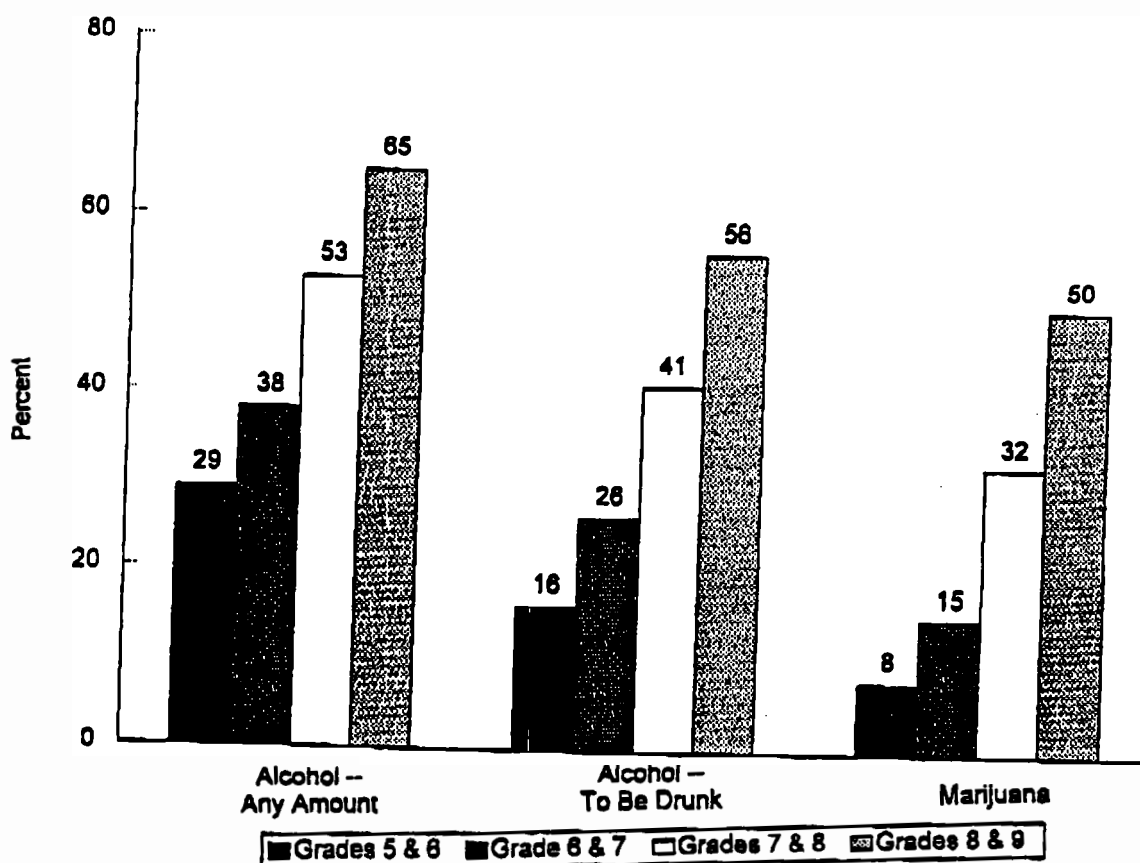


Exhibit E-5. Percent of Students Who Believed Some of Their Friends Used Drugs in the Last 30 Days

percent of all students thought their friends drank alcohol in the 30 days prior to the survey, compared with 65 percent who thought the same in grades 8 and 9. When asked how many of their friends got drunk in the past 30 days, 16 percent of students in grades 5 and 6 thought that some or all their friends

Executive Summary

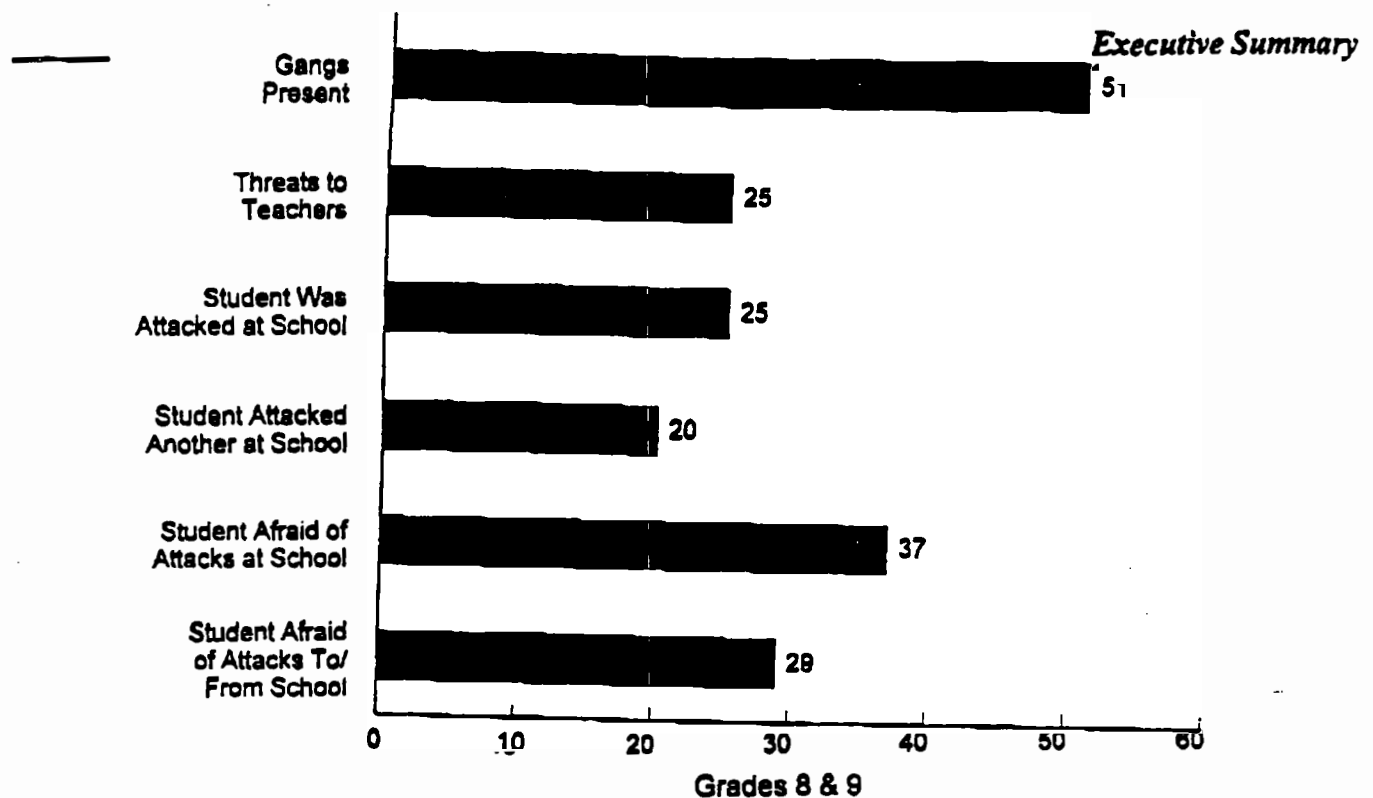
did that, compared with 56 percent who held the same belief in grades 8 and 9. The strength of that perception among students was illustrated in a comment written on a survey: "I know lots of people who get drunk every day in this school, more than half the school." With respect to marijuana use, eight percent of grade 5 and 6 students thought some or all of their friends used marijuana during the last 30 days, compared with 50 percent who thought the same in grades 8 and 9.

Interestingly, these perceptions of peer drug use greatly overestimated the 30-day drug use that students reported during this same time period. Whereas 50 percent thought their friends used marijuana recently, only 18 percent of study participants reported using marijuana in that time period. The same was true for perceptions of alcohol use: 65 percent thought their friends used alcohol recently while 37 percent reported actual use for the same time period. While it is true that the study participants may not have been the "friends" these students referred to, their responses are indicative of the contrast between actual and perceived drug use.

Relationship of Violence and Gang Activity, School Experiences, and Use of Time to Student Drug Use

Violence. Twenty to fifty percent of students surveyed in 1995 (eighth and ninth graders) had witnessed or experienced some type of violence in school (see *Exhibit E-6*). Over half (51 percent) of the students said that gangs were present at their school. Twenty to twenty-five percent of the students witnessed threats to teachers, were victimized by a student, or were themselves involved in attacks against other students. Further, 37 percent acknowledged being afraid of such attacks at school and 29 percent said they feared such attacks when traveling to and from school. As one student wrote on his survey, "I don't like how dangerous it is at this school. I just wish the teachers and the rest of the school staff would have better control over their students and keep kids like me safe."

Violence was less prevalent in rural districts than in either suburban or urban districts; students attending rural schools reported much fewer incidents of threats against teachers and somewhat fewer incidents of attacks against students, involvement in fights, and fears when going to and from school. One aspect of violence that appears equally likely in rural schools as in other schools is gang activity; 50 percent of students in rural districts (the same as reported in suburban districts) said there were gangs at their school. As one student commented, "I really like this school, but I would like it a whole lot better if it weren't packed with gangs. They are ugly and they scare me." Students attending rural



"The survey did not define "gang."

Exhibit E-6. Percent of Students Reporting Violence and Gang* Activity at Schools (1995)

schools were also as concerned with safety from attacks at school (38 percent) as were students attending suburban (36 percent) or urban schools (37 percent).

To examine the relationship between these indicators of school violence and student drug use, we looked at the joint contribution (using multiple regression analyses) of these and other factors in statistically predicting drug use by our eighth and ninth graders. *Students who attended schools in which either gangs or violence (or both) were reported were significantly more likely than other students to use drugs, and they held more tolerant views towards drugs.*

School experiences. As eighth and ninth graders, approximately 35 percent of the students said they enjoyed school often or almost always, while 37 percent said they hated school. Classes were interesting most of the time for 30 percent of the students, but 23 percent found the school work too difficult to understand. We created a composite score indicating how positive the student's school experiences were, and we found that the more positive a student's experience the less likely that student was to be using drugs or to have used drugs in the past. This correlation between school experiences and drug use does not necessarily imply that one caused the other, merely that they are

Executive Summary

related. The correlation between the composite school experience score and student outcomes in the final year of the study are shown in *Exhibit E-7*. We note that, for each outcome measure, more positive school experiences are strongly associated with better outcomes.

Exhibit E-7. Correlations Between School Experience* and Student Outcomes in Year 4**Correlation with Positive School Experience**

Lifetime exposure to drugs in Year 4	-.44***
30-day exposure to drugs in Year 4	-.44***
General attitudes towards drugs	.48***
Attitudes towards specific drugs	.47***
Perceived peer attitudes	.24***
Self esteem	.38***
Resistance to peer pressure	.23***
Perceived consequences of drug use	.39***

* Scores on items indicating negative experiences were reversed such that larger values on the composite variable indicated a more positive school experience.

*** $p < .0001$

Students' use of time. As an indicator of the relative time students allocated to homework compared to non-academic activities, we asked students to indicate the amount of time they spent each day in either of two activities: (1) doing homework either at school or at home; and (2) watching television or videos, or playing computer or video games. We then examined the relationship between their use of time (as measured by these two variables) and drug use. *Students who spent more time on homework were less likely to be using drugs*, and students who spent more time on television and video games were more likely to be using drugs.

Drug Prevention Programs and Their Effects on Student Outcomes

Having discovered that the study's prevention programs varied greatly within districts, and finding that our original classification of district programs into comprehensive and noncomprehensive groups was not as valid as we had hoped, we searched for other ways to classify and evaluate programs or aspects of programs. We decided to focus on four factors that appeared to us to reflect dimensions of program quality and strength: (1) program rationale and degree of stability, (2) extensiveness of program components (i.e., the number and extent of program components and the number of students served by them), (3) staff training, and (4) parental and community involvement and support. Our original conception of program "comprehensiveness" contained each of these factors, as well as

serving all students in the district in a coordinated fashion. Thus, when we were forced to concede that none of the selected districts had achieved real comprehensiveness, we turned our attention to these separate factors.

Project staff evaluated the programs in the 19 participating districts along these four dimensions, rating each district's program on a five-point scale for each factor. We also created a combined score (the sum of the four factors) called program strength. District scores on program strength ranged from 7 to 18 points out of a possible 20 points.

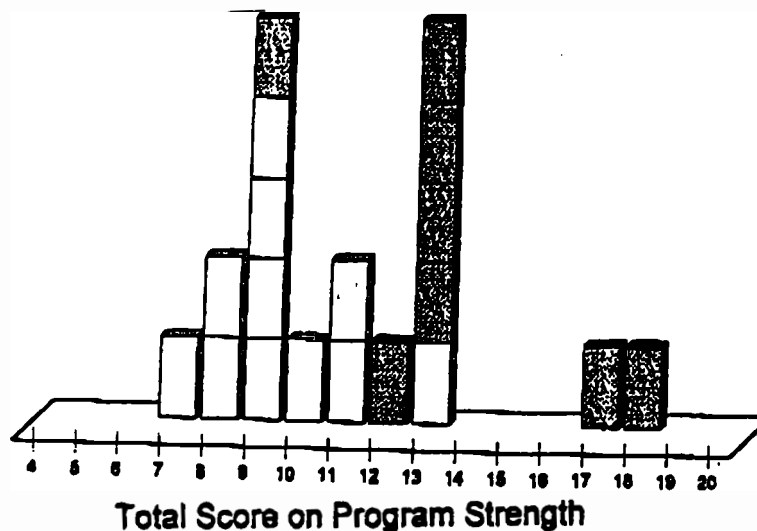
Exhibit E-8 presents the total score for each district, as well as scores on each factor. To further illustrate the variation among districts on these dimensions and to demonstrate the degree to which our original classifications of "comprehensive" and "comparison" programs overlapped, we present *Exhibits E-9* and *E-10*. In these figures, the boxes with the dark shading represent districts originally categorized as comprehensive.

Exhibit E-8. District Scores on Dimensions of Program Strength, Arranged in Descending Order of Strength

District ^a	Dimensions of Program Strength				Total Score
	Stability	Program Extensiveness	Staff Training	Parent/Community Support	
C-12	5	5	4	4	18
C-4	5	3	5	4	17
C-15	3	3	4	3	13
C-5	3	5	3	2	13
C-9	4	4	3	2	13
C-14	4	3	4	2	13
M-1	4	3	2	4	13
C-13	5	3	2	2	12
M-6	3	2	3	3	11
M-16	4	2	1	4	11
M-18	3	2	2	3	10
M-2	2	1	3	3	9
M-8	3	2	3	1	9
M-7	2	2	2	3	9
M-19	2	1	4	2	9
C-17	2	2	3	2	9
M-11	2	2	2	2	8
M-10	2	3	2	1	8
M-3	2	1	2	2	7

^a C=Comprehensive program, M=minimal or Comparison program. Scoring for each dimension was made on a 1-5 scale, where 1=non-existent or minimal and 5=extensive.

Executive Summary

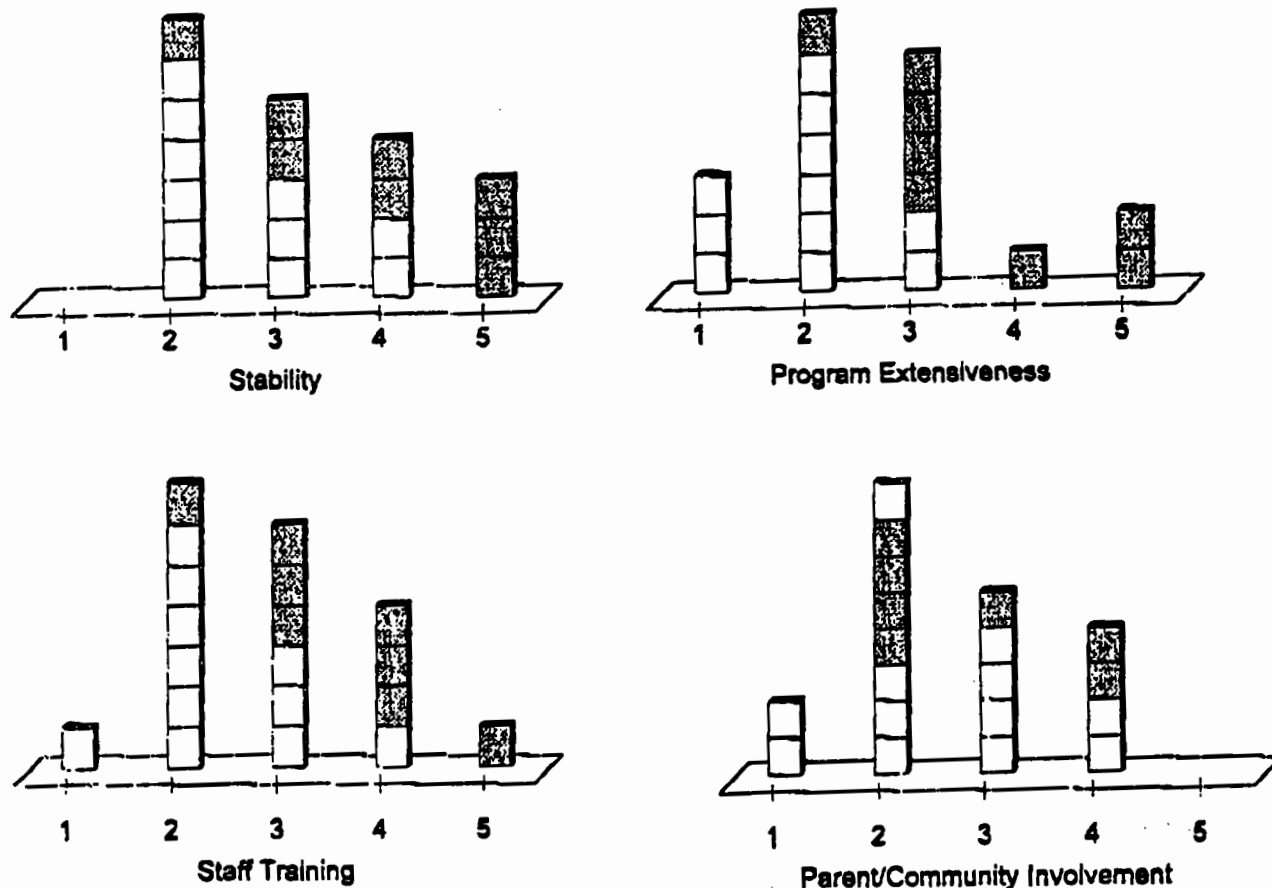


Each box represents one district; shaded boxes represent districts select as comprehensive

Exhibit E-9. Distribution of District Prevention Programs' Scores on Program Strength

When we looked at the relationship between each of these program factors and student outcomes, stability and program extensiveness appeared to have a positive effect. *Prevention program*

Exhibit E-10. Distribution of District Prevention Programs' Scores on the Four Factors of Program Strength



Each box represents one district; shaded boxes represent districts selected as comprehensive

Executive Summary

stability was associated with more anti-drug attitudes and better recognition of the consequences of drug use. *Prevention program extensiveness*, defined as the number and extent of program components and the number of students served by them, *was associated with benefits for students*: significantly lower lifetime use of drugs, more anti-drug attitudes, and better recognition of the consequences of drug use. These findings were statistically significant and worth noting, but they represented quite small differences in student outcomes. We repeat, however, that the variability in program delivery at the school and classroom level would act to diminish the effects of an overall district program.

Factors affecting the programs. Since we observed such variability in how well and how extensively prevention programs were implemented in individual schools, we examined our case study data for clues to underlying factors that might help or hinder program delivery. Based on our annual visits to the districts during the course of the longitudinal study, we compiled a list of factors that appeared to facilitate a prevention program's implementation. We do not have direct evidence of the effect of these factors on program outcomes. The factors we identified include:

- The level of commitment of the program implementors,
- Leadership provided by the prevention program coordinator,
- Community involvement in the program and a sense of shared responsibility for drug prevention and for developing long-term solutions,
- Additional district staff to assist the prevention program coordinator, and
- Recognition at the district level of the importance of reinforcing a school-level commitment to prevention, through the use of school-based prevention coordinators, and emphasis on prevention staff training.

The most common barrier to achieving full implementation of prevention programs is a lack of leadership by the program coordinator, a situation frequently exacerbated by the coordinator having other responsibilities within the district. Other barriers include: program coordinators who do not consistently follow through to monitor the activities being implemented in the schools; a lack of awareness by the program coordinators or other district administrators of the full spectrum of prevention strategies that might be employed; community members who do not believe there are drug problems among their youth; and other district priorities that — while they may be desirable for other reasons — interfere with prevention efforts. In districts we studied, such factors included academic-related concerns, teacher contract negotiations, and site-based management.

Student participation in the prevention programs. We now turn to the critical issue of what the intended recipients (the students attending these schools) actually received from the programs or what they perceived they had received. Of the five program components about which we asked

Executive Summary

questions on the survey¹⁰ (D.A.R.E., other classroom instruction, student support, peer-led programs, and special events), more students said they participated in prevention-related special events (71 percent) than in any other aspects of the prevention program. These events might include an annual Red Ribbon Week during which students sign a pledge to remain drug-free, occasional assemblies, presentations, or other awareness-raising activities, drug-free parties, and the like. Furthermore, 7 percent of the students surveyed said this was the only type of drug prevention activity in which they had participated in their district. *Exhibit E-11* indicates the percentage of students who reported participation in D.A.R.E., other classroom-based prevention instruction, student support, peer-led programs, and special events in each district.

Exhibit E-11. Percent of Students Who Reported Participation in Specific Program Components

District	D.A.R.E.	Other Classroom Instruction	Student Support	Peer-Led Programs	Special Events
1	94				[c]100
2	87		32	50	80
3	[a]0	97			
4	96				46
5	90				89
6	93		3	[a]0	22
7	96	20	23	29	[c]100
8	[a]0	19	4	40	
9	95				60
10	[a]0		6	34	62
11	53		13	[b]0	92
12	58				
13	57				
14	75	32			8
15	91		38	55	69
16	25		20	26	[c]100
17	90		63	50	
18	60		74	22	27
19	83				
All Districts	65	67	31	32	71

Note: Shaded sections indicate components that the district coordinator considered central to the district prevention program.

[a] Component is not offered in this district.

[b] No question asked in this category. Assumed 0 percent because component was only available to few students.

[c] No question asked in this category. Assumed 100 percent participation for district.

Students who said they had participated in either or both of the following activities had better outcomes:

- Prevention-related classroom instruction other than D.A.R.E.

¹⁰Survey questions were tailored to each district and used program or activity names the students would recognize within their own district.

- Special school-wide events that focused on prevention.

Conclusions

While the study does not reveal which specific forms of classroom instruction (in terms of curricula, content, or teaching methods), how much instruction, or which student support services were most effective, what we found is potentially very useful to school program decision makers. Synthesizing the above findings about program dimensions, student participation, and outcomes, we conclude that district programs need to be **stable** (in place for a long period of time, with continuity of staff, planning, and leadership) and **extensive** (have multiple components that target both the general student population as well as high-risk students and that include student support services), and — in light of the findings on student participation above — they especially need to provide prevention-related classroom instruction and school-wide special events. We also believe that the study's findings raise a number of important issues related to program improvement as well as to the practical conduct of research on program effectiveness. Below we discuss several of these issues.

① **Delivery of drug prevention curricula is not uniform within districts or schools, and it is difficult to measure the amount of drug prevention education that is actually delivered.** In most districts, classroom prevention activities were implemented by teachers but because of time constraints, lack of resources, and the pressures to focus on teaching the basic subjects, program delivery was often inconsistent from one teacher to another, and program elements were not delivered in their entirety. Particularly in school districts with decentralized administration of the prevention program, teachers received differing messages about priorities and they used considerable discretion in how much and when to teach classroom components of the program. We found it extremely difficult to measure actual amounts of drug prevention delivered to students in a given year and to compare across districts. Students' responses to questions regarding their participation in drug prevention education in the classroom did not always yield the same picture of overall student participation for a given district as that described by program staff and observed by RTI staff. Current experts in the field of drug prevention say that inconsistent or incomplete delivery of the prevention curriculum is one of the main reasons why even those approaches that have proven effective under test conditions may not show positive results when implemented elsewhere.¹¹ Their theory is that "incomplete treatment" weakens the potential effectiveness of the prevention program.

¹¹Rohrbach, L.A., D'Onofrio, C.N., Backer, T.E., & Montgomery, S.B. (1996). Diffusion of school-based substance abuse prevention programs. *American Behavioral Scientist*, 39 (7), 919-934.

Executive Summary

Based on this research and other current research, several factors appear to be important for increasing the likelihood that a program will be delivered faithfully, as intended by the authors of the curriculum. First, teachers must be given proper and sufficient training so they will be confident and prepared to deliver the program. Many of the approaches that aim to teach students how to resist and deal with social influences, for example, require teaching methods that are very different from the traditional methods that most teachers employ in their classrooms. These approaches utilize role-playing, small-group discussion, and other interactive methods and often use peer leaders to deliver portions of the program. Teachers may be more reluctant to use these types of approaches because they require more intensive training, more time in the classroom, and more planning. Second, the teacher's role in the delivery of the drug prevention program must be supported by the school administration, including providing sufficient time and resources to perform this task. Third, drug prevention education must be made a priority at the school.

② Drug prevention approaches that have been shown to be effective are not widely used, while approaches that have not shown evidence of effectiveness or have not been evaluated properly are the most common approaches currently in use. The consensus of the current research literature in the area of drug prevention is that certain approaches, such as those that teach children how to resist and deal with powerful social influences for using drugs and that alter the misperceptions of peer drug use, have the best chance of making a difference for students.¹² Unfortunately, these types of approaches are not among those currently in use at most school districts across the country. Experts say that there are various reasons for this, including poor marketing of the research-based curricula, heavy marketing of other approaches, not enough resources to place new curricula in schools, the need for teacher training in non-traditional, interactive teaching methods such as role-playing, and the overwhelming demands on teachers' time.¹³

Few districts seem to know about or consider research findings when planning their prevention programs. In fact, we observed only a few districts in which program staff or administrators engaged in a well-defined process of developing their programs. Such a process would include (1) assessing the problems of students in the district's schools and in the community; (2) setting priorities for how to

¹²Donaldson, S.I., Sussman, S., MacKinnon, D.P., Severson, H.H., Glynn, T., Murray, D.M., & Stone, E.J. (1996). Drug abuse prevention programming. Do we know what content works? *American Behavioral Scientist*, 39 (7), 868-883.

Hansen, W.B. (1992). School-based substance abuse prevention: a review of the state of the art in curriculum, 1980-1990. *Health Education Research*, 7 (3), 403-430.

¹³Robrbach, L.A., D'Onofrio, C.N., Backer, T.E., & Montgomery, S.B. (1996). Diffusion of school-based substance abuse prevention programs. *American Behavioral Scientist*, 39 (7), 919-934.

Executive Summary

address these problems; (3) reviewing relevant research that links these problems and priorities to effective strategies; (4) selecting strategies that appear to have promise for their district; (5) providing the leadership and training necessary to implement the selected strategies; (6) assessing progress in meeting the needs identified in step 1; and (7) adjusting program strategies accordingly.

Unfortunately, as we have noted above, there are many barriers to such a thorough planning and implementation process, not the least of which is a shortage of resources.

Few districts also conducted formal program evaluations to assess their program's effectiveness and identify areas in need of improvement. While all the school districts we studied conducted periodic informal assessments of program activities or components, only half the districts had conducted more formal program evaluations that involved the collection of both process and outcome data. Further, only a few of those districts used the results of the evaluations to improve their programs. In several districts that did conduct evaluations of their programs, limited resources precluded staff from implementing the kind of program suggested by the evaluation. Several factors appeared to contribute to the lack of program evaluation efforts. In the case of districts with limited prevention funds, service provision necessarily took priority over evaluation activities. Another barrier to conducting evaluations is that district and school drug prevention staff in most districts do not have the requisite skills to design evaluations, analyze the data, interpret the results, and re-evaluate the program. Most of the districts were in need of technical assistance in designing and conducting evaluation efforts.

② **Funding is inadequate in most school districts for implementing the types of prevention programs that schools need.** DFSCA funds for implementing the drug prevention programs averaged \$6 to \$8 per pupil for the districts in the study. This amount was similar to the average DFSCA funding in school districts nationally during this period. Although some of the school districts were able to locate additional sources of funding for prevention, total funding from all sources was typically no greater than \$10 per student, including all sources. In 11 of the 19 districts DFSCA was the only source of funding, and district administrators stressed that without this funding they would not be able to carry out the program they had in place.

Most school districts we visited were quick to point out the inadequacy of the funds they received. Limited funding almost always means that schools and districts must make some difficult choices concerning what and how much to implement in a drug prevention effort. The school districts with the least amount of funds found they could only teach drug prevention education at certain target

Executive Summary

grades but not at other grades, or had to rely heavily on the D.A.R.E. program¹⁴ to provide basic prevention education in a few grades. Often, these programs must choose between serving the entire school population very broadly with school-wide activities like Red Ribbon Week, or concentrating on serving only the most at-risk children with one or two activities such as support groups or counseling. School districts in this study saw a reduction in their prevention budgets during the last several years of the study, making it yet more difficult to maintain the drug prevention efforts in place. The two aspects of drug prevention programs that we found to be linked to positive outcomes for students — program stability and extensiveness — are ultimately related to the level and continuity of funding.

④ Program stability and extensiveness are difficult to achieve, given the resources available to districts and schools. In this study, we found that both program stability and extensiveness were associated with better outcomes for students. One of the aspects of program stability that appears to be key is the degree of availability of the prevention program coordinator (PPC) for directing the program. In the districts where PPCs were available full-time, the program was able to gather additional resources, solicit greater community involvement, and afford more planning and coordination. We also found that these districts offered more district-wide teacher training in drug prevention education. The majority of districts with full-time PPCs were among those with Comprehensive prevention programs. By contrast, districts with PPCs who were available only one-quarter of their time or less for directing the program tended to have programs shaped more by availability of resources and other pragmatic reasons than by careful planning and assessment. The majority of these districts had minimal program implementation.

With respect to program extensiveness, we found that, despite comprehensive programming at the district level, the actual amount of the program delivered to students was inconsistent with overall district expectations, varied greatly from school to school, and was not easily measured. This was especially true in districts with decentralized school management where schools make individual choices for the types and amounts of drug prevention programming they deliver to students. We believe that to be well implemented and have a chance to make an impact on students, prevention programs must have available a district prevention coordinator committed at least half time, if not full time. This appears to be true regardless of district size — though it is clearly more difficult for smaller districts to support a full-time coordinator. Further, the district-level program officials might play a stronger role in recommending that schools implement specific curricula and activities and in requiring schools to implement key program elements and greater amounts of prevention programming.

¹⁴For most districts in the study, and during this time period, D.A.R.E. programs were supported wholly or in part by the local or state enforcement agencies.

Unfortunately, most of the districts in the study did not have sufficient funding to support a full-time PPC whose sole responsibility was planning and directing the prevention program.

⑤ **Negative social influences from outside the schools are difficult to counteract, and they compete with any positive effects the school programs may have.** Recent data from several national studies show that drug use among teenagers began increasing in 1991, after a period of declining drug use for this age group.¹⁵ Coupled with this increase in drug use is a general belief on the part of young people that drugs are not harmful. Our study found evidence, among longitudinally-followed cohorts of students, of steep increases in drug use (especially marijuana), the high correlations of drug use with pro-drug attitudes, and the misperceptions of their peers' tolerance and use of drugs. In searching for an explanation as to why drug use has increased recently, experts in the field point to various social influences that may have played a role, including: more relaxed parental attitudes; media images that glamorize drug use, especially cigarettes and alcohol; and less media attention to the negative effects of drug use. In addition to dealing with drug use, schools and communities have also had to concentrate on other social problems, some of which are correlated with drug use, such as youth violence.

Data from this study also showed that students' level of drug use and attitudes towards drug use in fifth and sixth grades were highly predictive of their drug use and attitudes four years later. If drug use patterns and the behaviors and attitudes that sustain them are so well established by the end of elementary school, then prevention programs may need to focus even more attention on the earlier grades.

Additional Implications of the Findings

We believe that the findings of this longitudinal study of school-based prevention programs, and the issues raised by those findings, have some additional implications for program planners to consider, and these are presented below. The study's findings regarding student behaviors can be used to build better programs and to strive for a better fit between student behaviors and drug prevention education programs.

- (1) The sensitivity of drug use behaviors, attitudes, perceptions, and general views on drug use to small (one-year) changes in age, would seem to suggest that drug use prevention programs need to be tailored to the age of the student to be effective. A program that serves a wide range of grades with the same program components may

¹⁵Johnston, L.D., O'Malley, P.M., & Bachman, J. (1996 Press Release). *Monitoring the future survey (Summary of findings through 1995)*. The University of Michigan.

Executive Summary

have maximal effects for one or two grades but will be much less effective at lower or higher grades.

- (2) Attitudes toward drugs and perceptions of drug use by others change rapidly with increasing age. This suggests that programs must deal aggressively and proactively with students' changing views. Also, such target measures as refusal skills and feelings of self-esteem do not change very much after fifth grade and do not appear to be very amenable to change after that age. These may not be useful targets for prevention programs or they may need to be targeted at a younger age.
- (3) The powerful effects of peer drug use and attitudes were suggested by students' regard for peers as sources of information and support, and in students' beliefs about their peers' drug use and attitudes. Current experts in the field of drug prevention believe that strategies that aim to challenge such influences and misperceptions have the best chance of improving student outcomes for drug use and attitudes. Many of the prevention programs we studied were beginning to employ more peer leaders in program delivery, a strategy that experts say adds credibility to the message and boosts effectiveness by helping to alter perceived norms regarding drug use and social acceptability. Programs also sought ways to involve families and the community at large, strategies believed to improve the likelihood of successful outcomes and promote longer-lasting results. We believe that prevention programs should be encouraged in their efforts to expand these initiatives that research has found to be of value.
- (4) Given the small impact of programs reported in this study, larger social influences need to be addressed in rethinking drug prevention efforts. Wide variations in student drug use in the different communities studied suggest that research should explore alternative models that can influence social norms affecting student behavior. While the school has an important role, interventions that go beyond school-based programs may be needed in many communities. This may require the integration of school-based approaches in broader community partnerships to curtail drugs. We currently lack research on how to do this effectively and what the outcomes might be.
- (5) The Safe and Drug-Free Schools and Communities Act¹⁶ (SDFSCA) program at the national level should consider supporting and encouraging more use of approaches that the research has found to be effective and less use of approaches that do not have strong evidence of effectiveness. To move towards such approaches, school programs must: (1) be made aware of new findings as these become available; (2) have the resources to implement such programs, including training for teachers in non-traditional teaching methods; and (3) receive ongoing technical assistance for these initiatives. The SDFSCA program might make specific recommendations for strategies and approaches that have the best chance of making a difference in schools and provide the financial support to make such approaches possible to implement. Without such direction, schools may not necessarily select prevention components that hold the most promise, but may opt instead for programs they can afford or programs that can most easily be implemented, given the myriad other demands on schools to respond to other social problems.

¹⁶As noted earlier, in the 1994 reauthorization of the program, school safety was added as a program focus.

DRAFT

FOR RELEASE
DRAFT

Contact: Jim Bradshaw
(202) 401-2310

DRUG PREVENTION EFFORTS INCONSISTENT

While experts agree that successful drug education programs deliver consistent, in-depth drug prevention messages, drug prevention instruction varies widely even within schools. In drug prevention efforts studied, some programs improved student outcomes, but effects were small. These conclusions are based on a 4-year study sponsored by the U.S. Department of Education of 10,000 students in 19 school districts.

"The strongest theme that emerged throughout our examination of the drug prevention programs in the participating districts was variability . . . at least as much variation in the delivery of prevention program components within districts as among them," wrote researchers E. Suyapa Silvia and Judy Thorne of Research Triangle Institute, which conducted the work for the Education Department.

"At all grade levels, teachers varied greatly in the amount of time they devoted to prevention instruction. . . . Teachers in a given school did not always use a common set of prevention curriculum materials; but even when they did, they presented or omitted different sections or activities."

Silvia and Thorne noted that drug education experts believe that inconsistent or incomplete delivery of the prevention curriculum is one of the main reasons why even those approaches that have proven effective under test conditions may not show positive results when implemented elsewhere.

Other findings:

-- Student outcomes were somewhat better in districts where the prevention programs had greater stability over time and in districts with more extensive program components, including support services, but effects were small.

-- Few schools employed program approaches that have been found effective in previous research (such as those that teach children how to resist or deal with the powerful social influences for using drugs and those that correct misperceptions of peer drug use)-- perhaps because of their cost in terms of teacher training and staff time.

-- While all school districts conducted informal assessments of their programs periodically, fewer than half conducted and responded to the evidence of more formal evaluations in selecting or altering their programs.

-- Student behaviors, beliefs, and attitudes about drugs mirrored national trends, showing increases over time in drug use and attitudes and beliefs favorable to drug use.

-- Students' level of drug use and attitudes about drug use in fifth and sixth grades were highly predictive of their drug use and attitudes four years later.

-- Students who reported that they had positive school experiences were significantly less likely to use drugs than their peers who had negative experiences with school.

-- Concerning student use of time, activities associated with lower drug use included sports and exercise, volunteer work, and spending more than two hours per day on homework; spending more time on video games or watching television was associated with greater drug use.

-- Alcohol was the most widely used substance for students at any grade level, and it was also the first drug that most students tried.

-- One-third of the students surveyed had tried alcohol (more than just a sip) before or

while in grade 5. Eighteen percent of eighth-graders and 24 percent of ninth-graders reported being heavy users of alcohol.

-- Given the small impact of programs reported in this study and the rise in student drug use nationally, larger social influences need to be addressed in rethinking drug prevention efforts. Wide variations in student drug use in the different communities studied suggest that research should explore alternative models that can influence social norms affecting student behavior.

The Department takes the findings of this study very seriously and intends to use the data to improve drug prevention efforts. For example, the Department has proposed special appropriations language that would require that state grant funds under the Safe and Drug-Free Schools and Communities program be used in accordance with principles of effectiveness, which the Department will publish in the *Federal Register* for public comment. The principles are intended to encourage districts and schools to examine their needs as well as current research in designing their programs, and to assess the effectiveness of their programs as a guide for improvement.

The findings were contained in the report, "School-Based Drug Prevention Programs: A Longitudinal Study in Selected School Districts."

Beginning in 1991-92 school year, researchers identified about 10,000 fifth- and sixth-graders in 19 school districts. They examined the kinds of drug prevention programs in which the students were participating, and they followed the students until they reached the eighth and ninth grades. Researchers surveyed the students every spring after guaranteeing them that their responses would be kept confidential, and also annually updated their reviews of the district programs.

Each year, students were asked about their use of alcohol and other drugs, as well as

DRAFT

attitudes about drugs, self-esteem, and peer pressure.

Copies of the report were distributed to members of Congress.

###

NOTE TO EDITORS: Copies of "School-Based Drug Prevention Programs: A Longitudinal Study in Selected School Districts" may be obtained from the Planning and Evaluation Service, U.S. Department of Education, 600 Independence Ave., SW, Room 4162, Washington, DC 20202-8240 or (202) 401-0590. The Executive Summary is available now; the full report will be available in early March. The Executive Summary will also be available online in March: [INSERT INTERNET ADDRESS].

**Q's & A's/Talking Points for Release of Executive Summary of
School-Based Drug Prevention Programs**

1. *What kind of study was this?*

This 4-year longitudinal study of school-based drug prevention programs sponsored by the Drug-Free Schools and Communities program was conducted under contract by Research Triangle Institute (RTI).

The study confidentially surveyed 10,000 students in 19 districts annually between the 1991-92 school year (5th and 6th grade) and the 1994-95 school year (8th and 9th grade) about their use of alcohol and other drugs, as well as attitudes about drugs, self-esteem, and peer pressure; the study also included case studies of the district prevention programs. [The data collection for this study predates the implementation of statutory changes made when the program was reauthorized as the Safe and Drug-Free Schools and Communities program.]

2. *What does the study show?*

Highlights of the study findings include:

- Some drug prevention programs improved student outcomes, but effects were small.
 - Student outcomes were somewhat better for programs with greater stability over time (e.g., continuity of staff, planning, and leadership) and more extensive components (e.g., targeting students in general and high-risk students; including student support services like support groups, counseling).
- Few schools or districts used program approaches that previous research has found effective; few conducted formal evaluations or used that data in selecting or altering programs.
- Program delivery was variable and inconsistent, even within schools.
 - The amount and content of prevention programming varied greatly from classroom to classroom and school to school.
 - Inconsistent implementation resulted when teachers and counselors lacked time, support, training, or motivation.

- Student behaviors and attitudes about drugs mirrored national trends, with increases over time in drug use and attitudes favorable to drug use.
 - Alcohol was the most widely used substance for students at any grade level, and was also the first drug most students tried – one-third had tried alcohol (more than just a sip) prior to or while in grade 5.
 - Students believed their peers approved of drugs more than they themselves did (and more than the peers reported) and also held inflated beliefs about the amount of drugs their peers used.
 - The use of drugs was related to violent behavior in schools.
 - Students who reported positive school experiences were significantly less likely to use drugs than those who had negative experiences with school.
 - Activities associated with lower drug use included sports and exercise, volunteer work, and spending more than two hours per day on homework; spending more time on video games or watching television was associated with greater drug use.
- Wide variations in student drug use in the different communities studied suggest that research should explore alternative models that can influence social norms affecting student behavior.

3. *What doesn't the study show?*

The study does not show that the Safe and Drug-Free Schools and Communities program either “works” or “doesn’t work” – this is too sweeping a conclusion to draw from this data.

The study, which reflects the responses of almost 10,000 students in 19 districts, is not nationally representative, although study findings on student outcomes mirror national trends for this time period, which saw increases over time in student drug use and attitudes and beliefs favorable to drug use.

The study points out areas of concern that need to be addressed, including inconsistent implementation, little use of program approaches that research has shown to be effective, lack of evaluation, and lack of comprehensiveness (none of

the programs studied approached the comprehensiveness of those found to be effective under research conditions in preventing youth drug use).

4. *Why do some schools and districts implement prevention approaches that are not effective?*

The Safe and Drug-Free Schools and Communities program mandates a great deal of local flexibility in how prevention programs are designed and funds are used, and the Department is not able to specify the approaches that schools and communities use.

Also, schools and districts may not be aware of which approaches have been validated by research or of how to use evaluation to improve their programs, and thus are in need of guidance and advice.

5. *What is the Department going to do about the problems pointed out in the report?*

The Department takes the findings of this study very seriously and intends to use the data to improve the program, a process that has already begun.

The Department's current budget request includes appropriations language that would require recipients of Safe and Drug-Free Schools and Communities Act state grant funds to use these funds for prevention strategies that meet principles of effectiveness to be established by the Secretary.

These principles, which we will publish in the *Federal Register* for public comment, would include requirements that districts:

- base their programs on an assessment of objective data about their drug and violence problems;
- design their activities to meet their measurable goals and objectives for drug and violence prevention;
- base the design and implementation of their activities on research or evaluation that provides evidence that the strategies are effective;
- evaluate their programs periodically to assess progress toward achieving their goals and objectives; and
- use their evaluation results to improve their programs.

6. *Given the continuing rise in student drug use nationally (mirrored by the findings of this study), is the Safe and Drug-Free Schools and Communities program an effective program?*

The Safe and Drug-Free Schools and Communities program is a very important, necessary program in the fight against drugs.

Its effectiveness is largely dependent on two factors: (1) local decisions on how prevention programs are designed and implemented, and (2) the extent of negative social influences outside the school.

Although the Department cannot specify or require the approaches that schools and communities use, we will continue to work with states and districts to encourage and assist them in designing and implementing effective programs.

However, a decrease in drug use will also depend on larger social influences, including more anti-drug messages from parents and the media, a decrease in pro-drug messages in popular culture, and a decrease in the accessibility of drugs.

7. *Why is the Department proposing "principles of effectiveness" in its appropriations language for the Safe and Drug-Free Schools and Communities program? Won't this restrict the freedom of schools and districts to use program funds to meet local needs?*

The Safe and Drug-Free Schools and Communities program provides a lot of flexibility in the use of program funds to address local needs and situations. However, as this study shows, districts and schools do not always make the most effective use of these funds. Therefore, the Department has proposed special appropriations language that would require that state grant funds be used in accordance with principles of effectiveness, which will be published in the *Federal Register* for public comment.

The Department believes that these principles provide necessary guidance while preserving local flexibility to address specific situation. Indeed, the principles are intended to encourage districts and schools to examine their needs as well as current research in designing their programs, and to assess the effectiveness of programs in meeting those needs as a guide for program improvement.

8. *What, if anything, does the study say about D.A.R.E.?*

While other studies have found that D.A.R.E. can be helpful, for example in improving the relationship between law enforcement officers and young people, this study found that in these 19 districts, D.A.R.E. was not effective in terms of student outcomes. Approaches that did show positive outcomes for participating students included prevention-related classroom instruction other than D.A.R.E. and special schoolwide events.

DRAFT

Keeping Schools Open:



**Extending Learning in a Safe,
Drug-Free Environment**



**Keeping Schools Open as Community Learning Centers:
Extending Learning in a Safe, Drug-Free Environment
Before and After School**

January 1997

Richard W. Riley
U.S. Secretary of Education

Marshall S. Smith
Acting U.S. Deputy Secretary of Education

Terry K. Peterson
Counselor to the Secretary

Alan L. Ginsburg
Planning and Evaluation Service

The National Community Education Association
The U.S. Department of Education
Policy Studies Associates, Inc.
The American Bar Association, Division of Public Education

The U.S. Department of Education invites you to send us descriptions of your community's efforts to provide safe and enriching learning environments outside of school hours. Please send these examples of Community Learning Centers to: Partnership for Family Involvement in Education, 600 Independence Avenue, SW, Washington, DC 20202-8173.

For copies of this document and more information on the Partnership for Family Involvement in Education, call 1-800-USA-LEARN or visit the Department's web site at www.ed.gov.

Executive Summary

Keeping schools open after school and in the summers is a good way to create *Community Learning Centers*. A Community Learning Center housed in the community school can be a safe after-school and summer haven for children, a place of caring and friendship in a building removed from the violence, drugs, and lack of supervision of children that permeate some communities in America. Community Learning Centers get us "back to basics," back to active community involvement in raising and educating all of our children. The positive impact on children of re-establishing the ties among home, school, and community has been widely recognized. It is a cornerstone of President Clinton's *America Reads Challenge* proposal which seeks to match reading partners with children having reading difficulties, in before- and after-school and summer programs. As the Carnegie Foundation for the Advancement of Teaching points out, collaboration between home and school is essential both to family functioning and to school success.

While the prevalence of after-school child care programs have grown over the last 20 years, relatively few organized, extended learning opportunities exist. Programs in schools are even more scarce, especially for older children and youth. In 1995, there were 23.5 million school-age children with parents in the workforce. But as recently as the 1993-94 school year, only 3.4 percent of children in grades preK-8 were enrolled in 18,111 before- or after-school programs at public schools. Seventy percent of all public elementary and combined schools did not have a before- or after-school program.

Our children's need for opportunities for learning and enrichment in a safe and drug-free environment continues to grow, and parents want more access to extended learning opportunities. A 1994 survey of parents found that 56 percent think that many parents leave their children alone too much after school. And principals have long seen a need for extended learning programs; in a 1989 survey, 84 percent of school principals agreed that there is a need for before- and after-school programs.

Public schools are uniquely suited to meet this formidable challenge. By keeping school doors open longer—before and after school, and during the summer—schools can become Community Learning Centers, providing students, parents, and the community with access to valuable resources.

Among the many reasons keeping public schools open as Community Learning Centers make sense are that:

- Research indicates the need for more opportunities for young people to learn and grow in a safe and drug-free environment.
- Public schools often provide a low-cost, accessible location to extend learning.

- Community Learning Centers are well positioned to help meet the *America Reads Challenge*—that all children will read independently and well by the end of third grade.
- Community Learning Centers allow all of the partners in a child's education to become involved and utilize their diverse talents and resources.
- Extending the hours that schools are open is a cost-effective means of giving students the opportunities they need to learn and develop in an enriching, safe and drug-free setting.

This guidebook outlines the steps needed to successfully convert a school into a community learning center and lists resources for further information and assistance. Included are concrete suggestions for how to:

Estimate typical costs. Costs for after-school and summer programs vary widely, based on the type of activities and services offered, the times that the program operates, whether transportation and materials are required, and the experience of the staff. However, programs have many options to meet costs including charging user fees; accessing a mix of local, state, and federal government funding; seeking competitive public or private grants; undertaking partnerships with youth organizations; and arranging with parents to volunteer time.

Develop a Community Learning Center budget. Figuring out a Community Learning Center's budget is critical for financing a program. It is useful to itemize a list of common expenses associated with establishing and operating a program and then the potential resources for financing the expenses; some items and services can be donated, while others may have no cost. A source-by-source accounting of funding is useful, too.

Build consensus and partnership. Extending learning time at a school through programs such as reading tutoring, homework centers, mentoring in math, or a drug-prevention program may require collaboration among diverse partners: not only parents and educators, but also community residents, service providers and public officials may need, and want, to be involved in the process. Programs should keep in mind the goal of drawing upon all of the community's available resources, while addressing the concerns of all who are affected as true partners.

Conduct a community assessment of needs and resources. A community assessment helps a partnership turn a shared vision for continuous learning and safety into strategies that use resources efficiently to address local conditions. Assessment information can come from interviews, surveys, focus groups, and community forums. All local stakeholders can contribute to the assessment process so that the resulting strategies address real concerns, and consider all possible resources. For example, is there a local college nearby which could provide work-study students or volunteers, or low-cost teaching assistants?

Design an effective program. Successful partnerships have concluded that every school and community must choose its own combination of opportunities to address local conditions and concerns. Nevertheless, effective programs address the following issues: establish vision and focus; address needs in an appropriate manner; coordinate efforts; and establish a system of accountability from the beginning.

Consider logistical issues. School governance, liability, and building maintenance issues are paramount to making a Community Learning Center work. Strong leadership, collaborative decisionmaking, a clear understanding of management and organization procedures and policies such as liability, as well as managed, mutually acceptable arrangements for space are elements of successful programs.

Obtain qualified staff. Staff for after-school or summer learning can come from the school, a partner agency, or the community, but should have appropriate experience and realistic expectations. Paid professionals and student teachers can be supplemented with volunteers, parents, AmeriCorps participants, federal Work Study students and other volunteers from local colleges or universities, community members, and business representatives. Experts agree that while there are wide variations in staff salaries, hours, benefits, and qualifications, it has generally been true that where key staff are paid reasonably and given benefits and other financial incentives, quality staffing is the result.

Evaluate a program's accomplishments. Community Learning Center programs are by nature complex, and no matter how well designed, must learn from experience. Continuous monitoring of the progress of a program—in addition to a shared understanding of the program's goals—can help leaders and staff maintain their focus, improve effectiveness and accountability, ensure parent and participant satisfaction, and identify necessary changes. Continuous monitoring allows a program's director to assess whether its key features are working as intended, and helps the program to do better than before.

Keeping schools open after typical hours to become a Community Learning Center is a significant way to help meet the increasing needs of our nation's children. By uniting parents, principals, teachers, and community groups in partnership, communities can assess and meet real student needs such as addressing reading deficiencies and helping students learn math at internationally competitive levels, eliminate waste of resources by coordinating efforts, and gain the advantages of shared expertise and experience. Children, families, and the whole community will benefit as children learn and grow in a safe, enriching environment.

“Increasingly, our schools are critical to bringing our communities together. We want them to serve the public not just during school hours but after hours: to function as vital community centers; places for recreation and learning, positive places where children can be when they can’t be at home and school is no longer going on; gathering places for young people and adults alike. Bringing our schools into the 21st century is a national challenge that deserves a national commitment.”

**—William Jefferson Clinton
President of the United States
July 11, 1996**

Contents

	<u>Page</u>
Executive Summary	i
The Benefits of Schools as Community Learning Centers	1
Extending Learning Time: Creating Safe Havens for Learning	5
Financing a Community Learning Center	9
How to Open Schools for Extended Learning and Safety After Hours and During the Summer	14
Measuring Success: How to Evaluate a Program's Accomplishments	23
Resource Organizations	25
Resource Activities at the U.S. Department of Education	26
Publications from the U.S. Department of Education	27
Federal Resources that Can Support Community Learning Centers	27
Conclusion	29
Appendices:	
A. What Are Typical Costs?	30
B. A Community Learning Center Budget Worksheet	32
C. Build Consensus and Partnerships	34
D. Conduct a Community Assessment to Inform the Selection of Education Programs	35
E. Design an Effective Program	36
F. Consider Logistical Issues: How to Go from Design to Implementation	38
G. Obtain Qualified Staff	40
H. The Evaluation Process	41
I. The Six Elements of Quality in School-Age Child Care	44
References and Resources for Additional Information	46
Acknowledgments	48

The Benefits of Schools as Community Learning Centers

"My friends, it's time to get serious. The dumbing down of American education must end. If children need extra help to measure up, they should get it. Let's provide tutors, and call in the families, or keep the schools open late and open in the summer, too, if we must. But whatever we do, let's end this tyranny of low expectations once and for all."

—Richard W. Riley, U.S. Secretary of Education

The need for increased opportunities for children to learn and develop in safe and drug-free environments outside of regular school hours is clear. Without affordable, high-quality after-school care available to parents who work, many children must care for themselves or be supervised by older siblings—responsibilities that distract them from school work. Lacking constructive community activities to engage them after school, children are vulnerable to drug use and gang involvement outside of school hours. In communities without libraries, many children do not have access to books and other information resources or adults who can help with challenging homework; as a result, some of these students may not learn the skills they need to become productive citizens.

Research shows the importance of after-school and summer Community Learning Centers:

- **Few opportunities exist for young people.** Relatively few organized, extended learning opportunities exist. Extended learning programs in schools are even more scarce, especially for older children and youth. In 1995, there were 23.5 million school-age children with parents in the workforce. But as recently as 1993-94, only 974,348 children in grades preK-8 (just 3.4 percent of all preK-8th graders) were enrolled in 18,111 before- or after-school programs at public schools. Seventy percent of all public elementary and combined schools did not offer before- or after-school programs.
- **Parents want more access to extended learning opportunities but may face barriers in accessing them.** A 1994 survey of parents found that 56 percent think that many parents leave their children alone too much after school. And principals have long seen a need for extended learning programs; in a 1989 survey, 84 percent of school principals agreed that there is a need for before- and after-school programs. Studies have identified some barriers to participation (e.g., hours of the program, transportation, concern over program activities), the most frequently mentioned barrier being parents' inability to pay the tuition and fees charged by programs.

- **Youth are at greatest risk of violence after the regular school day.** According to the Federal Bureau of Investigation, youth between the ages of 12 and 17 are most at risk of committing violent acts and being victims between 3 p.m and 6 p.m.— a time when they are not in school at the end of the regular school day.

THE AMERICA READS CHALLENGE

On August 28, 1996, President Clinton announced the America Reads Challenge. Working with parents and educators, this unprecedented initiative calls on all Americans in schools, libraries, religious institutions, universities and college student associations, the media, community and national groups, cultural organizations, business, and senior citizen and volunteer associations to become involved in safeguarding our nation's future by ensuring with after-school, weekend, and summer tutoring in reading that every child knows how to read by the end of 3rd grade. As we work to improve instruction in our schools, some students will still need extra time for learning to high standards. Reading is a skill, in particular, that is developed not only in the classroom, but also in the community and in the home. Keeping schools open as Community Learning Centers is one good way to develop these reading skills.

There are five major parts to *America Reads*, which will be funded over 5 years when Congress passes the legislation and appropriates needed resources:

- **America's Reading Corps.** Almost \$1.5 billion in new investment and \$1 billion from the National Service budget will be used in mobilizing 30,000 reading specialists and coordinators who will help recruit and train 1 million tutors nationwide. These tutors, working with school reading teachers and principals, will provide individualized after-school, weekend, and summer reading tutoring for more than 3 million children a year in grades K-3 who want and need the extra help.
- **Parents as First Teachers Challenge Grants.** \$300 million in grants will be available to national and regional groups, as well as local communities and organizations, so they can foster effective programs to provide assistance to parents who request it to help their children become successful readers by the end of 3rd grade.
- **Head Start Expansion.** One million 3- and 4-year olds will be reached through the expansion of Head Start programs, for which the president's balanced budget has already earmarked funds.
- **Title I/Even Start Strengthening and Expansion.** Additional investments are included in the President's balanced budget plan to expand efforts aimed at strengthening the teaching of reading during the regular school day.
- **Challenge to the Private Sector to Work with Schools and Libraries.** Parents and private and non-profit groups will be actively encouraged to be a part of the president's *America Reads Challenge* as they have been in the U.S. Department of Education's Partnership for Family Involvement in Education and the summer READ*WRITE*NOW! initiative.

- **Teachers and principals are recognizing the positive effects of good quality programs on their students.** The Cooperative Extension Service found that in programs that had received their assistance, teachers reported that the programs helped the children to become more cooperative, handle conflicts better, develop an interest in recreational reading, and earn better grades. More than one-third of the school principals stated that vandalism in the school decreased as a result of the programs.
- **Organized activities help children resist unsafe behaviors and enhance learning.** After-school and summer programs can offer the support and supervision children need in order to learn and to resist the influences of unsafe or violent behaviors. Children under adult supervision in formal programs demonstrate higher academic achievement and better attitudes toward school than children left alone or under the care of siblings. Community public school facilities can offer the venue for such programs, for, otherwise, from the last bell of the school day to the first bell of the next day—16 hours each day—one of the community's largest capital investments sits vacant.
- **Youth need opportunities outside of the regular school day to be mentored by adults and introduced to new activities that they can master.** Research clearly shows that positive interactions with adults contribute to the overall development of young people and their achievement in school. After-school activities allow children and youth to explore and master activities other than rigorous academics (art, dance, music, sports) that can contribute to their overall well-being and achievement.
- **Children who spend more time in learning activities and organized extracurricular activities learn more.** This is especially true for reading and an important research-based premise of the president's *America Reads Challenge* proposal. Also, students who are involved in extracurricular activities such as academic clubs, sports, student government, band, and special lessons show greater achievement in reading.
- **Children want and need organized after-school activities.** Children left to themselves or under the care of siblings after school experience greater fear of accidents and crimes and are more bored than other children. They also are more likely to engage in risk-taking behaviors and drug and alcohol use, and are more often the victims of accidents and abuse. Children who spend more hours on their own and who began self-care at younger ages are at increased risk.

By offering a safe learning environment before- and after-school and during the summer, schools can become Community Learning Centers that help children read, learn more, and avoid destructive or dangerous activities. The programs can be simple, focused on a single

goal, and funded by reallocating existing resources. Or they can address an array of conditions, involve many community partners, and attract support from many sources. In both cases, after-school and summer learning opportunities in a safe, drug-free environment can make a profound difference in children's lives.

**The Extended Day and Saturday Academy
Bailey Gatzert Elementary--Seattle, Washington**

Bailey Gatzert Elementary School is a schoolwide Title I program. Its Extended Day and Saturday Academy offer voluntary enrichment activities in reading and math to students identified as achieving below age- or grade-appropriate levels based on standardized test scores or classroom teacher observation. The program is primarily for students in grades 2-5, but some kindergartners and first-grade students participate.

Bailey Gatzert and five other elementary schools in the district offer extended day tutoring activities lasting from 3:15 to 5:00 p.m. on Mondays, Tuesdays, Thursdays and Fridays. Approximately 32 students participate at Bailey Gatzert. The program provides students with one-on-one tutoring. There are approximately 30 adults working with the program each day: two afternoons a week the tutors are high school volunteers or certified teachers, and students from the University of Washington and Seattle College work as tutors to fulfill the fieldwork requirements of a course on education.

On Saturday mornings, children and parents can join an enrichment program from 9:00 a.m. to 12. The Saturday activities include reading, access to the school's computer lab, sign language classes, and language arts activities for the whole family. Thirty to 40 adults and students come to school each Saturday for this component of the program. In addition, the school hosts a schoolwide Friday night dinner once each month. At these dinners, 300-500 parents, teachers, students, and community members participate in educational games and learn about proper nutrition.

Extending Learning Time: Creating Safe Havens for Learning

"I believe that we have to work together to continue to make our schools safe and our students held to a reasonable standard of conduct.... [From] 3 p.m. to 6 p.m. are the peak hours for juvenile crime, and all that comes back into the schools.... A lot of these schools do not have the resources today to stay open longer hours, but they would if they could."

—President Clinton

This guide gives concrete steps that educators, parents, and communities can use to extend learning time in their local schools, such as through after-school reading programs as proposed in the president's *America Reads Challenge* initiative, in ways that support safety and increase opportunities for children and adults to acquire needed skills. It discusses the major strategies and issues involved in financing, developing, implementing, and evaluating after-school and summer programs. It offers practical, flexible guidance and real-life models that readers can use to develop their own strategies.

A Safe Haven for Children

The city of Madison, Wisconsin operates a Safe Haven after-school program for more than 200 children at three elementary schools in communities with high crime and poverty rates. Program activities include homework help, academic enrichment, arts and crafts, supervised games and physical education, and field trips. Each school also incorporates its own approach to conflict resolution into the program by linking after-school activities to in-school strategies such as peer mediation and the DARE program, a drug prevention intervention.

The school district's community recreation department, which staffs the program, works with the city's child care unit to train staff in conflict management, active listening, and other techniques to help students solve conflicts. As the program enters its third year, Safe Haven schools report improved attendance and reduced conflicts during after-school hours. Children in the program also show greater interest in completing their homework.

Schools have a practical interest in becoming a Community Learning Center: to provide increased services for their traditional school-age clients while garnering neighborhood and community support. Programs that extend school hours link teachers, parents, volunteers, tutors, local businesses and colleges, museums, libraries, cultural institutions, and other stakeholders in a collaborative partnership. The programs create a safe haven for children and involve them in positive, productive activities.

Extending school hours to provide reading and other learning activities, enrichment, and safe and drug-free environments uses resources more effectively as well, by allowing communities

to take advantage of their largest capital investment, which otherwise is left unused up to 65 percent of the time. Residents of all ages gain easy access to a wider variety of organizations, which in turn can stretch their budgets further and increase services by saving on rent for facilities.

The assortment of programs and activities which a Community Learning Center offers will vary with its need to respond to local conditions. Throughout this guide, examples of two of the most important types of extended learning opportunities are showcased: **academic enrichment programs**, including reading tutoring and intensive mentoring, and **drug-prevention or safety programs** for children and youth.

TWO EXAMPLES OF SAFE AND DRUG-FREE LEARNING PROGRAMS

The Lighted School Program. Since 1994, the Lighted School Program has kept middle schools in Waco, Texas open after school until 6:30 or 7 p.m., Monday through Thursday, to provide activities and services to approximately 200 students who attend regularly.

Nineteen local organizations provide activities and services. Baylor University contributes 115 college students as mentors; each works with one child, two hours a week, for a full school year. The college students receive two hours of course credit for serving as one-on-one mentors. Four graduate students receive tuition remission for supervising the program and serving as instructors for the 115 mentors. Staff from the city's recreation department lead supervised sports, field trips, and games. The Council on Alcoholism and Drugs implements the Straight Talk curriculum once a week at each site, and the Teen Pregnancy Prevention Council runs a weekly club geared toward preventing early pregnancy and fatherhood. Two art centers send instructors to the schools to lead hands-on activities, and library staff help children read and act out mystery stories.

Funding comes from local and national foundations, the city of Waco, the governor's Office of Juvenile Delinquency, and the U.S. Department of Health and Human Services.

Children who participate in Lighted Schools say they appreciate having a safe place to go after school, that it keeps them off the streets, and that it is more fun than sitting at home in front of the television. Several say that if the program did not exist they would probably be in trouble.

Camp Offers Healthy Activities. Sixty students who live in a community plagued by crime and drugs attend a summer camp operated by Chandler Elementary School, businesses, and community organizations in Charlestown, West Virginia.

The school employs eight college students as counselors, tutors, mentors, and role models. The students are paid for their service through a grant from the mayor's office and Title I funds. A local transit company provides a bus and driver to transport children to the local recreation center, where campers take weekly tennis lessons. Campers also work in the school's computer lab and strengthen their reading and math skills with teachers and tutors. Other activities include hayrides, arts and crafts, swimming, and field trips.

A six-week curriculum includes a drug prevention component that encourages children to talk about the impact of drugs and violence on their community. Teachers and counselors help campers find ways to resist drugs and make healthy choices.

Key Elements of Effective Drug Prevention Education

Drug-prevention programs should:

- Involve the family and community
- Teach that using drugs, alcohol, and tobacco are not the norm among teenagers, even if students think that "everyone is doing it"
- Help students recognize anxiety, stress, peer attitudes, and advertising that influence them to use alcohol, tobacco, and drugs
- Help students develop personal, social, and refusal skills to resist these pressures
- Reinforce positive behavior
- Provide developmentally appropriate material and activities, including information about the short-term effects and long-term consequences of alcohol, tobacco, and drugs
- Use interactive teaching techniques
- Cover necessary prevention elements in multiple sessions
- Include teacher training and support
- Contain material that is easy for teachers to implement and culturally relevant for students
- Conduct an analysis of the problem and develop a plan based on the analysis
- Use programs that are research based
- Establish clear measures and objectives
- Conduct regular evaluations and modify the program based on evaluation findings

Financing a Community Learning Center

While some schools and communities may recognize the benefits of extending learning through Community Learning Centers, they may think that such an enterprise is too costly or too complicated. This is not necessarily so.

Costs for after-school and summer programs vary widely, based on the type of activities and services offered, the times that the program operates, whether transportation and materials are required, the experience of the staff, and the number of skilled volunteers. Salary figures for staff vary since factors such as geographical location and program size, as well as staffing patterns and job descriptions, cause great discrepancy.

Summer Learning Fills a Gap

When a state tax-cutting initiative reduced summer school funding, parents in San Diego established their own summer enrichment program for students in grades 1-12. The Gateways program, which enrolls 2,000 students, offers challenging educational opportunities for students who have mastered basic courses.

Gateways offers two three-week sessions every summer; students can register for up to four classes a day. Most classes focus on science and the arts, with topics that include stained glass design, how to get published, and fencing, in addition to physics, computer programming, and rocketry.

A core group of teachers participates in Gateways every year—to them, the program is a chance to work with highly motivated students and develop courses on topics not typically offered during the school year. Students see the program as a chance to experiment with academically challenging topics without fear, because they do not receive grades for the summer courses.

The program rents 55 classrooms from the school district; most students pay \$75 per class, although scholarships and work-study arrangements are available. Teachers earn \$386 per class, and 66 student assistants earn \$6 an hour. Gateways spends about \$30,000 a year on supplies.

Experts agree that while there are wide variations in staff salaries, hours, benefits, and qualifications, it has generally been true that where staff are paid reasonably and given benefits and other financial incentives, quality staffing is the result. The use of work-study students, interns, senior citizens, and other volunteers can lower program costs, but many programs find that in order to maintain the quality they are striving to achieve, volunteer and low-cost labor is an important—but complementary—asset to hiring a highly qualified staff.

Because extensive variations in circumstances make it difficult to establish "typical" program costs, the experience of some programs can serve as a guide (see "Sample Costs and Funding for Three Successful Programs" below).

Programs have many options to meet costs. Many charge minimal fees to offset some costs, and some use a sliding-fee scale based on income. Programs usually rely on a mix of local, state, and federal government funding (including Title I of the Elementary and Secondary Education Act which offers extra help in basic skills such as reading, and funds from the Safe and Drug-Free Schools and Communities Act) and often are able to acquire competitive public or private grants by providing specific services. Some form partnerships with youth organizations (e.g., Boys and Girls Clubs, Junior Achievement, and Girl Scouts). Some encourage parents to volunteer their time in a cooperative arrangement; some give families a discount for free after-school sessions in proportion to the time they volunteer to help with the after-school or summer program (see Appendices A and B for more details on program costs and financing Community Learning Centers).

Sample Costs and Funding for Three Successful Programs

St. Louis Public Schools (MO)	Murfreesboro Schools (TN)	Beacon Schools, New York City (NY)
<i>Serves:</i> 16 school-based Community Education Centers serve 44,000 residents each year. An average site serves 1,500 kids per year, and an average of 70-90 kids each day	<i>Serves:</i> 9 elementary schools, with a total enrollment of 5,400 (K-8). 80 percent of the kids participate during the year; 500-600 of Cason Lane Academy's 950 kids participate every day	<i>Serves:</i> 41 Beacon schools, at least one in every school district. Each site serves an average of 120-150 kids per day
<i>Offers:</i> Tutoring, arts and recreation, adult classes, drug-prevention programs	<i>Offers:</i> Optional full-day schedule, enrichment, arts and recreation	<i>Offers:</i> Academics, arts and recreation, comprehensive social services
<i>Funding:</i> Fees for adult classes; HUD block grant; school board supplement	<i>Funding:</i> Regular budget plus grants plus fees of \$1.25/hour plus materials	<i>Funding:</i> \$390,000 from city, plus grants
<i>Year Total:</i> \$102,250 per site	<i>Year Total:</i> \$200,000 at Cason Lane Academy	<i>Year Total:</i> \$390,000 per site

HOW ONE COMMUNITY LEARNING CENTER FUNDS ITS PROGRAM

Ankeny Community Schools, IA

The Community Education Department serves 5,000 students (K-12) and a community of 25,000. Programs are offered for all ages in nine Ankeny public schools and one community resource center. The estimated budget profile for the community learning center at Westwood Elementary School is as follows:

1. Part-time Community Education Coordinator:	salary	\$20,000
	fringe	\$5,500
2. School-Age Child Care Program (100% funded by user fees)		\$68,000
3. After-School Enrichment Program (100% funded by PTA and registration fees)		\$17,000
4. Adult Education Classes (100% funded by registration fees)		\$7,500
5. Ankeny Substance Abuse Project:		\$8,000
Prevention presentations, staff/student/family direct client services; 25% funded by Safe and Drug-Free Schools and Communities Act, 75% funded by local voluntary contributions (No fees are charged to participants)		
6. Ankeny Family Advocacy Project		\$8,000
Attendance and truancy program; juvenile court liaison, in-home family counseling services, prevention program to reduce tobacco use, absenteeism, poor parenting, crime, violence, interaction with gangs (No fees are charged to participants)		
7. City Leisure Service		\$14,000
Youth and adult recreation programs during evenings and weekends; 15% funded by city, 10% by schools, 75% by fees		
8. Community use of Westwood facilities		\$22,000
YMCA, Scout groups and youth-serving organizations, Adult-Church-Community-Business requests for local, non-profit purposes, private use reservations, 50% funded by schools, 50% funded by rental fees		
9. Other programs unique to Westwood each year		<u>\$3,000</u>
Total program and administrative budget each year		\$173,000

Stretching Dollars: The Alabama Model for State and Federal Funds as Seed Money

Alabama's Community Education Program uses a combination of federal, state, and local funds to develop extended-day programs in public schools. During the 1995-96 school year, Alabama spent \$811,296 in state funds in community education, with the majority of it going as salary supplements for local community education coordinators in 62 different school systems. Each local system develops its program around its needs, which generally include areas such as services for preschool children, at-risk youth, community relations, community involvement, business partnerships, parent training and involvement, and extended-day/extended-year programs.

The State Department of Education administers the Federal Dependent Care Grant of approximately \$205,000 and makes grants to local school systems to plan, develop, or expand extended-day programs. Thirty-two systems received funds, with the vast majority being operated through the local community education program.

Each coordinator oversees several schools or community areas. In 1994-95, the programs generated more than \$9 million in local funds through fees and grants. As reported by the local programs, generated funds allow the local system to provide additional extended-day opportunities, and tutoring programs for children and youth at risk, as well as training and involvement programs for parents.

There are several funding and cost saving strategies that Community Learning Centers can undertake to make the most out of limited resources.

- **Utilize Federal Work Study College Students.** President Clinton and Secretary Riley have proposed that more than 100,000 college work study students be made available to help with tutoring in schools and that, if they help with reading in elementary schools, the required local match for their salary be waived.
- **Link Existing Programs.** Some programs, such as youth and sports leagues, may already exist in the community. Linking these programs to a Community Learning Center benefits both partners. The learning center expands the services it offers, and the program acquires meeting and practice space, gains improved access to its participants, and eliminates transportation costs.
- **Recognize Eligibility for Many Types of Funding.** Many programs provide an array of services, and are therefore eligible for several kinds of funding. A program which provides after-school care, drug education, and recreational opportunities may meet the criteria for funding in each of these areas. By running a multi-faceted program on school grounds, providers lower costs, and funding for each service goes further.
- **Save and Reallocate Funds.** Funding can be reallocated from areas where it is no longer needed. For example, when the school day was extended to match the parent's

work day schools in Murfreesboro found that many parents preferred to pick up their children themselves after the extended day program. The savings in transportation funding which was no longer needed for these students was reallocated to the program.

- **Rent Out Unutilized Areas.** Some spaces can be rented out to community groups.
- **Shift Staff Hours.** Rather than hire new personnel or extend staff hours, some schools use flex-time scheduling or relieve teachers during lunch and recess periods with lower-cost support personnel and volunteers. This allows expert personnel to be available during extended hours to offer professional reading instruction and other academic help.

Twilight Family Learning Center Elk Grove Unified School District, California

The Twilight Family Learning Center program opened at one year-round elementary school in 1993. Today there are Twilight Centers at four large elementary schools in the district. All the schools that house Twilight Learning Centers are open year round (as are the Centers) and have schoolwide Title I programs; however, all district students and their parents are welcome to attend the programs. The centers offer K-12 homework/tutoring activities, pre-school classes, and a variety of classes for adults on Tuesday, Wednesday, and Thursday, from 4:00 to 7:00 p.m. All the programs emphasize literacy development, and many of the participants are recent immigrants. The activities generally focus on improving student performance through parent involvement, but there is a special emphasis on helping language minority students and their families.

The activities the Centers offer are loosely structured. The largest of the three Twilight Center programs provides students in grades K-12 help with homework and tutoring. Students work in groups of 20 and are supervised by a certified teacher, a teaching assistant, a high school or college volunteer, and a community or parent volunteer. Students who are off-track can participate in reading or math activities at special activity tables and teachers lead younger children in literacy development activities on the stage of the multipurpose room. Pre-school-aged children attend classes based on the Head Start model and focused on pre-reading activities in the schools' kindergarten room. Parents can choose from a variety of classes including ESL (there are large Vietnamese and Latino populations in the district), citizenship, parenting, and adult education classes in the school's classrooms. All participants take a break at 5:30 to eat soup donated by Campbells, a large local employer.

On a typical night, the four Twilight Learning Centers attract a combined total of 800 students, parents, and pre-school children. All classes maintain a 1:20 teacher to student ratio. In addition to the certified teachers, each group of 20 students is joined by high school student volunteers, interns from two local universities (the University of California at Davis and California State University at Sacramento), AmeriCorps volunteers, and community volunteers. Eighty percent of the program funding is from Title I. Additional funding comes from the Gifted and Talented program and emergency immigrant program funds.

How to Open Schools for Extended Learning and Safety After Hours and During the Summer

Extending learning time at a school through programs such as reading tutoring, homework centers, or a drug-prevention program may require collaboration among diverse partners: not only parents and educators, but also community residents, service providers and public officials may need, and want, to be involved in the process. Programs should keep in mind the goal of drawing upon all of the community's available resources, while addressing the concerns of all who are affected.

Collaboration often requires changes in traditional roles, responsibilities, expectations, relationships, and schedules. These changes can frustrate even the best efforts if the people who implement the new program do not share common goals, a vision for what the Community Learning Center can accomplish, and an understanding of the populations and conditions the program will address and the strategies to be used. But before partners can agree on these details, they must first agree that schools have an important role to play in providing extended learning and safety through after-school and summer programs.

Learning Opportunities All the Time Cason Lane Academy Murfreesboro, TN

The Murfreesboro City Schools have developed a remarkable strategy for offering extended learning to students. Five days a week, year round, Murfreesboro's nine elementary schools are open from 6 a.m. to 7 p.m. College students from a local university are instrumental as staff to these programs. At Cason Lane Academy (K-8), each day is divided into three distinct parts: traditional academics such as reading (no pull-outs allowed), until 11 a.m.; contemporary education, with small group work, individualized instruction, and music and art classes for every student, 11 a.m. to 3 p.m.; and "increased opportunities," where parents may choose academics taught by regular Cason Lane teachers, art, recreation, or life skills classes for their children, 3 p.m. to 5 p.m.

Each day 500 to 600 of Cason Lane's 950 students stay for the afternoon session; during the year, 90 percent of the children participate at some time. No one is turned away, and 10 percent receive scholarships. Cason Lane uses flex-time scheduling to make certified teachers available to teach academics after regular school hours. Mid-day assistants, usually college students, relieve teachers and supervise lunch; ancillary staff, coaches, and music teachers work from 11 a.m. to 5 p.m. Through creative use of its resources and minimal fees (\$1.25 per hour and materials cost), Cason Lane estimates it provides 66 percent more educational time than traditional schools.

A checklist for building consensus and soliciting input from diverse stakeholders:

- | | |
|---|---|
| ☐ parents, grandparents | ☐ school board members |
| ☐ principals | ☐ higher education leaders |
| ☐ students | ☐ teachers |
| ☐ active volunteers | ☐ employers |
| ☐ parent-teacher organizations | ☐ service providers |
| ☐ leaders of community groups | ☐ clergy |
| ☐ school district administrators | |

The Steps to Building a Successful Program. Schools, including parents, school staff, and community leaders, can take steps to become successful after-school and summer learning centers:

1. **Building consensus and partnerships** among key stakeholders to convey the importance of becoming a Community Learning Center and involve them in its planning and implementation (see Appendix C for more details).
2. **Assessing school and community circumstances, resources, and opportunities** to operate a before- and after-school learning center (see Appendix D for more details).
3. **Designing a program** that helps children and families learn at school and within the community (see Appendix E for more details).
4. **Addressing logistical issues**, including the use and maintenance of facilities, legal and liability concerns, and institutional policies (see Appendix F for more details).
5. **Obtaining qualified staff** and defining their roles and responsibilities (see Appendix G for more details).

An Extended Program Offers Non-Stop Learning

Carmen Park Elementary School in Flint, Michigan serves 280 students in grades 4-6. Because many students are at risk of dropping out of school, the principal, teachers, and parents on the school's management council created an after-school and summer program that emphasizes healthy, educational opportunities for all students.

The extended learning program is aligned with the standards and benchmarks of the state's core curriculum. During the school year, the computer lab opens an hour before classes begin and remains open until 5 p.m. (8 p.m. on Thursdays). A tutor supervises as students use the lab for computer-assisted instruction (CAI). During the summer, between 20 and 45 students work individually with tutors in the media center for four hours, once a week; twice a week, the computer teacher and a technician supervise students using the lab for CAI activities.

A series of activities known as Jumpstart enables students to maintain connections to school during the summer and avoid difficult transitions each fall. From 8 a.m. to 12:30 p.m., 60 students attend workshops in reading, science, math, and social studies led by a certified teacher, a Title I assistant, the principal, and parent volunteers. Title I teachers also offer a hands-on, tutorial program for Title I students from Carmen Park and its feeder school.

Funding for the programs comes from the federal Title I program, a state program for at-risk students, and the school district's general fund. Local businesses donate snacks. Carmen Park students score near the 80th percentile on reading, writing, math, and science tests in the state assessment. The principal attributes student success to year-round participation in educational activities and to the program's ability to provide adult role models who value education.

There is no prescription for the perfect after-school or summer program. The list of services and activities that schools can offer to promote learning and safety will depend on the resources they possess and the planners' goals and vision for a better school and a better community—their decisions about *who* should be served, *when*, *how often*, *where*, and *in what way*.

Depending on community conditions, programs may include:

- Tutoring and intensive mentoring in basic skills, such as reading, math and science
- Drug and violence prevention curricula and counseling
- Youth-focused activities (e.g., Boys and Girls Clubs, Junior Achievement, Scouts of America, academic clubs)
- Supervised recreation and athletic programs and events
- Day-care, preschool, and/or nursery programs
- Homework centers
- Enrichment in the arts and cultural events

- Computer instruction
- Language instruction, including English as a second language
- Higher education encouragement
- Employment preparation or training
- Adult education and skill development
- Activities linked to law enforcement

Focus Groups Highlight Need for a Drug Prevention Program

The Red Hook Community Center at P.S. 15 in Brooklyn, New York offers evening, Saturday, and summer learning and recreational activities for more than 1,000 children, youth, and adults. Activities include discussions, skill building, and problem solving related to drug involvement and violence.

Adolescents (ages 16-20) in a "Youth on the Move" group learn leadership, community assessment, and outreach skills. The group has held focus groups and surveyed peers about the needs and risk factors associated with drugs and violence. Responding to feedback, the group counteracts the influence of drug dealers by providing role modeling and outreach to children before they begin using drugs. Another group of adolescents, "STOP the Violence," serves as mentors and conducts drug and violence prevention workshops.

Adolescents (ages 12-16) in the "Pathfinders Program" meet for four hours a week to plan and perform community service projects, solve community problems, and engage in peer discussions and support exercises. Twenty-five pre-teens in the "Challengers Program" participate in community service and

I.S. 218 in Washington Heights, New York provides learning opportunities and social services before and after school and on weekends for 600 children a day in collaboration with the Children's Aid Society and Boys and Girls Clubs of America. One thousand parents also participate every week by taking classes in literacy, citizenship, English as a second language, entrepreneurship, and other topics, and by serving as volunteers. Along with educational opportunities, I.S. 218 offers a full range of medical and mental health services. The program's education and enrichment classes cost approximately \$450 per family per year; families pay an annual fee of \$35 a year. Total program funding is about \$1.2 million per year. Attendance at I.S. 218 is the highest in the city for comparable communities, and students' reading and math scores are improving steadily.

Questions to Consider in Planning A Community Learning Center

What school needs could be satisfied through links with community partners?

- ☐ Added learning experiences
- ☐ Volunteers and other resource staff
- ☐ Cost sharing
- ☐ Improve school image

What are the major barriers to creating the Community Learning Center?

- ☐ Staff endorsement
- ☐ Program interrelationships and boundaries
- ☐ Arrangements for sharing space and equipment
- ☐ Administrative control
- ☐ Managerial arrangements
- ☐ Legal, liability, or financial requirements

Would public education programs be helped by:

- ☐ Closer relationships between educators and the public
- ☐ Expanded learning opportunities
- ☐ Improved communication with other segments of the community
- ☐ Use of the school for community purposes
- ☐ Conservation of limited education funding

Programs that use schools beyond regular hours for academic enrichment, such as reading tutoring and drug and violence prevention, may be initiated and administered by a single public school system, or the public school system may administer the program in partnership with a non-school organization or local business, or as part of a broader community development initiative.

Supplemental Curricula Build Students' Business Skills

More than 2 million elementary, middle, and high school students in 3,300 communities participate in Junior Achievement, an extended learning program that educates and inspires children "to value free enterprise, understand business and economics, and be workforce ready." At all levels, the program provides sequential and integrated courses that link students with trained volunteer role models from the community, experience-based learning, and a network of staff and advisors.

Elementary school students learn the relevance of education to the workplace and the importance of lifelong learning through discussions and activities that emphasize decision making.

Middle school students meet weekly with local business volunteers to (1) learn about the economics of households, businesses, and the world marketplace; (2) explore careers; (3) learn about trade connections between people and cultures around the world; and (4) explore the personal and societal impact of leaving school.

High school students participate in a one-semester economics course, taught by school staff in partnership with a community business leader. In an after-school component, students organize a corporation with guidance from community volunteers. During the school year and summer, students also create and manage a company, develop and sell a product or service, participate in workshops on career planning and leadership development, and work with a business mentor in a local firm.

Whatever the model, experienced practitioners report that non-traditional school efforts, such as extended learning centers, benefit from a combination of informal management systems that give staff autonomy and formal oversight systems that ensure accountability and generate support from top administrators. Responsibility for maintaining the facilities used by school/community programs typically lies with a manager or coordinator who answers to the principal and often also to the school board, the staff of organizations that provide services at the school, or both. Advisory committees, which often continue past the program planning stage, may help coordinate programs and mobilize changes in the program or in relationships among collaborators. Partners also may establish accountability procedures for their own staff who participate in the school program.

Two concerns that Community Learning Centers can face deal with legal issues and institutional policies.

Anticipating Legal Concerns. Extended school programs that involve recreation, field trips, and similar activities may raise liability issues. Administrators from each partner agency or institution should examine the potential for liability problems, make sure that the program's insurance coverage is adequate, and establish a process for addressing liability concerns.

Some local laws encourage joint ventures, such as Community Learning Centers, that provide an array of services, while others may appear to prevent interagency programs. Additional laws simply regulate services. Planners should understand the differences among these laws. In some cases, laws can be changed to make school-community collaboration easier. For example, one Virginia law provides for joint exercise of powers across state lines, which "appears to enable and encourage joint ventures such as interagency programs and school community centers."

Negotiating Institutional Policies. Institutional policies protect personal and professional privacy, define roles, and establish guidelines for practice. Policies usually are designed to make things run smoothly, but if they are not flexible enough to accommodate changes required by an after-school and summer education program, they can create turf issues and bureaucratic red tape.

Tips for Working with the School

- Involve teachers in planning and needs assessment from the beginning
- Establish expectations for what and how materials will be shared
- Where possible, integrate regular staff with extended learning staff
- Coordinate with teachers so that the program fills their needs and frees them to do more with their own class time
- Establish a system for ongoing dialogue between regular and extended learning staff, to facilitate assessment, innovation, and the quick airing of grievances

Minimal Fees Support a Child Care Program Before and After School

When a survey revealed that 1,600 parents in a Philadelphia suburb wanted a child-care program for their school-age children, the North Penn School District established a fee-based program using district facilities and a private child-care provider. Today, the before- and after-school program (BASE) serves 800 children—12 percent of the students in the district.

Parents pay approximately \$5 for morning sessions, \$6.70 for afternoon care, or \$8.80 for both sessions. The fees cover the cost of staff, liability insurance, snacks, school maintenance, and program overhead.

BASE uses the gymnasiums and cafeterias of 13 elementary schools, often sharing space with other community youth groups. Activities include homework help, supervised science and cooking experiments, games, art activities, and sports.

The staff consists of certified teachers, teacher assistants from local colleges, and adults with experience in youth organizations. Twelve college students work on a part-time basis supervising project activities (along with certified teachers). They also assist participating students with their homework.

To avoid barriers caused by institutional policies, programs can:

- Encourage partners to discuss boundary issues and resolve them in ways that satisfy all collaborators.
- Define decision-making roles clearly.
- Identify and address core policy issues during the early stages of program planning.

After-School Reading Program Chicago, Illinois

Pullman School, a schoolwide Title I program located in an inner-city neighborhood, serves low-income students in grades K-8. The Extended Day Program targets students in grades 3, 6, and 8 who have not attained a passing score on the required reading test. The program focuses on helping those students improve their reading scores before they take the test again. Students are eligible to participate if they are one year below grade level in the third grade, 1.5 years below grade level in sixth grade, or 1.8 years below grade level in eighth grade. The reading portion of the program takes place on Monday and Tuesday and lasts one hour each day. Teachers from the school lead the program. The program runs from October to March, and there are nine classes each day. Typically there are 15 students in each class. The focus is on comprehension and recreational reading.

The program's primary purpose is to improve the students' comprehension of the material they read. During the two days each week devoted to reading the program consists of two basic activities: a skills improvement portion that provides students with opportunities to read passages followed by exercises to check their level of comprehension and a recreational component through which they engage in a variety of reading activities. The recreational component of this program offers the students a chance to listen to stories read by the teacher or other students, and participate in paired reading activities or choral readings. Teachers try to motivate students to read newspaper articles and enjoy literature.

The Beacon Program New York, New York

The Beacon Program at Countee Cullen Community Center/P.S. 194 in New York City operates from 8 a.m. to 11 p.m. every day of the week. The center offers educational programs, supervised recreation, and social services and encourages teenagers to become more involved in restoring their community. An after-school program and summer day camp serve 150 youth, and a Teen Youth Council has launched a community beautification effort, sponsored workshops on job readiness and pre-employment skills, and organized a peer mediation program to help prevent youth violence. Other services include collaboration with Narcotics Anonymous and the Boy Scouts, a meal program, cultural studies, and supervised sports.

A grant from the Children's Welfare Administration funds the center's Family Development Program, a prevention program that helps troubled families stay together. Case managers work with parents and children to keep children out of the foster care system, help students with remedial academics, and empower parents to be the primary educators of their children.

The Beacon Program has increased youths' access to vocational arenas, therapeutic counseling, and academic enrichment. Student performance on standardized reading tests has improved, and police report fewer juvenile felonies in the community.

Measuring Success: How to Evaluate a Program's Accomplishments

Community Learning Center programs are by nature complex, and no matter how well designed, must learn from experience. Continuous monitoring of the progress of a program—in addition to a shared understanding of the program's goals—can help leaders and staff maintain their focus, improve effectiveness and accountability, ensure parent and participant satisfaction, and identify necessary changes. Continuous monitoring allows a program's director to assess whether its key features are working as intended, and helps the program to do better than before.

Principles of Good Evaluations

Good evaluations:

- Are done *by* and *with* families and partners—not *to* them
- Gather information continuously to assess progress toward established goals, measure how strategies are working, and determine whether efforts are achieving desired results
- Engage the school, community, and other stakeholders
- Reflect an understanding of school and community contexts
- Use varied perspectives to examine programs and activities
- Gather several types of information
- Stay flexible

Evaluation involves five basic stages (see Appendix H for more details):

1. Focusing on goals and objectives for program strategies and using them as a guide for continuous assessment (see Appendix I for elements of quality in school-age child care).
2. Clarifying assumptions about the processes by which the program should work.
3. Selecting indicators of success.
4. Collecting information.
5. Analyzing and using information for continuous program improvement.

Selecting Indicators of Success

Has there been improvement in:

- Attendance
- Graduation rates
- Teacher evaluations of: Motivation
 Progress
 Discipline
- Drug use prevention and reduction
- Grades and test scores Reading
 Math and Science
- Parental satisfaction with: Safety
 Progress
 Increased opportunities
- Enrichment Arts
 Additional use of computers

Have the following occurred:

- All program components are in place and function as intended
- There is a free flow of information
- There is a clear system of accountability
- All participants are satisfied with processes, or review and revision is taking place
- There is a proper outlet for new ideas and for criticism
- All children in the school community are being encouraged to participate

Resource Organizations

The organizations listed below are involved in extended learning-time programs and can serve as a resource in your efforts.

AmeriCorps

Corporation for National Service
1201 New York Avenue, NW
Washington, DC 20525
1-800-94-ACORPS

ASPIRA Association, Inc.

1112 16th Street, NW
Suite 340
Washington, DC 20036
(202) 835-3600

Association of Junior Leagues International

660 First Avenue
New York, NY 10016
(212) 683-1515

Big Brothers/Big Sisters of America

230 North 13th Street
Philadelphia, PA 19107
(215) 567-7000

Boys and Girls Clubs of America

1230 West Peachtree Street, NW
Atlanta, GA 30309
(404) 815-5765

Boy Scouts of America

1325 West Walnut Hill Lane
Box 152079
Irving, TX 75015-2079
(972) 580-2000

Campfire Girls and Boys

4601 Madison Avenue
Kansas City, Missouri 64112
(800) 668-6884

Children's Aid Society

IS 218
4600 Broadway
New York, NY 10040
(212) 596-2866

Girl Scouts of the U.S.A.

420 Fifth Avenue
New York, NY 10018-2702
(800) 247-8319

Junior Achievement

One Education Way
Colorado Springs, CO 80906
(719) 540-8000

National Community Education Association

3929 Old Lee Highway
Suite 91-A
Fairfax, VA 22030
(703) 359-8973

National Guild of Community Schools of the Arts

P.O. Box 8018
Englewood, NJ 07631
(201) 871-3337

National School-Age Care Alliance
c/o AYS Services
4720 North Park Avenue
Indianapolis, IN 46205
(317) 283-3817

School-Age Child Care Project
Center for Research on Women
Wellesley College
Wellesley, MA 02181
(617) 283-2547

School-Age Notes
P.O. Box 40205
Nashville, TN 37204
(615) 242-8464

Resource Activities at the U. S. Department of Education

- ☆ **Partnership for Family Involvement in Education**
600 Independence Avenue, S.W.
Washington, DC 20202-8173
The Partnership is an informal organization of thousands of parent, school, community, employer, and religious organizations coming together to support family-school-community partnerships to help children achieve to standards of excellence. Call 1-800-USA-LEARN for more information.
- ☆ **Extending Learning in the Basics—Title I**
Title I encourages greater and more productive use of time outside of the classroom. *Extending Learning Time for Disadvantaged Students: An Idea Book* produced by the U.S. Department of Education, provides information on how Title I schools can enhance learning outside of the traditional school day, week, or year. Contact your State Department of Education for more information on your State's Title I program or the U.S. Department of Education at 202-260-0826.
- ☆ **Making Schools Safe and Drug Free**
The Safe and Drug-Free Schools and Communities Act provides funding through the U.S. Department of Education to help schools build local partnerships to reduce violence and drug use. The law authorizes "the promotion of before- and after-school recreational, instructional, cultural, and artistic programs in supervised community settings." The act offers school districts the flexibility to design their own comprehensive school safety

programs and coordinate them with community agencies. For information, call 202-260-3954.

Publications from the U.S. Department of Education

Many of these publications can be accessed on the Internet at <http://www.ed.gov> on the Department of Education's home page. The following publications can be ordered free of charge, while supplies last, from the U.S. Department of Education by calling 1-800-USA-LEARN.

- *Strong Families, Strong Schools: Building Community Partnerships for Learning*
- *America Goes Back to School Partners' Activity Guide*
- *Employers, Families and Education: Promoting Family Involvement in Learning*
- *Reaching All Families*
- Brochures for schools, employers, and community groups: *Team up for Kids!*
Be Family-Friendly: It's Good Business!; Join Together for Kids!
- *Summer Home Learning Recipes*
- *Learning Partners Series (Reading, Math, Homework, and others)*
- *How to Get Involved in the America Reads Challenge*
- *The READ*WRITE*NOW! Basic Kit (Activities for Reading and Writing & Play on Paper)*
- *The READ*WRITE*NOW! Partners Tutoring Program*
- *Just Add Kids—a resource directory of reading partners, sites, and organizations*
- *Learning to Read: Reading to Learn. Helping Children with Learning Disabilities to Succeed*
- *Understanding Evaluation: The Way to Better Prevention Programs*

The following are available free of charge from the U.S. Department of Education by calling 1-800-624-0100:

- *Creating Safe Schools: A Resource Collection for Planning and Action*
- *Manual on School Uniforms*
- *Growing Up Drug Free: A Parent's Guide to Prevention*
- *READY SET GO [Drug Prevention]*
- *School Administrators' Violence Prevention Resource Anthology*
- *Success Stories '94: A Guide to Safe, Disciplined, & Drug-Free Schools*

Federal Resources that Can Support Community Learning Centers

U.S. Department of Education. 21st Century Community Learning Centers. Contact: Seresa Simpson (202) 219-1591.

U.S. Department of Health and Human Services. Community School Youth Services and Supervision Grant Program. Contact: Alice Bettencourt (202) 205-8024.

Corporation for National Service. Out of School Initiative. Contact: Nicole Spitale (202) 606-5000 x484.

U.S. Department of Housing and Urban Development. Community Block Grants. Contact: James Broughman (202) 708-3587.

U.S. Department of Justice.

Bureau of Justice Assistance. Contact: Nancy Gist (202) 514-6278.

Office of Juvenile Justice and Delinquency Prevention. Contact: Shay Bilchik (202) 307-5911.

Conclusion

Creating Community Learning Centers gets us "back to basics," back to active community involvement in raising and educating all of our children. The positive impact on children of re-establishing the ties among home, school, and community has been widely recognized. As the Carnegie Foundation for the Advancement of Teaching points out, collaboration between home and school is essential both to family functioning and to school success. Drugs, violence, lack of supervision—these are the realities of many children today. A Community Learning Center housed in the neighborhood school can be a safe after-school and summer haven for children, a place of caring and friendship in a building removed from the violence and drugs that permeate some communities in America.

Appendix A

What Are Typical Costs?

The major costs most programs incur fall into three categories: *Fixed Costs* (the costs to “get the doors open”), *Semi-Variable Costs* (costs that depend somewhat on the size, scope, and hours of the program, but also involve some fixed attributes), and *Variable Costs* (costs that depend on the size, scope, and hours of a program).

Fixed Costs

- **Utilities and rent:** Most school-based programs are not charged for use of the building. To allow for custodial work, most schools typically stay open, lighted, and heated or air conditioned during the hours immediately after school. Schools which are not usually open for the summer may pay some additional costs.
- **Maintenance and custodial service:** Most programs pay custodians for extra hours of work; in many areas this involves paying overtime rates.
- **Administration and planning:** Depending on the extent of the program, a full- or part-time coordinator may be needed. Existing staff members may receive salary supplements for their extra time, while the salary for a new full-time staff member may be between \$30,000 and \$60,000 per year.

Semi-Variable Costs

- **Support and instructional staff:** The cost of support and instructional staff varies greatly according to the program’s size and geographical location, staffing structures, and individual job descriptions. Some programs pay \$20 per hour for part-time staff after school, or supplement the salaries of existing staff members to make them available during extended school hours. Programs can also complement their staffs by utilizing Work-Study students or other paid college students (many programs pay around \$6.50 per hour), senior citizens, interns, parents, or other volunteers.

Variable Costs

- **Materials:** These costs are the most variable because of the range of possible offerings. Participants typically pay for materials at cost for art and recreation programs. Tutoring programs are very inexpensive and may not require any additional materials. A modern computer lab could create a one-time cost of more than \$40,000.

- **Transportation:** Many programs report paying few additional costs for transportation: some parents are able to pick up their children after school when the school day is extended to match the parents' work day, or in heavily populated urban areas, students may already walk to and from school. Programs that do provide transportation report that costs vary according to how many kids participate and how geographically dispersed they are. After-school transportation costs for two schools in high-cost suburban areas are around \$25 per hour for bus drivers and \$1.00 per mile (which includes fuel and maintenance). School buses usually accommodate 45-60 elementary-age children. If, for example, a bus covers a 30 mile area and drives for an hour, the per child cost would be about \$1.00 per trip.

Appendix B

A Community Learning Center Budget Worksheet

The budget worksheet on the following page can provide a useful guide to financing a program. The top half of the worksheet provides an itemized list of common expenses associated with establishing and operating a program. Space is provided for listing potential resources; some items and services can be donated, while others may have no cost. For example, a local company may donate printing services, and focus groups may not generate any cost if they are run by parents and the school. The bottom section of the worksheet allows for source-by-source accounting of funding.

Budget Worksheet

Major items to consider:

Estimated cost:

Potential resources:

Planning and Development

Community needs assessments _____

Focus groups _____

Public opinion polls _____

Staff time _____

Printing/Publicity _____

Building/modifying space _____

Recruiting and developing staff _____

Sub-Total: Start-up Costs _____

Operation

Office supplies _____

Program materials _____

Salaries—Instructional staff _____

Salaries—Administrative staff _____

Custodial services _____

Transportation _____

Utilities _____

Telephones and Fax machines _____

Computer systems _____

Insurance _____

Sub-Total: Operating Costs _____

TOTAL COST: _____

Potential funding sources:

Local government _____

School district _____

State grants _____

Federal grants _____

Foundations _____

Parent/teacher organizations _____

Local civic and service clubs _____

Local businesses _____

Tuition and user fees _____

Other _____

TOTAL REVENUES: _____

Estimated Contribution:

Appendix C

Build Consensus and Partnerships

Leaders of successful programs offer the following tips:

- **Seek reactions from diverse members of the school and community.** Ask how an extended school program might help their children and families. What mutual goals could be addressed? Would the program affect their responsibilities? What role could they play? How could they volunteer? Who has concerns about the program, and how can they be resolved? For each partner, consider how the agency would interact with school staff and children; how staff would coordinate efforts between and among the school and collaborating agencies; and what hours or days each service could be offered.
- **Use existing data to communicate the need for an after-school or summer program.** Focus on statistics from unbiased sources: school absence, dropout, and graduation rates; student scores on standardized tests; numbers of students with limited English proficiency or poor literacy skills who could use extra learning opportunities; tobacco, alcohol, and drug use by students; rates of suicide and violence among students; and the availability of community resources.
- **Bridge the communication gap among stakeholders from different communities.** The terms people use for activities and program participants often reveal their goals and programmatic emphasis. Make sure that educators, service providers, volunteers, and other partners understand these terms. For example, to many private service providers the term "client" refers to an individual child; to many members of the school staff, the word includes parents, other family members, and community residents as well as students.
- **Form partnerships with other groups and organizations.** Make your stakeholders your partners. Businesses, church and community groups, and non-profit organizations have much to offer, and in many cases are already serving some of the same populations. Indeed, many of these groups can act as a bridge to the populations you hope to serve in the Community Learning Center. In so doing, both partners benefit: the school adds to its resources and services, and the partner can use its resources more cost effectively.

Appendix D

Conduct a Community Assessment to Inform the Selection of Education Programs

A community assessment helps a partnership turn a shared vision for continuous learning and safety into strategies that use resources efficiently to address local conditions. A community assessment will help reveal the context in which children live and learn, identify resources to use or develop, and indicate effective programs and strategies.

Assessment information can come from interviews, surveys, focus groups, and community forums. Try to include all stakeholders in the assessment process so that your resulting strategies address real concerns, and consider all possible resources. For example, is there a local college nearby which could provide work-study students or volunteers, or low-cost teaching assistants? Do parents feel that their children do not receive enough exposure to the arts?

It may also prove useful to find out what other community groups or partnerships have learned about how to improve the learning and safety of local children through their assessments. Compare information from several sources. Take inventory of which individuals, informal community associations, and formal institutions could help extend learning opportunities by providing funding, skills, or other assets.

Sources of Information on Communities

Education data: State and local education agencies

Economic data: Bureau of the Census (301-457-4608); Bureau of Labor Statistics (202-606-7828); U.S. Department of Housing and Urban Development (202-708-1422); annual reports prepared by cities, counties, and states

Health data and vital statistics: State and local departments of health and human services

Child welfare and juvenile justice data: U.S. Department of Justice (202-307-0765), local police and human service departments, state juvenile and criminal justice agencies

Information on children and youth: The Amie E. Casey Foundation (410-547-6600), the Children's Defense Fund (202-628-8787), the National Center for Children in Poverty (212-927-8793), county and local agencies

Appendix E

Design an Effective Program

Successful partnerships have concluded that every school and community must choose its own combination of opportunities to address local conditions and concerns. Nevertheless, to be effective, every program should:

1. Establish vision and focus

- Set clear goals and objectives. Goal statements provide an overall framework for a program; objectives for long-term results enable partners and participants to measure progress toward goals. Goal setting involves:
 - identifying the populations that the program will serve;
 - setting the scope of program strategies;
 - writing goal statements that express consensus among partners; and
 - aligning program goals with the goals of other local efforts.
- Objectives should build on the information collected by your community assessment. For each goal, consider the following types of questions:
 - Where are we now in relation to where we want to be?
 - What are our priority concerns?
 - What are the consequences of being where we are?
 - What assets can we use to move toward our goals?

2. Address needs in an appropriate manner

- Help children and families learn in many ways as part of a comprehensive strategy to enhance learning—at school, within the community, through formal schooling, through experience, and with an understanding that learning never ends. As the Carnegie Corporation has noted, programs should never consider themselves as “holding tanks.” Programs can address neighborhood needs, such as providing tutoring in reading and access to computers; creating safe, drug-free havens; providing enrichment in the arts and languages; providing intensive mentoring that helps students get into college or obtain a job; and aggressively teaching anti-drug and anti-violence approaches.

- Focus on the needs of individual children. Given appropriate training, staff and volunteers should be able to give individual children help with homework and to guide them in practicing important skills.

3. Coordinate efforts

- Connect with the regular school program by coordinating with and complementing the curriculum, making students ready and able to learn, and making the school a safe environment. Programs should proactively use the resources available in the school, including computer labs and recreational equipment.
- Collaborate with partners and provide education programs and services that meet real needs. By involving parents, neighbors, businesses, community members, law enforcement officials, and cultural institutions in the planning and operation of after-school programs, children can be guaranteed a much richer learning program.

4. Establish a system of accountability from the beginning

- Include a system for accountability and continuous evaluation to support program improvement. Continuous monitoring can provide rationales for program effects on children's learning and the need for collaboration, as well as provide guidance for management and ensure parent and participant satisfaction with the center.
- Use a governance structure that combines hands-on, site-based management with regular oversight and accountability to all partners. A system must be in place that allows school personnel and learning center administrators to have an easy back-and-forth relationship with accountability for actions and results.

Appendix F

Consider Logistical Issues: How to Go from Design to Implementation

Although the excitement of collaboration and the immediacy of children's needs naturally draw attention to curricula, services, and programmatic concerns, don't forget to address the logistical issues involved in building a partnership and implementing new approaches, including governance and management and the sharing of facilities.

Governance and Management Features

These include:

- **Strong leadership**—on-site and within the collaboration, to keep activities connected to goals, motivate staff, and generate continuing resources.
- **Collaborative decision making**—through committees, hearings, task forces, workshops, and public forums, to ensure that activities match local needs and to build the investment of all stakeholders.
- **Clear understanding of management and organization procedures**—including agreement on which partners hold legal responsibility and which partners are accountable for each element of the program.
- **Well-managed, mutually accepted arrangements for sharing space and costs**—carefully plan and discuss responsibilities and payment structures, making sure that all parties are heard; everyone must accept, and have the same understanding of, the final arrangements.
- **A system for communication and problem resolution among partners**—from the start, establish a system of accountability and a system for handling grievances about all of the issues above.

Sharing Facilities

All programs need easy access for students with disabilities, adequate space for activities and staff, a safe and drug-free environment, and an inviting atmosphere that attracts program participants. Since extending schools hours means using the school at night, ensure that there are adequate, safe, and well-lit parking areas. Programs that offer recreation need access to

safe indoor and outdoor play areas; programs that provide day care or preschool need areas where young children can be protected and supervised.

After-school and summer enrichment programs often must share space that serves other purposes during regular school hours. Licensing requirements also can influence the type of school space that a program needs. These factors create possibilities for conflicts among school and after-school program staff about the size, management, and scheduling of program facilities.

Formal agreements among partners can reduce or eliminate conflicts, especially regarding classrooms, parking areas, entrances, administration and reception areas, lounges and restrooms, and storage and staff work areas. Remember that priorities, needs, and patterns of use change daily and over the life of a program. Keep the agreements flexible enough to adapt to these changes.

Continual, deliberate efforts to coordinate activities, communicate about small problems, and negotiate solutions can avert major disagreements over shared space. A building manager or coordinator, responsible for maintaining and scheduling space, can serve as a liaison among partners and ensure that the spaces are maintained and shared without disrupting any programs.

Appendix G

Obtain Qualified Staff

Staffing arrangements vary according to a program's size, management structure, and goals. But all programs need staff who are qualified and committed, have appropriate experience and realistic expectations, and can interact productively with regular school staff.

Staff for after-school or summer learning, drug prevention, and safety programs can come from the school, a partner agency, or the community. Paid professionals and student teachers can be supplemented with volunteers, parents, AmeriCorps participants, federal Work Study students and other volunteers from local colleges or universities, community members, and business representatives.

To help staff coordinate their efforts, experienced program leaders:

- invite key stakeholders to participate in interviewing and hiring;
- select staff carefully, based on their motivation and commitment, experience, knowledge of the community, ability to adapt to change, and sense of accountability (conduct background checks, as appropriate);
- define staff roles and responsibilities clearly;
- provide orientation to new goals, practices, and systems; and
- foster a team spirit.

FEDERAL COLLEGE WORK STUDY AND THE *AMERICA READS CHALLENGE*

President Clinton announced the *America Reads Challenge* proposal to ensure that every American child can read well and independently by the end of 3rd grade. Thirty thousand reading specialists and coordinators will train and recruit 1 million tutors nationwide. These tutors, working with school reading teachers and principals, will provide individualized after-school, weekend, and summer reading tutoring for more than 3 million children a year in grades K-3, who want and need the extra help.

President Clinton has also recently called for half of all new federal work study funds to support community service, including 100,000 work study slots for reading tutors (waiving the school match for these slots), thereby providing a unique opportunity for college students to be involved in helping children learn to read.

Appendix H

The Evaluation Process

1. Focus on Program Goals and Objectives as a Guide for Evaluation

Indicators of success should be built around the original goals and specific objectives that the program was designed to achieve. For programs based on the purposes described in this guide, goals would define the desired results of extending learning time and undertaking drug and violence prevention practices. Performance assessment should focus on the following questions:

- Is the program adhering to its mission and design, and taking steps to reach its objectives?
- Is the program fulfilling the role it was intended to play in the community?

2. Clarify Assumptions about Program Processes

Think about the assumptions your program is making about what management structures and processes will work in your community. Does information flow clearly? Is there a clear understanding of responsibilities and a system of accountability? These assumptions should drive program activities—and an evaluation will test the accuracy of the assumptions. If results do not improve, either the assumptions were wrong or an anticipated event did not take place.

3. Select Indicators of Success

Indicators of success should be established for all aspects of a program. Programs will want to assess whether they are achieving the goals they have set for meeting their students' needs by examining student performance, drug use and violence reduction, parental satisfaction, and impact on the community. Programmatic and management issues will need to be assessed by an appropriate set of indicators measuring the smoothness of operation, the flow of information, the system of accountability, and whether services are provided at the level of quality intended.

Effective evaluations use several types of information to measure results. It is essential to establish short-term indicators of success to introduce the practice of continuous improvement in a program. Information on rates of attendance, disruptive incidents, or teacher evaluations may provide a short-term means of assessing a program's progress towards its goals. Short-term indicators of program processes could include surveys of all levels of staff about their understanding of their responsibilities and their satisfaction with the system of accountability.

After-School Enrichment Programs Build on Regular School Curricula

Chicago Public Schools collaborate with the national ASPIRA program to offer afternoon enrichment opportunities to 100 Hispanic students at three middle schools. The activities coincide with students' classroom curricula, emphasizing hands-on participation in science and math. In addition, 600 middle- and high-school students participate in 17 ASPIRA clubs in Chicago, where they build leadership skills and a commitment to their communities.

Students can obtain individual tutoring on weekday afternoons and Saturday mornings at the ASPIRA central office, which also houses a resource center with information on preparing for college entrance exams. Forty middle school students at risk of academic failure participate in ASPIRA's six-week summer school and receive follow-up sessions during the fall semester.

Volunteers and successful ASPIRA graduates work with paid teachers to manage programs and provide tutoring. Of approximately 450 high school seniors participating in various components of ASPIRA Chicago in 1995-96, 329 were accepted for postsecondary education.

An ASPIRA program in Chicago serving 30 students costs \$25,000. Funding comes from federal grants and the national ASPIRA Association.

Recognizing the importance of evaluating the project, Northwestern University is developing a longitudinal study of the Chicago after-school and summer programs that will monitor student grades, academic progress, dropout rates, and enrollment in postsecondary education.

4. Collect Information on Results

Evaluations collect information on participants, activities and services, staff and other resources, collaborative partners, and community perceptions. Sources of information include:

- Focus groups and community forums
- Surveys
- Registration or intake forms
- Staff activity logs
- Comparison groups that match similar groups, one with a program and one without
- Demographic databases that reveal trends in the general population
- Self-comparisons over time

5. Analyze and Use Information for Continuous Improvement

Evaluation creates tools for improving strategies or services and refining goals and objectives. An evaluation can show whether a program has reached its objectives and whether the failure to meet an objective was caused by inadequate implementation or flawed assumptions. This knowledge helps programs fine-tune approaches and set goals, creating a continuous loop of useful feedback.

For More Information on Conducting Evaluations

There are a variety of books and other materials available that provide in-depth information on how to conduct evaluations. The U.S. Department of Education's handbook *Understanding Evaluation: The Way to Better Prevention Programs* (available from 1-800-USA-LEARN) provides information specifically on evaluating drug prevention programs. Other possible resources are a local college or university or your state Department of Education.

Appendix I

The Six Elements of Quality in School-Age Child Care

Human Relationships

- Are the staff warm and compassionate? Do they work with the children every day to build positive relationships and model communication? Do staff have realistic expectations of children?
- Do staff-child ratios and group sizes allow staff to meet children's needs?
- Do the staff and families work together to make the transition between home and child care go smoothly? Are the diverse needs of families recognized and viewed as strengths rather than burdens? Are families welcome at the program and do they feel well informed?

Indoor Environment

- Are the space, furniture, and equipment organized to support a wide range of program activities? Can several activities go on at the same time without disrupting each other?

Outdoor Environment

- Is the space clean and comfortable? Is it suitable for a wide variety of activities? Does the equipment allow children to be independent and creative? Does the space provide safe challenges for children of all ages including those with special needs?

Activities

- Is the daily schedule flexible? Does it meet children's needs for security, independence, and stimulation? Can they pursue hobbies and learn new skills?
- Are there many different activities for children to choose from? Do the activities give kids opportunities to learn in different ways and test out new ideas?
- Are the children involved in planning their own activities?

Safety, Health, and Nutrition

- Are the safety and security of the children protected? Do staff know the people the children are released to? Are entrances and exits supervised? When accidents do happen, are staff trained to handle emergencies and equipped with first-aid materials? Do staff know how to spot signs of child abuse and know how to report it? Are steps taken to protect and improve the health of children? Is the facility clean?
- Does the program serve healthy foods? Is there enough food to meet the needs of children of all ages and sizes? Is the food available at times when children are hungry? Do the kids seem to like the food?

Administration

- Are the staff-child ratios low enough?

- Are staff given an orientation to the job before working with children? Are staff asked about their training needs? Do they receive at least 10 hours of training per year to meet these needs?
- Does the financial management of the program support the program goals?

Excerpt from *ASQ Team Leader's Resource Manual*, published by the Center for Research on Women at Wellesley College, Wellesley, Massachusetts, 1996.

References and Resources for Additional Information

- Baden, R.K., Genser, A., Levine, J.A., and Seligson, M. (1982). *School-age child care: An action manual*. Dover, MA: Auburn House Publishing Company.
- Carnegie Corporation of New York. (1996). *Years of promise*. New York: Author.
- Children's Aid Society. (1993). *Building a community school: A revolutionary design in public education*. New York: Author.
- Corporation for National Service. (1996). *Expanding opportunities in out-of-school time: A national forum on service and school-age care*. Washington, DC: Author.
- Decker, L.E. and Boo, M.R. (1996). *Community schools: Linking home, school, & community*. Fairfax, VA: National Community Education Publication Series.
- Decker, L.E. and Romney, V.A. (1990). *Community education across America*. Charlottesville, VA: University of Virginia Mid-Atlantic Center for Community Education, National Community Education Association.
- Dryfoos, J. (1994). *Full-service schools*. San Francisco: Jossey-Bass Publishers.
- Edwards, P. and Biocchi, K. (1996). *Community schools across America*. Alexandria, VA: National Community Education Association.
- Fiester, L. and Marzke, C. (1996). *Linking community health centers with schools serving low-income children: An idea book*. Washington, DC: U.S. Department of Health and Human Services.
- Funkhouser, J., Fiester, L., O'Brien, E., and Weiner, L. (1995). *Extending learning time for disadvantaged students*. Washington, DC: U.S. Department of Education.
- Funkhouser, J., Humphrey, D., Panton, K., and Rosenthal, E. (1992). *Educational uses of time*. Washington, DC: Policy Studies Associates.
- Author. (1996). *Making the grade: A guide to school drug prevention programs*. Washington, DC: Drug Strategies.
- Metropolitan Life. (1994). *Metropolitan Life survey of the American teacher. Violence in America's public schools: The family perspective*.

Muraskin, L. (1993). *Understanding evaluation: The way to better prevention programs*. Washington, DC: U.S. Department of Education.

Ringers, J., Jr. and Decker, L. E. (1995). *School community centers: Guidelines for interagency planners*. Charlottesville, VA: University of Virginia Mid-Atlantic Center for Community Education, National Community Education Association.

SAGE Publications, 2455 Teller Road, Newbury Park, CA 91320; (805) 499-0721 [various publications on how to conduct evaluations].

Seligson & Fink. (1989). No time to waste: An action agenda for school-age child care. In Smith, Fairchild, & Grodinsky. (1995). *Early childhood care and education: An investment that works*. National Conference of State Legislatures.

Seligson, M. & Allenson, M. (1993) *School-age child care: An action manual for the 90s and beyond*. Westport, CN: Auburn House.

Seppanen, P., Love, J., deVries, D. and Bernstein, L. (1993). *National study of before- and after-school programs*. Washington, DC: U.S. Department of Education.

Trost, C. (1994, September). Isn't it time to change school hours? *Working mother magazine*, pp. 40-42.

U.S. Department of Education. (1996). *Putting the pieces together: Comprehensive school-linked strategies for children and families*. Washington, DC: Author.

ACKNOWLEDGMENTS

This booklet represents the work of many people. The idea for the book came from the community leadership group of the Partnership for Family Involvement in Education. This group includes such organizations as the National Community Education Association, the Boys and Girls Clubs of America, ASPIRA, United Way, National Coalition for Parent Involvement in Education, Girl Scouts of the USA, National Association of Partners in Education, YMCA of the USA, National Urban League, Big Brothers/Big Sisters, Rotary Clubs International, Parents for Public Schools, Children's Defense Fund, Organizations Concerned About Rural Education, and the National Coalition of Title I/Chapter 1 Parents. For more information on the Partnership for Family Involvement in Education, call 1-800-USA-LEARN.

Many educators and community representatives on the front lines of extending learning in a safe, drug-free environment also shared information on their programs. Special appreciation to Sheila Lewis with Girl Scouts of the USA, June Million with the National Association of Elementary School Principals, Sue Ferguson with the National Coalition for Parent Involvement in Education, Jonathan Herman with the National Guild of Community Schools of the Arts, Michelle Hailey with Boys and Girls Clubs of America, Rick Weissbourd with the John Fitzgerald Kennedy School of Public Policy at Harvard University and the American Bar Association's Anita Richardson who reviewed the manuscript's drafts.

Primary authors for this report are:

- Adriana de Kanter, U.S. Department of Education
- Leila Fiestler, Policy Studies Associates
- Andrew Lauand, U.S. Department of Education
- Valerie Romney, National Community Education Association

Joanne Wiggins of the U.S. Department of Education edited the manuscript.

Other contributors to the document include Starla Jewell-Kelly from the National Community Education Association, and Janie Funkhouser, David Goldstein, and Sara Nathanson from Policy Studies Associates, Inc.

Terry Peterson, Michele Cavataio, Val Plisko, Diana Phillips, Jennifer Ballen, and Sarah Howes of the U.S. Department of Education also made useful comments. Brenda Long of the U.S. Department of Education formatted the document.

Keeping Schools Open As Neighborhood Learning Centers:

**Extending Learning in a Safe, Drug-Free Environment
Before and After School**

October 1996

Prepared by

**The National Community Education Association
The U.S. Department of Education
Policy Studies Associates
The American Bar Association, Division of Public Education**

“Increasingly, our schools are critical to bringing our communities together. We want them to serve the public not just during school hours but after hours: to function as vital community centers; places for recreation and learning, positive places where children can be when they can’t be at home and school is no longer going on; gathering places for young people and adults alike. Bringing our schools into the 21st century is a national challenge that deserves a national commitment.”

**-- William Jefferson Clinton
President of the United States**

Richard W. Riley
U.S. Secretary of Education

Marshall Smith
Acting U.S. Deputy Secretary of Education

Terry K. Peterson
Counselor to the Secretary

Alan Ginsburg
Planning and Evaluation Service

This booklet represents the work of many people. The idea for the book came from the community leadership group of the Partnership for Family Involvement in Education. This group includes such organizations as the National Community Education Association, the Boys and Girls Clubs of America, ASPIRA, United Way, National Coalition for Parent Involvement in Education, Girl Scouts of the USA, National Association of Partners in Education, YMCA of the USA, National Urban League, Big Brothers, Big Sisters, Rotary, Parents for Public Schools, Children's Defense Fund, Organizations Concerned About Rural Education, and the National Coalition of Title I/Chapter 1 Parents. For more information on the Partnership for Family Involvement in Education, call 1-800-USA-LEARN.

Many educators and community representatives on the front lines of extending learning in a safe, drug-free environment also shared information on their programs.

Primary authors for this report were:

- Valerie Romney, National Community Education Association
- Leila Fiester, Policy Studies Associates
- Andrew Lauand, U.S. Department of Education

Other contributors to the document included Starla Jewell-Kelley from the National Community Education Association, Adriana de Kanter from the U.S. Department of Education, and Janie Funkhouser, David Goldstein, and Sara Nathanson from Policy Studies Associates.

Special appreciation to Terry Peterson, Michele Cavataio, Val Plisko, Joanne Wiggins, Jennifer Ballen, and Sarah Howes of the U.S. Department of Education and the American Bar Association's Anita Richardson who reviewed the manuscript's drafts.

Table of Contents

	<u>Page</u>
The Benefits of Schools as Neighborhood Learning Centers	1
Extending Learning Time: Creating Safe Havens for Learning	3
Financing a Community Learning Center	5
How to Open Schools for Extended Learning and Safety After Hours and During the Summer	9
Measuring Success: How to Assess a Program's Accomplishments	18
Resources for Organizations	20
Resource activities at the U.S. Department of Education	21
Conclusion	22
Appendix:	
A What Are Typical Costs?	23
B A Neighborhood Learning Center Budget Worksheet	24
C Build Consensus and Partnerships	26
D Conduct a Community Assessment	27
E Design an Effective Program	28
F Consider Logistical Issues	30
G Obtain Qualified Staff	32
H The Assessment Process	33
References	36

The Benefits of Schools As Neighborhood Learning Centers

"My friends, it's time to get serious. The dumbing down of American education must end. If children need extra help to measure up, they should get it. Let's provide tutors, and call in the families, or keep the schools open late and open in the summer, too, if we must. But whatever we do, let's end this tyranny of low expectations once and for all."

—Richard W. Riley, U.S. Secretary of Education

The need for increased opportunities for children to learn and develop in safe and drug-free environments outside of regular school hours is clear. Without affordable, high-quality after-school care available to parents who work, many children must care for themselves or be supervised by older siblings — responsibilities that distract them from school work. Lacking constructive community activities to engage them after school, children are vulnerable to drug use and gang involvement outside of school hours. In communities without libraries, many children do not have access to information resources or adults who can help with challenging homework; as a result, some of these students may not learn the skills they need to become productive citizens.

Research shows the importance of after-school and summer neighborhood learning centers:

- **Few opportunities exist for young people.** Relatively few organized, extended learning opportunities exist. Extended learning programs in schools are even more scarce, especially for older children and youth. As recently as 1991, only 600,000 children in grades K-8—just 2 percent of the eligible population—were enrolled in 13,500 before- or after-school programs at public schools. Three-quarters of these children were in third grade or younger. And few programs operated later than 6 p.m.
- **Youth are at greatest risk of violence after the regular school day.** According to the Federal Bureau of Investigation, youth between age 12 and 17 are most at risk of violence around 3 p.m.— the end of the regular school day.
- **Organized activities help children resist unsafe behaviors and enhance learning.** After-school and summer programs can offer the support and supervision children need in order to learn and to resist the influences of unsafe or violent behaviors. Children under adult supervision in formal programs demonstrate higher academic achievement and better attitudes toward school than children left alone or under the care of siblings. Neighborhood public school facilities can offer the venue for such programs, for otherwise from the last bell of the school day to the first bell of the

next day--16 hours each day--one of the community's largest capital investments sits vacant.

- **Children who spend more time in learning activities and organized extracurricular activities learn more.** Children learn more when they are given more time to learn. This is especially true for reading. Also, students who are involved in extracurricular activities such as academic clubs, sports, student government, band, and special lessons show greater achievement in reading.
- **Children want and need organized after-school activities.** Children left to themselves or under the care of siblings after school experience greater fear of accidents and crimes and are more bored than other children. They also are more likely to engage in drug and alcohol use and are more often the victims of accidents and abuse.

By offering a safe learning environment before- and after-school and during the summer, schools can become *neighborhood learning centers* that help children learn more and avoid destructive or dangerous activities. The programs can be simple, focused on a single goal, and funded by reallocating existing resources. Or they can address an array of conditions, involve many community partners, and attract support from many sources. In both cases, after-school and summer learning opportunities in a safe, drug-free environment can make a profound difference in children's lives.

Key Elements of Effective Drug Prevention Education

Drug-prevention programs should:

- Involve the family and community
- Teach that using drugs, alcohol, and tobacco are not the norm among teenagers, even if students think that "everyone is doing it"
- Help students recognize anxiety, stress, peer attitudes, and advertising that influence them to use alcohol, tobacco, and drugs
- Develop personal, social, and refusal skills to resist these pressures
- Provide developmentally appropriate material and activities, including information about the short-term effects and long-term consequences of alcohol, tobacco, and drugs
- Use interactive teaching techniques
- Cover necessary prevention elements in multiple sessions
- Include teacher training and support
- Contain material that is easy for teachers to implement and culturally relevant for students

Extending Learning Time: Creating Safe Havens for Learning

"I believe that we have to work together to continue to make our schools safe and our students held to a reasonable standard of conduct.... [From] 3 p.m. to 6 p.m. are the peak hours for juvenile crime, and all that comes back into the schools.... A lot of these schools do not have the resources today to stay open longer hours, but they would if they could."

— President Bill Clinton

This guide gives concrete steps that educators, parents, and communities can use to extend learning time in their local schools in ways that support safety and increase opportunities for children and adults to acquire needed skills. It discusses the major strategies and issues involved in financing, developing, implementing, and evaluating after-school and summer programs. It offers practical, flexible guidance and real-life models that readers can use to develop their own strategies.

A Safe Haven for Children

The city of Madison, Wisconsin operates a Safe Haven after-school program for more than 200 children at three elementary schools in neighborhoods with high crime and poverty rates. Program activities include homework help, academic enrichment, arts and crafts, supervised games and physical education, and field trips. Each school also incorporates its own approach to conflict resolution into the program by linking after-school activities to in-school strategies such as peer mediation and the DARE program, a drug prevention intervention.

The school district's community recreation department, which staffs the programs, works with the city's child care unit to train staff in conflict management, active listening, and other techniques to help students solve conflicts. As the program enters its third year, Safe Haven schools report improved attendance and reduced conflicts during after-school hours. Children in the program also show greater interest in completing their homework.

Schools have a practical interest in becoming a neighborhood learning center: to provide increased services for their traditional school-age clients while garnering neighborhood and community support. Programs that extend school hours link teachers, parents, volunteers, tutors, local businesses and colleges, and other stakeholders in a collaborative partnership. The programs create a safe haven for children and involve them in positive, productive activities.

Extending school hours to provide learning, enrichment, and safe and drug-free environments uses resources more effectively, as well, by allowing communities to take advantage of their largest capital investment, which otherwise is left unused for up to 65 percent of the time.

Residents of all ages gain easy access to a wider variety of organizations, which in turn can stretch their budgets further and increase services by saving on rent for facilities.

The assortment of programs and activities which a neighborhood learning center offers will vary with its need to respond to local conditions. Throughout this guide, examples of two of the most important types of extended learning opportunities are showcased: academic enrichment programs, including tutoring and mentoring, and drug-prevention or safety programs for children and youth.

TWO EXAMPLES OF SAFE AND DRUG FREE LEARNING PROGRAMS

The Lighted School Program. Since 1994, the Lighted School Program has kept middle schools in Waco, Texas open after school until 6:30 or 7 p.m., Monday through Thursday, to provide activities and services to approximately 200 students who attend regularly.

Nineteen local organizations provide activities and services. Baylor University contributes 115 college students as mentors; each works with one child, two hours a week, for a full school year. Staff from the city's recreation department lead supervised sports, field trips, and games. The Council on Alcoholism and Drugs implements the Straight Talk curriculum once a week at each site, and the Teen Pregnancy Prevention Council runs a weekly club geared toward preventing early pregnancy and fatherhood. Two art centers send instructors to the schools to lead hands-on activities, and library staff help children read and act out mystery stories.

Funding comes from local and national foundations, the city of Waco, the Governor's Office of Juvenile Delinquency, and the U.S. Department of Health and Human Services.

Children who participate in Lighted Schools say they appreciate having a safe place to go after school, that it keeps them off the streets, and that it is more fun than sitting at home in front of the television. Several say that if the program did not exist they would probably be in trouble.

Camp Offers Healthy Activities. Sixty students who live in a neighborhood plagued by crime and drugs attend a summer camp operated by Chandler Elementary School, businesses, and community organizations in Charlestown, West Virginia.

The school employs college and high-school students as counselors, tutors, mentors, and role models. A local transit company provides a bus and driver to transport children to the local recreation center, where campers take weekly tennis lessons. Campers also work in the school's computer lab and strengthen their reading and math skills with teachers and tutors. Other activities include hayrides, arts and crafts, swimming, and field trips.

A six-week curriculum includes a drug prevention component that encourages children to talk about the impact of drugs and violence on their community. Teachers and counselors help campers find ways to resist drugs and make healthy choices.

Financing a Community Learning Center

While some schools and communities may recognize the benefits of extending learning through neighborhood learning centers, they may think that such an enterprise is too costly or too complicated. This is not necessarily so.

Summer Learning Fills a Gap

When state tax-cutting initiative reduced summer school funding, parents in San Diego initiated their own summer learning program for students in grades 1-12. The Gateways program, which enrolls 2,000 students, offers challenging educational opportunities for students who have mastered basic courses.

Gateways offers two three-week sessions every summer; students can register for up to four classes a day. Most classes focus on science and the arts, although topics include stained glass design, how to get published, and fencing, in addition to physics, computer programming, and rocketry.

A core group of teachers participates in Gateways every year—to them, the program is a chance to work with highly motivated students and develop courses on topics not typically offered during the school year. Students see the program as a chance to experiment with academically challenging topics without fear, because they do not receive grades for the summer courses.

The program rents 55 classrooms from the school district; most students pay \$75 per class, although scholarships and work-study arrangements are available. Teachers earn \$386 per class, and 66 student assistants earn \$6 an hour. Gateways spends about \$30,000 a year on supplies.

Costs for after-school and summer programs vary widely, based on the type of activities and services offered, the times that the program operates, the experience level of the staff, and whether transportation and materials are required. The extensive variation in circumstances makes it difficult to establish "typical" program costs, but the experience of some programs can serve as a guide (See "Sample Costs and Funding for Three Successful Programs" on the next page).

Programs have many options to meet costs. Many charge minimal fees to offset some costs, and some use a sliding-fee scale based on income. Programs usually rely on a mix of local, state, and federal government funding (including Title I of the Elementary and Secondary Education Act, and funds from the Safe and Drug Free Schools and Communities Act) and often are able to acquire competitive public or private grants by providing specific services.

Some form partnerships with youth organizations (e.g., Boys and Girls Clubs, Junior Achievement, and Girl Scouts). Some encourage parents to volunteer their time in a cooperative arrangement; some give families a discount for free after-school sessions in proportion to the time they volunteer to help with the after-school or summer program (See Appendix A and B for more details on program costs and financing neighborhood learning centers).

Sample Costs and Funding for Three Successful Programs

St. Louis Public Schools (MO)	Murfreesboro Schools (TN)	Beacon Schools (NY)
<i>Serves:</i> 16 school-based Community Education Centers serve 44,000 residents each year. An average sites serves 1,500 kids per year, and an average of 70-90 kids each day	<i>Serves:</i> 9 elementary schools, with a total enrollment of 5,400 (K-8). 80% of the kids participate during the year; 500-600 of Cason Lane's 950 kids participate every day	<i>Serves:</i> 41 Beacon schools, at least one in every school district. Each site serves an average of 120-150 kids per day
<i>Offers:</i> Tutoring, arts and recreation, adult classes, drug-prevention programs	<i>Offers:</i> Optional full-day schedule, enrichment, arts and recreation	<i>Offers:</i> Academics, arts and recreation, comprehensive social services
<i>Costs:</i> \$29,250 custodial; \$41,000 site director; AmeriCorps volunteers	<i>Costs:</i> \$6.00/hr. for college students; regular staff on flextime	<i>Costs:</i> \$50,000 custodial; other costs vary
<i>Funding:</i> Fees for adult classes; HUD block grant; school board supplement	<i>Funding:</i> Regular budget + grants + fees of \$1.25/hour plus materials	<i>Funding:</i> \$500,000 from city plus grants
<i>Year Total:</i> \$102,250 per site	<i>Year Total:</i> \$200,000 at Cason Lane	<i>Year Total:</i> \$1 million per Beacon School

HOW ONE NEIGHBORHOOD LEARNING CENTER FUNDS ITS PROGRAM

Ankeny Community Schools, IA

The Community Education Department serves 5,000 students (K-12) and a community of 25,000. Programs are offered for all ages in nine Ankeny public schools and one community resource center. The estimated budget profile for the community learning center at Westwood Elementary School is as follows:

1. Part-time Community Education Coordinator: salary	\$20,000
fringe	\$5,500
2. School Age Child Care Program (100% funded by user fees)	\$68,000
3. After School Enrichment Program (100% funded by PTA and registration fees)	\$17,000
4. Adult Education Classes (100% funded by registration fees)	\$7,500
5. Ankeny Substance Abuse Project:	\$8,000
Prevention presentations, staff/student/family direct client services; 25% funded by Safe and Drug Free Schools and Communities Act, 75% funded by local voluntary contributions (No fees are charged to participants)	
6. Ankeny Family Advocacy Project	\$8,000
Attendance and truancy program; juvenile court liaison, in-home family counseling services, prevention program to reduce tobacco use, absenteeism, poor parenting, crime, violence, interaction with gangs (No fees are charged to participants)	
7. City Leisure Service	\$14,000
Youth and adult recreation programs during evenings and weekends; 15% funded by city, 10% by schools, 75% by fees	
8. Community use of Westwood facilities	\$22,000
YMCA, Scout groups and youth serving organizations, Adult-Church-Community-Business requests for local, non-profit purposes, private use reservations, 50% funded by schools, 50% funded by rental fees	
9. Other programs unique to Westwood each year	<u>\$3,000</u>
Total Program and administrative budget each year	\$173,000

Stretching Dollars: The Alabama Model for State and Federal Funds as Seed Money

Alabama's community education system uses a combination of federal and state funds to hire coordinators who implement extended-learning programs in public schools. During the 1994-95 school year, Alabama spent \$1 million in state and federal funds (a \$200,000 federal Dependent Care Grant) to pay salary supplements of approximately \$13,000 each to 65 school staff members to serve as community education coordinators.

Each of these staff members oversees an average of five school-based programs and is responsible for generating funds through fees and grants. In the 1994-95 school year, the coordinators generated \$9 million in additional funding while providing extended-day opportunities, tutoring, and programs for children and youth at risk as well as training and involvement programs for parents.

There are several funding and cost saving strategies that neighborhood learning centers can undertake to make the most out of limited resources.

- **Link Existing Programs** Some programs, such as youth and sports leagues, may already exist in the community. Linking these programs to a neighborhood learning center benefits both partners. The learning center expands the services it offers, and the program acquires meeting and practice space, improved access to its participants, and eliminates transportation costs.
- **Run a Program Eligible for Previously Set-Aside Funding** Funding that is set aside for services not directly related to schooling can be acquired to run programs on school grounds at lower costs, making existing funding go farther. For example, some schools have been awarded funding based on meeting criteria for running day care programs.
- **Reallocate Funds** Funding can be reallocated from areas where it is no longer needed. For example, schools in Murfreesboro have been able to reallocate transportation funding which is no longer needed when the child's school day matches the parent's work day.
- **Rent Out Unutilized Areas** Some spaces can be rented out to community groups.
- **Shift Staff Hours** Rather than hiring entirely new personnel or extending existing hours, staff hours can be shifted and lower cost support personnel brought in so that expert personnel are available during extended hours.

How to Open Schools For Extended Learning and Safety After Hours and During the Summer

Extending learning time at a school or creating a drug-prevention program may require collaboration among diverse partners: not only parents and educators, but also neighborhood residents, service providers and public officials may need, and want, to be involved in the process. Programs should keep in mind the goal of drawing upon all of the community's available resources, while addressing the concerns of all who are affected.

Collaboration often requires changes in traditional roles, responsibilities, expectations, relationships, and schedules. These changes can frustrate even the best efforts if the people who implement the new program don't share common goals, a vision for what the neighborhood learning center can accomplish, and an understanding of the populations and conditions the program will address and the strategies to be used. But before partners can agree on these details, they must first agree that schools have an important role to play in providing extended learning and safety through after-school and summer programs.

Learning Opportunities All the Time Cason Lane Academy Murfreesboro, TN

The Murfreesboro City Schools have developed a remarkable strategy for offering extended learning to students. Five days a week, year-round, Murfreesboro's nine elementary schools are open from 6am to 7pm. At Cason Lane Academy (K-8), each day is divided into three distinct parts: traditional academics, (no pull-outs allowed), until 11am; contemporary education, with small group-work, individualized instruction, music and art classes for every student, 11am to 3pm; and "increased opportunities," where parents may choose academics taught by regular Cason Lane teachers, art, recreation, or life skills classes for their kids, 3pm to 5pm.

Each day 500 to 600 of Cason Lane's 950 students stay for the afternoon session; during the year, 90% of the kids participate at some time. No one is turned away, and 10% receive scholarships. Cason Lane uses flex-time scheduling to make certified teachers available to teach academics after regular school hours. Mid-day assistants, usually college students, relieve teachers and supervise lunch; ancillary staff, coaches, and music teachers, work from 11am to 5pm. Through creative use of its resources and minimal fees (\$1.25 per hour and materials cost), Cason Lane estimates it provides 66% more educational time than traditional schools.

**A checklist for building consensus and
Soliciting input from diverse stakeholders:**

☐ parents, grandparents	☐ teachers
☐ principals	☐ employers
☐ students	☐ service providers
☐ active volunteers	☐ clergy
☐ parent-teacher organizations	
☐ leaders of community groups	
☐ school district administrators	
☐ school board members	
☐ higher education leaders	

The Steps to a Successful Program. Schools can become successful after-school and summer learning centers when parent, school, and community leaders:

1. **Build consensus and partnerships** among key stakeholders to convey the importance of becoming a neighborhood learning center and involve them in its planning and implementation (See Appendix C for more details).
2. **Assess school and community circumstances, resources, and opportunities** to operate a before and after school learning center (See Appendix D for more details).
3. **Design a program** that helps children and families learn at school and within the community (See Appendix E for more details).
4. **Address logistical issues**, including the use and maintenance of facilities, legal and liability concerns, and institutional policies (See Appendix F for more details).
5. **Obtain qualified staff** and define their roles and responsibilities (See Appendix G for more details).

An Extended Program Offers Non-stop Learning

Carmen Park Elementary School in Flint, Michigan serves 280 students in grades 4-6. Because many students are at risk of dropping out of school, the principal, teachers, and parents on the school's management council created an after-school and summer program that emphasizes healthy, educational opportunities for all students.

The extended learning program is aligned with the standards and benchmarks of the state's core curriculum. During the school year, the computer lab opens an hour before classes begin and remains open until 5 p.m. (8 p.m. on Thursdays). A tutor supervises as students use the lab for computer assisted instruction (CAI). During the summer, between 20 and 45 students work individually with tutors in the media center for four hours, once a week; twice a week, the computer teacher and a technician supervise students using the lab for CAI activities.

A series of activities known as Jumpstart enables students to maintain connections to school during the summer and avoid difficult transitions each fall. From 8 a.m. to 12:30 p.m., 60 students attend workshops in science, math, reading, and social studies led by a certified teacher, a Title I assistant, the principal, parent volunteers. Title I teachers also offer a hands-on, tutorial program for Title I students from Carmen Park and its feeder school.

Funding for the programs comes from the federal Title I program, a state program for at-risk students, and the school district's general fund. Local businesses donate snacks. Carmen Park students score near the 80th percentile on math, reading, science, and writing tests in the state assessment. The principal attributes student success to year-round participation in education activities and by the program's ability to provide adult role models who value education.

Focus Groups Highlight Need for a Drug-Prevention Program

The Red Hook Community Center at PS 15 in Brooklyn, New York offers evening, Saturday, and summer learning and recreational activities for more than 1,000 children, youth, and adults. Activities include discussions, skill building, and problem solving related to drug involvement and violence.

Adolescents (ages 16-20) in a "Youth on the Move" group learn leadership, community assessment, and outreach skills. The group has held focus groups and surveyed peers about the needs and risk factors associated with drugs and violence. Responding to feedback, the group counteracts the influence of drug dealers by providing role modeling and outreach to children before they begin using drugs. Another group of adolescents, "STOP the Violence," serves as mentors and conducts drug- and violence-prevention workshops.

Adolescents (ages 12-16) in the "Pathfinders Program" meet for four hours a week to plan and perform community service projects, solve community problems, and engage in peer discussions and support exercises. Twenty-five pre-teens in the "Challengers Program" participate in community service and enrichment activities for eight hours a week.

There is no prescription for the perfect after-school or summer program. The list of services and activities that schools can offer to promote learning and safety will depend on the resources they possess and the planners' goals and vision for a better school and a better community—their decisions about *who* should be served, *when*, *how often*, *where*, and *in what way*.

Depending on community conditions, programs may include:

- Tutoring and mentoring in basic skills
- Drug- and violence-prevention curricula and counseling
- Youth-focused activities (e.g., Boys and Girls Clubs, Junior Achievement, Scouts of America, academic clubs)
- Supervised recreation and athletic programs and events
- Day care, preschool, and/or nursery programs
- Homework centers
- Enrichment in the arts and cultural events
- Computer instruction
- Language instruction, including English as a second language
- Employment preparation or training
- Adult education and skill development
- Activities linked to law enforcement

I.S. 218 in Washington Heights, New York provides learning opportunities and social services before and after school and on weekends for 600 children a day in collaboration with the Children's Aid Society, Boys and Girls Clubs of America. One thousand parents also participate every week by taking classes in literacy, citizenship, English as a Second Language, entrepreneurship, and other topics, and by serving as volunteers. Along with educational opportunities, I.S. 218 offers a full range of medical and mental health services. The program's education and enrichment classes cost approximately \$450 per family per year; families pay an annual fee of \$35 a year. Total program funding is about \$1.2 million per year. Attendance at I.S. 218 is the highest in the city for comparable neighborhoods, and students' math and reading scores are improving steadily.

**Questions to Consider in Planning
A Neighborhood Learning Center**

What school needs could be satisfied through links with community partners?

- ☐ Added learning experiences
- ☐ Volunteers and other resource staff
- ☐ Cost sharing

What are the major barriers to creating the neighborhood learning center?

- ☐ Staff endorsement
- ☐ Program interrelationships and boundaries
- ☐ Arrangements for sharing space and equipment
- ☐ Administrative control
- ☐ Managerial arrangements
- ☐ Legal, liability, or financial requirements

Would public education programs be helped by:

- ☐ Closer relationships between educators and the public
- ☐ Expanded learning opportunities
- ☐ Improved communication with other segments of the community
- ☐ Use of the school for community purposes
- ☐ Conservation of limited education funding

— Adapted from Ringers & Decker (1995), pp. 27-28

Programs that use schools beyond regular hours for academic enrichment and drug and violence prevention may be initiated and administered by a single public school system, in partnership with a non-school organization or local business, or as part of a broader community development initiative.

Supplemental Curricula Build Students' Business Skills

More than 2 million elementary, middle, and high school students in 3,300 communities participate in Junior Achievement, an extended learning program that educates and inspires children "to value free enterprise, understand business and economics, and be workforce ready." At all levels, the program provides sequential and integrated courses that link students with trained volunteer role models from the community; experience-based learning; and a network of staffs and advisors.

Elementary school students learn the relevance of education to the workplace and the importance of lifelong learning through discussions and activities that emphasize decision making.

Middle school students meet weekly with local business volunteers to (1) learn about the economics of households, businesses, and the world marketplace; (2) explore careers; (3) learn about trade connections between people and cultures around the world; and (4) explore the personal and societal impact of leaving school.

High school students participate in a one-semester economics course, taught by school staff in partnership with a community business leader. In an after-school component, students organize a corporation with guidance from community volunteers. During the school year and summer, students also create and manage a company, develop and sell a product or service, participate in workshops on career planning and leadership development, and work with a business mentor in a local firm.

Whatever the model, experienced practitioners report that non-traditional school efforts, such as extended learning centers, benefit from a combination of **informal management** systems that give staff autonomy and **formal oversight** systems that ensure accountability and generate support from top administrators. According to the National Community Education Association, responsibility for maintaining the facilities used by school/community programs typically lies with a manager or coordinator, who answers to the principal and often to the school board, the staff of organizations that provide services at the school, or both. Advisory committees, which often continue past the program planning stage, can help coordinate programs and mobilize changes in the program or in relationships among collaborators. Partners also may establish accountability procedures for their own staff who participate in the school program.

Anticipating Legal Concerns. Extended school programs that involve recreation, field trips, and similar activities may raise liability issues. Administrators from each partner agency or institution should examine the potential for liability problems, make sure that the program's insurance coverage is adequate, and establish a process for addressing liability concerns.

The National Community Education Association advises planners to recognize that some local laws encourage joint ventures, such as neighborhood learning centers that provide an array of services, while others may appear to prevent interagency programs. Additional laws simply regulate services. Planners should understand the differences among these laws. In some cases, laws can be changed to make school-community collaboration easier. For example, a Virginia law cited in an NCEA handbook by Ringers and Decker (1996; pp. 53-54) provides for joint exercise of powers across state lines, which "appears to enable and encourage joint ventures such as interagency programs and school community centers."

Negotiating Institutional Policies. Institutional policies protect personal and professional privacy, define roles, and establish guidelines for practice. Policies usually are designed to make things run smoothly, but if they aren't flexible enough to accommodate the changes required by an after-school and summer education program, they can create turf issues and bureaucratic red tape.

Tips for Working with the School

- Involve teachers in planning and needs assessment from the beginning
 - Establish expectations for what and how materials will be shared
 - Where possible, integrate regular staff with extended learning staff
 - Coordinate with teachers so that the program fills their needs and frees them to do more with their own class time
 - Establish a system for on-going dialogue between regular and extended learning staff, to facilitate assessment, innovation, and the quick airing of grievances
-

Minimal Fees Support a Child Care Program Before and After School

When a survey revealed that 1,600 parents in a Philadelphia suburb wanted a child care program for their school-age children, the North Penn School District established a fee-based program using district facilities and a private child-care provider. Today, the before- and after-school program (BASE) serves 800 children—12 percent of the students in the district.

Parents pay approximately \$5 for morning sessions, \$6.70 for afternoon care, or \$8.80 for both sessions. The fees cover the cost of staff, liability insurance, snacks, school maintenance, and program overhead.

BASE uses the gymnasiums and cafeterias of 13 elementary schools, often sharing space with other community youth groups. Activities include homework help, supervised science and cooking experiments, games, art activities, and sports.

The staff consists of certified teachers, teacher assistants from local colleges, and adults with experience in youth organizations. Ninety percent have training in first aid.

To avoid barriers caused by institutional policies, programs can:

- Encourage partners to discuss boundary issues and resolve them in ways that satisfy all collaborators
- Define decision-making roles clearly
- Identify and address core policy issues during the early stages of program planning

High School Students Become Tutors At a "Saturday School"

A tutoring program for 130 students in grades 1-12 in Silver Spring, Maryland operates every Saturday morning during the school year. Volunteer tutors offer instruction in math, science, and English to increase the number of Hispanics graduating from high school prepared to pursue careers in these fields. Tutors also build students' leadership through Total Quality Management (TQM). Although this program focuses on helping Hispanic students, tutoring benefits all students with limited English proficiency.

The tutors include high school students, college students, and local professionals. Seventy percent are Hispanic, and half are bilingual. Tutors must maintain a B average in the subjects they teach. A certified teacher joins the tutors each Saturday to facilitate activities. Tutors are trained in ESL strategies, math instruction, the objectives of the state math test, and issues affecting Hispanic academic achievement.

Seven college students and 20 high-school students with good academic records serve as program leaders. They complete 40

The Beacon Program

The Beacon Program at Countee Cullen Community Center/P.S. 194 in New York City operates from 8 a.m. to 11 p.m. every day of the week. The center offers educational programs, supervised recreation, and social services and encourages teenagers to become more involved in restoring their community. An after-school program and summer day camp serves 150 youth, and a Teen Youth Council has launched a community beautification effort, sponsored workshops on job readiness and pre-employment skills, and organized a peer mediation program to help prevent youth violence. Other services include collaboration with Narcotics Anonymous and the Boy Scouts, a meal program, cultural studies, and supervised sports.

A grant from the Children's Welfare Administration funds the center's Family Development Program, a prevention program that helps troubled families stay together. Case managers work with parents and children to keep children out of the foster care system, help students with remedial academics, and empower parents to be the primary educators of their sons or daughters.

The Beacon Program has increased youths' access to vocational arenas, therapeutic counseling, and academic enrichment. Student performance on standardized reading tests have improved, and police report fewer juvenile felonies in the community.

Measuring Success: How to Assess a Program's Accomplishments

Neighborhood learning center programs are by nature complex, and no matter how well designed, must learn from experience. Continuous monitoring of the progress of a program—in addition to a shared understanding of the program's goals—can help leaders and staff maintain their focus, improve effectiveness and accountability, ensure parent and participant satisfaction, and identify necessary changes. Continuous monitoring allows a program's director to assess whether its key features are working as intended, and sets the standard to do better than before.

Principles of Good Evaluations

Good evaluations:

- Are done *by* and *with* families and partners—not *to* them
- Gather information continuously to assess progress, measure how strategies are working, and determine whether efforts are achieving desired results
- Engage the school, community, and other stakeholders
- Reflect an understanding of school and community context
- Use varied perspectives to examine programs and activities
- Gather several types of information
- Stay flexible

Evaluation involves five basic stages (See Appendix H for more details):

1. Focusing on goals and objectives for program strategies and using them as a guide for continuous assessment
2. Clarifying assumptions about the processes by which the program should work
3. Selecting indicators of success
4. Collecting information
5. Analyzing and using information for continuous program improvement

Selecting Indicators of Success

Has there been improvement in:

- Attendance
- Graduation rates
- Teacher evaluations of:
 - Motivation
 - Progress
 - Discipline
- Drug-use
- Grades and test scores
- Parental satisfaction with:
 - Safety
 - Progress
 - Increased opportunities

Has the following occurred:

- All program components are in place and function as intended
 - There is a free flow of information
 - There is a clear system of accountability
 - All participants are satisfied with processes, or review and revision is taking place
 - There is a proper outlet for new ideas and for criticism
-

Resource Organizations

The organizations listed below are involved in extended learning time programs and can serve as a resource in your efforts.

National Community Education Association
3929 Old Lee Highway
Suite 91-A
Fairfax, VA 22030
(703) 359-8973

ASPIRA Association, Inc.
1112 16th Street, NW
Suite 340
Washington, DC 20036
(202) 835-3600

Association of Junior Leagues International
660 First Avenue
New York, NY 10016
(212) 683-1515

Big Brothers/Big Sisters of America
230 North 13th Street
Philadelphia, PA 19107
(215) 567-7000

Boys and Girls Clubs of America
1230 West Peachtree Street, NW
Atlanta, GA 30309
(404) 815-5765

Boy Scouts of America
1325 West Walnut Hill Lane
Box 152079
Irving, TX 75015-2079
(972) 580-2000

Campfire Girls and Boys
4601 Madison Avenue
Kansas City, Missouri 64112
(800) 668-6884

Girl Scouts of America
420 Fifth Avenue
New York, NY 10018-2702
(800) 247-8319

Junior Achievement
One Education Way
Colorado Springs, CO 80906
(719) 540-8000

Resource Activities at the U. S. Department of Education

- ☆ **Partnership for Family Involvement in Education**
600 Independence Avenue, S.W.
Washington, DC 20202-8173

- ☆ **Extending Learning in the Basics -- Title I**
Contact your State Department of Education or the
U.S. Department of Education at 202-260-0826

- ☆ **Making Schools Safe and Drug Free.**
The Safe and Drug-Free Schools and Communities Act provides funding through the U.S. Department of Education to help schools build local partnerships to reduce violence and drug use, install metal detectors and hire security guards, and train teachers to prevent problems. The act offers school districts the flexibility to design their own comprehensive school safety programs and coordinate them with community agencies. For information, call 202-260-3954.

Publications From the U.S. Department of Education

The following publications can be ordered free of charge from the U.S. Department of Education by calling 1-800-USA-LEARN.

- *Strong Families, Strong Schools: Building Community Partnerships for Learning*
- *America Goes Back to School Partners' Activity Guide*
- *Employers, Families and Education: Promoting Family Involvement in Learning*
- *Reaching All Families*
- *Team up for Kids! How Schools Can Support Family Involvement in Education*
- *Be Family-Friendly: It's Good Business!*
- *Join Together for Kids! How Communities Can Support Family Involvement in Education*
- *Summer Home Learning Recipes*
- *Learning Partners Series (Reading, Math, Homework, and others)*

The following are available free of charge from the U.S. Department of Education by calling 1-800-624-0100:

- *Creating Safe Schools: A Resource Collection for Planning and Action*
- *Manual on School Uniforms*
- *Growing Up Drug Free: A Parent's Guide to Prevention*
- *READY SET GO*
- *School Administrators' Violence Prevention Resource Anthology*
- *Success Stories '94: A Guide to Safe, Disciplined, & Drug-Free Schools*

Conclusion

Creating neighborhood learning centers gets us "back to basics," back to active community involvement in raising and educating all of our children. The positive social impact on children of re-establishing the tie between home, school, and community has been widely recognized. As the Carnegie Foundation for the Advancement of Teaching points out, collaboration between home and the school is essential both to the family function and to school success. Drugs, violence, lack of supervision—these are the realities of many children today. A neighborhood learning center housed in the neighborhood school can be a safe haven for children, a place of caring and friendship removed from the violence outside.

Appendix A

What Are Typical Costs?

The major costs most programs incur are for utilities and rent, maintenance and custodial services, administration and planning, staff, and materials.

Utilities and rent: Most school-based programs are not charged for use of the building. To allow for custodial work, most schools typically stay open, lighted, and heated or air conditioned during the hours immediately after school.

Maintenance and custodial service: Most programs pay custodians for extra hours of work. Depending on local rates and the need to pay overtime, a program might pay between \$15 and \$20 per hour for each custodian. On a yearly basis, these costs could range up to \$25,000 for a large program.

Administration and planning: Depending on the extent of the program, a full- or part-time coordinator may be needed. Existing staff members may receive \$20 per hour for their extra time, while the salary for a new full-time staff member may be between \$30,000 and \$60,000 per year.

Support and instructional staff: The cost of instructional staff varies greatly according to experience. On average, a college student might earn \$6.50 per hour while a regular teacher might earn between \$12 and \$20 per hour, depending on experience. Principals and administrative staff may require salary supplements to become full-year staff.

Materials: These costs are the most variable because of the range of possible offerings. Participants typically pay for materials at cost for art and recreation programs. Tutoring programs are very inexpensive and may not require any additional materials. A modern computer lab could create a one-time cost of more than \$40,000.

Appendix B

A Neighborhood Learning Center Budget Worksheet

The budget worksheet on the following page can provide a useful guide to financing a program. The top half of the worksheet provides an itemized list of common expenses associated with establishing and operating a program. Space is provided for listing potential resources; some items and services can be donated, while others may have no cost. For example, a local company may donate printing services, and focus groups may not generate any cost if they are run by parents and the school. The bottom section of the worksheet allows for source-by-source accounting of funding.

Budget Worksheet**Major items to consider:****Estimated cost:****Potential resources:****Planning and Development**

Community needs assessments
 Focus groups
 Public opinion polls

Staff time
 Printing/Publicity
 Building/modifying space
 Recruiting and developing staff
Sub-Total: Start-up Costs

Operation

Office supplies
 Program materials
 Salaries—Instructional staff
 Salaries—Administrative staff
 Custodial services
 Transportation
 Utilities
 Telephones and Fax machines
 Computer systems
 Insurance
Sub-Total: Operating Costs

TOTAL COST:**Potential funding sources:**

Local government
 School district
 State grants
 Federal grants
 Foundations
 Parent/teacher organizations
 Local civic and service clubs
 Local businesses
 Tuition and user fees
 Other
TOTAL REVENUES:

Estimated Contribution:

Appendix C

Build Consensus and Partnerships

Leaders of successful programs offer the following tips:

- **Seek reactions from diverse members of the school and community.** Ask how an extended school program might help their children and families. What mutual goals could be addressed? Would the program affect their responsibilities? What role could they play? Who has concerns about the program, and how can they be resolved? For each partner, consider how the agency would interact with school staff and children; how staff would coordinate efforts between and among the school and collaborating agencies; and what hours or days each service could be offered.
- **Use existing data to communicate the need for an after-school or summer program.** Focus on statistics from unbiased sources: school absence, dropout, and graduation rates; student scores on standardized tests; numbers of students with limited English proficiency or poor literacy skills who could use extra learning opportunities; tobacco, alcohol, and drug use by students; rates of suicide and violence among students; and the availability of community resources.
- **Bridge the communication gap between stakeholders from different communities.** The terms people use for activities and program participants often reveal their goals and programmatic emphasis. Make sure that educators, service providers, volunteers, and other partners understand these terms. For example, to many private service providers the term "client" refers to an individual child; to many members of the school staff, the word includes parents, other family members, and community residents as well as students.
- **Form partnerships with other groups and organizations.** Make your stakeholders your partners. Businesses, church and community groups, and non-profit organizations have much to offer, and in many cases are already serving some of the same populations. Both partners benefit: the school adds to its resources and services, and the partner can use its resources more cost-effectively.

Appendix D

Conduct a Community Assessment to Inform the Selection of Education Programs

A community assessment helps a partnership turn a shared vision for continuous learning and safety into strategies that use resources efficiently to address local conditions. A community assessment will help reveal the context in which children live and learn, identify resources to use or develop, and indicate effective programs and strategies.

Assessment information can come from interviews, surveys, focus groups, and community forums. Try to include all stakeholders in the assessment process so that your resulting strategies address real concerns, and consider all possible resources. For example, is there a local college nearby which could provide work-study students or volunteers, or low-cost teaching assistants? Do parents feel that their children do not receive enough exposure to the arts?

It may also prove useful to find out what other community groups or partnerships have learned about how to improve the learning and safety of local children through their assessments. Compare information from several sources. Take inventory of which individuals, informal community associations, and formal institutions could help extend learning opportunities by providing funding, skills, or other assets.

Sources for Information on Communities

Education data: State and local education agencies

Economic data: Bureau of the Census (301-457-4608); Bureau of Labor Statistics (202-606-7828); U.S. Department of Housing and Urban Development (202-708-1422); annual reports prepared by cities, counties, and states

Health data and vital statistics: State and local departments of health and human services

Child welfare and juvenile justice data: U.S. Department of Justice (202-307-0765), local police and human service departments, state juvenile and criminal justice agencies

Information on children and youth: The Annie E. Casey Foundation (410-547-6600), the Children's Defense Fund (202-628-8787), the National Center for Children in Poverty (212-927-8793), county and local agencies

Appendix E

Design an Effective Program

Successful partnerships have concluded that every school and community must choose its own combination of opportunities to address local conditions and concerns. Nevertheless, to be effective, every program needs to address the following issues:

1. Establish vision and focus

- Set clear goals and objectives goal statements provide an overall framework for a program; objectives for long-term results enable partners and participants to measure progress toward goals. Goal setting involves: (1) identifying the population that the program will serve, (2) setting the scope of program strategies, (3) writing goal statements that express consensus among partners, and (4) aligning program goals with the goals of other local efforts.

Objectives should build on the information collected by your community assessment. For each goal, consider the following types of questions:

- Where are we now in relation to where we want to be?
- What are our priority concerns?
- What are the consequences of being where we are?
- What assets can we use to move toward our goals?

2. Address needs in an appropriate manner

- Help children and families learn in many ways as part of a comprehensive strategy to enhance learning—at school, within the community, through formal schooling, through experience, and with an understanding that learning never ends. As the Carnegie Corporation has noted, programs should never consider themselves as “holding tanks.” Programs can address neighborhood needs, such as providing tutoring in reading and access to computers; creating safe, drug-free havens; providing enrichment in the arts and languages; providing mentoring that helps students get into college or obtain a job; and aggressively teaching anti-drug and anti-violence approaches.
- Focus on the needs of individual children. Given appropriate training, staffs should be able to give individual children help with homework and to guide them in practicing important skills.

3. Coordinate efforts

- Connect with the regular school program by complementing the curriculum, making students ready and able to learn, and making the school a safe environment. Programs should proactively use the resources available in the school, including computer labs and recreational equipment.
- Collaborate with partners and provide education programs and services that meet real needs. By involving parents, neighbors, businesses, community members, law enforcement officials, and cultural institutions in the planning and operation of after-school programs, children can be guaranteed a much richer learning program.

4. Establish a system of accountability from the beginning

- Include a system for accountability and continuous evaluation to support program improvement. Continuous monitoring can provide rationales for program effects on children's learning and the need for collaboration, as well as provide guidance for management and ensure parent and participant satisfaction with the center.
- Use a governance structure that combines hands-on, site-based management with regular oversight and accountability to all partners. A system must be in place that allows school personnel and learning center administrators to have an easy back-and-forth relationship with accountability for actions and results.

Appendix F

Consider Logistical Issues: How to Go from Design to Implementation

Although the excitement of collaboration and the immediacy of children's needs naturally draw attention to curricula, services, and programmatic concerns, don't forget to address the logistical issues involved in building a partnership and implementing new approaches, including governance and management and the sharing of facilities.

Governance and Management Features

These include:

- **Strong leadership**—on-site and within the collaboration, to keep activities connected to goals, motivate staff, and generate continuing resources
- **Collaborative decision making**—through committees, hearings, task forces, workshops, and public forums, to ensure that activities match local needs and to build the investment of all stakeholders
- **Clear understanding of management and organization procedures**— including agreement on which partners hold legal responsibility and which partners are accountable for each element of the program
- **Well-managed, mutually accepted arrangements for sharing space and costs**—carefully plan and discuss responsibilities and payment structures, making sure that all parties are heard; everyone must accept, and have the same understanding of the final arrangements
- **A system for communication and problem resolution among partners**—from the start, establish a system of accountability and handling grievances about all of issues above

Sharing Facilities

All programs need easy access for disabled students, adequate space for activities and staff, a safe and drug-free environment, and an inviting atmosphere that attracts program participants. Since extending schools hours means using the school at night, ensure that there are adequate, safely lighted parking areas. Programs that offer recreation need access

to indoor and outdoor play areas; programs that provide day care or preschool need areas where young children can be protected and supervised.

After-school and summer enrichment programs often must share space that serves other purposes during regular school hours. Licensing requirements also can influence the type of school space that a program needs. These factors create possibilities for conflicts among school and after-school program staff about the size, management, and scheduling of program facilities.

Formal agreements among partners can reduce or eliminate conflicts, especially regarding classrooms, parking areas, entrances, administration and reception areas, lounges and restrooms, and storage and staff work areas. Remember that priorities, needs, and patterns of use change daily and over the life of a program. Keep the agreements flexible enough to adapt to these changes.

Continual, deliberate efforts to coordinate activities, communicate about small problems, and negotiate solutions can avert major disagreements over shared space. A building manager or coordinator, responsible for maintaining and scheduling space, can serve as a liaison among partners and ensure that the spaces are maintained and shared without disrupting any programs.

Appendix G

Obtain Qualified Staff

Staffing arrangements vary according to a program's size, management structure, and goals. But all programs need staff who are qualified and committed, have appropriate experience and realistic expectations, and can interact productively with regular school staff.

Staff for after-school or summer learning, drug prevention, and safety programs can come from the school, a partner agency, or the community. Paid professionals and student teachers can be supplemented with volunteers, parents, AmeriCorps participants, work-study students and volunteers from local colleges or universities, community members, and business representatives.

To help staff coordinate their efforts, experienced program leaders:

- (1) invite key stakeholders to participate in interviewing and hiring;
- (2) select staff carefully, based on their motivation and commitment, experience, knowledge of the community, ability to adapt to change, and sense of accountability;
- (3) define staff roles and responsibilities clearly;
- (4) provide orientation to new goals, practices, and systems; and
- (5) foster a team spirit.

Appendix H

The Assessment Process

Focus on Program Goals and Objectives as a Guide for Assessment

Indicators of success should be built around the original goals and specific objectives that the program was designed to achieve. Based on the purposes of this guide, goals define the desired results from extending learning time and undertaking drug prevention practices. Performance assessment should focus on the following questions:

- Is the program adhering to its mission and design, and taking steps to reach its objectives?
- Is the program fulfilling the role it was intended to play in the community?

Clarify Assumptions about Program Processes

Think about the assumptions your program is making about what management structures and processes will work in your community. Does information flow clearly? Is there a clear understanding of responsibilities and a system of accountability? These assumptions should drive program activities—and an evaluation will test the accuracy of the assumptions. If results do not improve, either the assumptions were wrong or an anticipated event did not take place.

Select Indicators of Success

Indicators of success must be established for all aspects of a program. Programs will need to assess whether they are achieving the goals they have set for meeting their students' needs by examining student performance, parental satisfaction, and impact on the community. Programmatic and management issues will need to be assessed by an appropriate set of indicators measuring the smoothness of operation, whether services are provided at the level of quality intended, the flow of information, and the system of accountability.

Effective evaluations use several types of information to measure results. It is essential to establish short-term indicators of success to introduce the practice of continuous improvement in a program. Information on rates of attendance, disruptive incidents, or teacher evaluations, may provide a short-term means of assessing a program's progress towards its goals. Short-term indicators of program processes could include surveys of all levels of staff about their understanding of their responsibilities and their satisfaction with the system of accountability.

**After-school Enrichment Programs Build on
Regular School Curricula**

Chicago Public Schools collaborate with the national ASPIRA program to offer afternoon enrichment opportunities to 100 Hispanic students at three middle schools. The activities coincide with students' classroom curricula, emphasizing hands-on participation in science and math. In addition, 600 middle- and high-school students participate in 17 ASPIRA clubs in Chicago, where they build leadership skills and a commitment to their communities.

Students can obtain individual tutoring on weekday afternoons and Saturday mornings at the ASPIRA central office, which also houses a resource center with information on preparing for college entrance exams. Forty middle-school students at risk of academic failure participate in ASPIRA's six-week summer school and receive follow-up sessions during the fall semester.

Volunteers and successful ASPIRA graduates work with paid teachers to manage programs and provide tutoring. Of approximately 450 high school seniors participating in various components of ASPIRA Chicago in 1995-96, 329 were accepted for postsecondary education.

An ASPIRA program in Chicago serving 30 students costs \$25,000. Funding comes from federal grants and the national ASPIRA Association. Northwestern University is developing a longitudinal study of the Chicago after-school and summer programs that will monitor student grades, academic progress, dropout rates, and enrollment in postsecondary education.

Collect Information on Results

Evaluations collect information on children and families, activities and services, staff and other resources, collaborative partners, and community perceptions. Sources of information include:

- Focus groups and community forums
- Surveys

- **Registration or intake forms**
- **Staff activity logs**
- **Comparison groups that match similar groups, one with a program and one without**
- **Demographic databases that reveal trends in the general population**
- **Self-comparisons over time**

Analyze and Use Information for Continuous Improvement

Evaluation creates tools for improving strategies or services and refining goals and objectives. An evaluation can show whether a program has reached its objectives and whether the failure to meet an objective was caused by inadequate implementation or flawed assumptions. This knowledge helps programs fine-tune approaches and set goals, creating a continuous loop of useful feedback.

Resources for Additional Information

- Children's Aid Society. (1993). *Building a community school: A revolutionary design in public education*. New York: Author.
- Decker, L.E., and Romney, V.A. (1990). *Community education across America*. Charlottesville, VA: University of Virginia Mid-Atlantic Center for Community Education, National Community Education Association.
- Dryfoos, J. (1994). *Full-service schools*. San Francisco: Jossey-Bass Publishers.
- Edwards, P. and Biocchi, K. (1996). *Community Schools Across America*. Alexandria, VA: National Community Education Association.
- Fiestler, L., and Marzke, C. (1996). *Linking community health centers with schools serving low-income children: An idea book*. Washington, DC: U.S. Department of Health and Human Services.
- Funkhouser, J., Fiestler, L., O'Brien, E., and Weiner, L. (1995). *Extending learning time for disadvantaged students*. Washington, DC: U.S. Department of Education.
- Funkhouser, J., Humphrey, D., Panton, K., and Rosenthal, E. (1992). *Educational uses of time*. Washington, DC: Policy Studies Associates.
- Ringers, J., Jr., & Decker, L. E. (1995). *School community centers: Guidelines for interagency planners*. Charlottesville, VA: University of Virginia Mid Atlantic Center for Community Education, National Community Education Association.
- Seppahen, P., Love, J., deVries, D. and Bernstein, L. (1993). *National Study of Before- and After-School Programs*. Washington, DC: U.S. Department of Education.
- U.S. Department of Education. (1996). *Putting the pieces together: Comprehensive school-linked strategies for children and families*. Washington, DC: Author.



SHIMABUKUR_L @ A1

02/24/97 07:11:00 PM

Record Type: Record

To: Dennis Burke, Leanne A. Shimabukuro

cc:

Subject: REPORT QUESTIONS DRUG-EDUCATION EFFORTS

Date: 02/24/97 Time: 17:25

DReport questions drug-education efforts

WASHINGTON (AP) Many schoolchildren still turn to drugs between the fifth and eighth grades despite billions of federal dollars that have been spent on drug education since 1987, the Education Department said Monday.

A report commissioned by the department said ``effects were small'' even in the programs that appeared to curb drug use. Despite the negative results, the department wants more money in 1988, with tighter standards for who gets it.

The report suggested that schools will need to spend more time and money on drug prevention than the \$10 in federal, state and local funds now being spent per pupil. The department also said that schools don't carefully choose their programs.

For instance, the report found better results at schools where students took part in programs other than D.A.R.E., which operates in about 70 percent of school districts.

D.A.R.E., which stands for drug abuse resistance education, relies on police officers and other law enforcement officials who visit fifth-grade classrooms for 17 hours each year. The program receives federal money through school districts.

``What we really want to do is to begin to get school districts to examine what they're doing,'' said Bill Modzeleski, director of the Education Department's Safe and Drug-Free Schools program.

The department wants \$620 million next year for the program, up from \$558 million this year and \$438 million in 1996.

The study tracked 10,000 students in 19 school districts yearly for four years, starting with a group of fifth- and sixth-graders in 1991-1992.

The sample doesn't give a statistically reliable picture of the whole country. Nor does the study give any measure of what drug use would be without any programs. But department officials said this study and others make clear that too many children are turning to drugs.

Eighteen percent of eighth-graders and 24 percent of ninth-graders reported being heavy users of alcohol, meaning they drank more than 10 times or were drunk at least once in the past 30 days. Eighteen percent of eighth- and ninth-graders had used marijuana in the month before the survey, and 5 percent reported being heavy users. Twenty-six percent of the older students smoked cigarettes.

Bill Alden, a national executive with D.A.R.E. America, said it's foolhardy to think that program can ``inoculate children for life." He said few districts follow up with the group's ``booster programs" in junior high and high school, largely because drug education is expensive.

``There's a natural erosion that takes place," he said, adding that the ``just say no" message of the last decade has given way to a more permissive attitude.

Although statistics have shown a rise in drug use, the increase has occurred in eighth- to 12th-graders, he said. ``Drug use at earlier ages has stayed pretty still," he said.

The report said teachers and drug counselors often find themselves strained to the limits. One counselor may be responsible for 500 students.

Some high school students who have been through D.A.R.E. and other programs say drug and alcohol use have become common.

Heather Hart, 18, from Lawrence, Kan., said pupils need to start learning when they're ``really, really little" that drugs are bad. Maybe then, youngsters would be less likely to turn to drugs when troubled emotionally, she said.

``Something happens in their life and they want to get away," she said.

But the self-described ``goody two-shoes" admits being irritated when she has to interrupt school to hear a drug presentation that has already sunk in.

Katie Krebsbach, 18, of St. Paul, Minn., said too many youngsters see older kids using drugs.

``I had D.A.R.E. in the sixth grade and that was it," she said.

``It needs to be a continuous thing. People need to see first hand what it does to people."

APNP-02-24-97 1733EST