

LEADERSHIP IN FULL-SERVICE COMMUNITY SCHOOLS:
A DRIVING FORCE FOR CHANGE

A Dissertation by

Raquel L. Greer

Master of Education Wichita State University, 2007

Master of Education Wichita State University, 2003

Bachelor of Science in Education Emporia State University, 1997

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The following faculty members have examined the final copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirement for the degree of Doctor of Education with a major in Educational Leadership.

Eric Freeman, Committee Chair

Jean Patterson, Committee Member

Kris Sherwood, Committee Member

Susan Bray, Committee Member

Samantha Gregus, Committee Member

Accepted for the College of Applied Studies

Shirley Lefever, Dean

Accepted for the Graduate School

Kerry Wilks, Interim Dean

DEDICATION

This dissertation is dedicated to my family. I love you.

To my husband, thank you for your love and support through this process. This includes your meal prepping skills and willingness to listen to my proof-reading without yawning too often. I'm grateful to walk this journey of life with you by my side. You are the support I lean on, thank you for knowing just how to love me.

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“It is simply impossible to have an island of educational excellence in a sea of community indifference” (Boyer, 1996).

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ABSTRACT

Full-Service Community Schools (FSCS) are designed to increase access to holistic support services for historically underserved children and families. To do so, FSCS have developed local, community partnerships with health and social services providers to bridge the gap between needed and available resources. Sustained implementation of a FSCS model requires school-community partnerships that cross traditional lines of organization and engage in a high level of interprofessional collaboration. Researchers have found FSCS partnerships difficult to sustain, as they require significant change to traditional boundaries between school and community leaders (Abrams & Gibbs, 2000; Campo, 2017; McMahon, Ward, Kline Pruett, Davidson, & Griffith, 2000). Using the dual lens of Fullan (2016) and Lewin (1947), this qualitative case study examines one school district's journey in sustaining the implementation of twenty-six FSCS over twenty years. Perspectives of school district administrators, city leaders, and school board members in a large, urban school district tell the story of leadership support during the development of the proven difficult FSCS partnerships. This study underscores the importance of providing intentional support for leaders during change and connects the redefinition of school-community partnerships required to implement a FSCS to the broader scope of school reform.

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CHAPTER 1

Full-Service Community Schools (FSCS) are a comprehensive school model designed to promote better access to academic and non-academic services with the goal of positively affecting developmental outcomes in *all* domains, for *all* children (M. Blank & Berg, 2006; Dryfoos, Quinn, & Barkin, 2005; Grossman & Vang, 2009; Whalen, 2007). FSCS provide support services that have historically fallen outside the purview of public schools in an attempt to bridge the gap between student needs and available resources (M. Blank & Villarreal, 2015; Dryfoos, 1994). Although each Full-Service Community School is unique with its own place-based structures and practices, researchers have identified a few common components (M. Blank, Melaville, & Shah, 2003; Conwill, 2003; Dryfoos, 1994, 2000; Richardson, 2009). These components include (a) a strong, core academic program to maintain a high-standards focus on education, (b) enrichment activities to support cognitive, moral, social, emotional, and physical development, (c) expansion of traditional school schedules to extend school hours, and (d) mental health and medical services to mitigate the root causes of non-cognitive barriers to learning (Dryfoos, 2000; Grossman & Vang, 2009; Houser, 2016; Whalen, 2007).

To deliver more comprehensive services than conventional public-school models, FSCS typically partner with various local organizations to extend traditional schools' capabilities. These partnerships often include educational outreach programs, technical colleges or universities, philanthropic organizations, social service providers, mental health agencies, and medical professionals (Abrams & Gibbs, 2000; Cooper, 1999; McMahon et al., 2000; Walsh et al., 2014). Each FSCS maintains its own distinctive partnership arrangement, individually reflecting the specific human and material resources available in the community.

Like much of the empirical research in education, the long-term, beneficial outcomes of FSCS are inconclusive. Some research offers tentative support for positive impacts in regard to a positive school climate, such as increased school attendance and decreased rates of suspension and expulsion (M. Blank & Berg, 2006; M. Blank, Johnson, & Shah, 2003; Dryfoos, 2000; Whalen, 2007). Research also offers tentative support for positive impacts in regard to academic results, including increased grades and academic test scores (M. Blank, Melaville, et al., 2003; Dryfoos, 2000; Houser, 2016; Santiago, Ferrara, & Blank, 2008; Walsh et al., 2014; Whalen, 2007), and a decreased achievement gap (M. Blank, Melaville, et al., 2003; Dearing et al., 2016; Dryfoos, 2000, 2008; Houser, 2016; Santiago et al., 2008; Walsh et al., 2014; Whalen, 2007). Yet in other studies, the research evidence regarding effectiveness is less convincing, indicating scant or no favorable effect on academic scores, attendance, suspension, and expulsion (Barnum, 2017, 2018; Gandhi, 2018; Zimmerman, 2018). Researchers have also generated inconsistent results between research sites, even when measuring the same effect.

It is still unclear to researchers why FSCS supports sometimes lead to positive results and at other times do not. Researchers speculate that some positive impacts are most likely realized through strengthened parent involvement, increased community responsibility, and a newfound accessibility of resources for students and families (Carnoy, 2015; Chen, Anderson, & Watkins, 2016; Walsh et al., 2014). Furthermore, inconsistent findings may be due to the large variation in the implementation practices between FSCS (Barnum, 2017, 2018; Garrett, 2012). As a result, researchers have deemed FSCS a promising but still tentative practice (Barnum, 2017, 2018; Garrett, 2012).

Even though policymakers have yet to fully authorize the FSCS approach by allocating basic funding for their growth and development, recent signs suggest they may be moving closer

to endorsing them. The Every Child Succeeds Act (ESSA), passed by Congress in 2015, maintained a few, new provisions that allow access to federal funding to increase resources aimed at mitigating barriers to learning through mental health, medical, and social services. Resources like these are integral in FSCS implementation. For example, one ESSA provision created the federal grants program titled, Promise Neighborhoods and 21st Century Learning Centers, which provide increased funding for school programs that exist outside of the traditional school day (Every Child Succeds Act, 2016). Another ESSA provision broadened the use of Title I federal funds, which are allocated to schools with qualifying populations of low-income students. Title I funds are now available to establish integrated student support services provided by external community partners, another integral resource for FSCS (Every Child Succeds Act, 2016). These changes in ESSA have cracked open the door for the financial support of resources typically found in FSCS and have boosted interest in the model.

Research Problem

FSCS have been deemed a promising but not yet sufficiently validated model for facilitating access for students and families to a wide range of comprehensive resources needed to mitigate barriers of learning (Barnum, 2018). Some school leaders have recognized that current conditions in education require comprehensive resources and integrated programs to meet student needs, as schools alone do not possess enough resources. Leaders interested in designing a more comprehensive approach to schooling, like FSCS, attempt to change traditional school structures by implementing a variety of integrated, holistic resources available to students while at school.

Rhetorical support from federal omnibus policy mandates such as ESSA (2015) gives school districts a green light to implement FSCS but leaves interested leaders to independently

navigate implementation with limited financial support and minimal formal guidance from agencies charged with educational oversight. While ESSA has marginally broadened the use of current federal funding streams, it restricts these monies to qualifying schools leaving resourceful leaders to compete for the few federal grants available for such purposes and reallocate their existing, limited funds to cover the extra expenses. These budgetary constraints leave FSCS leaders to identify additional, outside resources such as free service providers, philanthropic donations, and partnerships with community organizations to secure enough resources needed for implementation (Campo, 2017; Keith, 1999; Lee, 2005; McMahon et al., 2000).

Although FSCS partnerships appear to be a logical strategy for securing additional resources, collaborative community partnerships are in sharp contrast to traditional school leadership structures. In the typical budget process, school leaders exercise large amounts of autonomy when managing programming and allocating resources. Leadership in FSCS, on the other hand, is more complex and dependent on interagency collaboration. This cooperative approach is a substantial change for leaders as they must partner with others on all aspects of school operation including funding, facility use, programming, and personnel (McMahon et al., 2000). To be successful in FSCS implementation, Campo (2017) observed that school leadership “must undergo a paradigm shift, shaped by the understanding that leading in FSCS is different from traditional public schools, requiring specific skills and behaviors” (p. iv). If this paradigm shift is to gain traction over the long term, a need to redefine and redraw traditional boundaries between school and community is in order (Abrams & Gibbs, 2000; Campo, 2017; Keith, 1999; McMahon et al., 2000).

FSCS leaders are struggling to institutionalize this significant relational shift, as collaborative partnerships prove difficult to establish and sustain (Abrams & Gibbs, 2000; Campo, 2017; McMahon et al., 2000). McMahon et al. (2000) found that leadership emerged as “the most complex and divisive issue among participants,” noting that leaders often created two separate parallel administrative structures governing school and community resources independently (p.89). Fueling this divisive administrative structure, Abrams and Gibbs (2000) and Keith (1999) noted a dominant discourse grounded in a deficit perspective of community members by school leaders who perceived them as clients, helpers, or volunteers without assets and in need of support services. Community members have felt patronized by this discourse and hesitant to participate in decision-making, a response that serves to increase the divide between them (Abrams & Gibbs, 2000). McMahon et al. (2000) concluded “the universal tendency to defend professional turf and adhere to traditional modes of operating undermined the development of interagency teams as professionals from different disciplines struggled about the relative value of who does what and how it gets done” (p. 79). Unclear roles, traditional communication systems, and undecided limits of power sharing between parallel administrative structures inhibit communication, making it difficult for school and community leaders to hold open, honest discussions without blaming one another or arguing over traditional lines of authority (Abrams & Gibbs, 2000; Campo, 2017; C. Cummings, Dyson, & Todd, 2011; Keith, 1999; McMahon et al., 2000).

Eisenhower Public Schools (EPS) in USA has been an early adopter of the FSCS approach. EPS refers to their FSCS as Community Learning Centers (CLCs) and supports them with a leadership structure that outlines decision-making teams to facilitate school-community collaboration between leaders. The leadership structure of these CLCs is “grounded in the belief

that relationships and collaborations are the cornerstones that create positive systems change” (Eisenhower Community Learning Centers, 2018, p. 1). CLC policy guidelines clearly define members and their respective roles while proactively outlining the various facets of collaborative relationships with lead agency partners. In this intrinsic case study (Stake, 1995), I examined the CLC leadership structure in EPS to understand how it functions within a national educational environment offering limited financial and program support for FSCS. Having established its own support structure for FSCS leaders, EPS has accumulated years of experience navigating the implications of this organizational restructure. An examination of school district and community leaders’ perspectives of the CLC leadership structure generated important insights for leaders working outside of EPS who are interested in shifting from a traditional to a more comprehensive school leadership model.

Theoretical Framework

FSCS implementation requires a redefinition of school and community roles, leadership responsibilities, and traditional school structures. This study combined Lewin’s (1947) theory of change management with Fullan’s (2016) theory of educational change to better understand how FSCS leaders in EPS have navigated the shift from a traditional, autonomous relationship between school and community to one that engages both in equal, collaborative roles. Lewin’s (1947) theory of change management provided a lens through which to view the assumptions, perceptions, and actions of participants as they describe this change process. This lens examined the forces at work behind the scenes, described by Lewin as driving and restraining forces, that help or hinder leaders during the change process. Because education systems are typically resistant to wide-scale change, Fullan’s (2016) theory of educational change provided a complementary lens to view the assumptions, perceptions, and actions of participants as they

describe conditions, referred to by Fullan as drivers of educational change, that facilitate the change process.

Lewin's Theory of Change

Lewin (1947), along with subsequent change theorists, developed the Change as Three Steps model (CATS), also known as Unfreeze-Change-Refreeze. According to this model, change begins with some form of dissatisfaction or frustration generated by data that disconfirms present expectations. This dissatisfaction motivates people to consider change or the unfreezing of prevailing behavior patterns. Disconfirming data alone is not enough to alter behavior. During the unfreezing phase, people gather information and experience forces that push and pull against entrenched behaviors and eventually lead to the change part of the CATS process. Depending on which forces prevail, behavior resets or refreezes, resulting in tangible behavioral change. In spite of criticism that the theory is over-simplified, Burnes (2004) argued that Lewin's contribution to the understanding of human behavior was "enormous and still relevant today" (p. 978). Lewin's CATS has influenced most modern-day change theorists, dominating most western theories of change during the past 50 years (S. Cummings, Bridgman, & Brown, 2016).

Lewin (1947) explained that during the change process, human behavior reflects the driving and restraining forces at work behind the scenes. Driving forces, in the form of new concepts, feelings, or circumstances, push on the equilibrium creating an imbalance. This imbalance then produces immediate counter or restraining forces to maintain the equilibrium or norm (Lewin, 1947; Schein, 1996). Figure 1 provides a graphic depiction of Lewin's driving and restraining forces.

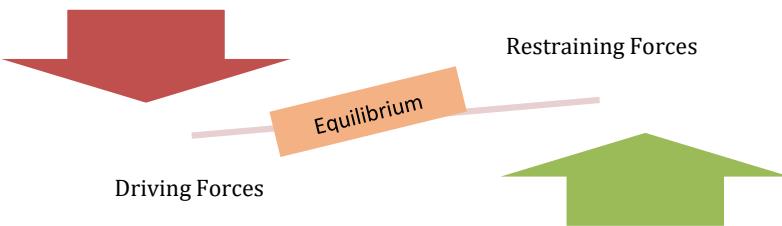


Figure 1. Lewin's Driving and Restraining Forces are represented by arrows to show how driving and restraining forces push on a quasi-stationary equilibrium to stabilize human behavior. Adopted from "Frontiers in group dynamics: Concept, method and reality in social science, social equilibria and social change" by K. Lewin, 1947, *Human Relations*, 1, p. 5.

These driving and restraining forces are in constant competition, sometimes shifting radically (Burnes, 2004). Lewin (1947) asserted that if one could identify these forces, it would be possible to better understand human behavior and strengthen change efforts. Looking beyond the surface to the forces at work behind the scenes is key to understanding human behaviors at the heart of change (Schein, 1996).

Human behavioral change only occurs when the equilibrium described by Lewin (1947) becomes imbalanced, allowing driving forces to outweigh restraining forces. Schein (1996) stated that change begins with "some form of dissatisfaction or frustration generated by data that disconfirm our expectations or hopes" (p. 60). Although, this disconfirming information shakes the equilibrium out of balance, it is not enough to motivate change by itself. Restraining forces, often identified as human defensiveness, denial, or fear of failure, resist the dissonance posed by disconfirming information. This response is common as most people have difficulty accepting

disconfirming information as valid. Accepting the validity of disconfirming information requires actors to acknowledge that something is imperfect, an admission that engenders a loss of psychological safety, feelings of effectiveness, self-esteem, and maybe identity (Schein, 1996). Individuals must consider and evaluate all forces to select an action that ensures psychological safety is maintained. Unless individuals accept and connect the disconfirming information to something more important than themselves, the equilibrium returns to its previous static state as the individual restrains disconfirming information from initiating change, as depicted in Figure 2 (Schein, 1996).

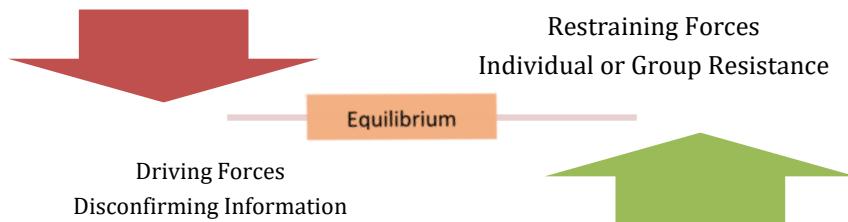


Figure 3. Schein's description of how the equilibrium becomes balanced is illustrated by the arrows pushing equally on the Equilibrium. This balance is achieved through an alignment of disconfirming information and individual or group resistance that creates a new equilibrium. Adopted from "Kurt Lewin's change theory in the field and in the classroom: Notes toward a model of managed learning" by Edgar Schein, 1996, *Systems Practice*, 9, p. 22.

The artistry of managing change lies within a person's ability to balance the perceived threat produced by disconfirming data affecting the individual or group. Alleviating resistance by establishing psychological safety increases the likelihood of change (Schein, 1996).

Schein (1996) observed that leaders must first address restraining forces by redefining teamwork as a "coordination of individual activities for pragmatic ends not the subordination of the individual needs to the group" (p. 61). This redefinition of teamwork keeps individuals from mobilizing their defenses and triggering panic that can lead to groupthink or lynch mob mindsets. Instead, leaders should focus on creating psychological safety that enables individuals to alleviate their natural defenses. Psychological safety is enhanced by providing (a) trusting relationships, (b) support systems to relieve day-to-day pressures, (c) a climate where mistakes are embraced rather than feared, (d) positive vision, (e) small, manageable steps toward the goal, and (f) mentor and coaching relationships. Leaders who successfully created psychological safety for individuals pave the way for the driving forces of change (Schein, 1996).

In this study, I examined the influence of driving and restraining forces on district and community leader perspectives as they pursue more collaborative leadership relationships. Leaders interested in changing the traditional relationship between schools and community must consider how restraining forces push back on new ideas to maintain the status quo. Leaders who experience restraining forces are likely to revert to traditional behaviors if psychological safety through structured supports are not provided. Leadership support through the change process is crucial to the success of new relationships between school and community, which are at the heart of the FSCS model. Allowing new relationships to develop on their own raises the possibility that restraining forces will push leaders back into traditional modes of operation. EPS appears to have moved passed the restraining forces by creating psychological safety for leaders to

implement and sustain 26 schools over many years. This study used Lewin's (1947) theory of change to better understand how EPS leaders implemented leadership support to create psychological safety for the new relationships required of school and community leaders.

Fullan's Theory of Change

Fullan (2001, 2005, 2012, 2016; Fullan & Hargreaves, 1992) has examined why it has been historically difficult to create lasting and meaningful change within educational systems. Fullan believed that educational leaders often focused on the wrong drivers of change and contended that people need to think differently about the change process. Fullan (1992) has noted that "serious education reform will never be achieved until there is a significant increase in the number of people--leaders and participants--who have come to internalize and habitually act on basic knowledge of how successful change takes place" (p. 744). To generate an organization capable of adapting to change and contributing to continuous improvement, reform efforts should focus on the dos and don'ts of change rather than on policy mandates or specific initiatives. While there are no hard and fast rules for educational change, Fullan (2016) identified key drivers in the educational environment conducive to continuous improvement. He stated that "These key drivers have the strength to influence complex webs of factors, while having the virtue of clarity rather than simplicity and typically govern the inevitable, nonlinear nature of change" (p. 8). This study used Fullan's key drivers of educational change as a second lens through which to examine participant perspectives.

Based on my preliminary observations, I entered into this study on the supposition that EPS has moved beyond traditionally resistant educational structures to instill commitment to sustained change within school and community roles and structures. I applied Fullan's (2016) theory of educational change to explore the assumptions, perceptions, and actions of participants

regarding typically resistant school structures to understand how school district and community leaders have reconstituted those structures. Specifically, Fullan's ideas informed my investigation of the process used by school and community leaders in EPS to engage the key drivers of systemic educational change, which are required to create and sustain the FSCS initiative.

Purpose of Study and Research Questions

This study examined how leaders are effecting change in Eisenhower Public Schools through a FSCS initiative known locally as Community Learning Centers (CLCs). Through the dual lenses of Lewin's (1947) driving and restraining forces and Fullan's (2016) theory of change resistance, I examined leadership perspectives to understand the forces that drive or restrain change when attempting to provide a climate of psychological safety that is essential to forging collaborative school-community relationships. In conjunction with this goal, I also explored leadership perspectives that offer insight into challenging and changing traditionally resistant educational structures. The findings from this intrinsic case study could enable leaders working in other locations and under different circumstances to identify what resonates within their own school community to inform their reform efforts aimed at creating and sustaining collaborative partnerships between school and community.

To achieve these purposes, this study poses the following research questions:

1. How do school and community leaders in EPS describe the driving forces of change when transitioning from traditional to collaborative school-community partnerships?
2. What restraining forces have school and community leaders in EPS encountered during this process of change?

3. Considering these forces, how have school and community leaders moved beyond the traditionally resistant structures of school to create lasting change in school-community partnerships?

CHAPTER 2

Review of Literature

This literature review synthesizes research relevant to an emergent reform model for education known as Full-Service Community Schools (FSCS) (M. Blank & Villarreal, 2015; C. Cummings et al., 2011; Leonard, 2011). Selected literature regarding the historical roots of FSCS tells a story of development as a response to increasing needs of low-income communities. In this review, I synthesize the literature to identify FSCS' common components, initial indicators of success, and potential roadblocks for development. Research results on the efficacy of FSCS vary according to location-specific initiatives as FSCS development primarily occurs through localized efforts without direction from policy or standardized funding options. As a result, leaders who choose to implement FSCS attempt to change traditional structures with independent direction and resources. The conclusion of this review synthesizes Fullan's drivers of educational change to help readers situate FSCS development within the larger framework of school reform.

The Historical Roots of Full-Service Community Schools

FSCS are a modern-day resurrection of an old idea that can be traced back to the early 1900s. During this time, America's new society was changing. Labaree (2012) stated that America had "a new corporate economy, growing inequality, angry labor relations, rapid growth of cities, and a huge wave of immigrants from southern and eastern Europe" (p. 8). This influx of diverse needs strained the resources and processes of the original common schools,

particularly in large, urban communities. To resolve inequities and limited social mobility among competing social classes, local communities demanded increased social services to create equitable educational opportunities for all children (Labaree, 2012).

Jane Addams was an early advocate for social concerns. She established the Hull House in Chicago as a response to the growing needs of poor, immigrant neighborhoods in Chicago's Nineteenth Ward (Addams, 1909; Benson, Harkavy, Johanek, & Puckett, 2009). Her model used homes, later known as settlement houses, to create a central location for needed community services including early childhood care, adult education, basic literacy classes, social clubs, ethnic and art festivals, recreational activities, medical care, and legal services. As a result, the Hull House became a central location for progressive social change housing labor union meetings, public forums, and advocacy of social science research.

John Dewey, heavily influenced by Addams' implementation of Hull House, became an advocate of utilizing public schools as an alternative to settlement houses. He observed that schools could become a community hub with a central coordinating role for social support services and argued for schools to become the vehicle for social reform. Dewey and Small (1897) stated, "The processes of education have come to be recognized as fundamental and vital in any attempt to improve human conditions and elevate society" (p. 2). Addams (1909) also recognized her model could achieve increased accessibility to social services using public schools. Together, Dewey and Addams advocated for reaching greater numbers of children in need through the universal availability of public schools.

In 1909, a public school in Rochester, New York opened the first dental office within its building. Rochester opened the door for schools to house civic-based organizations, employment bureaus, art galleries, movie theaters, and local health offices. This movement gave impetus to

features of public schools now considered standard such as auditoriums, gymnasiums, showers, libraries, and health rooms (Benson et al., 2009). By 1913, 21 states engaged in school-community collaboration maintaining a social hub for the community in its public schools. This school reform movement echoed the earlier sentiment behind the establishment of common schools as again, public schools offered the best response to the growing social needs of a growing country. And in a relatively short time, public schools were entrenched as a gateway to mitigate social concerns (Labaree, 2012).

The prosperous decade of the 1920s pushed individuals to abandon social reform agendas in pursuit of individual accomplishments. The increasing prosperity of the 1920s clouded the view of policymakers, making some types of state and federal social reforms no longer necessary or relevant. So it was not long before the idea of community hubs that Addams (1909); Dewey and Small (1897) envisioned gave way to community recreation centers that accommodated the new interests of society.

The Great Depression Influences Philosophy of School-Community Collaboration

The economic and social crisis of The Great Depression sparked a renewed interest in school-community collaboration to most effectively deliver services to a large population in need of support. Once again, low-income, urban communities were on the forefront of school reform efforts. Leonard Covello, social researcher and principal of Benjamin Franklin High School in East Harlem, New York City, harnessed school-community collaboration to address education, health, citizenship, and basic needs of the community. He built upon the ideals first espoused by Addams (1909); Dewey and Small (1897) ideals to create Covello's Community School Project. His initiative moved school-community collaboration forward by recognizing that in addition to providing social services in public schools, the school curriculum could play a role in solving

community problems. Benson et al. (2009) stated Covello used “social-base maps that displayed rich local data to provide a detailed picture of the environment in which these educational initiatives operated and of the factors supporting or frustrating success” (p. 26). Covello worked to address these factors through community advisory committees to integrate problem-solving efforts between school and community leaders.

In addition to Covello, Frank Manley of Flint, Michigan, initiated “The Lighted Schoolhouse” as an answer to the immediate social and economic needs facing his community. Manley, a city recreation leader, acknowledged the need for extended hours of operation in local schools as many parents worked extended hours during which children often went unsupervised. What began as an answer to constructive use of time outside of school led to his Lighted Schoolhouses offering services to all members of the community. These services included after-school care, social clubs, summer recreation activities, health and nutrition services, and a community education program. Schools were built with special facilities to accommodate these new initiatives and hired specific teachers for physical education and arts classes (Benson et al., 2009). Michigan began with five Lighted Schoolhouses in their community and later expanded, eventually spreading their message of community-school collaboration nationwide. This was the first large-scale implementation of community-school collaboration in education (Dryfoos, 2002; Garrett, 2012; McMahon et al., 2000; Schools, 2017).

As the social crisis brought on by the Great Depression faded, so did interest in large-scale social reform through public schools. Schools that tried to keep school-community collaboration alive experienced pushback from educational professionals. Teachers expressed perceptions of feeling overburdened by the personal and financial struggles of students and their families and many considered the social support services beyond the scope of their professional

responsibilities (Benson et al., 2009). This new, separated view led to the development of educational professions in nursing, psychology, and social work. With school districts now hiring their own social service and health professionals, collaboration with professionals in respective fields from the community was limited (McMahon et al., 2000; Sedlak, 1997). And, as a result, collaborative school-community efforts to enhance services for all children faded.

Industrialized Public Schools Create a New Philosophy

Beginning in 1940, a paradigm shift moved school reform away from community-school collaboration. Public schools became larger and more reflective of the growing bureaucratic systems in America. Independent, assembly-line models in education mirrored the industrial boom, creating a workforce that could accommodate the growing factory industry. As a result, a new model in addressing social concerns for students emerged. This “medical model” focused financial and political support on individual remediation as it viewed children and families with needs outside of academics as “abnormal” (Flaherty et al., 1998; McMahon et al., 2000; Sedlak, 1997). A focus on individual pathology presumed that troubled or needy students were aberrations from the norm who required interventions that would fix them. Children categorized in this way were viewed as social outliers and at the time there was no consideration of systemic or environmental factors playing a role in social distress. Sedlak (1997) stated that this movement “turned rapidly toward individual case analysis and away from attempting to improve broader social and economic conditions” (p. 354). Policy and reform practices during this time operated on the assumption that children with medical or social needs were broken and focused special resources on fixing them.

In furthering this approach, Congress enacted the Education for All Handicapped Children Act of 1975 (EHA, later renamed Individuals with Disabilities Education Act or IDEA)

(Education of Handicapped Children Act of 1975, 1975), alternatively known as Public Law PL 94-142. Almost 200,000 young people with mental illness or significant mental delays were living in state institutions that merely accommodated rather than educated them. EHA guaranteed these children the right to special education services in public schools, a policy shift that created a large influx of new students with specialized needs (Sedlak, 1997). Flaherty et al. (1998); McMahon et al. (2000) argued that legal mandates like IDEA ultimately restricted access to support services for children without a qualifying condition as strained public-school resources struggled to meet the new legal obligations. Contemporaneous with the implementation of EHA, Burbach and Decker (1977) stated that school-community collaborative reform models dwindled to a few, localized efforts found mostly in small communities. There was not much attention given to school-community collaboration since researchers deemed it unnecessary and easily managed with local resources.

Standards-Based Reform

The standards-based reform movement gained momentum in 1983 with the publication of *A Nation at Risk* (Abrams & Gibbs, 2000). This report challenged current educational practices and emphasized the need for higher standards (Gardner, 1983). Congress moved forward with the enactment of No Child Left Behind ([NCLB], 2002). Proposed by President George W. Bush in 2001, a bipartisan Congress overwhelmingly approved the omnibus legislation. This swing in school reform viewed public schools as in need of heightened accountability, rigorous academic standards, and a zero-tolerance view on limited academic results. NCLB required all public schools to administer annual standardized testing in reading and math to every student in grades 3-8 and once in High School. New accountability standards charged schools with ensuring every child met grade level standards by 2012, a goal that was to be accomplished by

steadily increasing the number of students who scored proficient on assessments each year (No Child Left Behind Act, 2001). Just prior to the passage of NCLB, Cooper (1999) observed, “The expectations for teaching every child have become more and more idealistic while the condition of the children attending school has become more and more desperate” (p. 205). Reform efforts through NCLB focused teachers on academic success driven by test prep pedagogy as student academic performance determined a school’s overall success. This top-down reform did not produce the dramatic changes its proponents sought. NCLB's use of a top-down pressure for accountability was punitive and created a flawed approach to school improvement (Ladd, 2017).

School Crisis Renews Interest in Holistic Supports

Beginning in 1990, a new social crisis emerged as an increasing number of students experiencing external stressors, known as Out of School Factors (OSFs) (Berliner, 2009), began to overwhelm local and state resources (M. Blank & Villarreal, 2015; Cooper, 1999; Grossman & Vang, 2009; Richardson, 2009). OSFs are the physical, sociological, and psychological effects of the limited resources available to low-income families (Berliner, 2009; Crowson & Boyd, 2001). Berliner (2009) identified seven OSFs as: (a) prenatal influences on children; (b) inadequate medical, dental, and vision care; (c) food insecurity; (d) environmental pollutants; (e) family relations and family stress; (f) neighborhood characteristics; and (g) out-of-school care. Researchers have found that low-income parents have less time, energy, and resources to devote to their child’s educational environment and health care, which create barriers to learning for students. These barriers greatly reduce the likelihood of students succeeding, as schools alone do not command sufficient resources to address them (M. Blank & Villarreal, 2015; Cooper, 1999; Grossman & Vang, 2009; Richardson, 2009).

There is an inequitable distribution pattern of OSFs across America's schools, further complicating the availability of needed resources. Berliner (2009) stated, "Because schools in America are highly segregated by income, race and ethnicity, problems related to poverty occur simultaneously, with greater frequency, and act cumulatively in schools serving disadvantaged communities" (p. 1). Therefore, schools serving higher numbers of low-income students often face multiple OSFs that quickly overwhelm school resources. In the first decades of the 21st century, the public school population was comprised of more than 51% of students living in a low-income home (M. Blank & Villarreal, 2015). Concern for OSFs expanded and overwhelmed school resources as the diversity of student needs continued to increase. For example, Bernstein-Yamashiro and Noam (2013) completed a meta-analysis of reports from the U.S. Census, National Institute of Mental Health, U.S. Substance Abuse and Mental Health Services Administration, and U.S. Office of Applied Studies. Their summary concluded:

A student body at any American middle or high school might conceivably comprise large numbers of adolescents experiencing living in foster homes; parental divorce or remarriage; drug addiction (their own or that of family members); material or emotional neglect; physical, mental, or sexual abuse; other dysfunctional family dynamics; or the psychological effects of transiency, homelessness, and racism. (p. 17)

Schools faced the consequences of these conditions that resulted in increased needs for basic medical care, social-emotional support, shelter, and extended supervision (M. Blank & Berg, 2006; M. Blank, Melaville, et al., 2003; Cooper, 1999; Grossman & Vang, 2009; Santiago et al., 2008). The increased needs and limited resources of schools impacted the success of students at the same time it frustrated educators intent on improving educational outcomes (Cooper, 1999).

Even though educational policy has historically focused primarily on academics, public concern has not. C. Cummings et al. (2011) described these changes in society and their associated stressors as “tectonic factors that shake the foundations of traditional schooling” (p. 27) as the traditional separation of academic and non-academic parts of the system could no longer effectively cope with concurrent demands. The necessity of student concerns pushed schools to assume sole responsibility for a multitude of safety, health, and social concerns without adequate financial support from government sources (Cooper, 1999; Dryfoos et al., 2005; Epstein & Salinas, 2004; Richardson, 2009). These complex challenges coalesced into a driving force motivating some schools to reconstruct a more integrated model of services using school-community collaboration.

The Emergence of Full-Service Community Schools

The FSCS concept emerged in the 1990s as a school reform strategy in low-income, urban communities. This reform strategy sought to capitalize on the universal availability of public schools to increase accessibility of services that mitigated barriers to learning (Burns, Warmbold-Brann, & Zaslofsky, 2015; Cooper, 1999; Crowson, 2001; Crowson & Boyd, 2001; Dryfoos, 1994; Leonard, 2011; Rosa & Tudge, 2013). FSCS used school-community collaboration to offer comprehensive academic, social, and health services for low-income students and their family members. FSCS expanded beyond the conventional confines of school structure with services such as extended hours for tutoring services, homework assistance, enrichment classes, and extra-curricular activities (Abrams & Gibbs, 2000; Cooper, 1999; Dryfoos, 1994); on-site mental and medical health agencies, (M. Blank & Berg, 2006; Dryfoos, 1994); adult education classes; and basic-needs assistance (Grossman & Vang, 2009; McLaughlin, 2000; McMahon et al., 2000). These ideals echoed the original efforts of Addams

(1909); Dewey and Small (1897) who advocated for school-community collaboration in response to the social crisis prevalent in early 20th century America.

During the 1990s, school districts expanded FSCS initiatives in largely populated, urban communities (Benson, 2009). These pioneer district models included (a) The Children's Aide Society in New York City, particularly School District 6, known as Beacons or Lighted Schoolhouses; (b) Florida Public Schools, known as Full-Service Schools; and (c) Chicago Public Schools, known as The Community Schools Initiative. Researchers explored these districts and argued they provided a practical avenue for addressing concern for OSFs with holistic services connected across school, home, and community settings (Crowson & Boyd, 2001; Walsh et al., 2014; Whalen, 2007).

During this time, researchers focused predominantly on the mitigation of OSFs that impeded school success. Houser (2016); Walsh et al. (2014); Whalen (2007) found that students in FSCS experienced increased academic achievement, evidenced by improved standardized test scores, improved grades, and a decreased achievement gap. In addition, academic achievement continued to improve each year the FSCS was in operation. Dryfoos et al. (2005); Walsh et al. (2014); Whalen (2007) found decreased discipline incidents, increased mental health and family stability, increased access to medical care, better attendance rates, and increased parent involvement in school activities. Specific information from these studies appears in later sections of this review. The positive results for students anticipated by researchers were realized through increased school-community collaboration that subsequently increased the availability of critical resources (Chen et al., 2016; Heers, Van Klaveren, Groot, & Maassen van den Brink, 2016; Min, Anderson, & Chen, 2017). These results enhanced the appeal of FSCS as a remediation strategy for low-income communities.

In 1997, The Coalition for Community Schools (hereafter, the Coalition) brought together advocates of FSCS to pursue a unified effort for expanded development in low-income communities. The Coalition, housed at the Institute for Educational Leadership in Washington, D. C., is “an alliance of national, state, and local organizations in education, youth development, community planning, family support, health and human services, government, and philanthropy” (The Coalition of Community Schools, 2018). The Coalition unified advocates, supported implementation, and trained professionals in school-community collaboration (M. Blank, Melaville, et al., 2003; M. Blank & Villarreal, 2015).

The ebbs and flows of school and community relationships I have highlighted throughout this chronological account of FSCS development indicate schools are often sought out to independently address society’s needs. Tyack (1990) stated that reform periods in education are often associated with times in history “when concerns about the state of the society or the economy spill over into demands that schools set things straight” (p. 174). Society often looks to schools to relieve a social crisis and then forgets about continuing those services once the crisis subsides. The cycle of attention, inattention, and rediscovery of school-community collaboration to increase services found in schools spans the past 100 years, creating a reform idea that periodically resurfaces among educators and community activists. Dewey and Small (1897) first proposed the idea, contending schools are the logical place for a social services exchange, sharing the intellectual, social, and economic resources of the community. Over time, leaders interested in a more comprehensive school model have found common ground in replacing a narrow view of schools as self-contained, academics-only institutions with a more holistic view of schools as centers of community life. FSCS is the latest iteration of this holistic vision.

Common Components of Full-Service Community Schools

FSCS development has occurred in grass-roots style, scattered and steadily growing in numbers through individual community efforts (Dryfoos et al., 2005). Because of this style of development, FSCS tend to be unique in the specific services offered; however, researchers have identified a few common components. Most FSCS extend traditional school times to offer services for students and families outside the normal school day. During this extended time, students can access academic assistance or enhancement including tutoring services, homework assistance, enrichment classes, service-learning projects, or business internships (Garrett, 2012; Grossman & Vang, 2009; Houser, 2016). Most FSCS also provide on-site mental health and medical services to remove barriers to learning (M. Blank & Berg, 2006; Dryfoos, 2000; Houser, 2016). On-site offices increase ease of access to social services, medical and dental care, regular individual and family counseling sessions, and adult education classes (Dryfoos, 2002; Houser, 2016; Santiago et al., 2008). Most FSCS implement these services through partnerships with youth organizations, businesses, mental and medical health agencies, social service providers, philanthropic organizations, or other educational entities in their communities. Local partnerships vary according to community needs and resources enhancing access to needed support for implementation of extended services.

The Every Child Succeeds Act (2016) recognized these common components, reflecting them in the federal definition of a Full-Service Community School. ESSA stated:

A full-service community school means a public elementary or secondary school that works with its local education agency and community-based organizations, nonprofit organizations, and other public or private entities to provide a coordinated and integrated set of comprehensive academic, social, and health services that respond to the needs of its

students, students' family members, and community members. In addition, a full-service community school promotes family engagement by bringing together many partners in order to offer a range of supports and opportunities for students, students' families, and community members (p. 1)

The recognized common components of FSCS are more useful as a guideline or provision of services to choose from rather than as a specific blueprint to follow. This variation in implementation has been a reflection of limited process guidelines and the burden of securing financial support outside state and federal funding.

Full-Service Community Schools Initial Indicators of Success

Both quantitative (Dearing et al., 2016; Houser, 2016; Walsh et al., 2014; Whalen, 2007) and qualitative (Abrams & Gibbs, 2000; M. Blank, Melaville, et al., 2003; Chen et al., 2016; Harringa, 2014; Houser, 2016; Lee, 2005; McMahon et al., 2000; Sanders, 2016) research studies have identified neutral to positive results in academic and non-academic indicators of success in FSCS. Although positive outcomes associated with FSCS development are mixed, it is notable that a recent meta-analysis of 19 studies found no cases of negative results as a consequence of implementing a FSCS (Barnum, 2018).

Academic Indicators

Across locations, educational researchers have reported inconclusive results for similar academic indicators of success. For example, separate studies have shown test score gains when implementing FSCS in Tulsa, OK, Chicago, IL, and Wichita, KS but not in Austin, TX or Jacksonville, TN (Barnum, 2017). Specific studies with significant academic results included district initiatives for FSCS schools in Tulsa, OK and Chicago, IL. Tulsa FSCS attained state assessment math scores (32 points higher) and reading scores (19 points higher) when compared

to schools without FSCS supports in the district (Dryfoos, 2000). And Whalen (2007) discovered longitudinal trends in Chicago, IL that showed steadily increased achievement and a closing achievement gap for FSCS when compared to other schools in the district. Researchers are still exploring why FSCS implementation in some districts produces a significant academic impact but not in others.

Even with mixed results on academic indicators, FSCS have consistently shown to create more equitable opportunities for students when accessing supports and services typically found in middle-income homes. McNamee and Miller (2014) stated that education is not a cause but an effect of social class and children generally receive a quality of education in direct proportion to their own social class standing. Chen et al. (2016) speculated positive impacts were realized through strengthened social capital, increased school-community norms of involvement and responsibility, and new availability of resources for students and families. Focus on a results-only assessment overlooks the possibility that the equalization of supports is an appropriate solution for children, regardless of assessment numbers. And many researchers agree that the more equalized opportunities provided by FSCS are a commendable outcome regardless of significant positive results in academic data (M. Blank, Melaville, et al., 2003; Dryfoos, 2000; Grossman & Vang, 2009; Kane, 2004; Whalen, 2007). There is further evidence of increased equalized opportunity in the non-academic indicators in FSCS.

Non-Academic Indicators

FSCS were found to have a more positive school climate than comparison schools, leading to decreased discipline incidents (M. Blank & Berg, 2006; M. Blank, Melaville, et al., 2003; Dryfoos, 2000; Santiago et al., 2008; Whalen, 2007). Severe or violent behavior incidents resulting in suspension or expulsion tend to decrease over time in FSCS (M. Blank, Melaville, et

al., 2003; Dryfoos et al., 2005; Whalen, 2007). Notable results by Dryfoos (2000) found an overall 40% decrease in disruptive behavioral incidents resulting in discipline referrals when summarizing data from 49 FSCS. Researchers also found fewer incidents of students involved in neighborhood violence when analyzing contributing factors to suspension and expulsion in comparison schools (M. Blank, Melaville, et al., 2003; Dryfoos, 2000; Dryfoos et al., 2005). One notable study found a 50% increase in positive developmental indicators when analyzing discipline data from twenty FSCS (M. Blank, Melaville, et al., 2003). Increased positive developmental indicators, such as positive attitudes, motivation, and relationships, were found to increase rates of cooperation with teachers and adherence to school rules, enhancing the school's overall climate and decreasing discipline incidents (M. Blank & Berg, 2006; M. Blank, Melaville, et al., 2003; Dryfoos, 2000; Dryfoos et al., 2005; Santiago et al., 2008).

Researchers have speculated that increased parent involvement and attitudes towards the school can lead to improvements in school climate and reductions in disciplinary activity. Several researchers found that positive parent involvement significantly increased after implementing a FSCS (M. Blank & Berg, 2006; M. Blank, Johnson, et al., 2003; M. Blank, Melaville, et al., 2003; M. J. Blank & Villarreal, 2016; Dryfoos, 2000; Grossman & Vang, 2009; Santiago et al., 2008; Whalen, 2007). Specific indicators measured included the number of volunteer hours, participation in school events, positive communication with teachers, and parent attitudes towards school.

Researchers also identified increased access to medical care for students and families in FSCS (M. Blank, Melaville, et al., 2003; Chen et al., 2016; Dryfoos, 2000; Grossman & Vang, 2009). Access to medical services is scarce in low-income communities and necessary services are often unavailable or of low quality. Ease of access is a crucial support factor, as parents do

not often take advantage of resources due to inconvenience, inexperience, or intimidation (Chen et al., 2016; C. Cummings et al., 2011; Grossman & Vang, 2009; Sanders, 2016). Following implementation of FSCS' on-site access to medical services, parents reported a significant increase of perceived access to quality medical services. For example, at Broad Acres Elementary FSCS, the percent of parents who reported '*No access to health care*' decreased from 53% to 10% 2- years after FSCS implementation. In addition, Dryfoos (2000) reviewed 49 FSCS program evaluations and found that parents reported 43% increased access to medical and dental care, lower hospitalization rates, and higher immunization rates in FSCS than comparison schools. Researchers suggested that increased ease of access to preventative mental health and medical services further contributed to positive indicators in FSCS data (M. Blank, Melaville, et al., 2003; Chen et al., 2016; Dryfoos, 2000; Grossman & Vang, 2009).

Improved student attendance rates have also been observed in FSCS (M. Blank, Melaville, et al., 2003); M. J. Blank and Villarreal (2016); Dryfoos (2000); Grossman and Vang (2009); (Lee, 2005). Specifically, Dryfoos (2000) found that 70% of students with chronic rates of high absenteeism improved their attendance following FSCS implementation. FSCS implementation demonstrated a remediation of chronic absenteeism that then elevated overall FSCS attendance rates. For example, attendance in Lane Middle School in Portland, OR increased from 85% to 91% in the 2-years following implementation of their FSCS (Dryfoos, 2000). And, M. Blank, Melaville, et al. (2003) found overall improved attendance rates in 20 FSCS program evaluations when they analyzed longitudinal data. Researchers surmised the co-location of mental health and medical support services for students and families lowered absenteeism stemming from illness or family crises because of preventative practices implemented in the schools (Dryfoos, 2000; Grossman & Vang, 2009; Santiago et al., 2008).

Potential Roadblocks to Successful Implementation of FSCS

Educational researchers have identified two main roadblocks to successful implementation of FSCS: authentic partnerships between school and agency personnel and sustained financial support. C. Cummings et al. (2011) argued that if schools are to engage in school-community supports, then redefinition of the existing boundaries between school, home, and community must be addressed through funding and accountability measures. Policies and financial support to reinforce collaborative measures between schools and communities are necessary to the success of FSCS. In addition, the limited guidance available for school and district leaders is underscored by a lack of specific guidelines redefining the parameters of traditional partnerships and how to negotiate new leadership roles. Barnum (2018) stated that “FSCS with substantial resources over several years are most likely to succeed, but there is a lack of evidence regarding elements that make FSCS models successful or how those elements should be implemented” (p. 4). There is no accepted blueprint for establishing FSCS or facilitating new roles between school and community leaders as their strength lies within the individuality of each FSCS. Standardization would hinder the FSCS leaders in effectively developing responsive resources for the community. Therefore, new FSCS are left with a very unstructured process of implementation, modifying their practices through trial and error.

Authentic Partnerships

Authentic relationships between schools and the communities they serve are critical to the success of FSCS (Dryfoos et al., 2005; Noguera, 2001; Putnam, 1993; C. Warren, Brown, & Freudenberg, 1999; M. R. Warren, Thompson, & Saegert, 2001). Other educational researchers (Ferguson, 2009; Keith, 1999; Lee, 2005; McMahon et al., 2000) have described authentic relationships between school and community leaders as the “backbone” of successful FSCS. In

addition, researchers have noted a correlation between an FSCS leader's ability to form professional relationships with community leaders and the use of community resources (Lee, 2005; Keith, 1999; Quinn, 2005; Ferguson, 2009; Santiago, et. al., 2009). FSCS principals take on a new role in school leadership, one that includes inspiring community and school stakeholders to collaborate on all aspects of operating the school. Ferguson (2009) stated, "Strong community partnerships resemble good friendships. Widely shared visions supported by citizens and professionals who enjoy working together are essential" (p. 85). School-Community relationships are integral to student success; researchers have consistently demonstrated a positive relationship between community and parent participation and increased academic achievement, attendance, and school accountability (Abrams & Gibbs, 2000; Chavkin & Williams, 1993; Henderson, 1987).

School-community partnerships are difficult to establish and sustain (Abrams & Gibbs, 2000; McMahon et al., 2000). Schools are traditionally resistant to change, and community leaders often operate from a unique perspective. To create a collaborative relationship, school and community leaders must hold open, honest discussions regarding strengths and weaknesses without blaming one another (Abrams & Gibbs, 2000; Ferguson, 2009; Keith, 1999; McMahon et al., 2000). Professional development is critical for school and community leaders to effectively define roles, develop communication systems, set limits of power sharing, and establish explicit norms of practice and a clear chain of command (Abrams & Gibbs, 2000; Ferguson, 2009; Keith, 1999; McMahon et al., 2000). If left to chance, these components can become pitfalls to success. Clearly defined partnerships are essential to change the traditional modes of operation for FSCS leaders (Cooper, 1999; Dryfoos et al., 2005; Keith, 1999; McMahon et al., 2000; Santiago et al., 2008).

Following her case study, McMahon et al. (2000) recommended FSCS leaders create formal documentation of specific organizational structures that stipulate the nature of interagency relationships. She described how an established framework to “evaluate the potential for each organization to contribute as expected, specify ways that potential threats to effective participation will be addressed, and monitor the implementation of changes to support ongoing participation” contributed to successful partnerships in FSCS (p. 78). CLCs reflect this recommendation with intentional support and guidance for leaders to change traditional school leadership models.

Sustained Financial Support

In addition to the traditional educational resources, FSCS require a variety of health care, social service, and after-hours resources. These ‘extra’ resources can be expensive and difficult to sustain over time when measured against the limited funding options for state and federal money. FSCS typically use a variety of sources to supplement state and federal funds including grants, donations, philanthropic, and university partnerships (Dryfoos, 1994; McMahon et al., 2000). FSCS leaders must manage support coming from multiple funding streams, which is often associated with additional paperwork for waivers, grant requirements, and other obligations to private donors.

To this end, Service Coordinators have proven useful in tackling the additional responsibilities associated with coordination of and communication to outside funding sources. The Service Coordinator’s primary role is to connect and integrate resources to provide student care beyond the traditional school model (M. Blank, Melaville, et al., 2003; C. Cummings et al., 2011). Service Coordinators in FSCS create communication and collaboration with community leaders. This role is “essential” to the sustainability of resources in FSCS (Dryfoos et al., 2005).

In tandem with Service Coordinators, Dryfoos (1994) has also recommended a separate, lead agency assume responsibility for the management of funding of FSCS. Non-profit organizations can become a lead agency to help FSCS manage funding sources and find needed resources. This option, despite its advantages, could create an unintended responsibility of the lead agency to generate additional funding necessary for FSCS operation. This could lead to the school system and other funding sources having little financial stake in the survival of the Full-Service Community School (McMahon et al., 2000).

Policy and Funding Options for Full-Service Community Schools

In December 2015, Congress passed the Every Student Succeeds Act (2016). ESSA has opened a new window for innovative experimentation in school reform and renewed a federal focus on whole child development, expanding the debate over funding responsibility for the resources necessary to educate the nation's children. ESSA has a few, new provisions that allow access to federal funding to increase resources aimed at mitigating barriers through mental health, medical, and social services. ESSA focuses federal efforts on fully preparing all students for success in college and careers through whole child development. ESSA requires public schools to consider holistic indicators of success in addition to assessment results, which include social-emotional development of students, school safety, and student engagement. In conjunction with expanding the indicators of success, ESSA has increased requirements for the involvement of stakeholders and encouraged community partnerships to enhance a holistic education (Every Child Succeds Act, 2016).

ESSA maintains the current, largest funding supports of FSCS in the form of two grants: Promise Neighborhoods and 21st Century Learning Centers. It also creates specific grants to expand FSCS development by allocating \$6 million to selected school districts. Every Child

Succeds Act 2016) stated that these “awards will help encourage a coordinated and integrated set of comprehensive academic, social, and health services that respond to the needs of its students, their families, and community members” (p. 276). ESSA also encourages public schools to utilize Title I federal funds to establish integrated student support services provided by external community partners. These funds are allocated to schools with qualifying populations of low-income students. However, ESSA’s encouragement is not an open-door policy as federally-funded interventions are required to meet evidence-based criteria (Every Child Succeds Act, 2016). However, in an important step towards the use of federal funds in FSCS, Daniel, Maier, and Oakes (2017) stated that FSCS provide “sufficient evidence that meets ESSA’s criteria for evidence-based approaches to include community schools as part of targeted and comprehensive interventions to support transformation in high-poverty schools.” (p. 17). Opening the door to Title I funds means FSCS could become less reliant on local and outside funding sources (Duffy & Jenkins, 2016).

Increased financial and political support are a crucial step in the unified advancement of FSCS (Lee, 2005). ESSA allows for more innovative approaches to school improvement than NCLB, opening the door to increased funding sources and political support for school-community collaboration. However, the initiative to take advantage of the funding opportunities in ESSA must come from school leaders.

Full-Service Community Schools Could Facilitate Change in Education

Beginning in 2011, researchers began to recognize the highly problematic focus of FSCS “fixing” disadvantaged communities. C. Cummings et al. (2011) stated the exclusive focus on low income students “reinforces the asymmetrical relationship between disadvantaged students, families, and communities on one hand, and the professionals who believe they are able to solve

the problems created by disadvantage on the other” (p.124). He suggested this focus increased the risk of stereotyping and further marginalizing the very students and families FSCS claim to help. Some FSCS initiatives began to broaden their focus beyond remediation. M. Blank, Johnson, et al. (2003) described FSCS that included reciprocal relationships benefiting both students and the community. This echoed Covello’s Community School Project in Harlem when he worked to address community and student concerns resulting from the Great Depression by instigating integrated problem-solving efforts between school and community leaders (Benson et al., 2009). Researchers have increasingly begun to focus attention on comprehensive, financially efficient services needed for *all* children in *all* communities (M. Blank & Villarreal, 2015; C. Cummings et al., 2011).

FSCS represent a change in thinking about how schools can deliver student services and support. Where historically only the neediest students have received mental health, medical, and extended academic support services, FSCS implementation envisions holistic supports for all children and families. Educational change is constrained by inertia as the traditional structures of school have maintained their place for a very long time. Some educators are challenging the conventional model, looking beyond traditional relationships and structures to create FSCS.

CHAPTER 3

Methodology

Qualitative research is ideally suited to exploring meaning behind a phenomenon by observing and interpreting data in a natural context (Creswell & Clark, 2015; Marshall & Rossman, 2011; Merriam & Tisdell, 2015). Considering my research questions, theoretical framework, and literature review, qualitative research best allowed me to investigate forces that influence leaders within the complex context of a FSCS. A rich description of the perceptions and actions of leaders is crucial to understanding the driving and restraining forces that influence collaborative relationships between school and community leaders. This chapter includes a description of the research design, data collection and analysis methods, research quality assurances, and ethical considerations of this study.

Research Design

FSCS researchers suggested a need for further research that considers FSCS in context due to the inseparable nature of school and community support (Campo, 2017; Heers et al., 2016). Patton (2014) described a qualitative case study design as an “exploration of a bounded system through detailed, in-depth data collection involving multiple sources of information rich in context” (p. 259). Because of its holistic, context-bound approach, a case study design provided me with an effective method for adhering to researcher recommendations regarding future studies of FSCS. In addition, Baxter and Jack (2008) suggested that a case study design is best when

- (a) the focus of the study is to answer “how” and “why” questions;
- (b) you cannot manipulate the behavior of those involved in the study;
- (c) you want to cover contextual

conditions because you believe they are relevant to the phenomenon under study; or (d) the boundaries are not clear between the phenomenon and context. (p. 545)

In this study, I had a particular interest in capturing the “how and why” of participant perceptions of collaborative relationships between school and community leaders. Because the available research on leadership in FSCS is mainly focused on potential roadblocks to collaborative partnerships (Abrams & Gibbs, 2000; Campo, 2017; Keith, 1999; McMahon et al., 2000), this case study offers a new view of FSCS leadership that draws from the contextual conditions and multiple perspectives shaped by the underlying forces that drive or restrain leaders when attempting to collaborate with partners.

Establishing boundaries on a case creates a reasonable scope of study and can be done through time and place, time and activity, or definition and context (Baxter & Jack, 2008). Eisenhower Community Learning Centers served as the bounded system for this case study as CLCs provide the “fence” surrounding this study (Merriam & Tisdell, 2015). Merriam and Tisdell (2015) described this fence as the boundary surrounding a phenomenon occurring in context. I was interested in examining the leadership support structure within the CLCs and exploring how this structure supports the FSCS model.

Research Setting

The Eisenhower Public School district (EPS) offers a network of FSCS collectively referred to as the Eisenhower Community Learning Centers (CLCs). CLCs support 26 FSCS in “the development and implementation of safe, supervised before and after school programs, weekend and summer enrichment opportunities and other supportive services for children, youth, families and neighborhood residents” (Eisenhower Community Learning Centers, 2018a). EPS serves a large, urban community with over 42,000 students. The ethnic distribution of students

in EPS is as follows: 66.6% white, 0.6% Alaskan or Native American, 6.3% African American, 4.6% Asian, 13.7% Hispanic, and 8.6% identified as two or more races (Eisenhower Public Schools, 2018). Eisenhower CLCs provide a delivery system that uses the local school as the hub of services for children, families, and neighborhoods. These service hubs focus on “collaborative partnerships that provide support services and opportunities which lead to smart kids, thriving families, and strong neighborhoods” (Eisenhower Community Learning Centers, 2018a). Eisenhower’s CLCs are typical of a FSCS model as they maintain a comprehensive view of education comprising the components that enhance all domains of child development and extend beyond the confines of a traditional school day.

Eisenhower Public Schools utilized 21st Century Learning Centers grants and Title I funding to provide necessary monetary resources for the extended services of the FSCS model. Eisenhower CLCs have also established partnerships with local organizations called lead agencies to further support FSCS implementation. According to the Eisenhower Community Learning Centers (2018b) website:

Lead agencies have been identified to assist with promoting and implementing a successful CLC at their assigned sites. The lead agency employs the school community coordinator in partnership with the schools. Each lead agency brings a diverse set of skills and capacities which are aligned with the overall vision and goals of the CLCs initiative. The lead agencies have demonstrated on-going success in delivering a variety of program activities through the use of effective partnerships. (p. 1)

Lead Agencies for CLCs include (a) Northeast Family Center, (b) Eisenhower Housing Authority, (c) Boys and Girls Club of Eisenhower, (d) Willard Community Center, (e) Family Service of Eisenhower, (f) YMCA, (g) Malone Community Center, (h) Cedars, (i) Eisenhower

Parks and Recreation, (j) USAns for Civic reform, and (k) North Point. Partnerships with CLCs' lead agencies provide needed resources to expand the scope of services in Eisenhower's FSCS beyond the constraints of a traditional school model. Eisenhower Public Schools have sustained the FSCS model for over twenty years, which has been proven difficult due to collaboration roadblocks and limited funding options (M. Blank, Melaville, et al., 2003; Campo, 2017; Dryfoos et al., 2005).

For this study, the 26 FSCS located within Eisenhower Public Schools that operate as a CLC denote the extent of the bounded system. Although this bounded system is large, I narrowed down the list of prospective participants from within the CLCs leadership structure to make the study feasible. I discuss purposeful sampling in the next section of this chapter. Patton (2014) advised careful selection of a case study that has potential to offer a significant or special contribution to the research literature. Eisenhower Public Schools offers a potentially rich research site for this case study as CLCs have a history of sustained implementation of the FSCS model. I selected Eisenhower Community Learning Centers (CLCs) as the bounded system for this case study because all schools within the system utilize a common leadership structure. This structure is outlined below.

Full Service Community Learning Center Network Leadership Structure

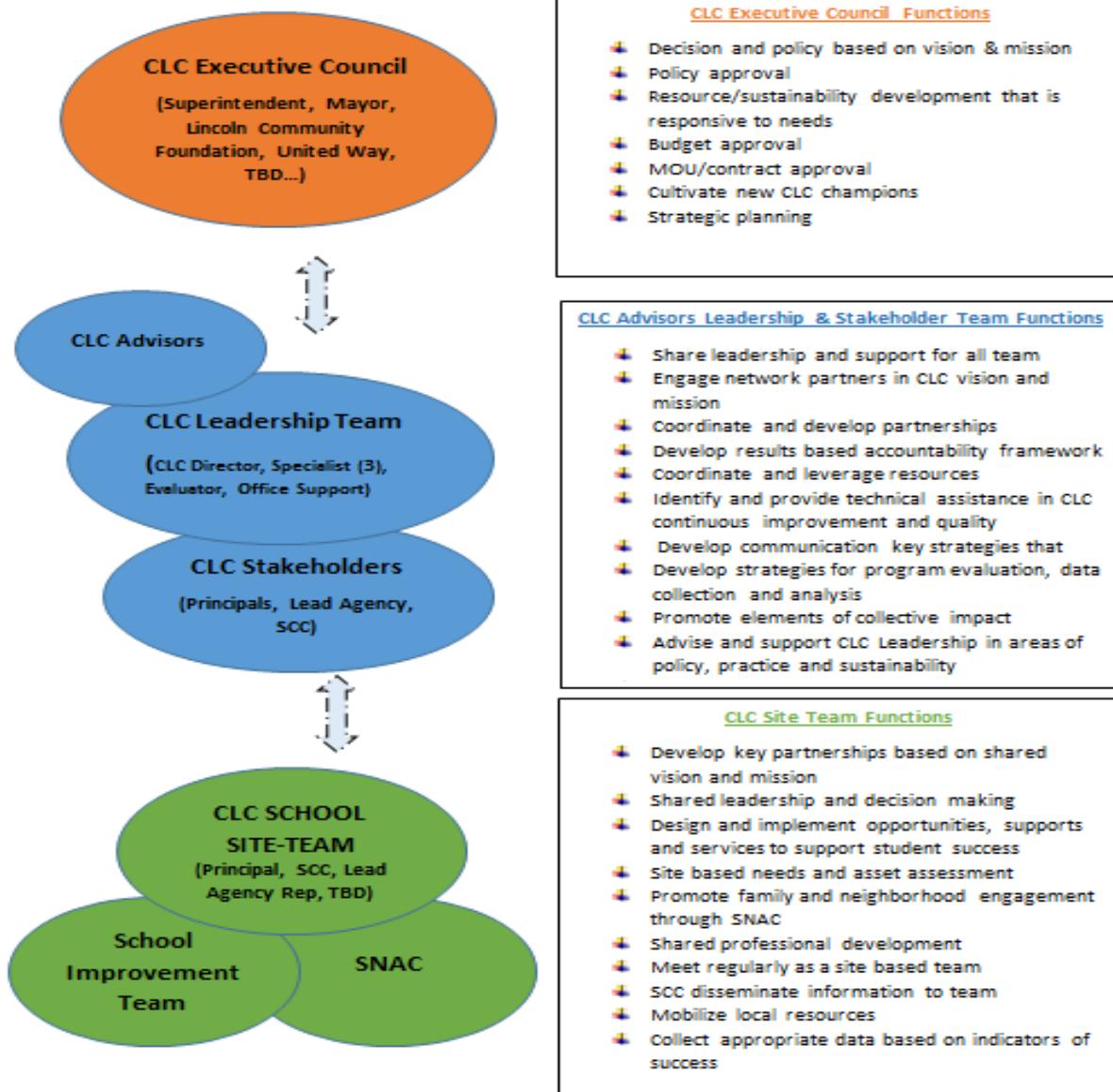


Figure 3. LCL Leadership Structure. This figure outlines the leadership structure of the CLCs in Eisenhower Public Schools. Each level of collaborative leadership teams is defined, and the core functions are described. Adapted from Eisenhower Community Learning Centers. Leadership Structure. Retrieved|Access Date from <http://wp.EPS.org/clc/leadership-structure/>.

This support structure includes three leadership teams comprised of key school, district, and community personnel. These teams systematically support leaders in changing from the traditional management of schools to one that intentionally involves school and community leaders in equal measure, which is required for FSCS. I anticipated that the leadership perspectives within this structure would provide valuable data and insight into the structured, sustained support of school-community collaboration, which current researchers have deemed critical in changing traditional modes of operation for FSCS implementation (Abrams & Gibbs, 2000; Campo, 2017; Keith, 1999; McMahon et al., 2000).

Data Collection

A case study allowed integration of various data sources to describe a phenomenon through a holistic, context specific understanding of the case (Baxter & Jack, 2008; Lapan, Quartaroli, & Riemer, 2012). This section reviews the multiple data sources for this study which included purposeful sampling of participants, individual interviews, document review, a participant observation, and field study notes.

Participants

Purposeful sampling seeks participants who can best describe a phenomenon to achieve rich descriptions and in-depth understanding of the case study (Lapan et al., 2012; Merriam & Tisdell, 2015; Patton, 2014). This study utilized Patton's (2014) group characteristic sampling technique, which is the selection of "a specific information-rich group that can reveal and illuminate important group patterns" (p. 267). Group characteristic sampling was used to select participants from the CLC Leadership Team of Eisenhower's CLCs leadership structure. This group of leaders has proven experience establishing district-level support for the FSCS model. Campo (2017) stated that support and direction for building leaders were key in creating

sustained implementation of the FSCS model. I interviewed multiple district level leaders in Eisenhower Public Schools. The district leaders chosen through group sampling had direct oversight of the CLCs, including the selection and sustainment of funding, evaluation of CLC schools and partnerships, and facilitation of partnerships with the lead agency representatives.

In addition to this leadership group, I included EPS school and CLC board members as part of my purposeful sample (Patton, 2014). As previously mentioned, purposeful sampling seeks participants who can best describe a phenomenon in question (Lapan et al., 2012; Merriam & Tisdell, 2015; Patton, 2014). School and CLC board members provided rich data regarding community leaders' perspectives. This study would not be complete without both school and community perspectives, so these participants provided this balance. Both perspectives were important as the relationship between school and community leaders has been found to be a potential roadblock to a sustainable FSCS model (Campo, 2017).

Twenty participants were invited to participate and received written, informed consent describing the type of research questions I asked in the study, confidentiality protections, and an opt-out procedure in case they decided to end their participation. The identities of the 12 participants who accepted were kept confidential as names and any identifiable information were removed and replaced with pseudonyms in the dissertation. The 12 participants were comprised of nine female and three male leaders. They held various district-level leadership positions or seats on either the school or CLC boards. I did not ask participants to identify ethnic or racial demographics for the purpose of this study.

Interviews

I selected to use semi-structured interviews with district leaders as my primary data source in this study. Semi-structured interviews begin with a few questions and then allow

flexibility for researchers to ask additional questions or probes in response to participant answers. This type of interview encourages participants to expand on questions they choose, as there may be information a participant wishes to share about a topic or issue of importance to them that was not addressed in the interview questions (Lapan et al., 2012; Marshall & Rossman, 2011; Merriam & Tisdell, 2015). Individual interviews were chosen over focus groups to allow each participant the opportunity to speak on their individual area of expertise within the CLC leadership structure support system. Individual interviews also provide confidentiality that focus groups do not. Since participants are discussing collaboration and partnerships, individual interviews provide opportunity for honest perspectives of these leaders. I was more interested in collecting unguarded perspectives than observing how participants would interact in a focus group. I believed that individual interviews provide the best format for accurate communication and the candid personal conversations with leaders needed in this case study.

Document Review

Merriam and Tisdell (2015) described research documents as a “ready-made source of data” (p, 162) that can exist in a physical or online setting. Documents that should be accessible prior to the commencement of research include official records provided by school personnel, posted on the school and district websites, or obtained through the school’s state report card. I also reviewed documents that emerged once the case study began, including a newly formed interlocal agreement between the city of Eisenhower and Eisenhower Public Schools, rubrics to measure expected outcomes for lead agency partnerships, memorandums of understanding between school sites and lead agencies, and professional development materials (Merriam & Tisdell, 2015).

Participant Observation

Patton (2014) advised that direct observation is sometimes necessary to fully understand the complexity of conditions in their natural environment. Participant observations are important in gathering data from a first-hand account of the phenomenon because they can complement second-hand accounts obtained from interviews to create more expansive and multiple viewpoints. Multiple viewpoints is instrumental in providing triangulation in the identification of variations and patterns in the data (Lapan et al., 2012; Merriam & Tisdell, 2015). I observed one of the CLCs stakeholder meetings that occur quarterly in Eisenhower Public Schools. There were over 50 participants in this meeting to bring together the three layers of the leadership structure--Executive Council, Leadership Team, and School Site Teams--to discuss progress and goal setting. This observation provided me a first-hand view of how the CLC leadership team worked together.

Field Notes

I recorded my observations, insights, and questions throughout the data collection process in the form of field notes. Field notes are the detailed descriptions of the contexts of interviews, reflections of the researcher, and ongoing, preliminary analysis of the data (Marshall & Rossman, 2011; Merriam & Tisdell, 2015). Merriam and Tisdell (2015) highlighted the importance of field notes when she described them as “analogous to the interview transcript” (p. 149). Together, interviews and field notes were the basis for all data collection. During the data analysis phase of the study, I compared my field notes to the interview transcriptions to ensure the contexts of data were considered.

Data Analysis

Merriam and Tisdell (2015) defined data analysis as “the process for making sense out of the data” (p. 202). This process is iterative and requires the researcher to identify themes and search for patterns in the data (Marshall & Rossman, 2011; Merriam & Tisdell, 2015). It began with creating segments in the data that corresponded to the research questions, called units. Data units must independently describe their meaning without additional information (Marshall & Rossman, 2011; Merriam & Tisdell, 2015). I used a constant-comparative approach to identify, substantiate, and/or revise patterns in the data units, called themes (Merriam & Tisdell, 2015). I looked for confirming and conflicting experiences among participants. In keeping with the purpose of this study, I was especially attentive about identifying themes related to how school and community leaders interact to create collaboration between school and community for sustainment of the FSCS model.

Merriam and Tisdell (2015) stated that conveying a holistic understanding of the case is of “paramount consideration in analyzing the data” (p.233). They recommended pulling together all data in a systematic, comprehensive case record to create an organized way for the researcher to locate data during analysis. The case record consisted of all interview transcriptions, documents, and field notes organized by emerging themes. Convergence of the detailed data sources in my case record allowed me to better trace the complex links between underlying forces of change and action, adding strength to findings (Weiss, 1995). This process promoted a better, more holistic understanding of the case study (Baxter & Jack, 2008).

Research Quality

Research quality is achieved through careful attention to both methodological and interpretive practices in qualitative research. This requires intentional planning for the data

collection and analysis processes (Merriam & Tisdell, 2015). Lincoln and Guba (1985) defined the specific processes for qualitative research as credibility, transferability, dependability, and confirmability. In the following sections, I outline the research processes I used to ensure a quality study.

Credibility

Credibility concerns the plausibility of a study. For instance, has the data been interpreted accurately? This is arguably the most important question for researchers to answer (Lincoln & Guba, 1985). Shenton (2004) mentioned several strategies to improve credibility in qualitative researcher including: (a) adopting well-established methods; (b) triangulation; (c) member checks; and (d) ethical practices to ensure accurate communication with participants.

Well-established methods. Shenton (2004) advised that a research design should be devised from procedures employed by successful researchers. Case study research design encompasses a well-established body of techniques for conducting certain types of qualitative research. Merriam and Tisdell (2015) stated that case study research dates back to 1960. They further explained that many researchers have relied on its defining characteristics “to guide in-depth description and analysis of a bounded system” (p. 37).

Triangulation. Merriam and Tisdell (2015) indicated the best-known strategy for establishing internal validity is triangulation. Triangulation occurs when agreement is found across data units derived from multiple sources and various methods of data collection (Lapan et al., 2012; Merriam & Tisdell, 2015). Multiple data collection methods for this case study included semi-structured interviews, document review, participant observation, and field notes. These sources produced various perspectives on the case including both district and community leaders who have different roles in supporting CLCs. In addition, field study notes from the

participant observation and a document review were constantly compared to data units to provide a different perspective.

Member checks. Merriam and Tisdell (2015) explained that member checks involve taking “the preliminary analysis back to some of the participants and asking whether your interpretation rings true” (p. 246). I sought feedback from participants throughout the case study to ensure that I received and analyzed accurate information from them, thereby reducing the possibility of misunderstanding. This process of soliciting feedback is a common strategy to ensure the findings embody the true meanings intended by participants and is often referred to as the single most important strategy for boosting credibility (Lincoln & Guba, 1985; Maxwell, 2013; Merriam & Tisdell, 2015).

Transferability

According to Merriam and Tisdell (2015), transferability is “concerned with the extent to which the findings of one study can be applied to other situations” (p. 252). In qualitative research, a researcher selects a specific case to better understand the phenomenon in depth rather than a generalized, given truth. Therefore, transferability is achieved in qualitative research through rich, descriptive data. In this study, the case record reflects a rich, data description to ensure the reader has enough information to effectively apply the particulars of the case to their own situation (Merriam & Tisdell, 2015). This information includes detailed descriptions of the organization, participants, data collection methods, and the time period of the study (Shenton, 2004).

Dependability

Lincoln and Guba (1985) referred to dependability as the extent to which research findings are replicable given the same methods, participants, and context. This can be

problematic for qualitative researchers as data is obtained through human perspectives, which are variably influenced by contextual conditions that differ from study to study (Merriam & Tisdell, 2015). Rather than replication, a qualitative researcher seeks to describe and explain how people understand and interpret their particular experiential worlds. To achieve dependability, researchers recommend providing a detailed description of the methodology employed to collect and analyze the data rather than relying on achieving similar results to verify the study (Merriam & Tisdell, 2015; Shenton, 2004). Again, a rich, descriptive case record was created to enhance the dependability of this study.

Confirmability

Confirmability ensures that qualitative research findings are the result of the data collected rather than the preferences or characteristics of the researcher (Lincoln & Guba, 1985; Shenton, 2004). A key to establishing confirmability is the researcher's acknowledgement of predispositions and biases. This acknowledgment allows the reader to best understand the researcher's background and experiences that may unduly influence the interpretation of findings (Lapan et al., 2012; Merriam & Tisdell, 2015). Marshall and Rossman (2011) recommended discussing how the research questions were derived, any personal or professional experience with the topic of study, and its potential effect on research findings. My positionality as a researcher is discussed in the next section.

Researcher Positionality

I became interested in the topic of FSCS after reading how their unique design created increased access to resources aimed at mitigating barriers to learning for children and their families in communities where structural forces linked to poverty and racism may be prevalent. Through my previous experience as a teacher, counselor, and principal, I have found the largest

barrier to student success is often outside the school's immediate domain. As a result, teachers often struggle to meet the vast needs of students with limited resources or support. Increased needs and limited resources create a cycle of frustration for everyone involved. My experience with this cycle colors my perceptions with a strong realization that schools need a significant supply of additional resources to meet students' needs, both in and out of the classroom. As a result, the FSCS model resonated with me as something that made sense.

Although I do not have any direct, prior experience with FSCS, I have spent the last few years reading, researching, searching websites, and speaking with FSCS support organizations. The concept of school-community collaboration is close to my values and beliefs and resonates with my experiences as a teacher, counselor, and principal. As I read about FSCS, I could not help but think they could be an alternative to traditional school design, bringing together multiple organizations with a common goal of helping children and families.

After reviewing the literature, I determined that a gap existed in the research and I wanted to learn more about why and how leaders created school-community collaboration. Researchers repeatedly spoke about the common components of FSCS and the increased access to resources that led to benefits for students, families, and communities. These researchers also discussed the limitations of FSCS implementation posed by an array of roadblocks that interfered with the establishment of collaborative partnerships. As a former public-school principal and now as an Assistant Superintendent of Educational Services in a district undergoing rapid demographic changes, I have a vested interest in learning from educational leaders who have created effective school-community partnerships.

I have deliberately chosen a case study site I am unfamiliar with; in the expectation it will allow me to examine this case study with eyes reasonably free from preconceived notions that

come from prior knowledge or experience in a FSCS. I hope to add to the existing literature on FSCS by telling a story not of roadblocks thwarting leaders but how and why a few school leaders embarked on a journey of school-community collaboration. My goal is to describe and analyze in detail their perceptions of what that journey entailed.

Ethical Considerations

Researcher practices should only include those that facilitate honest responses from participants. These included maintaining opt out provisions for participants, encouraging frank, open responses during interviews, ensuring confidentiality, and establishing rapport with interview participants (Shenton, 2004). The research proposal and all appendix documents were approved by the Wichita State University Institutional Review Board (IRB). The IRB ensures the protection of participants in accordance with all federal, institutional, and ethical research guidelines. I anticipated limited risk to participants because this study included adult participants only.

In addition to all IRB processes, I attempted to establish a positive rapport with participants to facilitate the best possible data collection. I adhered to the processes mentioned earlier in this chapter regarding confidentiality, informed consent, and opting out. I made every effort to protect the anonymity and confidentiality of participants. All data and related case study materials with personally identifiable information were stored on my personal computer secured with password protection and kept in a locked office. The names and workplace locations of participants was assigned pseudonyms as soon as practical during data analysis. All personally identifiable information was removed from the final copy of the study.

CHAPTER 4

Findings

This chapter discusses the findings from individual interviews with district leaders, a document review, and participant observation. I wanted to investigate how EPS leaders overcame traditionally resistant educational structures to sustain the changes required for the implementation of a Full-Service Community Schools model. I have coded and analyzed the interviews according to this interest. I preface my findings by sharing the comments of one district leader who effectively encapsulated the conceptual arc of my study: “The originators of CLCs were afraid this project would not last. But you can’t let fear dictate your decision-making. You have to just keep going, figuring it out along the way.” The CLC initiative in EPS is over 20 years old, outlasting this original fear surrounding sustainability.

The theoretical framework, informed by Lewin (1947) and Fullan (2016), guided my understanding of the data and consequently, I organized this chapter into three sections that discuss participant perceptions on the sustainability of change. They are as follows: (a) a timeline of CLC development that includes technical findings; (b) how EPS moved beyond restraining forces experienced by participants; and (c) participant perceptions of the sociocultural elements that created psychological safety.

Timeline of CLC Development in Eisenhower Public Schools

Change is not radical or sudden. It happens incrementally over time. Fullan (2016) advocated for educational organizations to view change as small, manageable steps that cumulatively increase the likelihood of sustained change. Many participants referred to CLC development as an evolutionary process, adapting CLC programs in response to community needs along the way. One district leader stated, “We expanded slowly – that’s an important

piece to this puzzle.” Another recalled, “Our formula has been to just keep thinking: How can we do better? How can we do better?” Participants explained that the implementation of CLCs was a series of strategic adaptations. What to an outsider might have the appearance of one dramatic, large-scale change was a continuation of smaller, more manageable changes that built on the successes of previous ones EPS leaders deemed worthy of continuing.

EPS leaders cited the importance of strategic, controllable steps, frequently using the term “pilot.” One stated, “We do lots of piloting here. It’s like our theme word. We are constantly making small changes in response to needs.” Another reported, “Everything we do is very strategic. We start it small, make sure it works, adjust what is needed, and then move on.” As EPS made changes, anything that did not constructively contribute to the goal or mission of the CLCs was revised, modified, or abandoned. What began as a grant of \$100,000 for four after-school programs evolved into 25 Full-Service Community Schools with a formalized annual budget of \$7 million per year. The following sections tell the EPS story of the incremental, responsive steps that led to sustained educational change.

1995: The Original Idea

The idea for Eisenhower Community Learning Centers emerged as a response to EPS leaders’ concerns for community engagement. A strategic planning survey in 1995 revealed 74% of adults in the Eisenhower community no longer had children of school age. One district leader recalled, “We were shocked.” When further investigation revealed that Eisenhower had an aging population, district leaders faced the task of planning how to keep that aging population engaged in public schools. One leader remembered, “If we were going to continue to receive support from local tax dollars, we had to find a broader reach for public schools.” Another stated, “We wanted to build new schools, so we knew we had to show a bigger impact to the

community to gain support.” The timing of these concerns and needs converged, which prompted EPS to consider expanding the role of their public schools from traditional educational facilities to neighborhood hubs. One district leader stated, “People often forget, CLCs began as a community engagement strategy, not a school district strategy.” Motivated by this interest, school district, city, and community leaders organized a meeting to seek input regarding the extended benefits public schools could provide to the community.

EPS community leaders decided to start small with four after-school programs. One leader remembered, “We began with one grant from the Eisenhower Community Foundation to begin after-school programming in four low-income schools.” EPS wanted these programs to be free of charge and to fill the community’s need for children to have a safe place to go after school. Once in place, EPS began to explore how they could broaden the impact of the program. One leader stated, “Initially, everyone was thinking of just taking care of the students after school. But then we quickly realized that the family support was equally as valuable in terms of the student’s success.” So, within the first year, EPS formed a team to develop a strategic plan to expand family support programs. Another leader stated, “We wanted the principal and the after-school site coordinator to develop a strategic plan for the four sites with the idea of covering needs from cradle to grave.” With that plan, EPS leaders began searching for ways to expand on the original idea by inviting the participation of local philanthropic organizations, including the Boys and Girls Club and local churches. EPS leaders also applied for the 21st Century Grant Program, which provided federal funding for local development of before and after school activities and summer programs.

2000: Broadening Impact

After a couple of attempts, Eisenhower received its first 21st Century grant of \$1 million. One district leader stated, “When we got the 21st Century grant, we expanded from four schools to 15 and were able to finally get organized.” EPS established a governance structure that shared oversight of CLC programs with the city, an arrangement that called for the creation of two CLC Director positions. Leaders deemed it important to have both school district and community interests represented in the CLC Director positions. One leader stated,

We decided to hire two directors because allowing two directors gave the community someone they really trusted and the superintendent of schools someone he really trusted. And that combination was invaluable. We really moved forward once those two were in place.

With the help of the additional funding and the director positions, EPS expanded programs, hired school site coordinators, and increased the number of community partners. However, EPS leaders found that relying solely on annual grants was stressful. One leader recalled, “It was always about survival. How do we find another grant to sustain these programs?” It was not long before the CLC Directors were consumed with finding donations, locating and recruiting partners that would offer free services, and figuring out a dependable method for renewing the grant funds.

One district leader recalled an important turning point in the process. After the oversight of 21st Century Learning Grants became the responsibility of state department leaders, EPS leaders experienced increased support. One leader recalled, “Once the feds got out of the way, it really helped. They didn’t know what we were doing.” EPS leaders worked closely with the state department of education to become a model district for USA. “We kind of became their

pride and joy. They could say, ‘Hey, look at what we can do in Eisenhower!’” recalled one district leader. EPS leaders became more confident getting the grants renewed. Another leader stated, “A strong relationship helped ensure sustainability of grant money and allowed us to worry less about keeping the grants and more about the adjustments we needed to make.” This close relationship with state-level support personnel eased concern for grant renewals, which allowed EPS to focus more on increasing the quality and expanding the scope of available family programs.

Adjustments to Leadership Model

It became apparent during EPS’ expansion of the CLCs that adjustments were necessary to improve shared leadership decisions between the school district and community. Based on models patterned after the CLC Director positions, EPS designed a leadership structure that would create a balance between school district and community leadership that included both executive-level positions and ground floor input on decision-making. One leader stated,

The first CLC plan we had was too top-heavy. It was driven top-down, and at the end of the 3-year grant cycle, there was not ownership in the grassroots to continue the work. And then the second plan was too grass roots heavy – we needed more formal support to get ideas going. So, we decided to create a leadership structure to design a plan tied directly to school improvement that gave guidance on how to get all layers involved in decision-making. Balance is the key. You have to have all voices at the table.

Creating a balanced approach to leadership took several attempts and adjustments. EPS was careful not to create extra layers of bureaucracy. One leader stated, “We didn’t want to grow another branch of government – so we made leadership a part of the community.” Another stated, “We knew that for our CLC programs to be successful we had to have more than just

school district people making decisions. Everyone needed fair representation.” The integrated leadership structure for CLCs, mentioned in the chapter on Methodology, created several tiers of formalized support for leaders in CLCs (see Figure 3). This structure had three levels of integrated leadership featuring school district and community positions in each: the Executive Leadership Council, CLC Leadership Team, and CLC School Site Team. Each layer outlined specific team members and roles, allowing each team to input their expertise about resolving each part of the CLC puzzle. I had opportunities to observe this leadership structure up close during my site visits to EPS.

Executive Leadership Council. At the top of the CLC leadership structure is the Executive Leadership Council consisting of the superintendent, mayor, and president of the Eisenhower Foundation. One district leader stated, “At the top layer of leadership, it’s all about policy and funding and making sure that relationships with elected officials are maintained and they know about the great work CLCs are doing.” This group is responsible for working together on budget, policy, and contract approval. One leader stated, “We think of this group as being the barrier busters. If there was policy or funds, some sort of special funding that was needed, this group was the leadership group for that problem.” Creating a formal structure that included top city and school district leaders helped strategic planning between community organizations to formalize funding and partnerships of CLC programs.

CLC Leadership Team. This middle layer of the leadership structure is the CLC Leadership Team and includes CLC Directors and EPS district leaders. This team is responsible for identifying partnership organizations, CLC program evaluation, grant administration, and professional learning activities. This team mirrors the top layer to make decisions for CLC

implementation utilizing both school district and community leaders. One leader emphasized the importance of shared leadership at this level:

These programs are difficult to implement but become doable when you have people around the table that understand what it can mean beyond the walls of our school district.

When we intentionally invite all stakeholders to that conversation, great things happen.

The core functions of this leadership layer are to engage all CLC partners in the mission and vision for the programs and implement quality CLC programs.

CLC School Site Team. The final layer of the leadership structure is the School Site Team that includes the school site coordinator (SCC), school principal, and representatives from neighborhood organizations, philanthropic leaders, and local businesses. One district leader stated, “We designed this so we could get input from everyone where the rubber meets the road.”

The School Site Team is responsible for site needs assessment, specific program development, and implementation of CLC programs. Another leader stated, “These people were the ones that were building a seamless plan for the families and folks in the neighborhood.” Because they had knowledge of specific daily needs and activities, participants believed it was essential to create a way to have their input heard. One example shared by the study participants illustrated the importance of this team. A leader stated, “We figured out if we use our own teachers for Power Hour, no longer can Johnny say, ‘I don’t have any homework’ because the teacher is right here and knows better.” Leaders valued the opportunity to discuss daily concerns with both school and community staff.

School Neighborhood Advisory Councils

The School Neighborhood Advisory Councils (SNACs) became a fourth level of administrative support, added to help the School Site Teams to improve communication with

neighborhoods in the district. One district leader described SNACs as “the cornerstone of CLC governance.” SNACs comprise the school principal, parents, students, educators from the school, neighborhood residents, and representatives of partner organizations. One leader recalled, “We invited individuals to give us input and guidance on what we are doing and how we are serving the neighborhood. We wanted to give sites the freedom to adjust programs according to what’s happening in and around the neighborhood but still understand where each other stood.” The primary responsibility of SNACs is to provide input regarding CLC program needs and communicate with parents and community members about what those programs have to offer. One community leader stated:

Every site runs a SNAC team. That includes parents, businesses, and leaders in the neighborhood. They all have a stake in the kids in the school being successful. So, we bring them together to talk about how to do that. It takes a village, so we include the village.

As the SNAC model progressed, it expanded decision-making to include neighborhood associations. One leader stated, “We learned that the SNAC was a great avenue to get information to our neighborhood association. When they started working together, it really became more of building a strategic plan for the school and neighborhood needs together.” It was important to EPS leaders that the school, community, and families had a way to be together at the table planning for each CLC school to improve as the hub of their community.

Formalized Partnerships

The progress made by leadership teams in expanding the scope of CLC programs and partnerships created a need for more formalized partnerships between the school and local organizations. One leader stated, “We wanted to keep autonomy for our community partners but

also ensure quality, which allowed us to really serve our individual community the best we can with the available resources we have.” In response to this newly recognized need, EPS leaders created a formal agreement and selection process for each school to designate a Lead Agency.

The Lead Agency is a community partner tasked with coordinating and delivering after-school programs at each school. One leader remembered,

We made a deal with community partners that provided after-school programs. We wanted to have a special deal, so we offered the partner a dispensation, which meant that those partners didn’t have to pay rent. And that was a huge bonus to those organizations. And they were willing to let us organize them at each site. And that’s where our lead agencies were born.

Lead Agencies have free use of school facilities in exchange for delivering after-school programming. This includes providing the personnel for facilitating after-school clubs, activities, and enrichment programs.

The EPS leaders I interviewed described an intentional effort to allow lead agencies to continue to make decisions and establish their own programs. One district leader told me, “The lead agency model works really well because it allows outside organizations to come in and still be true to who they are.” Another district leader reported,

I think the reason that our model works so well is that we let the lead agency still be their own organization. For example, the Boys and Girls Club is a national model, so they bring in their own programs and we allow them to have the freedom to carry out their own activities.

EPS leaders commented on the value in granting autonomy to Lead Agencies to implement their own programs and seeking out their own donations and personnel support for implementing their programs. One district leader stated,

It works so well because our Lead Agencies have ownership of the programs and the fundraising. The school district had to let go of that part and we spread it clear out so that each organization is able to work with all of their constituents who love that organization. As a school district, we don't know who all those folks are out there that love Boy Scouts. So, in my mind, when I talk through it, it's like, wow, we've really made sense. But when we started, I don't think we knew we were going to make such good sense.

Because the formalized partnerships created benefits for the lead agency, more local philanthropic organizations began to seek out these partnerships. EPS then recognized a need to devise a way for selecting agencies for each school that was fair and equitable. As a result, a request for proposal (RFP) process was developed.

EPS leaders described in detail the RFP process used to select a lead agency. One community leader stated, "The RFP process has become very formalized over the years." Participants described the RFP process as finding and identifying a viable business partner. Explained one leader, "The RFP process is about finding a match between what the lead agency can offer and what the school needs." Another leader commented, "We think of our lead agency as a business partner." EPS leaders discussed the importance of maintaining integrity during the selection process and including both school and community members in the decision. One district leader stated, "We actually sit down in an interview with potential lead agencies." The interview includes school district staff and SNAC members. One leader observed,

It's kind of a board room situation – the lead agency comes in to present what they would do at the site. They do a lot of legwork ahead of time so they are able to speak to details of what they can provide.

Because Lead Agencies offer a wide variety of programming and varying perspectives on the needs of the school and neighborhood, the interview committee can exercise discretion in selecting what they think is the best resource. The directors of each Lead Agency are subsequently added as members of the school's SNAC. Participants described this process as strengthening communication and ties between school initiatives and after-school programs.

2015: EPS Strategic Plan

In 2015, the Eisenhower Board of Education incorporated into the district strategic plan a goal for further developing the CLCs as Full-Service Community Schools. The goal specified, “By June 1, 2017, develop and adopt benchmarks that ensure high-quality, sustainable, full-service community schools (FSCS) and communicate a strong vision for current and future partnerships.” This district goal served as the guiding statement for a work session among the Executive Council members facilitated by the National Center for Community Schools (NCCS). The NCCS supports FSCS development with practice-based technical assistance. Their focus is to assist school district and community partners in organizing their human and fiscal resources to increase FSCS program quality. One leader explained the goal of the plan was to “deepen and expand Eisenhower Community Learning Centers.” The process used to complete this strategic plan was facilitated by the National Center for Community Schools. A summary of this work is included in the document, Strategic Plan 2015 Summary (See Appendix F).

The 2-day planning session facilitated by the NCCS achieved consensus among participants regarding vision, direction, strategy, and next steps. Participants in this planning

session were the CLC Executive Council (mayor, superintendent, president of Eisenhower Community Foundation), CLC principals, school site coordinators, lead agency directors, and representatives from local funders. The key issues identified by this diverse group included commitments to deepen support and programs at the current CLC sites, expand CLC sites to include all 65 schools in EPS, and estimate potential costs for this expansion.

To deepen the work at existing CLC sites, the team identified a need to include programs that addressed all three areas stated in the CLC initiative: “Community schools are the catalysts for developing successful youth, thriving families, and strong neighborhoods.” The team discovered that although the youth programs component was strong, the families and neighborhoods components needed attention. The team also determined that deepening the work at existing sites would require a significant increase of the CLC budget. The report summary noted, “The current budget of \$3,487,000 for 25 sites is bare bones.” The team recommended every school have a full-time Site Coordinator to provide leadership to grow family and neighborhood support programs. The team also recommended each school have a full-time youth development leader and a full-time mental health and family support worker. The team also recommended increasing positions at the district level to adequately support CLC programs. These recommendations included adding a district specialist position for each of three areas: student learning, family support, and neighborhood development.

To finance the above recommendations, the team made several recommendations: under the new provisions of ESSA, use Title I funds to increase the overall CLC budget; continue use of 21st Century Grants and lead agency support for CLC after-school programs; and maximize public revenue through Medicaid to expand school-based mental health services. The team also

recommended EPS explore new sources of revenue for the CLC budget through a local sales tax, joint powers agreement, or interlocal agreement.

In addition to goals and financing, the strategic planning team found it necessary to formalize agreements between school and local organizations. The team anticipated that creating formal agreements to outline joint intentions and explicitly naming respective roles and responsibilities would ensure the partnerships they entered would continue to serve high-quality programs.

Strategic Plan Progress

Since 2015, EPS leaders have worked on implementing suggestions from the strategic planning team. Participants described the changes as “hard work.” One leader stated, “The work to develop CLCs has pushed our community to new and unfamiliar places.” Participants reflected on their journey to reach more formalized agreements between the school district and local organizations “as a 20-year project” that required all stakeholders to work together every step of the way. Recent changes included the implementation of annual memorandums of understanding, specific rubrics for lead agencies and school site teams, and passage of an interlocal agreement between EPS and the city of Eisenhower.

Memorandums of understanding. All lead agency directors and school-site team members sign an annual memorandum of understanding (MOU). One leader stated, “All CLC schools have an MOU signed every year by the lead agency and school so we all agree to a certain set of standards.” These MOUs follow a regular format to ensure all areas are discussed and all parties agree on the programs to be implemented. This format is included in the 2018-19 CLC MOU document (see Appendix G). Leaders described the document as a preventative measure. One leader explained,

At the beginning of every year, we discuss who is going to appraise who, what the partnership responsibilities are going to be, and what hours are needed. The MOU lays it all out. That way, you can set yourself up to have some common agreements before we get too far into it.

Added another leader, “It’s good to get everything ironed out with respect to what we can each do and try to find a happy medium to deal with things ahead of time.” Annual MOUs provided participants the opportunity to annually revisit roles and responsibilities. Participants mentioned finding this process helpful in preventing communication problems between leaders.

Expectation rubrics. EPS leaders explained that implementing rubrics helps ensure equity and consistency between CLC sites. It was important to EPS leaders to establish a set of uniform guidelines by implementing a few core expectations at each school. One leader stated, “We have a list of things that every one of the lead agencies must implement.” Another leader explained,

We wanted consistency. We wanted to know what the expectations were for each site and have it apparent and clear. And the feedback that would be given on the quality of their programming would be based upon consistent and clear expectations.

With the additional expectations of programs, EPS leaders pointed out they did not want to weaken autonomy for lead agencies. One leader stated, “We wanted the Lead Agency to remain true to what their nonprofit organization is known for while providing a core supports outline by the district in a rubric.” Another leader stated, “This was an effort to create consistency across the district while allowing each lead agency to continue to put their own spin on things.” EPS adopted two rubrics; the FSCS Partnerships Rubric and the FSCS Student Success Rubric (see Appendix H).

Leaders described the development of the rubrics as a positive step for providing an outline for communicating specific information about student progress. “We wanted a well-defined document that we could tell lead agency sites, ‘Here is what you need to do and provide evidence back to us to prove it.’” At the time of my site visits, these rubrics were in use during quarterly meetings between school district and lead agency directors to facilitate discussions on progress. One leader described,

The school site team works together to gather artifacts that speak to each of the indicators in the rubric. So, it's not just them saying, ‘Oh yeah, we do that.’ They actually present their evidence of how they meet the needs of their students and families and highlight their strengths as a lead agency for that site.

Conversations about school improvement have become more specific and productive since using the rubrics to review measurable data and define progress. One leader stated, “We have a much better evaluation system now, which we didn't have at the beginning. That's why our CLC programs have evolved and become stronger.” CLC quarterly meetings follow an outline designed to ensure quality discussions and understanding of specific expectations between CLC sites. This outline is in the CLC Activity Progress report document (See Appendix I).

2018: Interlocal Agreement

The interlocal agreement passed in 2018 established a sustained budget for CLCs comprised of comingled funding derived from school district and city general funds. One leader stated, “We now have an interlocal agreement between the city and the school district to create revenue for CLCs through tax dollars.” Participants mentioned the solution to sustainable funding was taking it out of general funds. “I guess we finally decided that the bottom line in terms of sustainability was our commitment to using our general fund,” said one. Another leader

stated, “To ensure sustainability of CLCs, which is obviously mostly financing, we found out the answer is our local government. The government is the only stable revenue source that we can count on to exist into the future.” Participants explained this revenue source did not replace grants, lead agency contributions, or private organization donations. However, the sustainability of public revenue allowed the grants to become an extra resource rather than the sole source of funding for core program components. As one leader explained,

We finally have policy in place at the school board and the city council that they will put in a specific amount and ensure it will increase by a specific percent. When you look at the full budget, that amount of money is 9%. So, I think what might be different is not that the funding streams have changed but that we’ve firmed up the local public funding stream.

An outline of this agreement is in the document entitled, SSK Interlocal (See Appendix J).

Participants were excited about the opportunities they expected this new agreement to bring. Said one leader, “The city of Eisenhower, Eisenhower Public Schools, and the private sector wanted to unite their effort in order to make sure the CLCs will always have funds available for our kids.” Participants described how the interlocal agreement brought a sense of security and long-term commitment to CLCs. Another leader stated, “It’s a commitment. City and school district leaders are committed to providing the general fund money each year.”

Participants also perceived that the formal agreement between city and school district improved relationships and commitment for all community entities involved in CLC programs. One EPS leader stated, “It’s been really exciting to see how the interlocal agreement and CLCs come together to tighten our relationships with school, community, families, and city.”

To pass the interlocal agreement, the school district and city leaders focused their attention on community interest and needs. Several participants attributed their ability to gain community support to their willingness to publicly address issues relating to school safety. The name of the initiative to pass the interlocal agreement was, “Safe and Successful Kids,” and it focused on protective, preventative, and proactive measures. Protective measures increased numbers of school resource officers; preventative measures increased numbers of school social workers and mental health services; and proactive measures increased CLC staff and programs. EPS leaders explained that combining all three areas into one comprehensive initiative improved community support for the interlocal agreement, which totaled \$1,402,730.

The interlocal agreement prompted discussion between school district and city leaders regarding the need to formalize a joint board to oversee these funds. One leader stated,

We felt it was important to put together a board, made up of folks from both the school district and the city, in this interlocal agreement. We wanted the new board to oversee that public money. Before the interlocal agreement, the mayor, superintendent, and foundation president were the leading forces behind the CLCs. Now, we have a CLC board that will administer funds and oversee programs.

The CLC joint board has representation from the school district, city, and community. One EPS leader observed, “It had to be fair. This process took some negotiating.” Another leader noted, “It had to be fair between the city and the school district. We really set up a way of governing that established trust between us. And I think that was really important.”

Appointments to the CLC board ensured representation from a variety of interests. One leader commented, “The representatives on the CLC board had to be from a variety of areas.” The CLC board includes four members representing the community from the Eisenhower

Community Foundation, YMCA, Family Services, and United Way; four members representing the city from Livable Neighborhoods, Parks and Recreation, mayor's office, and police department; and four members from the school district from federal programs, student services, schools, and the superintendent's office. The CLC Director is the final member and serves as the president of the CLC board. The CLC board meets regularly, follows well-defined procedures, and reports to the EPS Board of Education and the City Council.

These strategic, incremental steps outline CLC development as an evolutionary process spanning over 20 years. The technical findings in this timeline highlight how EPS leaders remained attentive to community needs and adjusted CLC programs and components to improve outcomes. It is important to note that implementation of FSCS on this large-scale did not happen all at once. For change to be manageable and sustainable, EPS and community leaders continually responded to shifts in community needs and tinkered with the CLC model whenever change became imperative.

Managing Restraining Forces

The future is not predictable. Change initiatives often encounter roadblocks along the way. Lewin (1947) described roadblocks to change as restraining forces and emphasized the artistry of managing change lies within a person's ability to balance the perceived threat of restraining forces. In keeping with the theoretical framework of this study, this section of the findings primarily focuses on how participants moved beyond restraining forces and less on the features of the roadblocks themselves.

Participants described roadblocks to CLC implementation as "bumps in the road" or "small setbacks" and referenced roadblocks as "an opportunity to grow," "an opportunity to learn," or "a discovery of a new need in the community." One leader stated, "Maybe I'm just an

optimist, but I haven't seen anything in the last 20 years that would be a devastating roadblock. We've continued to grow and expand despite the bumps along the way." EPS leaders described their strategic responses to restraining forces that proved instrumental in sustaining CLC programs. Commonly encountered roadblocks included inadequate funding, inequity, community support, mental health stigmas, and the fear of losing autonomy in partner organizations.

Inadequate Funding

The most referenced roadblock to CLC implementation was inadequate funding. One leader stated, "These programs are very, very expensive. That's the biggest roadblock we have seen in trying to sustain them." Another leader reported, "It's always been about how we can come up with enough funding." EPS leaders have worked with many different agencies and organizations during the past 20 years to find enough financial resources to sustain CLC programs. Participants referred to the multiple funding sources as "braided funding." One leader stated, "We do a lot of braided funding. That means we combine funds from all kinds of different sources." Another leader explained its complexity in detail:

Currently, the initiative is financed from a braided funding stream, which includes contributions from 21st Century Grants, Family Service Eisenhower Housing Authority, YMCA, Foundation for Eisenhower Public Schools, city of Eisenhower, Eisenhower Public Schools, Public Education Network, Title I, USA Finance Authority, Woods Charitable Fund, Eisenhower Community Foundation, Gallup, Chamber of Commerce, JC Seacrest Trust, Realtors Association of Eisenhower, and a variety of local banks.

The current CLC budget is over \$7 million and includes revenue from the recently passed interlocal agreement as well as the organizations mentioned above.

The specific availability of local donations, grants, and federal, state, and local funds has changed frequently during the past 20 years. As one leader explained, “Our funding changes according to what we can find and who we can partner with.” Another leader stated, “It’s important to adjust funding, always keeping an eye out for new sources.” The adaptability of EPS leaders to changing funding sources contributed to the sustainability of CLC programs. In practical terms, the adaptability of leaders to changing funding sources was more important to sustainability than the funding source itself. One leader summarized the funding process as “complicated, but it has worked for 20 years.”

EPS leaders also emphasized that despite funding deficits, CLC leadership positions have always maintained a priority in EPS budget planning. Said one leader, “I think if you don’t commit to these people [CLC Director and School Site Coordinators] by prioritizing the positions in the budget, they don’t feel like they are a part of your school.” This perception was reflected in another leader’s statement, “We [CLC leaders] are grateful to truly be a part of the school; we know they [EPS] value what we do.” The CLC leadership positions mentioned by participants as crucial to implementation included the CLC Director, CLC grant writer, and School Site Coordinators. Participants stated that CLC leaders are responsible for the necessary oversight and legwork required to sustain CLC programs.

People in positions dedicated to exploring new partnerships, writing grants, and overseeing CLC programs acted as true partners for building principals concerning CLC implementation. Without them, it is doubtful certain programs would have continued. One leader stated, “We have to have that person who is dedicated to doing this work. They are a huge help to our principals, because not having this on their plate helps them do a better job and ensures we continue to get the needed donations and grants.” Another leader stated, “We can’t

have one leader responsible for everything. If you don't prioritize these (CLC) salaries, how can you expect to get the grants, partnerships, and programs needed from other places?" CLC programs have outlasted funding changes, adapted to new needs, and weathered shifting resource streams. Participants credited a good portion of program durability to the leaders in these positions.

Inequity

A significant variation between schools that qualified for Title I funds and those that did not created a funding discrepancy between CLC programs. Schools that qualified for Title I funds were also recipients of 21st Century Learning grants, creating significantly more revenue for CLC programs in Title I schools. Owing to these budget disparities, district leaders found it difficult to provide consistently high quality after-school programming in every school. One leader stated, "Our Title I schools began to move much farther ahead in terms of quality after-school programs." Another leader stated, "This was actually reversed from what usually happens. Title I schools had much more money and access to the 21st Century Grants, so it was our wealthiest schools that had fewer resources for kids."

Participants mentioned that program inequity became a community concern. One leader stated, "Parents began to say, 'Hey wait a minute, my kids go to an after-school program and it looks like mass chaos.'" Another leader reflected, "My own kids went to a large gym, with about 100 kids in it. I watched the other sites getting homework help, art classes, and I thought this isn't right." Yet another leader stated, "People began to compare programs, and get really vocal about it." Participants reported that EPS leaders felt unsure how to resolve the inequitable programming concerns from the community. One leader stated, "I agreed with their concerns, it made me angry. It wasn't fair. So, I was unsure how to respond when asked about it."

EPS leaders eventually addressed the problem by implementing formal agreements between schools and lead agencies. These included the annual memorandums of understanding and rubrics of expectations for lead agency providers discussed previously in this chapter. One leader explained, “We needed a benchmark to say, okay, these are the minimum things that have to be happening at a site to meet the MOU so we could try to address the different levels of equality.” Leaders felt that gaining consistent support from lead agencies was important to ensuring equitable programs. One leader stated, “We had to say to all lead agencies and local partners, ‘If you are going to be in our schools, we are going to hold you to this rubric. You just have to do it.’” Another leader stated, “That’s the reason we came up with the rubrics. We didn’t want one school to have a babysitting program and 10 blocks away, kids were getting a rich program with activities, homework support, and meals. We didn’t want that.” Participants believed the explicit expectations embedded in the rubrics created equity among CLC cites. One leader stated, “Experiences needed to be similar. They didn’t have to be identical but at least equitable. Bringing equity is what drives us.” Leaders deemed equanimity between programs crucial to preserving community support for CLCs, and as a result, EPS leaders found a way to fund differences in CLC budgets.

Equity in CLC programming required lead agencies to charge a student fee in the wealthier schools to offset program costs. EPS leaders agreed that equitable programs were more important than maintaining free programs. One leader stated, “We found that offering equal programming was most important, even if the students at the wealthier schools paid for it to offset 21st Century Grant money and Title I funds.” Another leader stated, “Every kid in Eisenhower, from the wealthiest to the poorest, needs to get the same thing. This was our main

priority, so we figured out a way to even out the funding.” Participants perceived that creating equitable program opportunities at every school ensured community support would continue.

Community Support for CLCs

Gaining community support for funding needs was occasionally confrontational as Eisenhower residents often scrutinized the public funds used for CLC programs. Several leaders mentioned having to overcome the common belief that CLC programs were “daycare” or that CLCs provided support that “wasn’t the school’s responsibility.” One leader recalled, “When we first started, nobody wanted tax dollars to go to CLCs.” Another stated, “A lot of people didn’t want a separate taxing entity. Everybody gets crazy over that sort of thing, even if it is just a penny.” Participants mentioned combatting the lack of support with purposeful education and involvement of community members. One leader stated, “We had to get the community to understand that CLCs were important to everyone, whether they had kids in school or not.” Another explained,

We had to deliver the message to the whole community of why we need to have CLCs and what benefit they will be to the community. We had to help them understand that CLCs are more than a school program--they are an investment in the future of this community.

Participants described educating the community as “hard work” and “a long process.” One leader observed, “We had to be patient and let it evolve.” Another noted, “We had to bring along the community as we grew.”

To educate community members, study participants described using data in an easy-to-understand format. “I think the data reinforces to people that we made the right decision with their tax dollars,” said one leader. Another affirmed, “It’s hard to argue in the face of data that

shows impact. There is so much positive impact that any naysayers can be dealt with pretty efficiently through education of the evidence.”

Participants also mentioned relying on someone outside the school district to support education efforts in the community. One leader stated, “You have to have someone in your community to lead this. It can’t be the school. Someone outside has to be the voice to the community.” Another leader recalled, “Having someone in the community be the champion of this program has been crucial to our success.” Participants pointed out that having partnerships with community leaders who believed in CLC programs helped improve trust and increase transparency in the community.

Mental Health Stigma

Another challenge that EPS leaders had to overcome was gaining support for students who struggled with mental health. One leader stated,

One big concern of ours was helping the kids that have mental health issues. For some reason, they seem to be the one group that we can’t get enough people to just want to donate to. They will help the kids that are sick or without basic supplies. But no one seems to be able to see that mental health causes behavior disorders.

Another leader remarked, “We found there was a need for more mental health supports and outreach to families who might be struggling.” EPS leaders wanted to increase resources aimed at preventative services for mental health but found it difficult to find funders. One stated, “It’s hard to understand that if kids are punching people, we have to find a way to help them.”

Participants mentioned continued attempts to find and implement proactive programs for students with mental health concerns.

Participants described efforts to untangle this issue as a work in progress and explained that to gain support for this often-overlooked group, they had to educate the community and find resources wherever possible. One leader recalled, “We have really had to focus on mental health education. We needed to find a way, however we could, to provide more services.” The recent passing of the interlocal agreement has made large steps toward funding preventative mental health programs in EPS. In order to gain support for this initiative, leaders decided to focus public information and education more on school safety than on mental health supports alone. One leader stated, “We have focused on mental health support through the interlocal by connecting those needs to student safety.” This revised approach was better received and understood by the community, which ultimately helped pass the interlocal agreement.

Efforts to increase mental health professionals at CLCs have also been possible through Medicaid expansion and local partnerships with family services. One leader stated,

We have recently expanded our partnership with family service as they have a huge behavioral health component. Our principal was interested in those additional behavioral health components they could provide, so we pursued them as the lead agency for that school.

Participants mentioned that finding resources for mental health is an ongoing challenge. EPS leaders have strategically integrated mental health supports to find resources wherever available to increase resources in CLC programs.

Fear of the Loss of Autonomy

Efforts to create a cohesive partnership between school district, city, and philanthropic leaders have been difficult. Acknowledged one leader, “At first we thought it was a disaster.” Another explained, “We all have different perspectives and different reasons for being there, so

coming together took some work.” Uniting as one group was initially difficult out of fear one agency would “overstep” or “take over” another. One leader recalled, “I think there has been a fear that the non-profits will lose their own voice in the programs.” Another stated, “I think we had to define where our boundaries were because some people feared we would overstep.” And another mentioned, “The non-profits in the community were initially negative. I think they thought the school district wanted to take over everything. And that made it hard to get going.”

Participants observed that communication about partnership details and respecting each organization’s boundaries has been critical to surmounting this roadblock. One leader stated, “Sometimes the conversations are going to be hard. But we trust the people around the table, and we focus on our end goal and work through the details that are going to get us there.” Another recalled, “We kept working and talking and eventually things fell in to place.” Another stated, “We believe in collaboration and if you keep working at it, eventually it happens.” And another affirmed, “We had to talk. We had to say to each other, ‘Here’s where I really trust you and here’s where you make me really nervous.’” Efforts to continue communicating about differences made it possible to establish the formal agreements between organizations. Participants mentioned that specificity in agreements helped alleviate the omnipresent fear of being overtaken by or lost in the new arrangements.

Creating Psychological Safety

Leaders who experience restraining forces are likely to revert to traditional behaviors if psychological safety is not perceived (Schein, 1996). Therefore, creating psychological safety is crucial to the success of new relationships between school and community, which are at the heart of the FSCS model. Schein found that psychological safety is enhanced when positive relationships and a supportive culture are present. Fullan (1996) maintained that a positive,

supportive culture is crucial to sustaining change in educational organizations. In consideration of the theoretical framework employed in this study, this section discusses sociocultural factors thought to contribute to the development of a positive, supportive culture.

Positive Relationships

Participants maintained that establishing a positive working relationship was crucial to the success of CLC partnerships. One leader stated, “When you have a really great relationship, everything else comes from that.” Another stated, “Relationships are extremely important; we have healthy relationships between our organizations.” Added another, “It’s all about those relationships; I have a great relationship with my CLC partners.” Participants referred to positive relationships as the cornerstone of CLC programs and the reason they have survived for 20 years. Several factors contributed to the development of positive relationships between CLC partners. These included open communication, a non-competitive atmosphere, autonomy, transparency, and growth-focused evaluation.

Open communication. Participants described open communication between organizations as crucial to building positive relationships. One leader commented, “You have to have good, open, and transparent conversations along the way.” Another stated, “Open communication. It’s always about open communication.” Participants described ways to ensure that open communication continued between CLC partners, especially formal and informal methods.

To facilitate open communication between CLC partner organizations, EPS leaders described the intentional effort needed to plan formal ways for school and community partners to communicate, such as holding regular meetings between partners at each level of the leadership structure. School Site, CLC Leadership, and Executive Leadership teams met multiple times

each year to discuss CLC programming needs and resources. In addition, quarterly stakeholder meetings for all CLC program directors, Lead Agency directors, and principals occurred each year to formalize school improvement planning between EPS and Lead Agencies. Participants mentioned the importance of finding time to meet regularly. One leader stated, “It’s difficult to carve out time to just sit down and talk, so we make sure that happens.”

In addition to regularly scheduled meetings, participants mentioned that frequent, informal communication occurred between leaders of EPS and CLC partner organizations. As one leader explained,

We made sure there was a way for people to communicate and not get lost in the bureaucracy. Each organization has a direct point of contact so concerns can be discussed and not get lost. Government is sometimes difficult to navigate, even for people that are in it. So, we wanted to have people comfortable enough to contact someone and just say, ‘Hey, I’ve got this that I am worried about,’ rather than have the frustration from not communicating about it immediately.

Participants emphasized that informal communication helped solve problems in a timely manner, which led to decreased frustration between partners. One leader noted, “I am able to just pick up the phone and say, ‘Hey, what are you looking at for this problem? Here’s what I’m thinking.’”

Participants praised the informal communication channels that facilitated support and commitment among partners. One leader commented,

I don’t know that I’d be able to call a principal on his cell phone after hours and actually get an answer in another district. We can do that here. We make each other a priority, so when we call, our partners are there.

Participant perceptions of support and timely responses through informal communication furthered the development of positive relationships between CLC partner organizations.

Non-competitive atmosphere. A non-competitive atmosphere between CLC partners also helped to enable positive relationships. One leader stated, “There is no competition among organizations. We all specialize in something so nobody’s trying to go up on the ladder or outdo anyone else.” Reported another leader, “No one is worried about getting the credit for things; we just get things done together.” Another leader explained, “Everyone wanted to make Eisenhower better and we worked together instead of competing with each other.” Participants expressed their belief that the non-competitive atmosphere was crucial to maintaining positive relationships with CLC partners.

Participants frequently mentioned sharing community resources rather than competing for them, which increased perceptions of a non-competitive atmosphere. One leader commented, “Everyone pitches in for their special area. We all share resources, which is great for us and great for kids.” Another leader stated, “Eliminating competition for local resources helped grow our CLC programs. Why should we fight with other local providers who really want the same thing for our families and neighborhoods?” Working with local organizations to share community resources was important in making the best use of the limited resources available and uniting community partners. Participants attributed sharing resources to enhanced positive relationships between CLC partners.

Autonomy. Participants also viewed maintaining autonomy for each partner organization as an important factor in sustaining positive relationships between CLC partners. One leader stated, “I guess, for some organizations, it may be an adjustment to not be in control all the time. But the culture of our organization is just that--we maintain autonomy at every level

possible.” Another stated, “Autonomy for our CLC partners is crucial. They still get to be true to who they are while working with the school. I don’t think we would have lasted this long without that for our partners.” Mutual respect for an organization’s area of expertise and adhering to respective roles bolstered autonomy. Expressed one leader, “We support each other while also respecting each other’s roles and boundaries.” Another stated,

Everyone appreciates and respects the role of the other. Our job is not to criticize whether or not the city is doing a good job on this or that. We all understand that we are one community. We respect the decisions of the city and they respect the decisions of the school district.

Autonomy for CLC partners also increased the ability of leaders to meet the individual needs of each school and neighborhood. One leader commented, “All schools are different and have different needs, so we let the schools and their partners decide what they need.” Another leader stated, “We have a saying, “If you’ve seen one CLC in Eisenhower, you’ve seen one CLC. Everyone is different, and it all goes back to what the site needs.” Another leader stated, “We have recognized that it is too hard to control everything all of the time. And so, we just trust the people we are working with. They know how to meet the needs of their neighborhood.” EPS and community leaders believed that increased autonomy for CLC partners contributed to better services while supporting the development of positive relationships between CLC partners.

Transparency. Transparency was another factor that facilitated positive relationships between partner organizations. EPS and community leaders frequently used the word “transparency” when describing communication between CLC partners. One leader said unequivocally, “It’s all about transparency. Transparency. Transparency. Transparency.” When leaders are transparent, relationships improve. Explained one leader, “We have to be

transparent and just pitch in and do what we can for each other. This helps everyone.” Another leader commented, “No one is trying to hide anything or be sneaky about anything. We just want to make our programs better and we can do that together.” One leader saw a relationship between transparency and trust: “We are transparent with each other, and that increases trust. And trust is the key to everything.” Another commented, “It’s the conversations, the relationships, and the transparency. It’s how the entire system works together that makes the difference for CLCs.”

Growth-focused evaluation. Participants described taking a growth-focused approach to evaluation of CLC programs. Evaluation measures for CLC programs focused on self-reflection and presentation of evidence for growth rather than performance on test scores or a checklist of criteria met or not met. One leader stated, “We want our partners to show us how they are improving and growing. We talk about that with our leaders.” Another leader explained, “Our stakeholder meeting focus CLC teams on indicators of growth. We want to measure growth and improvement for our children in all areas.” EPS created rubrics to guide implementation and used them as the basis for discussion on annual measures of growth in CLC programs. One leader stated, “That’s what we really want to see. Is what we are doing making an impact on the learning of students and helping them be successful through their years? We want to see improvement each year on that.” Participants maintained that growth-focused evaluation supported a culture of continuous improvement. This led CLC partners to work together to adjust resources and programs based on data, a process that contributed to positive relationships between organizations.

Reciprocal Relationships

Reciprocal relationships are a universal social norm concerning equity, balance, and fairness in relationships. Braun, Kunzmann, Rohr, and Wagnor (2018) stated, “The degree to which individuals perceive the sum of all exchanges occurring in a relationship as balanced creates the perception of a reciprocal relationship” (p. 713). The perception of a reciprocal relationship is an important contributor to high relationship satisfaction and the presence of a supportive, positive culture. One leader captured this idea when she stated, “The Eisenhower community has achieved true reciprocity, allowing seamless integration of school and community resources, which is at the heart of implementing a FSCS model.”

EPS and community leaders described reciprocal relationships in CLC partnerships as empowering for all partners. One leader stated, “I see CLCs as a win-win for both the school district and the community organizations.” Another leader mentioned, “Our CLC partners got involved because it benefits everyone in the city. It’s a win-win.” And yet another stated, “It’s about more than just us [school district]. We want our kids to have an education and become contributing members of society. Our partners want that, too. So, everybody wins when we work together.” There were several mutual benefits associated with this “win-win” relationship for CLC partners. These benefits included shared expertise, ease of accessibility to resources, increased effectiveness, and support for sustainability.

Shared expertise. CLC partnerships shared expertise between organizations, creating mutual benefits for all involved. Participants maintained that sharing expertise often eased pressures, increased perceptions of support, and provided credibility to the community for CLC leaders. One leader stated,

Having access to support for student issues for someone like me (without formal training) is really helpful. If I don't know how to deal with a situation, having the principal accept my text or be a phone call away saves the day.

Another added, "Having a collaborative opinion on hiring the position is actually refreshing in my mind because it is nice to not be the only one looking at such an important person to hire."

Participants frequently referred to relying on each other's expertise for help with decision making in unfamiliar areas. One leader explained, "I'm glad to have help with grant reporting. I don't know the first thing about that, but EPS does. And we work together to get the funds we need for our kids." Participants maintained that sharing expertise also provided credibility in CLC programs. One leader explained, "It's valuable for us to say we have a built-in layer of assessment and to tell our funders, 'Hey, we are evaluated by educational experts once a year.' This helps us get funded." Sharing expertise between CLC partners eased pressure and provided support for leaders, further enhancing reciprocity.

Ease of accessibility to resources. Another mutual benefit for CLC partners was ease of accessibility to resources for all members of the community. This extended the ability of CLC partners to reach more families through CLC partnerships than when operating independently. One leader stated, "We are one seamless place where families and kids can get the best care they need. Because of this, we all reach more families and provide more services than we could on our own." Another stated, "I can tell you that as a parent of three kids in EPS, I really couldn't tell the difference between where school ended and CLC began. This was helpful to me to have one place that did everything." Added another, "We want to be the one place where everyone goes to find the resources they need. We are the place that binds everyone in the neighborhood

together.” A single, centralized location for resources was instrumental in increasing access and availability for families.

Increased effectiveness. Participants described a marked increase in effectiveness for organizations through CLC partnerships. Participants maintained that CLC partnerships created a more comprehensive approach to child development, as the combination of resources better met holistic developmental needs. One leader commented, “CLC partnerships create a huge benefit to addressing student needs across all domains. When we partner, both organizations can provide more services that students and families need. And that makes a huge difference in combating concerns.” Participants described how aligning practices increased effectiveness. One leader stated, “We support their after-school programming and they support our academic programming. It helps both organizations be more effective.” Another explained, “We have the same rules and work on the same skills for behavior the school works on. Because kids hear the same thing all day long, it helps us both out.”

Support for sustainability. A further benefit about reciprocal relationships between EPS and Lead Agencies was how it increased sustainability for CLC programs. One leader attributed reciprocal relationships to EPS’ ability to implement and sustain CLC programs when she stated, “FSCS become doable when you have people that understand what it can mean beyond just the walls of their own institution. CLC’s benefit everyone in the city and all organizations that partner to make them happen.” Another leader agreed, adding:

I think there is pride and interest in just being a part of the CLCs. It helps them [community organizations] to be able to say, ‘Yeah, we are part of CLCs,’ and that in turn helps us [EPS] out. We support each other in the community and that makes it easier to find resources and partners to sustain our programs.

Participants mentioned that over time, support and buy-in for CLC partnerships has become embedded in the Eisenhower community, which has led to increased sustainability. One leader stated:

So really, sitting here talking to you, it's really amazing that we've lasted 20 years. On one hand, it's been very complicated. But on the other hand, it's grown so deep in the community, and there's such buy-in on how important it is, that we have outlasted the complicated part.

Leaders perceived a high level of community support for CLCs and attributed this to sociocultural factors discussed in this section. These sociocultural factors collectively contributed to the development of a positive, supportive culture in Eisenhower in which change, and psychological safety operated in tandem.

CHAPTER 5

Conclusions and Implications

For the last 100 years, Americans complacently plodded along believing schools could achieve their goals by themselves. This presumption has faced increased skepticism in recent years, especially by FSCS, as they are premised on an altogether different model, one that schools cannot implement alone. One EPS leader encapsulated this idea when he stated, “The reason we are successful here is because the kids in Eisenhower don’t belong to the schools, they belong to the community.” The implications of this shift in thinking are significant for school leaders, placing them in new territory where they must learn how to navigate the typical change-resistant structures of education to redefine leadership roles between school and community.

This section is a synthesis of data gathered from interviews, participant observations, a document review, and study findings. Fullan (2016) and Lewin (1947) provided the lens to view how leaders perceived support for creating sustained change in education. The themes that emerged from this study emphasize the significance of support for leaders during times of change. I entered this study on the supposition EPS sustained district-wide implementation of FSCS by supporting leaders to move beyond the traditional structures of education systems. My presumption has been largely borne out and the findings suggest EPS has sustained these changes through the creation of a positive, supportive culture, a culture described best by Fullan’s (2016) drivers of educational change.

Fullan’s Key Drivers of Change

FSCS are a textbook example of confronting the practical effects of educational inertia. In this regard, Fullan (2016) observed that key drivers of educational change must be in place to ensure a lasting, sustainable effort. Fullan (1996) stated that harnessing these key drivers of

educational change implies comprehending several important principles. These principles include (a) “you cannot mandate what matters,” (b) “change is a journey, not a blueprint,” (c) “problems are our friends,” (d) “visions and strategic plans come later,” (e) “individualism and collectivism must have equal power,” (f) “neither centralization nor decentralization works on its own,” (g) “connection with the wider environment is critical for success,” and (h) “every person is a change agent” (p. 496). The sections that follow discuss the application of Fullan’s key drivers of change within the context of the findings.

You Cannot Mandate What Matters

Fullan maintained that education reformers often advocated for second-order change in schools (Senge, 2006) through federal policy mandates such as NCLB (No Child Left Behind Act, 2001) or U.S. Department of Education incentives such as Race to the Top (US Department of Education, 2011). These change efforts have historically relied on a top-down approach utilizing punitive accountability measures, competitive processes, and a laundry list of so-called effective practices. The public endorsement of second-order change while settling for first-order change means this type of policy mandate has often resulted in superficial and transitory compliance rather than meaningful and permanent change. Because of this, meaningful educational change has rarely moved beyond small, individual pockets of innovative educators operating independently, making education systems traditionally resistant to large-scale and lasting change endeavors (Fullan, 1996, 2012, 2016).

In support of this key driver, Eisenhower’s leaders have taken a different approach to change, one without the use of sweeping policy mandates. EPS leaders attributed sustained change to a supportive culture that cultivated autonomy for each CLC partner. Participants described supporting autonomy for site-based management decisions rather than creating a roster

of mandates for CLC leaders to follow. Avoiding top-down mandates to create change fostered ownership and investment from CLC program providers operating on the ground floor. This approach took time, as outlined in the timeline of development for CLC programs and was most likely a contributor to sustainability as setting up a FSCS model is likely to be a deliberate, incremental process. Some participants stated this approach required them to shift their thinking. To avoid mandates, EPS leaders designed a leadership structure that promoted autonomy at multiple levels, allowing each team to directly affect decisions at their respective sites. The data in this study supports the idea that sustainable change is best achieved outside policy mandates and punitive accountability measures and done in small, incremental steps that allow autonomy for program decisions to remain close to those who are implementing. This study also raised the question, “At what point does the shift from autonomy at each level to formalized agreements, rubrics, and policy change the district’s implementation of this key driver?” After 20 years, has the shift to formalized agreements resulted in EPS leaders mandating what matters?

Change Is a Journey, Not a Blueprint

Planning for change is a continuous process marked by volatile conditions and multiple solutions, rather than an unambiguous outline of events to follow. Throughout his work with education leaders, Fullan (1996) stated that his favorite description of change was expressed by workshop participants as, “Change for us is a planned journey into uncharted waters in a leaky boat with a mutinous crew” (p. 497). He noted this description of unplanned conditions and resulting adjustments might feel as though change was chaotic and unmanageable. Fullan advocated for leaders to view change as a journey rather than a checklist and embrace the continuous variables as opportunity for improvement.

EPS leaders embodied this approach to change. Participants referred to the salience of maintaining a growth mindset as they adapted to the frequently changing needs of their students, families, and community. Participants described frequently changing CLC structures and processes over the last 20 years. Even within a few months prior to data collection, EPS and the city of Eisenhower entered into a new interlocal agreement to generate general funds for CLC programs. The ability of EPS and community leaders to constantly refine and improve structures and processes emerged as the principal source of sustainability for CLC programs. This study further emphasizes that when managing the logistics of successful change, there is no blueprint for others to follow; it is a journey best taken one step at a time.

Problems Are Our Friends

Fullan (1996, 2012, 2016) found that problems are inevitable in education reform, regardless of preventative efforts and careful planning. Rather than viewing problems as an obstacle or hindrance, Fullan suggested viewing them as a vehicle for discovering meaningful solutions. Fullan (1996) noted, “Successful organizations do not have fewer problems, in fact, in many ways, they create more by their actions, and then, they just solve more problems” (p. 498). A successful organization views a problem as an opportunity to refine and develop effective practices that make the organization function more productively.

Participants in this study frequently described problems during implementation as an “opportunity to learn” or a “chance to grow.” EPS leaders stated intentional effort to keep their focus on the vision for CLCs during problem-solving discussions. Participants described problem-solving discussions as a positive event and perceived problem solving as a routine necessity to fine tune CLC programs and processes. It is impossible for leaders to anticipate all

problems that may occur during FSCS implementation. This study underscores the idea that change is sustained through the leaderships' ability to adapt and solve daily problems.

Visions and Strategic Plans Come Later

Fullan (1996, 2001, 2016) stated that in his estimation, mission statements are overrated and overused, formulated by a select group of school leaders and printed for popular distribution. What makes vision meaningful and a powerful driver in educational change is the collective capacity of all people involved, not the vision statement itself. Implementation of a shared vision can only occur to the extent that a group of people has made a meaningful and mutually concrete image of what the vision looks like in their unique setting (Fullan, 1996). For example, true implementation of a school district's mission only occurs when teachers create a common, concrete image of what that mission actively looks like in their classrooms.

EPS leaders frequently referred to quarterly stakeholder meetings as an opportunity to create shared capacity for CLC program improvement. The quarterly stakeholder meetings provided a purposeful time for EPS and CLC leaders to collaborate using specific data to craft concrete images of success. During these meetings, EPS and CLC leaders reviewed discrete, measurable data. Participants emphasized the importance of reviewing data together to discuss continuous improvement as opposed to evaluative conversations. This propelled positive relationships between school and community leaders as they worked together on this process. Participants also described the collective design of school improvement plans. These intentional designs to integrate school and community leaders during school improvement discussions were critical to eliminating parallel leadership structures and the professional tendency to defend respective areas. This study emphasizes the importance of shared capacity for FSCS leaders to drive change at the program's implementation level. When implementing a FSCS model, EPS

started without formal agreements and structures in place to guide decision-making and practices. The first CLC strategic plan was not formally completed until 2015. This approach allowed groups to build relationships and work together without top-down prescription.

Individualism and Collectivism Must Have Equal Power

Successful organizations maintain a balance of individualism and collectivism as too much of either one inhibits the ability to respond effectively to change. Fullan (1996) argued that there must be mutual respect for diversity and individual ideas while maintaining focus on group activities and goals. Reform efforts must remain fluid and flexible enough to respond to the needs of individuals while keeping an unwavering focus on the organization as a whole.

EPS leaders reflected a strong sense of collectivism, as described by Fullan. Participants explained how a sustained focus on the CLC mission was essential to problem solving and program advancement. Participants described how support for a collective approach emanating from the leadership structure, quarterly stakeholder meetings, data specific expectations, and formalized agreements between school and community organizations explicitly guided implementation. All leaders perceived these supports as creating a united front for improving the lives of children and a concerted effort for achieving success of CLC programs.

An equally strong sense of individualism was not found in this study. Participant responses never touched on ways to gain input from community groups most affected by CLC programs. In a city that is home to significant minority populations, this omission was conspicuous for its absence. Participants never spoke directly to racial, ethnic, or low-income demographics in the district nor ways to include their respective perspectives when making decisions for CLC programming. Individual groups were never actually named; they were instead referred to obliquely en masse. In addition, the use of the district's phrase "All Means

All” further conveyed the districts commitment to equal programs in number and quality in all schools. Participants did not mention measures to ensure equity for diverse student groups or neighborhoods. This begs the question of whether CLC programs are something the district is doing to the children and families of Eisenhower rather than empowering them to participate and shape the curriculum and direction of the initiative.

Neither Centralization nor Decentralization Works on Its Own

Fullan (1994) advocated for a delicate balance between a top-down and bottom-up approach to educational initiatives, a precarious condition he termed “coordinated decentralization” (p. 19). He maintained that leaders should engage everyone in discussion of the end goals of change initiatives while gathering input regarding the “what” and “how” of implementation. Invoking the collective wisdom of those individuals located on schooling’s front lines created opportunities for stakeholders to jointly develop solutions to specific initiatives. Fullan (2016) maintained that this balance was crucial to success as using only a top-down mandate or relying on only bottom-up initiatives does not result in meaningful, lasting change.

EPS serves as a living model for establishing a workable balance between top-down and bottom-up change initiatives. Over 20 years, EPS has evolved from a traditional leadership structure in which power resides in one or more formally designated authority figures to an integrated system of management that incorporates multiple layers of school-community leadership. The CLC leadership structure provides opportunities for EPS district and school leaders to directly communicate and collaborate with community leaders on CLC programs and processes. Additional collaboration also occurs at each CLC site through the SNACs. This group brings neighborhood and business leaders together to discuss whether programs are having

their desired impact. This study found that the CLC leadership structure achieved balance in decision-making across all levels of school and community leadership.

Connection with the Wider Environment is Critical for Success

Fullan (1996) believed that educational reform needed connections to outside constituents in order to realize its goals. Only healthy, dynamic relationships with the local community could create the kinds of collaborative efforts that make educational change last. Strong ties to external resources and support created clarity for everyone involved and shifted the community focus from “mine” to “ours.” This shift in perspective often garnered the necessary support for making change initiatives sustainable (Fullan, 2016).

EPS leaders maintained that intentional planning and collaboration to create healthy relationships between school and community leaders was at the heart of the mission of CLCs. These relationships enhanced collective focus on CLC programs. Participants conveyed that focusing on the common goal of creating a better life for all children in Eisenhower became the foundation of these relationships. Participants frequently referred to the phrase, “all means all” when describing collective endeavors to improve CLC programs. Participants also emphasized the importance of transforming the community around all children’s development as a path to a better community. EPS leaders and community leaders perceived one focus for CLC implementation: to improve the lives of all children in the community. This united focus of leadership further facilitated CLC programs by opening doors for increased personnel, facility use, expertise, and financial resources. All CLC programs were focused on youth development within the community. This study emphasizes the importance of connections between the school and community to unite for a common goal.

Every Person is a Change Agent

Fullan (2016) concluded that educational change initiatives succeed or fail depending on whether people find meaning and purpose in the work they do and the extent to which they invest in each other and the success of the school. Educational reform efforts have often failed to realize that an expansion of professional capacity, with individuals who understand the change process, is more likely to generate true reform than any one mandated initiative. Put another way, improvements in school culture wield the greatest potential impact on change initiatives undertaken by the school (Fullan, 1996). Fullan found that a school supports a culture of continuous improvement when it allows teachers to work in an authentic professional learning community, value and work hard at what they are doing, focus on improving pedagogy, and track student learning outcomes collectively. Leaders who harness the intrinsic motivation of the school staff members to encourage collective endeavors of continuous improvement increase the chance of success for education initiatives (Fullan, 2001, 2012, 2016).

Toward this end, EPS leaders successfully harnessed the intrinsic motivation of school and community leaders to create a strong sense of pride and commitment to the local schools. Many leaders explained they grew up in Eisenhower, graduated from local universities, and were committed to staying in the community to help the local schools become even better. Participants reflected the ideal that they had found meaning and purpose in the work they were doing and described the personal investment they made in each other and the success of the Eisenhower community.

However, sole reliance on highly motivated individuals poses difficulty in sustaining change. Bartlett (2018) found the absence of strong networks of support organized at the system level jeopardized the success of FSCS implementation because change often emanates from

pockets of invested individuals rather than across systems. When a commitment to change is not widespread, FSCS become extremely vulnerable to personnel changes, which threaten a district's ability to sustain programs long-term. In this study, EPS leaders successfully navigated concerns resulting from personnel changes by hiring from within the CLC organization. Long-term tenure in EPS and promotion from within were the usual routes to current executive level leadership in the CLCs. The niceties of this process were exemplified by one leader who explained, "I have a long history of being involved with the CLC." Through promotion from within, EPS preserved the integrity of the CLC initiative by employing leaders who shared similar values and commitments.

The success and sustainability of CLC programs owed a sizable debt to EPS' efforts at creating a district-wide professional learning community (PLC). EPS leaders intentionally cultivated the ethics of a PLC (Dufour & Eaker, 1999) by celebrating successes, scheduling time for idea sharing, implementing effective communication processes, and collaborating on professional development. The collective endeavors of Eisenhower's leaders promoted CLCs and increased the community's commitment to their success. One participant characterized this district culture as the reason CLCs have lasted 20 years:

So really, sitting here talking to you, it's amazing that we've lasted 20 years. On one hand, it's been very complicated. But on the other hand, it's grown so deep in the community, and there's such buy-in on how important it is, that we have outlasted the complicated part.

This study emphasizes the importance of creating a culture dedicated to strengthening professional capacity.

Implications for Practice

An advantage of a case study is that it allows for an in-depth exploration of a complex phenomenon in its natural setting (Merriam & Tisdell, 2015). This study gives voice to Eisenhower's 20-year journey of implementing a complex system of 26 FSCS in their district. Their story reflects the unique relationships between school and community often found in FSCS, and emphasizes the small, incremental steps crucial to sustainability of change initiatives. This story could be helpful to leaders embarking on a journey of educational change through the implementation of a FSCS model. The findings support other trends found when researching leadership in FSCS by Bartlett (2018); Campo (2017); McMahon et al. (2000); Aman (2017); Daniel (2017); and Abrams and Gibbs (2000).

The structural features of FSCS are a mismatch for current educational partnerships, funding streams, curricula, and accountability standards. The implications for practice outlined in this section include suggestions for bridging this mismatch to combat the vulnerability of FSCS. These implications could assist leaders attempting to implement the abstract concept of collaboration through practical steps for a network of leadership support. It is through the presence of systems support that FSCS leaders have a chance to sustain change beyond individual efforts or small pockets of success.

Partnerships

Recent researchers have found many FSCS struggle to create inclusive and collaborative leadership between school and community partners (Abrams & Gibbs, 2000; Aman, 2017; Bartlett, 2018; Campo, 2017; Daniel, 2017). Without deliberate attempts to integrate school and community leaders, a parallel structure emerges. Parallel leadership leads to power struggling over decisions, competition for local resources, and miscommunication between school and

community partners (Abrams & Gibbs, 2000). This type of system creates a spiral effect undermining implementation of the FSCS model. Therefore, it is imperative to create strong partnerships between school and community leaders through time for collaboration, explicit role definition, and structures for communication.

Time for collaboration. Under the best circumstances, interagency partnerships are difficult to sustain (McMahon et al., 2000). True collaboration has many roadblocks so special attention should be given to the creation of purposeful time for the collaborative development between school and community leaders. Daniel (2017) stated, “Leaders must create the space, time, and support for developing the capacity of school and community stakeholders to be able to engage in collaborative processes” (p. 11). This study emphasizes the importance of creating shared professional development activities focused on team building and collaborative decision-making on school improvement initiatives. EPS holds quarterly stakeholder meeting with the school site teams from each CLC. These teams include school principals, school community coordinators, and lead agency directors (see Figure 3). Quarterly stakeholder meetings consist of time to celebrate successes, share resources and ideas, analyze trends in student data, and complete school improvement plans. School site teams follow explicit expectations on the Quarterly CLC Activity Progress Report to routinely assess progress of CLC programs (see Appendix I). Participants in this study maintained that time for collaboration and specific processes to follow when collectively deciding on school improvement plans was crucial to establishing their partnerships.

Explicit roles definition. Problems often associated with communication and collaboration quickly resolve when leaders consider an organizational structure that outlines roles to enhance the dynamics of collaboration (McMahon et al., 2000). This study found high

levels of organizational planning and explicit roles discussion among leaders. This included a leadership structure (see Figure 3), MOUs (see Appendix G), an Interlocal agreement between the city and school district (see Appendix J), and expectation rubrics (see Appendix H).

EPS created an integrated leadership model to outline leadership teams. This structure facilitated clear decision-making roles between school and community leaders. Recent research points to the importance of explicit agreements formally outlined between all partnering organizations. Abrams and Gibbs (2000) found that intentional, clear collaboration on leadership decisions helped eliminate the common discourse of school leaders as the authority and community members as the helper. In a similar vein, Aman (2017) researched FSCS operating with and without formal agreements to explore the structure and expectations of school-community partnerships. For schools without formal agreements, Aman observed, “Several partners mentioned the difficulty they experienced in navigating the district requirements and processes” (p. 97). Overall, FSCS partnerships need structure to thrive. If there are no formal processes to support the partnership, it becomes frustrating to outside partners.

The findings of this study support this growing bank of research regarding necessary components of support for leaders in FSCS. This study supports the creation of a specific leadership structure to outline roles, responsibility, and decision-making teams for FSCS. The findings also suggest that the creation of formal agreements between city and school leaders helps establish clear roles and lines of communication that facilitate a collaborative decision-making process.

Structures for communication. This study emphasizes that clear structures for communication must be present so that school and community leaders build partnerships that allow safe reflection and honest dialog (Campo, 2017). Open lines of communication were

established in Eisenhower CLCs through agreements between leaders on formal and informal communication. Formal communication was established through quarterly meetings, MOUs, Interlocal Agreements, and rubrics for common expectations of assessment. Informal communication was established through the exchange of personal contact information so that principals and lead agency directors could readily communicate about daily concerns. Participants described the informal communication as “most important” as it allowed for small issues to be resolved quickly. This prevented these small daily concerns from building up over time and ultimately ruining relationships. It is important to note that in this type of communication, each partner articulated a non-hierarchical and non-authoritarian context for communication. Participants treated each other as partners working together to resolve small, daily concerns.

Funding Streams

Stability in funding is often cited as a major roadblock to FSCS sustainability (McMahon et al., 2000). Current funding options for FSCS are comprised from a patchwork of time-limited grants, short-lived state and federal funding initiatives, and the generosity of local philanthropic organizations. Without a consistent stream of funds, FSCS leaders are often searching for creative resources to sustain programs. This study found that EPS achieved sustainability in funding CLC programs by frequently adjusting funding sources and local partnerships to reflect the availability of changing resources. Rather than discerning a magic formula for sustainable funding, this study instead found the ability of leaders to adapt to changing resources was fundamental to sustainability.

A study finding that may have some bearing on sustainability is EPS’ recent signing of an Interlocal agreement with the city of Eisenhower. Just months prior to data collection, the

Interlocal agreement passed public vote leading to the creation of a new board to oversee the CLC budget. As the school district and city further develop this board's capacity, further research on Interlocal agreements and board capacity could benefit others attempting to implement a FSCS as securing financial resources is often a burden to implementation that is not easily overcome.

Curricula

Cultural considerations that include voices of diversity in curricula development is essential for sustainability of FSCS. Keith (1999) stated, "We need redefinitions of social roles so that families, teachers, and service providers are supported in ways that allow them to become real partners" (p. 230). The traditional ways educators have approached curricula and program development has led to leaders and policy makers making decisions on what and how to teach children who often come from much different backgrounds. FSCS leaders should embrace a broad view of community by including diversity issues in their deliberations. Additionally, efforts to increase the voice of families for FSCS programs and curricula could further increase effectiveness. Daniel et al. (2017) suggested:

Community organizing led by those who are impacted by policies, such as low-income parents and youth, can push for and win changes in school and district practices, and result in increased resources and shifted power dynamics that support increased collaboration. (p. 10)

Increased collaboration with diverse leaders and family members to develop FSCS curricula and programs could go a long way toward eliminating structures defined by educators and policymakers that tend to be paternalistic or expert and can lead to deficit perspectives (Keith, 1999). EPS and community leaders making decisions for CLC curricula and programs

represented only one perspective of the diverse population present in the Eisenhower community. This study found that additional measures may be necessary to ensure more diverse perspectives in decision-making for FSCS programs and curricula.

Accountability Standards

It is imperative that a neutral, collaborative space for school and community leaders to discuss progress is present (Daniel, 2017). Open dialogue does not happen by chance; it is necessary to create specific guidelines and use objective data during discussions. McMahon et al. (2000) found that in the absence of specific guidance, leaders displayed a tendency to defend their own professional turf, which can undermine the development of partnerships. EPS shared how the use of expectation rubrics have been important to communicating accountability standards (see Appendix H). Sharing data that aligns with the rubrics has been crucial to the conversations surrounding school improvement. EPS leaders noted the importance of using the rubric data when discussing progress between school and community leaders as it keeps the conversations neutral and focused on results. This process also allowed discussion and progress assessment to occur without blaming. Participants described open, honest communication in a non-threatening environment that furthered the development of school-community partnerships. This study underscores the importance of structured accountability and support for FSCS leaders to communicate openly, honestly, and collaboratively.

Recommendations for Future Research

Future researchers should consider the impact of collectivism on FSCS programs. Uniting school and community leaders to agree on the collective use of resources is a daunting task and something of an opaque process, one that could create hyper-focus for only developing and sustaining these programs. Future researchers should factor in the views of students and

families involved in FSCS programs and their perspectives on inputs and decision-making during the process. EPS leaders were intentional about including leaders from both school and community organizations and creating a voice for those leaders at the table when decisions were made. Incongruently perhaps, this study revealed a lack of diversity within the range of perspectives representing school and community leaders in Eisenhower.. The lack of cultural diversity among CLC leaders suggests a need for future research to explore issues of racial, ethnic, and social class representation. Campo (2017) found leaders of FSCS must consider the ways in which programs and practices develop democratic leadership for all stakeholders. She noted, “The findings from this study, as well as our current political climate, identify a sharp need for social justice work within public community schools” (p. 142). Future research that better comprehends the diverse perspectives of all stakeholders of an FSCS could significantly contribute to the success of the Full-Service Community School model.

Finally, current social and economic conditions suggest a need for more comprehensive services in schools to address the unmet needs of students and families. In terms of race, ethnicity, and social class, the demographic composition of American society has reached a tipping point and it seems unreasonable to expect schools to continue to address family and community needs alone. Considering the promising research on FSCS, there is merit in continuing to investigate the FSCS model as a vehicle for school reform, at least to the extent that school reform can independently spur greater social equity, democratic opportunity, and upward mobility. The rising interest in FSCS may be indicative of a growing recognition that schools of the future can no longer remain the largely self-contained institutions they have been in the past. Future research should explore ways of reconstituting ideas that have shaped

traditional concepts of schooling and reconfiguring school-community relationships, so they are better positioned to confront the normative pedagogies that keep structural inequities in place.

This empirical study signifies one small step in this direction. It provides a view of Eisenhower's journey, spanning over 20 years, in confronting the challenges associated with the traditional structures of schooling. One EPS leader articulated the depth of commitment it takes to work together in a different way:

Our communities are becoming more and more complex in terms of needs and resources available to meet those needs. Schools who do things in a traditional way are creating a wider and wider gap between the needs of the community and school. We have been able to look outside the box and creatively leverage our community resources to better serve our students and their families.

Future consideration by researchers of other creative, collaborative partnerships between school and community could provide additional insight for leaders interested in pursuing relatively unconventional approaches to school reform. Campo (2017) stated, "With a transformational partnership [between school and community leaders], the possibilities for the FSCS model are infinite" (p. 142). School reform begins with district and community leaders interested in working together under different conditions. Further exploration of what is required to establish transformational partnerships between school and community leaders is a promising pathway to better assessing the possibilities of school reform using the FSCS model.

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APPENDIXES

Appendix A

Introduction and Informed Consent

Hello, my name is Raquel Greer and I am conducting my dissertation research in Eisenhower Public Schools. I appreciate your willingness to help me learn about district level support of Eisenhower's Community Learning Centers. I want to understand from school and community leaders how implementation of the CLCs has occurred.

You were selected to participate in this study because you are a district leader [or some other capacity] in Eisenhower Public Schools. I am excited to be conducting my research here in Eisenhower because the district has been developing the CLC model for several years and has a growing reputation. I am interested in knowing how district leaders have succeeded in organizing support for the implementation and sustainability of the CLCs. I anticipate that our conversation will refer to interactions between school and community leaders and encourage you to speak freely about these relationships. I anticipate that the lessons you have learned through your implementation process will help others hoping to create similar schools in their districts.

Before I begin, I would like to describe a few procedures for our conversation. Although we will be on a first name basis here, I will not use your actual name when I report the results of this session. With your permission, I would like to audio-record our session so I will be able to accurately transcribe your comments. This session should last approximately 30-40 minutes.

Review consent form with participants.

Appendix B

Participant Consent Form



Purpose: You are invited to participate in a research study to examine your perspective on district-level leadership support provided to school-community leaders implementing a Full-Service Community School model.

Participant Selection: You were selected as a prospective participant in this study because you are a district leader in Eisenhower Public Schools. Up to 20 participants will be included in the study.

Explanation of Procedures: If you decide to participate, district leaders will take part in a one-time, audio-recorded, individual interview that will last approximately 30-40 minutes.

Interviews will be conducted at an agreed upon time at your district site with Raquel Greer, doctoral candidate at Wichita State University. Examples of questions that will be asked are,

- “Where did the idea for creating Lead Agency Partnerships originate?”
- “How does the leadership structure in CLCs support school-community collaboration?”

Discomfort/Risks: I anticipate only minimal risks associated with participation in this study. For instance, you may feel uncomfortable answering a particular question or discussing your perspective on school-community relationships. You can elect not to respond to any question or discussion that makes you uncomfortable.

Benefits: This study will add to the existing body of knowledge on Full-Service Community Schools. Specifically, how district leaders support wide-scale change initiatives and how the relationships between school and community leaders are fostered.

Confidentiality: I will make every effort to keep study-related information confidential. However, in order to make sure the study is done properly and safely, there may be circumstances where this information must be released. By signing this form, you are giving permission to share information with the following groups:

- Office for Human Research Protections or other federal, state, or international regulatory agencies;
- The Wichita State University Institutional Review Board;
- Eisenhower Public Schools District Administration

If the researcher decides to publish the results of the study, I will only discuss group results. Personal names and any identifiers of EPS will not be used in any publication or presentation about the study. District information will be presented as “a large urban district in the United States” rather than identifying location in the Midwest to prevent possible identification of the case study site.

All of the audio-recorded data collected will be stored in a locked file in the PI’s department office during the data analysis process and when writing the research report. All written documents will be shredded, and digital data destroyed after 5 years have elapsed.

Refusal/Withdrawal: Participation in this study is entirely voluntary. Your decision whether or not to participate will not affect your future relations with Wichita State University and/or Eisenhower Public Schools. If you agree to participate in this study, you are free to withdraw from the study at any time without penalty.

Contact: If you have any questions about this research, contact: Dr. Eric Freeman, Department of Counseling, Educational Leadership, Educational and School Psychology, 1845 Fairmount, Box 142, Wichita, KS 67260-0142, Tel: 316-978-5696, Email: eric.freeman@wichita.edu. If you have questions pertaining to your rights as a research subject or about research-related injury, you can contact the Office of Research and Technology Transfer at Wichita State University, 1845 Fairmount Street, Wichita, KS 67260-0007, Tel: 316- 978-3285.

You are under no obligation to participate in this study. Your signature below indicates:

- You have read (or someone has read to you) the information provided above,
- You are aware this is a research study,
- You have had the opportunity to ask questions and have had them answered to your satisfaction, and
- You have voluntarily decided to participate.

You are not giving up any legal rights by signing this form. You will be given a copy of this consent form to keep.

Printed Name of Subject

Signature of Subject

Date

Printed Name of Witness

Witness Signature

Date

Appendix C

Recruitment Email



You are invited to participate in a qualitative research study about district and community leadership for Lincoln Community Learning Centers. I am conducting this study for my dissertation in Educational Leadership at Wichita State University. This study will examine how leaders are effecting change in school-community relationships. Your perspective could provide valuable insights into challenging and diminishing the influence of traditionally resistant educational structures. My hope is that the findings from this study will inform school leaders working in other locations about how to create and maintain effective collaborative partnerships between school and community.

You have been selected as a possible participant in this study because you are a district leader in Eisenhower Public Schools. Up to 20 individuals are being invited to join the study. Your perspective on leadership support for CLCs is critical to the study's success. If you agree to participate, I will arrange to visit with you for an individual interview at a convenient place and time. Interviews will be audio recorded. Participation is voluntary. I will make every effort to keep your identity and the information you share as anonymous and confidential as possible. I expect to begin data collection in November 2018.

To participate and/or request additional information, please contact Raquel Greer at rlcharbonneau@shockers.wichita.edu. Thank you for considering this invitation.

Appendix D

Follow-up Email to Participants



Thank you for accepting the invitation to participate in a qualitative research study about district and community leadership for Lincoln Community Learning Centers. Your perspective will provide valuable insights into challenging and diminishing the influence of traditionally resistant educational structures. My hope is that the findings from this study will inform school leaders working in other locations about how to create and maintain effective collaborative partnerships between school and community.

I will be in Eisenhower, USA on Nov. 29-30 to attend the quarterly stakeholder meeting and conduct interviews. I am able to accommodate your preference for time and location. Please email me at rlcharbonneau@shockers.wichita.edu to set up an interview. Thank you again for your willingness to participate in this study.

Appendix E

Interview Protocol Questions

Hello, my name is Raquel Greer and I represent Wichita State University as a doctoral student in the educational leadership program. I appreciate your willingness to participate in my research. I am excited to be conducting my research here in Eisenhower because the district has been developing the CLC model for several years and has a growing reputation. This study will examine the perspectives of district leaders regarding the support structures in place to sustain CLC programs. You were selected to participate in this study because you are a district leader [or some other capacity] in Eisenhower Public Schools.

Before I begin, I would like to describe a few procedures for our conversation. Although we will be on a first name basis here, I will not use your actual name when I report the results of this session. With your permission, I would like to audio-record our session, so I will be able to accurately transcribe your comments. This session should last approximately 30-40 minutes.

Have you have read and signed the consent form?

Do you have any questions about it before we begin?

Do I have your permission to audio record our interview?

1. Please introduce yourself including what position you have in EPS and how long you have been in this position.
2. Were you here when the district began their original discussion of the CLC model? If not, how far along were the CLCs when you arrived and how did the district bring you up to speed on how things work?
3. Where did the idea for creating Lead Agency Partnerships originate? Describe the partnership between school and community leaders.
4. How did the district decide a Leadership Structure was needed? And how did everyone go about developing it?

5. How does the district make people feel safe enough to take risks without fear of failure?
6. What notable challenges have you faced in implementing the CLCs? What demands have been added to leaders in CLCs?
7. Where does the money come from to sustain the programs?
8. Are the CLCs accomplishing what school-community leaders have hoped for?
9. Is there anything more you want to say about CLCs that we have not discussed?

Appendix F

Strategic Plan Summary

Deepening and Expanding Eisenhower CLCs, A Strategic Summary of Report

Prepared by: National Center for Community Schools

December 10-11, 2015

Organizing, Leading and Governing the Initiative

- Sufficient leadership staff at the CLC systems level and site level to support successful youth, thriving families, and strong neighborhoods.
- Strong results-based accountability / evaluation.
- Strong communications and marketing components.
- Build on the strengths of existing structure...Refine not Redesign
- Develop a well-defined partnership agreement between City, EPS and philanthropic institutions.
- Build capacity and understanding of all stakeholders in a shared leadership model which supports the vision, mission, and core principles of full-service community school work.

Deepening and Expanding the CLC Work in Existing and Future Sites

- All CLC schools have a full-time CLC Coordinator.
- Completion of site-based asset mapping / needs assessment.
- The CLC model addresses student, family and community needs.
- All CLC schools have a Lead Agency partner.
- Lead Agencies serve as analysts of needs and brokers of services to address identified needs and gaps.
- All CLC schools have an active School Neighborhood Advisory Committee (SNAC).
- Professional development to build capacity of all partners is a critical strategy to support high quality services, building and enhancing community partnerships, evaluation/impact and sustained funding.

Deepening and Expanding the Work Estimated Costs)

- Initiative Infrastructure = \$743,153 per year.
- 25 sites = \$7,616,000 per year, serving @ 150 students per site.
- Total Annual Cost = \$8,359,153 for deepening existing work.
- Total Annual Cost = \$19,801,600 for expanding community school model to all 65 EPS schools. There are some realized economies of scale in this amount.

Proposed cost for deepening the community school model at current number of CLC schools:

INITIATIVE	COST	CLC SITES	COST
CLC Director	\$110,000	Full-time CLC School Community Coordinator (SCC)	\$50,000
Student Success Specialist (ELO Alignment)	\$60,000	Full-time Youth Development ELO Leader	\$27,500
Family Engagement Specialist	\$60,000	Full-time Mental Health / Family Support	\$40,000
Neighborhood Engagement Specialist	\$60,000	(1:15 ratio) 10 staff:150 students @ \$10/hour x 20 hours/week x 36 weeks	\$72,000
Neighborhood Community Builders (quadrants): \$30,000 x 4	\$120,000	Summer Programming: 10 staff:150 students @ \$10/hour x 50 hours/week x 10 weeks	\$50,000
Secretary III	\$40,000	Employee benefits for full-time staff @ 28%	\$32,900
.75 Secretary I	\$23,450	Supplies and Equipment	\$5,000
Benefits for full-time staff	\$129,203	Lead Agency Administration	\$27,240
Contracted Marketing and Communication	\$25,000		
Contracted Evaluation	\$100,000		
Office Supplies, Computers	\$8,000		
Professional Development	\$7,500		
		Total Per Site	\$304,640
Total Initiative Infrastructure	\$743,153	Total 25 Sites	\$7,616,000

Financing the Work

- Make best use of existing resources.
- Maximize public revenue.
- Build partnerships beyond non-profit youth serving organizations. This includes University of USA, faith-based organizations and businesses.
- Develop explicit partnership with Eisenhower Community Foundation and Prosper Eisenhower.
- Create more flexibility in current funding streams.
- Create new sustained revenue stream that is not grant dollars.

Appendix G
CLC Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING
between
**EISENHOWER PUBLIC SCHOOLS / EISENHOWER COMMUNITY
LEARNING CENTERS**
and
CLC PARTNER

The Memorandum of Understanding (MOU) describes and confirms an agreement between Eisenhower Public Schools / Eisenhower Community Learning Centers (CLC) and _____ . The purpose of this Agreement is to clarify, and outline roles and responsibilities related to CLC Conditions for Success in partnership and service implementation at _____ CLC school. The MOU is considered an addendum to the Consultant / Service Provider Agreement that is effective July 1, 2018 through June 30, 2019.

EPS District / CLC Leadership

Responsibility

Leadership Infrastructure

- ❑ Employ Eisenhower Community Learning Centers Director to support partnership development and initiative oversight.
- ❑ Director provides staff support to CLC Executive Leadership Council, Advisors and CLC Stakeholders and site teams.
- ❑ Integrate CLC Director into EPS management structure (Director's Council, Federal Programs, Title I principal meetings) and city meetings as appropriate.
- ❑ Superintendent and his designee serve on CLC Executive Leadership Council. Superintendent serves as a voting member of Executive Leadership Council.

Responsive to Need

- Helps sites access resources needed to accomplish site goals.
- Connects sites to community partners that can be utilized in reaching site goals.

Management and Staffing

- Complete all reporting requirements for 21st Century grants and other grants as received.
- Reimburse lead agency for services delivered as outlined in EPS provider contract. Services are reimbursed after delivery of said service.
- Notify partners of key personnel changes in CLC initiative.
- CLC Director will participate in the hiring and performance review process of CLC school community coordinators. Director will provide coaching and other leadership strategies to support the professional growth of CLC school community coordinators.

Sustainability

- Provide financial support for the CLC Director and office infrastructure as approved by the Board of Education on annual basis.
- Partner with local foundations in fiscal support of CLC service consultants and / or CLC school community coordinators. Provide fiscal reporting to appropriate stakeholders.
- Serve as fiscal agent for identified grants (21st Century and others). Provide monthly financial updates to key stakeholders.
- Support and facilitate collaborative grant writing opportunities that build capacity of full service CLC development including student, family and neighborhood opportunities, supports and services.
- Provide facility use free of charge to CLC partnering agencies utilizing the EPS facility use process. Lead agency will be charged for custodial staff on designated holidays and non- school days.

Communication

- Partner with community-based organizations in the design and delivery of full service community schools. Director will facilitate quarterly stakeholder meetings to assist in implementation of services that meet best practice standards.
- Develop CLC messaging and resources to support use of common language and branding of CLC schools.

Professional Development

- Provide technical assistance and support to CLC school community coordinators through regular meetings and professional development opportunities which promote quality.
- CLC Director will assist in the orientation of new CLC school community coordinators and principals.

Evaluation

- Ensures that all sites have adequate information and materials to complete required evaluations (surveys, etc.)
- Provide technical assistance in data collection and analysis.

School Principal Responsibility

Leadership Infrastructure

- Integrate CLC School Community Coordinator into school management teams and school improvement process.
- Provide leadership which supports integration of community services into culture of school.
- Participate actively in CLC stakeholder meetings and activities.
- Provide leadership to support conditions for success of Full Service Community Schools' implementation.
- Meet a minimum with lead agency partner, school community coordinator and director every other month.
- Active participation in the CLC school advisory group (SNAC).

Responsive to Need

- Assist in the facilitation of the needs and assets assessment to inform CLC services, supports and opportunities.
- Work with lead agency to ensure student and family needs are being met through expanded learning opportunities that are accessible to all.

Management and Staffing

- Participate in hiring, support and performance evaluation of CLC school community coordinator.
- Ensure student assistance process reflects full integration of CLC service providers and develop a clear communication process and confidentiality process.

Sustainability

- ❑ Support integration of CLC activities through use of identified school resources (i.e. phones, computers, copiers, staffing, and appropriate curriculum support).
- ❑ Provide reasonable space for the CLC school community coordinator and program activities that support the goals of a full-service community school.
- ❑ Utilize school resources to support school community coordinator, academic related and family engagement activities as available in budget.
- ❑ Participate in collaborative grant writing opportunities that enhance program activities at CLC schools. Inform CLC Director of potential grants that will include CLC schools.

Communication

- ❑ Agree to share appropriate information with agency personnel to maximize student success. Ensure proper releases are secured.
- ❑ Utilize CLC messaging materials to support common awareness and understanding of CLC schools.

Professional Development

- ❑ Provide opportunities for CLC partners to participate in professional development that is offered by school and district.
- ❑ Ensure alignment of professional development opportunities with goals of CLC school.
- ❑ Offer school support when available to partner staff to build their capacity for high quality expanded learning opportunities.

Evaluation

- ❑ Assist with provision of data when needed.
- ❑ Assist and support the school community coordinator in the completion of a needs and asset assessment to inform program services and opportunities at CLC school.

Lead Agency Responsibility

Leadership Infrastructure

- Employ CLC school community coordinator for designated site(s) and provide at minimum 32 hours per week at CLC school. When SCC has more than one site this is worked out between sites.
- Participate in CLC stakeholder meetings and activities to support full implementation of CLC school and the outlined conditions for success.
- Meet at minimum quarterly with CLC school community coordinator, principal and CLC Director.
- Provide a licensed childcare facility for elementary age programs.
- Support the development and implementation of the CLC school advisory group (SNAC).

Responsiveness to Need

- Ensure a range of community partners are involved at CLC site that meets the CLC goals and annual work plan activities.
- Support the CLC school team in the completion of an annual needs and assets assessment to inform program services and opportunities of students, families and neighborhoods.
- Utilize parent and partner survey results to inform agency practices and procedures.
- Serve highest need students and families in accordance to the CLC schools free / reduced lunch eligibility percentage.

Management and Staffing

- Complete annual evaluations on School Community Coordinators.
- Involve principals and CLC Director in hiring and annual performance evaluation of the CLC school community coordinator.
- Participate in CLC action teams as identified to enhance the CLC vision, mission and goals.
- Ensure CLC school community coordinator attends twice monthly School Community Coordinator meetings.
- Ensure CLC school community coordinator and program staff conduct themselves with a standard of professionalism and behavior consistent with agency and EPS expectations.
- Ensure background checks have been completed on CLC school community coordinator and other program staff delivering services through CLC at a level comparable with EPS's background checks.
- Ensure that CLC policies fit within the parameters of EPS District policies.
- Conduct safety and security drills in compliance with licensing and district policies and ensure that all staff and volunteers who directly supervise students are informed of safety and security procedures.
- Provide support, supervision and coaching of the CLC school community coordinator in partnership with CLC Director.

- Work with CLC school community coordinator to ensure program staff that are not lead agency partners receive orientation to CLC mission, goals and philosophy.
- Submit required service provider information to meet best practice standards and licensing regulations.

Sustainability

- Participate in collaborative grant writing opportunities that enhance program activities at CLC schools. Inform CLC Director of potential grants that will include CLC sites.
- Utilize organizational resources to support the school community coordinator position and program activities that are offered through your organization.
- Provide a copy of audit management letter if issued as a result of annual audit. Provide current financial audit upon request.

Communication

- Keep all CLC service providers informed of CLC schedule of activities and any changes that may impact service delivery.
- Facilitate regular communication with all service providers to ensure services are reflective of best practices, meeting licensing standards and are meeting the needs of students and adults utilizing service through the CLC.
- Agree to share information with appropriate school personnel to maximize student success. Ensure proper releases are secured.
- Integrate CLC services into agency mission and communicate CLC activities through agency board meetings, newsletters and other related outreach. Utilize CLC messaging resources to ensure use of common language and creating awareness of full service CLCs.
- Ensure all program partners are aware of the program service provider responsibility outlined below.
- SCC ensures that service providers who are not hired by the lead agency provide descriptor of services to be provided at the CLC site that includes:
 - A. Service being delivered and how it aligns with goals of CLC results framework
 - B. Personnel assigned to deliver program
 - C. Days and hours of service

Professional Development

- Support active participation of school community coordinator and other program staff in professional staff development opportunities.
- Share organizational expertise and professional development opportunities with other CLC stakeholders to promote capacity and quality of all staff.

- Utilize a coaching model for staff development and individual growth plans.

Evaluation

- Utilize the Full-Service Community School Rubric to ensure high quality full-service CLCs. Sites should continually strive toward Excelling programs, and implement improvement plans where necessary.
- Complete all data required for CLC evaluation purposes and grant reporting requirements in a timely manner.
- Utilize data in a results-based framework to inform program practice and policy.
- Provide proper documentation and tracking of all program activities as outlined by CLC school community coordinator.

School Principal –

Date

Lead Agency –

Date

CLC Director

Date

EPS Superintendent

Date

Appendix H

CLC Rubrics

FULL-SERVICE COMMUNITY SCHOOL PARTNERSHIPS

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
1	Leadership Infrastructure	<ul style="list-style-type: none"> • CLC school-based team has been identified • Lead agency partners visit the CLC school 1 time per year • Leaders attend approximately 50% of quarterly CLC Stakeholder meetings • CLC school-based team works autonomously (no sense of alignment and connection to shared vision and mission) 	<ul style="list-style-type: none"> • CLC school-based team can articulate the vision and mission of a community school • Lead agency rep is in CLC school 2-4x per year • Attend Quarterly Stakeholder Meetings at least 75% of time • Alignment between Lead Agency mission and CLC school mission • Partners carry out the responsibilities stated in the MOU • School Community Coordinator serves on school leadership teams • CLC school has a functioning SNAC or advisory group 	<ul style="list-style-type: none"> • CLC partnerships and program activities reflect the CLC vision and mission • Leaders attend CLC Stakeholder meetings 100% of time • Lead agency rep, principal and SCC meet at least monthly to meet the needs of students and families, build relationships and enhance communication among partners • CLC lead agency is an engaged partner and actively contributes to student, family, and community needs • CLC school-based team makes decisions that support the needs of the CLC school • SNAC/advisory group is facilitated by parents and neighborhood leaders

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
2	Responsiveness to Need	<ul style="list-style-type: none"> CLC school-based program provides before and after school opportunities Family and neighborhood needs are addressed by community-based organizations independent of CLC school Uses existing localized and school neighborhood data 	<ul style="list-style-type: none"> CLC programming reflects an understanding and awareness of diverse student, family and neighborhood needs CLC school-based team provides an array of services that may or may not be connected to identified needs CLC school-based team conducts school and neighborhood needs and assets assessments to address data gaps 	<ul style="list-style-type: none"> The CLC school-based team provides an integrated system of services aligned to the CLC vision and mission Cross-sector partnerships lead to efficient and effective use of resources CLC school-based team ensures all identified needs (from needs assessment(s)) are met A richness in opportunities exists that extends beyond before and after school care (e.g. behavioral health, job skills)
3	Management and Staffing	<ul style="list-style-type: none"> School Community Coordinator position is part-time Roles and responsibilities of all partners are defined within the lead agency and separate from CLC school structure 	<ul style="list-style-type: none"> School Community Coordinator is full-time and visibly engaged at CLC school (20-32 hours per week) Roles and expectations of all partners are clearly defined Lead agency has infrastructure to support program quality: highly trained staff, hiring and retention of staff, evaluation and coaching of staff 	<ul style="list-style-type: none"> School Community Coordinator is visibly engaged in CLC school (more than 32 hours per week) School Community Coordinator is evaluated annually in partnership with principal, CLC Director, and lead agency CLC school-based team works collaboratively to recruit and retain partners and providers

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
4	Sustainability	<ul style="list-style-type: none"> • Annual Plan has been completed, but lacks connection to vision and mission of CLCs, collaborative planning, and is not data driven • Programs are dependent on 21st century funds 	<ul style="list-style-type: none"> • CLC services, supports, and opportunities are embedded into the SIP process • Shared and collective integration of resources for program delivery with 2-4 partners • CLC school-based team articulates sustainability through the CLC/CIP planning process • CLC leadership advocates for policy change when opportunities arise • CLC leadership advocates for funding when opportunities arise • CLC leadership is aware of and understands the mission of the National Coalition for Community Schools Network 	<ul style="list-style-type: none"> • Rich array of resources shared without duplication • Integrated CIP includes addendum for neighborhood goals • CLC leadership provides braided funding from four or more partners • CLC leadership actively seeks out advocacy for policy change and for committed funding at local and state levels • CLC leadership utilizes connections through the National Coalition for Community Schools Network to stay informed of current and best practices

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
5	Communication	<ul style="list-style-type: none"> • A system is not yet in place that finds a fit for volunteers or partners offering their services • Responses to partners or potential partners is not timely and results in missed opportunities • Communication is sporadic and inconsistent and leads to ineffective relationships 	<ul style="list-style-type: none"> • An intentional and formalized communication process exists between members of CLC school-based team • An intentional and formalized communication process exists between CLC leadership and CLC school-based team • Communication to an array of partners beyond the site team exists in order to efficiently and effectively involve additional providers • CLC school-based teams contribute to organizational marketing • CLC school-based teams share stories of success through data 	<ul style="list-style-type: none"> • Communication practices effectively link all stakeholders and engage them in planning and implementation • Robust partnerships lead to increased opportunities for students, families, and neighborhood • Site-based successes are being used to market CLC effectiveness to promote sustainability

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
6	Professional Development	<ul style="list-style-type: none"> • SCC receives training in the Full Service Community School model • Required professional development meets USA State Child Care licensing standards • Professional development is offered by CLC partners or stakeholders 	<ul style="list-style-type: none"> • SCC and other school-based team members receive orientation and training in the Full Service Community School model • Professional development is aligned with CLC Annual Plan and Continuous Improvement priorities • CLC school-based staff participate in professional development opportunities outside of their required intra-agency training • CLC leadership and school-based team members are attending local, state, or national conferences • CLC school-based staff and teachers share professional development to enhance connections between services provided 	<ul style="list-style-type: none"> • Diverse array of training topics exists • A plan exists to follow up and coach or mentor participants on implementation of best practices gained from professional development • A formal system exists for shared professional development opportunities among all partners or stakeholders • CLC leadership or school-based team members present at local, state, or national conferences

	Conditions for Success	EMERGING Cooperation	MATURING Coordination	EXCELLING Collaboration
7	Evaluation	<ul style="list-style-type: none"> • Data collection and evaluation meet minimum requirements for 21st Century CLC grant • Lead agency collects data for own purposes, disconnected from Full Service Community School outcomes • CIP/Annual Plan is developed with limited stakeholder involvement • Needs of the neighborhood are not reflected in the CIP/Annual Plan 	<ul style="list-style-type: none"> • CLC Leadership implements results-based planning to influence program design, practice, and policy • CLC results/data are shared with stakeholders (e.g. site team, SNAC, community at large) • Systems are in place for data collection related to successful students, thriving families and engaged neighborhoods • A continuous improvement process is applied that informs and improves program practice • CIP/Annual Plan is developed in partnership with key stakeholders using recent data • CIP/Annual Plan reflects results of needs assessment(s) and data driven areas of improvement • Quarterly reports reflect evaluation of CLC school plan, goals and objectives • CLC evaluator takes leadership role in documenting results, analyzing and helping to interpret data • CLC Leadership uses outcome data to create a culture of accountability 	<ul style="list-style-type: none"> • All partners review data results and collaboratively develop strategies (to be implemented by each partner) that address data-driven needs • CLC partners engage in challenging and productive conversations, based on evaluation findings, that result in policy and practice change • CLC school-based teams infuse CLC evaluation as an integral part of program improvement as evidenced by the CIP/Annual Plan

FULL-SERVICE COMMUNITY SCHOOLS for STUDENT SUCCESS

(Services, Supports, and Opportunities)

	Conditions for Success	EMERGING	MATURING	EXCELLING
1	Quality Programming <ul style="list-style-type: none"> • Expanded Learning Opportunities (ELOs) 	<ul style="list-style-type: none"> • Partners delivering ELOs meet basic state licensing standard for school-age care • Partners delivering ELOs do not yet meet state benchmark for quality based on site observation tool • Programming is determined by availability of service providers 	<ul style="list-style-type: none"> • Partners meet benchmarks for quality based on ELO site observation tool • ELOs reflect current and best practices for school-aged programming (NE School-Age and Youth Development Core Competencies, 2015) • Program, services, and supports are determined by needs assessment(s) and evidence-based data • ELO programming is balanced across academics, enrichment, and recreation and aligned with school curriculum • CLC site fosters new partnerships that provide diverse opportunities 	<ul style="list-style-type: none"> • Partners delivering services understand CLC goals and align goals to implementation of service or program • Partners delivering ELOs exceed benchmarks for quality based on ELO site observation tool • Partners delivering ELOs consistently select interventions based on evidence-based strategies • Partners and school day staff collaborate to ensure alignment and deepening of student learning
2	Integration of Services <ul style="list-style-type: none"> • Mental Health • Early Childhood • Adult Learning 	<ul style="list-style-type: none"> • CLC site works independently of school and partner services • Services may be available but are not being utilized by families and the community (lack of awareness of services) • Ineffective partnerships result in duplication or absence of services 	<ul style="list-style-type: none"> • Partnerships help families overcome barriers to services through awareness and accessibility • CLC site team works with school, partners, and community members to meet students' and families' basic physical, emotional, social, and economic needs 	<ul style="list-style-type: none"> • Participating families promote services to peers • Program, services, and supports reflect the changing needs of students, families, and neighborhood • CLC site meets the needs of the community efficiently and effectively (no duplication of services, collaboration to address needs quickly, responsive)

	Conditions for Success	EMERGING	MATURING	EXCELLING
3	Skilled Management and Staff	<ul style="list-style-type: none"> • Staff turnover affects site's ability to provide services needed • Staff-student ratio (1-15) is met 100% of the time • CLC Site Team provides on-site supervision 1 time per year • Professional development meets minimum licensing requirements 	<ul style="list-style-type: none"> • CLC site has a pattern of longevity for key positions (principal, lead agency, SCC) • Program quality is enhanced by the retention of direct-line staff • Partners clearly understand roles and expectations • CLC site team provides on-going, on-site supervision to promote positive, collaborative, and supportive work environment for all partners • Staff are hired who have the skills and knowledge necessary to meet ELO expectations • Mutual respect and trust between partners result in open conversations that improve site quality and address needs • Professional development is planned and provided to partners that addresses evaluation feedback • Staff attend professional development • CLC stakeholders actively carry out their role and function as defined in the MOU 	<ul style="list-style-type: none"> • Program partners are motivated and excited to teach and engage with students • CLC site has a full-time lead teacher to support after school programs • CLC site team provides regular, on-site supervision resulting in meaningful feedback • CLC site team implements USA School-Age and Youth Development Core Competencies • Staff regularly attend professional development

	Conditions for Success	EMERGING	MATURING	EXCELLING
4	Engaged Families	<ul style="list-style-type: none"> • CLC site-based SNAC members (parents/caregivers) have been identified • Families express lack of communication when providing feedback • Activities for drop-in involvement are offered to families (spaghetti feed, family craft night, movie night) 	<ul style="list-style-type: none"> • CLC site-based SNAC members (parents/caregivers) meet monthly • Families have knowledge of and utilize CLC services to build capacity and open doors to new opportunities • Family engagement is connected to student learning • Families are engaged in making decisions as part of a site-based team • Systematic mechanism in place for interactive communication between parent/caregiver and program staff • Families' basic needs are being addressed 	<ul style="list-style-type: none"> • CLC site-based SNAC actively engages a wide-range of parents/caregivers • CLC site-based SNAC is actively engaged in responding to an identified need • Parents/caregivers have an active role in CLC site decision making • Cohesiveness between school and community partners seamlessly addresses the voices of parents/caregivers

	Conditions for Success	EMERGING	MATURING	EXCELLING
5	Engaged Neighborhood and Community	<ul style="list-style-type: none"> • Community SNAC members have been identified • Community lacks awareness of the CLC as a place that addresses their needs 	<ul style="list-style-type: none"> • CLC site-based SNAC members meet monthly and include at least one community member • Data from needs assessment is used to inform program services • Schools are open to community involvement • Community partnerships are developed to meet identified needs • Neighborhood residents use services offered at CLC site • Success and results from evaluations are distributed to community members 	<ul style="list-style-type: none"> • Parents/caregivers, neighborhood residents, and CLC site team meet regularly and share a common vision and mission • CLC site team and SNAC partner with neighborhood and business (individual and associations) to meet the needs of neighborhood and families • Neighborhood residents use the CLC school as a focal point for addressing neighborhood issues and challenges, and for celebration

Appendix I
CLC Activity Progress Report

Quarterly
CLC ACTIVITY PROGRESS REPORT
July 01, 2018 thru June 30, 2019

Site Name: _____

July – September October – December January – March April – June

Based on your areas of focus on the Full-Service Community School Conditions for Success, please complete the following:

Partnerships

Condition for Success	Emerging	Maturing	Excelling	List artifacts that support progress	Describe or comment on progress
Leadership Infrastructure Priority _____					
Responsiveness to Need Priority _____					
Management and Staffing Priority _____					

Condition for Success	Emerging	Maturing	Excelling	List artifacts that support progress	Describe or comment on progress
Sustainability Priority _____					
Communication Priority _____					
Evaluation Priority _____					
Professional Development Priority _____					

Student Success

Condition for Success	Emerging	Maturing	Excelling	List artifacts that support progress	Describe or comment on progress
Quality Programming Priority _____					
Integration of Services Priority _____					
Skilled Management and Staff Priority _____					
Engaged Families Priority _____					

Program Operation Activities

Planned Activity	Emerging	Maturing	Excelling	List artifacts that support progress	Describe or comment on progress
Operating within budget					
Attendance at SCC and stakeholder meetings					
Staff development opportunities i.e. site-based, lead teacher workshops, CLC, LPS, and lead agency opportunities, outside partners and resources					
Partnerships promoted and developed. MOUs in place.					
Collaboration surveys completed and submitted on time					
Archibus (facility use) complete and approved by school					
Self-assessment and site observation					
Communication response to partner's email, phone calls, etc.					

Student Learning Requirements

Planned Activity	Emerging	Maturing	Excelling	List artifacts that support progress	Describe or comment on progress
SPARK curriculum implemented per plan					
Core and club attendance reports completed and submitted on time					
Attendance is meeting projected goals					
Program schedule updated quarterly, or as needed					
Demographic objectives met (FRL, ELL, Ethnicity)					
Student, parent, and teacher surveys completed					
Success story data documented and reported per best practice					
Student snack rosters submitted to Nutrition Services on time					

Appendix J

Interlocal Agreement

INTERLOCAL COOPERATION AGREEMENT BETWEEN EISENHOWER PUBLIC SCHOOLS AND CITY OF EISENHOWER, USA FOR EISENHOWER SAFE AND SUCCESSFUL KIDS

This AGREEMENT (“Agreement”) is entered into as of the date executed below by the last signatory party (“Effective Date”), by and between CITY OF EISENHOWER, USA (“City”), a/k/a EISENHOWER PUBLIC SCHOOLS, a Class IV school district under the laws and statutes of the State of USA (“EPS”).

RECITALS

1. The safety and success of the children in the City of Eisenhower community are instrumental to the community’s success.
2. It is fundamental to enriching the lives of EPS students and their families and to improving neighborhoods in the City of Eisenhower that sensible steps be taken with the objective of protecting students from reasonably perceivable risks, preventing such risks to students where possible, and preparing students for greater academic and personal success.
3. The City and EPS have partnered on many initiatives to address these objectives, including working together and with others for twenty (20) years in implementing Eisenhower Community Learning Centers (“CLC”). Located in twenty-six (26) existing EPS schools and attached City recreation facilities, CLCs have improved participating students’ academic and well-being measurements year after year. CLCs seek to provide a safe place for students to continue their academic and personal growth during critical before and after school hours, and during the

summer break from school, which generally results in citizens who graduate from high school on time and are better prepared for further education, careers, and civic life.

4. Given recent international and national threats and tragedies in an ever changing world, it is recognized that more can be done to protect students and enhance their academic and personal success. To achieve these ends, the City and EPS (individually “Participant” and collectively “Participants”) endeavor to strengthen their partnership with each other and with nonprofits, businesses and community entities (collectively “Community Partners”). This proactive, preventative, and protective initiative is intended to improve school safety and academic learning.

5. The Participants have determined that it is necessary, desirable, advisable and in the best interest of the City and its residents and of EPS and its students and families to provide for the general safety and success of EPS students by: (a) funding additional protective measures, such as School Resource Officers and threat assessment officers; (b) increasing behavioral health services that identify and mitigate discernible behavioral issues that could impact the EPS school learning environments and the well-being of the Safe and Successful Kids Eisenhower community; (c) offering additional education opportunities for our children and youth during non-school hours to help foster safety and lifelong skills; (d) seeking to expand Eisenhower CLCs and enhance other student, family and neighborhood services throughout EPS schools and attached City recreation facilities; and (e) improving and expanding shared coordination, governance, programming and funding responsibilities among the City, EPS and Community Partners (collectively “Purposes”).

6. The Participants will use their best efforts to maintain their current level of efforts in implementing CLCs, while increasing their efforts to implement the stated Purposes. In addition, the Participants will encourage the Community Partners to (a) maintain and increase their level of efforts to support CLCs and (b) implement the stated Purposes.

7. The Interlocal Cooperation Act, Neb. Rev. Stat. § 13-801 et seq. (the “Act”) provides that two or more public entities may enter into an agreement for joint or cooperative action. The Participants have determined that to make progress towards the Purposes set forth above, it is necessary, desirable and advisable, and in the best interest of the community, to enter into this Agreement and to facilitate the creation of a separate Nonprofit Organization (defined below) to provide additional oversight, transparency, accountability, resources, talent, coordination, and partnership opportunities.

8. EPS is a Class IV school district, a body corporate duly created and existing under the laws of the State of USA, and an eligible public agency under the Act.

9. The City is duly organized and validly existing as a city of the primary class, political subdivision of the State pursuant to Chapter 15, USA Revised Statutes, as amended, and its home rule charter, and an eligible public agency under the Act.

NOW THEREFORE, in consideration of the premises and covenants contained herein, the

Participants agree as follows:

ARTICLE I

PURPOSES AND PROGRAMS

1. Purposes: The Purposes of the cooperative undertakings under this Agreement are stated in Recital 5 above.

2. Programs: The Purposes are further prioritized into the following three (3) program categories (collectively “Programs”):

- a. Protective Programs: Provide shared School Resource Officers (“SROs”) at middle schools and develop additional threat management initiatives available to EPS schools in an effort to identify individuals who represent a potential threat and to refer such individuals to law enforcement, behavioral health services, and/or other services. The Participants intend to enter into a Memorandum of Understanding for purposes of setting forth the roles and responsibilities of Interlocal Cooperation Agreement 3 Eisenhower Safe and Successful Kids. EPS and SROs with respect to school discipline and law enforcement referrals.
- b. Preventive Programs: Expand behavioral health services to students and their legal guardians. Priority will be given to CLC schools in allocating these services.
- c. Proactive Programs: Enhance CLCs and related student, family, and neighborhood services throughout the EPS system.
 - i. This Program category shall be focused on support for CLC leadership as well as direct education programming for Eisenhower children and youth, which may include one (1) School Community Coordinator for each CLC site existing at the time this Agreement is executed; summer enrichment programming; reading, writing, math, engineering, and science support; computer technology and programming skills; physical education, fitness, wellness; and other education opportunities.
 - ii. If the Interlocal Board (defined below) determines that funding for CLC leadership and direct education programming meets expectations at existing CLC

sites, remaining funds within this Program category may be utilized for the additional proactive programming set forth below:

- a. Scholarships to assist families and expand the number of children who can access CLC programs;
- b. Learning supports and services to Eisenhower families of students and neighborhoods to support student achievement. Such support may include family literacy, financial literacy, and other supports that build individual, family, and neighborhood protective factors; and
- c. School Community Coordinators at future CLC sites.
- d. Except as otherwise provided herein, the Interlocal Board may not amend or change the Programs as set forth above, nor fund expenditures outside of the Programs, without the prior approval of each governing body of the Participants.

ARTICLE II

ADMINISTRATION AND ORGANIZATION

1. No Joint Entity: No separate legal or administrative entity is created under this Agreement.
2. Administration: Except as otherwise provided herein, this Agreement, the Purposes and Programs, and the cooperative undertakings shall be administered by a board known as the “Interlocal Board.”
3. Qualifications: The Interlocal Board shall be made up of six (6) members consisting of the following:
 - a. Three EPS Members: Three (3) members of the Eisenhower Board of Education (“School Board”) appointed by the President of the School Board (collectively “EPS Members”).

b. Three City Members: The Mayor of the City (“Mayor”) shall appoint himself or herself or a designated representative and the City Council (“City Council”) of the City shall appoint two members of the City Council (collectively “City Members”).

4. Term: So long as such member holds the position set forth in the Qualifications Section above, each member shall serve for a term of two (2) years for the City and a term of not more than two (2) years for EPS, or until his or her successor has been appointed and has qualified in the same manner as the original appointment. A member shall receive no compensation for his or her services. Any vacancy for a City seat shall be filled by the entity that made the appointment. Any vacancy for a EPS seat shall be filled by the President of the School Board. A member shall be eligible for reappointment upon the expiration of his or her term. A certificate of the appointment or reappointment of any member shall be issued by his or her governing body and shall be filed with the clerk or secretary of the Participant for which the representative acts and the Secretary under this Agreement. A member may resign or be removed for cause at any time by the entity that made the appointment.

5. Rules of Governance: In addition to any other Rules of Governance adopted by the Interlocal Board the Rules of Governance shall include the following:

a. Voting: Each member shall have one vote on matters before the Interlocal Board. Except as may otherwise be provided herein, all actions of the Interlocal Board shall require a minimum affirmative vote of (i) two (2) of the three (3) EPS Members entitled to vote and (ii) two (2) of the three (3) City Members entitled to vote.

b. Quorum: In order for the Interlocal Board to take an action or transact any Interlocal Board business at any meeting of the Interlocal Board, a quorum of a minimum of (i) two

(2) of the three (3) EPS Members must be present and (ii) two (2) of the three (3) City Members must be present.

c. Officers: The Interlocal Board shall elect a chair and vice-chair from among the members. The terms of office for the officers shall be annual unless otherwise set forth in any additionally adopted Rules of Governance. The Interlocal Board shall elect a Secretary and a Treasurer who each shall serve at the pleasure of the Interlocal Board until their respective successors shall be appointed or elected as may be set forth therein.

d. Regular and Special Meetings. The Interlocal Board shall set a schedule of regular meetings unless otherwise provided in any additionally adopted Rules of Governance. Special meetings of the Interlocal may be called by the chair or any two (2) Interlocal Board members unless otherwise provided in any additionally adopted Rules of Governance. All such meetings will be held within the constraints of the USA Open Meetings Act.

e. Operational Rules: To the extent this Agreement, any additionally adopted Rules of Governance, or other documents formally adopted by the Interlocal Board do not provide specifics as to operation and governance under this Agreement, the Interlocal Board shall work out and adopt such operational rules.

f. Report to Participants: The Interlocal Board shall prepare a written report annually to the governing bodies of each Participant including a summary of the annual approved budget, including a delineation of any new services or employees funded for each of the Programs as compared from year to year and description of the fulfillment of the funding allocation amounts for each of the Programs defined in Article III. After each meeting of the Interlocal Board, members of the Interlocal Board shall report to the Participant that

they represent at the next regularly scheduled meeting of such Participant or as soon thereafter as is reasonably possible.

6. Meetings and Notice: Notice of the meeting and agenda shall be provided to each member and reasonable advance publicized notice prior to each such meeting by the Interlocal Board shall be provided pursuant to Neb. Rev. Stat. § 84-1411, as amended. If the necessity arises for an emergency meeting without reasonable advance notice, the nature of the emergency shall be stated in the minutes and any formal action taken in the meeting, which may occur by electronic or telecommunication equipment, shall pertain only to the emergency.

The designated method of giving notice of meetings of the Interlocal Board shall be by publication or posting subject to and in accordance with the USA Open Meetings Act. The Interlocal Board shall give public notice of the meeting pursuant to Neb. Rev. Stat. § 84-1411, as amended, including maintaining an agenda with the Secretary of the Interlocal Board unless otherwise designated which shall be available for inspection by the public and on the City's website. All meetings shall be conducted in accordance with the USA Open Meetings Act (Chapter 84, Article 14, USA Revised Statutes, as amended).

7. Treasurer's Bond: In the event that there is no treasurer's bond that expressly insures against loss resulting from the fraudulent, illegal, negligent, or otherwise wrongful or unauthorized acts or conduct by or on the part of any person authorized to sign checks, drafts, warrants, or other instruments in writing, there shall be procured and filed with the Secretary, together with the written authorization filed with the Secretary, a surety bond, effective for protection against the loss, in such form and penal amount and with such corporate surety as shall be approved in writing by the signed endorsement thereon of any two (2) officers of the Interlocal Board other than the treasurer.

8. Agreement Duration: The term of this Agreement shall be perpetual, commencing on the Effective Date, and shall continue in effect until terminated as provided herein.

9. Termination; Wind-up: This Agreement may be terminated by either Participant by resolution or ordinance adopted by the Participant's governing body and notice to the other Participant at least three (3) months prior to the commencement of the last fiscal year for which this Agreement shall be in effect. Upon termination of the Agreement, all property of EPS or the City used in pursuance of the Purposes and Programs and other cooperative undertakings under this Agreement shall remain the property of the EPS or the City. In the event that money, accounts, and other assets are commingled or shared with programs sponsored by the City or EPS, such money, accounts, and other assets, or the value thereof, shall be divided equally between the EPS and the City, unless an agreement is otherwise reached.

10. Authority: The governing body of each Participant shall have passed the necessary approving resolution. A certified copy of each approving resolution shall be kept on file at the City Clerk's office. The Interlocal Board shall submit information required by Section 13-804 of the Act, as amended, to the Auditor of Public Accounts.

ARTICLE III

FUNDING AND FINANCES

1. Funding; General: Beginning for Fiscal Year 2018-19 and in each fiscal year thereafter during the term of this Agreement, the Participants each shall budget and provide annual funding to support the Purposes and Programs and other cooperative undertakings under this Agreement. For fiscal year 2018-2019, each Participant shall provide the sum of One Million Fifty Thousand Dollars and 00/100 (\$1,050,000.00) and shall be known as "Total Agreement Funding." Each year thereafter, each Participant shall provide the Total Agreement Funding increased by up to

five percent (5%) annually, as determined by the Interlocal Board, and said increases shall be cumulative. The Participants shall each provide one-half (1/2) of the annual increase. The annual increase will be based on projected increases in salary and benefit cost at current staffing levels and any request for additional program funding by the non-profit board up to the five percent (5%) total as stated above at the direction of the Interlocal Board.

2. City's CLC Site Funding Allocation:

a. Funding Purpose: Beginning in Fiscal Year 2018-19, a portion of the Total Agreement Funding provided under this Agreement shall be allocated for the payment of the direct and indirect expenses associated with the City's Parks and Recreation Department serving as the lead agency and/or core service provider at CLC sites (collectively "City's CLC Sites"). No funding for this funding purpose shall be allocated or received until Fiscal Year 2018-19. Payments for this funding purpose shall not begin until Fiscal Year 2018-19.

b. Fiscal Year 2017-18 (Base Year): The City's CLC Sites 2017-18 fiscal year budget is Six Hundred Seven Thousand, Three Hundred Seventy-One Dollars (\$607,371.00), which is comprised of (i) \$508,851.00 for City CLC program staff, program supplies, operating expenses for building space (excluding utilities), supervisory staff time associated with CLC programming, and overhead administrative expenses including accounting and payroll (collectively "Base Sum") and (ii) \$98,520.00 for employee benefits ("Employee Benefits").

c. Subsequent Fiscal Years: Unless otherwise approved by the Interlocal Board, in Fiscal Year 2018-19 and all subsequent fiscal years, the funding allocation amount shall be adjusted as follows:

- i. For the Base Sum, the funding allocation amount shall be the City's actual fiscal year expenses for the Base Sum, but not to exceed the annual percentage changes as stated in the edition closest to the end of the fiscal year for Table 11, "Wages and Salaries (Not Seasonally Adjusted): Employment Cost Index for wages and salaries, for State and local government workers" ("ECI"), for the occupation group of "Service occupations", as prepared by the United States Department of Labor, Bureau of Labor Statistics ("ECI Index") or other replacement ECI Index (available at <https://www.bls.gov/news.release/eci.t11.htm>) and
 - ii. For Employee Benefits, the funding allocation amount shall be the City's actual fiscal year's expenses for the Employee Benefit.
- d. Reconciliation: Payments for costs for the City's CLC Sites shall be paid as soon as practical through this Agreement to the City initially based upon the City's approved budget. The Interlocal Board and the City will complete a monthly reconciliation of the actual fiscal year expenses during the fiscal year. Payments shall not include costs or expenses for utilities or capital improvements and repairs.
- e. Changes in City's CLC Sites: In the event EPS, through its 21st Century Community Learning Centers selection process or its lead agency or core service provider separation process, either increases or decreases the number of CLC Sites at which the City Parks and Recreation Department is the lead agency or core service provider, then the Interlocal Board shall adopt or revise a budget that fairly adjusts the funding allocation amount to reflect the modification. This adjusted funding allocation amount shall then serve as the Base Sum for future funding requirements.

f. Net Program Funding: For purposes of this Agreement, “Net Program Funding” shall be calculated by subtracting the funding amount for the costs of the City’s CLC Sites provided in this Article III.2 from the combine Total Agreement Funding amounts of the City and EPS.

3. Protective Programs Funding Allocation:

a. Funding Allocation Amount: Beginning in Fiscal Year 2019-20, up to 30% of the Net Program Funding provided under this Agreement shall be used for Protective Programs described in Article I.2.a on an annual basis (“Protective Programs Funding”). For Fiscal Year 2018-19, the Interlocal Board, by mutual agreement, may adjust the amount of the Net Program Funding to be allocated for Protective Programs Funding due to initial start-up costs and expenses. No funding for Protective Program purposes shall be allocated or received until Fiscal Year 2018-19. Payments for Protective Program purposes shall not begin until Fiscal Year 2018-19.

b. School Resource Officers: Protective Programs Funding shall be used to pay the cost of City police officers utilized for Protective Programs at the annual cost per officer as set forth in and as otherwise prescribed by the language, formula and 5% growth limitation in Exhibit A of the Interlocal Cooperation Act Agreement for School Resource Officers approved by City’s Executive Order No. 91525, effective January 1, 2018 (“SRO Interlocal”), unless the Participants mutually agree otherwise by separate written agreement. The Protective Programs Funding is subject to EPS contributing an additional amount of funding (“EPS Additional Share”) equal to its calculated share of the cost of City police officers at the annual cost per officer set forth in Exhibit A of the SRO Interlocal.

c. Training and Backfill Costs:

1. School Resource Officers: The EPS Additional Share for SROs provided in this section shall not become an obligation under this Agreement until the SROs are deployed into EPS schools. The City, at its own cost and not part of this Agreement, shall be responsible for training and other costs and expenses of City police officers used for backfilling for SROs until the start of the 2018-19 fiscal year. For the fiscal year 201819, the Total Agreement Funding amount provided by the City, with approval by the Interlocal Board, may be budgeted to pay the training and other costs and expenses of not more than six (6) officers to backfill for six (6) SROs. The date of initial deployment of the SROs is at the discretion of the City.

2. Threat Assessment Officer: The EPS Additional Share for a threat assessment officer provided in this section becomes an obligation under this Agreement when the selected City police officer begins threat assessment training. The City, at its own cost and not part of this Agreement, shall be responsible for the costs and expenses of a City threat assessment officer until the start of the 2018-19 fiscal year. Beginning with fiscal year 2018-19, the Total Agreement Funding may be budgeted to pay the costs and expenses of one threat assessment officer. The date of initial deployment of the threat assessment officer is at the discretion of the City.

4. Proactive Programs Funding Allocation:

a. Funding Allocation Amount: Beginning in Fiscal Year 2019-20, not less than 40% of the Net Program Funding provided under this Agreement shall be used for Proactive Programs described in Article I.2.c on an annual basis (“Proactive Programs Funding”). For Fiscal Year 2018-19, the Interlocal Board, by mutual agreement, may adjust the amount of the Net Program Funding to be allocated for Proactive Programs Funding. No

funding for Proactive Program purposes shall be allocated or received until Fiscal Year 2018-19. Payments for Proactive Program purposes shall not begin until Fiscal Year 2018-19.

5. Preventive Programs Funding Allocation:

a. Funding Allocation Amount: No funding for Preventive Program purposes shall be allocated or received until Fiscal Year 2018-19. Payments for Preventive Program purposes shall not begin until Fiscal Year 2018-19.

ARTICLE IV
EXPENSES

1. Participant Expenses: All expenses incurred by the Participants in performing their respective cooperative undertakings under this Agreement, including, without limitation, travel expenses, administrative costs, insurance, and professional fees, shall be paid by the Participant incurring the expenses.

2. Administrative Expenses Funding: In addition to the funding allocations provided in this Article, the Participants each shall provide funding to cover one-half (1/2) of the costs associated with administrative expenses incurred in administering the Agreement, the Purposes and Programs, and other cooperative undertakings, provided such administrative expenses are approved in advance as a part of each Participant's annual budgeting process.

3. Expense Exclusions: For purposes of this Article, "expenses" do not include costs associated with providing Programs or administrative expenses directly related to the Programs set forth in Article I.

4. Financial and Legal Services: The City will provide legal services as needed to the City Members of the Interlocal Board and EPS will provide legal services as needed to the EPS

Members of the Interlocal Board. Unless otherwise provided by the Interlocal Board, the City may provide financial services to the Interlocal Board under this Agreement, with said costs to be evenly divided and paid by each of the Participants provided the costs for such financial services are approved in advance as a part of each Participant's annual budgeting process.

ARTICLE V

BUDGET

The Interlocal Board shall prepare and approve a budget for funding and expenses of the Purposes and Programs and other cooperative undertakings under this Agreement for an annual period coinciding with the fiscal years of both Participants, which shall be from September 1 to August 31 of the following calendar year. The budget shall include a review of the level of financial commitment of the Participants and Community Partners to the Programs and such information shall be submitted on a form developed cooperatively by the Participants and Community Partners. The budget should be submitted to each Participant by May 1 of each year after 2018 for inclusion in each Participant's budget for the next fiscal year. In the event a budget for the next fiscal year is not adopted for any reason, the budget for the current fiscal year will continue in effect without any adjustments.

ARTICLE VI

CREATION OF NONPROFIT ORGANIZATION

1. Nonprofit Organization: To assist the Participants and Interlocal Board in carrying out the Purposes and Programs stated herein, the Participants agree to create a separate nonprofit organization ("Nonprofit Organization") to provide advice to the Participants and the Interlocal Board.

a. Board of Directors: The Nonprofit Organization will be governed by a board of directors consisting of directors from the City, EPS, the Community Partners, and others as may be determined in the Bylaws of the Nonprofit Organization. The Board of Directors may make budget recommendations to the Interlocal Board regarding the expenditures authorized by the Interlocal Board under this Agreement. Such recommendations shall be consistent with the Purposes and Programs set forth herein.

b. Coordination: The Nonprofit Organization will coordinate funding provided by the Participants' and Community Partners' resources to ensure the efficient and effective use of public and private funds.

c. Governance Documents: The Articles of Incorporation and Bylaws of the Nonprofit Organization, including amendments thereto, shall be reviewed and approved by the Interlocal Board.

d. Audits: The Nonprofit Organization may be subject to audit pursuant to a request of the Interlocal Board or either Participant and, at that time, the Nonprofit Organization shall make available to the Interlocal Board, either Participant or, a contract auditor engaged by the Interlocal Board, copies of all financial records and materials related to this Agreement, as allowed by law.

e. Procurement Processes: The Nonprofit Organization shall follow the governmental procurement processes of EPS.

f. Open Meeting Laws: The Nonprofit Organization shall follow the applicable laws of the USA Open Meetings Act, Neb. Rev. Stat. § 84-1407 et seq.

- g. Annual Report: The Nonprofit Organization shall provide the Interlocal Board, School Board, Superintendent of EPS, City Council, Mayor, and City Clerk an annual report of the metrics and outcomes of the Purposes and Programs.
2. Financial and Legal Services: The Interlocal Board may authorize payment of financial, legal, and other administrative services for the Nonprofit Organization.
3. Start-Up Expenses: The Interlocal Board may authorize payment of expenses of organizing the Nonprofit Organization.

ARTICLE VII

AMENDMENT

Unless otherwise provided herein, this Agreement may be amended or modified by resolution or ordinance adopted by the governing bodies of both EPS and the City. After mutual approval, the amended and restated Agreement shall then be signed by the authorized agent of each Participant.

ARTICLE VIII

NONDISCRIMINATION

In exercising its authority and carrying out its duties and functions neither the Participants nor the Interlocal Board shall discriminate against any employee, applicant for employment, contractor, potential contractor, or any individual or entity in accordance with the Participants' respective policies or any other basis prohibited by governing law.

ARTICLE IX

SEVERABILITY

If any non-economic mutual term or provision of this Agreement or the application thereof to any person or circumstances shall to any extent be invalid or unenforceable, the remainder of this

Agreement or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable shall not be affected thereby, and each term and provision of this Agreement shall be valid and enforced to the fullest extent permitted by law.

ARTICLE X

NOTICES AND DEMANDS

A notice, demand, or other communication under this Agreement by either Participant to the other shall be sufficiently given or delivered if it is sent by registered or certified mail, postage prepaid, return receipt requested, or delivered personally as follows:

To City: City of Eisenhower To EPS: Eisenhower Public Schools ATTN: Superintendent
Copy to: City of Eisenhower ATTN: City Attorney or at such other address with respect to either Participant as that Participant may from time to time designate in writing and forward to the other as provided in this Section.

ARTICLE XI

MISCELLANEOUS

1. Recitals, Titles of Articles, and Sections: Any titles of the several Articles and Sections of this Agreement are inserted for convenience of index and reference only and shall be disregarded in construing or interpreting any of its provisions.
2. Construction: Whenever used herein including acknowledgments, the singular shall be construed to include the plural, the plural the singular, and the use of any gender shall be construed to include and be applicable to all genders as the context shall warrant. Any uncertainty or ambiguity existing herein shall not be interpreted against a Participant because such Participant prepared any portion of this Agreement but shall be interpreted according to the

application of rules of interpretation of contracts. This Agreement shall be construed and governed by the laws of the State of USA.

3. Representations: Each Participant represents and warrants to each other the following:

- a. Enforceability: This Agreement has been duly executed and delivered by each Participant and constitutes a legal, valid and binding obligation of each Participant, enforceable in accordance with its terms, except as the same may be limited by bankruptcy, insolvency, reorganization, or other laws affecting the enforcement of creditor's rights generally, or by judicial discretion in connection with the application of equitable remedies.
- b. Authority: The execution, delivery and performance of this Agreement by each Participant has been duly authorized by all necessary action by each Participant.

4. Counterparts: This Agreement may be executed in one or more counterparts which, when assembled, shall constitute an executed original hereof.

5. Mutual Cooperation: Each Participant will, whenever it shall be reasonably requested to do so by the other, promptly execute, acknowledge, and deliver, or cause to be executed, acknowledged, or delivered, any and all such further conveyances, confirmations, instruments, or further assurances and consents as may be necessary or proper, in order to effectuate the covenants and agreements herein provided. Each Participant shall cooperate in good faith with the other and shall do any and all other acts and execute, acknowledge and deliver any and all documents so requested in order to satisfy the conditions and terms set forth herein and carry out the intent and purposes of this Agreement.

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