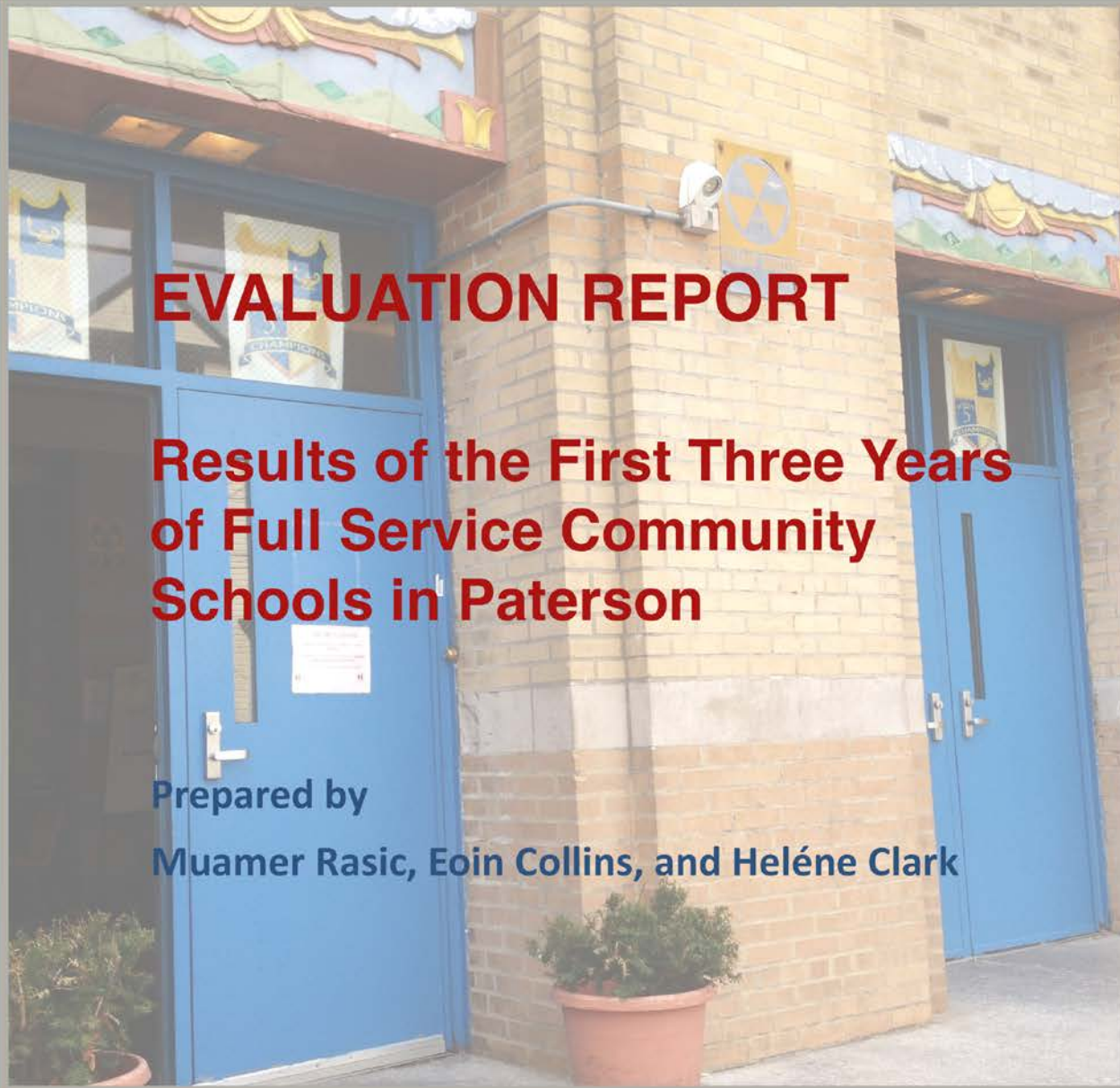


ActKnowledge

365 Fifth Avenue, 6th Floor
New York, NY 10016

Telephone 212.817.1906

www.actknowledge.org



EVALUATION REPORT

Results of the First Three Years of Full Service Community Schools in Paterson

Prepared by

Muamer Rasic, Eoin Collins, and Heléne Clark

May 2014

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Executive Summary

This evaluation covers the first three years of a five year federal grant for the Paterson Full Service Community Schools. Only one school, School 5, has been a community school for the entire three years. New Roberto Clemente (NRC) and Rev. Dr. Frank Napier Junior Academy (Napier) have been in operation as community schools for two years. In that time, the schools and the city of Paterson have experienced some severe disruptions, such as Hurricane Irene in 2011 and Hurricane Sandy in 2012, and school restructuring. In spite of many challenges, we are pleased to report that **the three community schools have produced some impressive results.**

Background

The five year federal funding for Full Service Community Schools was awarded to 22 initiatives nationwide and is the first federal recognition of, and support for community schools at that scale since the community school movement began in the United States over twenty years ago. A community school model is based on the hypothesis that schools can be centers for the community, families and students in which many of the services needed by low-income or immigrant families can be met, so that both students and parents are more able, prepared and motivated to engage with the school and learning. The Children's Aid Society in New York City (which is a pioneer of the community school model in the United States) and the Coalition for Community Schools have documented the philosophy and components of the model¹, and it has now been adapted widely throughout the U.S. The federal funding provided a first-time opportunity for a cohort of localities to have five years of guaranteed funding, some technical assistance and longitudinal evaluation.

In Paterson, the funding was used to target schools with dire needs for resources for students and parents. Demographic changes, absenteeism, test scores far below median, health issues and inadequate programs for after-school homework help guided the selection of the five schools in the initiative as of 2013 (two schools added in 2013-2014 school year are not included in this evaluation, which follows change for the first cohort of three schools).

In July 2010, a participatory planning session was held for School 5 leadership, lead agency staff, Paterson Public School district staff and other key stakeholders. The evaluation team and the technical assistance provider from the National Center for Community Schools facilitated the development of a "Theory of Change" (ToC) for School 5. A Theory of Change is a roadmap that begins with a clearly articulated long-term goal and identifies all of the conditions that would be needed to be in place to achieve the long-term goal. The long-term goal identified

¹ The National Center for Community Schools provides a very comprehensive conceptual definition and outline of the community school model in its publication *Building Community School: A Guide for Action*, 2011.

was “100 percent of Paterson Public School students’ graduate high school prepared for college and career.” Clearly, many changes would be needed to reach this target, and these include reaching goals for improved academic achievement, closing the achievement gap, school climate, parent and school staff capacity, student engagement and positive youth development. The full Theory of Change is presented in the evaluation.

A key component of a ToC is identifying specific indicators and targets that need to be measured to assess whether, and how well, outcomes are being achieved. Because achievement of the long-term goal of 100% high school graduation requires many changes that, realistically, take years to accomplish, the evaluation of the first three years (2010-2013) focused on the progress made by these three schools in achieving preconditions to the long-term goal. Key preconditions are improved academic achievement and proficiency for students, improved attendance, and positive youth behaviors and attitudes. For any of these outcomes to show progress, the community school model must offer services and activities that both overcome barriers to learning and provide positive opportunities. The analysis presented in this evaluation elucidates the connection between the services provided by a full service community school and the achievement of desired outcomes.

The ToC developed for School 5 in the summer of 2010 became the basis for the Theory of Change for the entire Paterson Public Schools Full Service Community School initiative (PPS FSCS). It was reviewed and revised in September 2011 as NRC and Napier stakeholders participated in planning the preconditions for achieving the long-term goal in their schools and learned from the first year experience at School 5. Experience and results over the last three years lead to a need to update the Theory of Change with more details about the role of health services in improving attendance and other areas. Work on revising the ToC to reflect what we have learned from evaluation findings is scheduled for summer 2014.

All three schools have evolved, faced severe challenges and are still in the process of maturing to a proven and sustainable approach to education of at-risk students in high poverty neighborhoods and under-resourced school districts. This report covers the evolution, achievement and challenges at the interim point in the five year federal grant. With two more years of grant funding, we hope to see more growth and academic achievement. However, this is also a cautionary tale, as all of the schools face cutbacks in programs in 2013-2014, which may limit or undo progress achieved thus far.

Highlights of Findings on Progress and Achievement

Student Proficiency and Student Growth

- School 5 saw an increase in student proficiency on NJ ASK Language Arts and on NJ ASK Math from 2012 to 2013.

- Both School 5 and Napier saw a significant increase in student growth on NJ ASK Language Arts and on Math in comparison with peer schools and with schools statewide over the period 2012 and 2013.
- Napier improved relative to peer school on proficiency on NJ ASK Language Arts and Math over this period.
- NRC showed more student growth on average than peer schools.
- At School 5 students with limited English proficiency (LEP) showed slightly higher improvements in scores on NJ ASK Language Arts than non-limited English proficient students. However, despite the increase, overall proficiency scale scores for LEP students on NJ ASK Language Arts remained low.

Afterschool Students' Performance Compared with Non-Afterschool Students

- At School 5, students participating in the afterschool program showed greater improvement on NJ ASK Language Arts and on NJ ASK Math scores than non-afterschool participants.
- At Napier, participants in the afterschool program scored lower on academic achievement in 2013 compared to 2012, particularly on NJ ASK Math. However, scores did improve for at-risk students targeted for particular academic support. For example, the students in the *Be Great: Graduate* mentoring program (which was developed for 15 at-risk students facing challenges that could lead to school dropout) showed improvements in both NJ ASK Language Arts and Math from 2012 and 2013.
- At NRC, afterschool participants had a somewhat lower mean scale score on both NJ ASK Language Arts and Math than non-afterschool students in 2013. (Baseline for moving forward).

Attendance and Absentee Rates

- Students attending the after-school program at School 5, the most mature of the community schools, attended school 20 days more than students not in after-school. In the schools that became community schools the following year, the differences are 12 and 17 days.
- Receiving health services was also correlated with significantly increased attendance. For example, on average, students in School 5 and in New Roberto Clemente who received a health service attended school 14 days and 12 days more, respectively, than students who did not receive health service.

Behavior

- Out of the three PPS full-service community schools, School 5 has the lowest suspension rate, followed by NRC and then Napier. Napier, however, saw the greatest decline in suspensions.

Youth Development

- Students participating in the academic and enrichment activities reported they are learning skills to be academically successful and scored well on positive aspects of youth development. Students believe they can succeed in school.

The Results in Context

These results in the early years of PPS FSCS are extremely impressive. All three schools have chronic absenteeism rates substantially above the statewide target of six percent. NRC went from housing an elementary school to being a middle school, with changes in staffing, student population and needs. Napier was flooded at the start of its second year in October 2012 and students were dispersed to four different schools. By fall of 2013, students returned to the original building. There has been turnover in key staff including principals and school directors.

These are just some of the challenges to School 5, Napier and NRC. They are, unfortunately, not unusual and some form of these events occur in most public school districts. What was extraordinary during the course of this evaluation was the role that being a community school played in keeping the community together, providing after-school and health services to students and increasing parent engagement. The ability to continue to implement the community school model through disruption and transition we believe made the difference in student achievement.

Where we would have expected to see decreases in test scores and attendance, and a widening of the achievement gap, as well as falling behind other schools, we found instead many instances of greater achievement. It has not occurred everywhere for all students. The schools are still improving and may yet face even more barriers as budgets are cut. But we believe the level of statistically significant increases, the meeting of outcomes outlined in the PPS FSCS Theory of Change and the increased capacity at each school to see results of targeted services, validate the community school model in Paterson.

1. Introduction

In 2010 Paterson Public School District was successful in securing a Federal Full Service Community School grant which led to the establishment of the Paterson Public Schools Full Service Community Schools (FSCS) initiative. The first community school to be established under the initiative was School 5 in 2010, followed by Dr. Frank Napier School and New Roberto Clemente School in 2011. Two new schools were selected to join the initiative in the 2013-2014 academic year. However, this evaluation focuses on the results to 2013 of the first three community schools to be established.

The full service community school initiative is overseen by the Paterson Public School District. Also, in line with the full service community school model, each school is partnered with a lead agency to plan, implement and sustain services and initiatives centered on a holistic approach to promoting the well-being and development of children, their families and the wider community. The lead agency for each school is identified below.

Full Service Community School	Lead Agency
School 5	New Jersey Community Development Corporation (NJCDC)
Rev. Dr. Frank Napier Jr. Academy (Napier)	Boys and Girls Club of Paterson and Passaic
New Roberto Clemente	St. Paul’s Community Development Center (CDC)

In 2010 ActKnowledge was commissioned as external evaluator of the Paterson Public Schools Full Service Community Schools (PPS FSCS). The first step in the evaluation was co-facilitating a planning session in July 2010, which identified clear and measurable outcomes and indicators. Subsequent summer workshops refined the original Theory of Change (ToC), adapted the ToC for new schools, and provided a participatory evaluation platform for all stakeholders to review their progress and challenges with the evaluation team and each other.

This evaluation report draws together results and learning of the Paterson FSCS over the period 2011-2013. The report includes:

- Background to the evaluation and the methods employed.
- Outline of the FSCS model, Theory of Change and its implementation across the three schools.
- Key findings with reference to the outcome areas in the Theory of Change and key challenges and facilitating factors identified across each area.
- Conclusions and recommendations.

2. Evaluation Approach and Methods

This evaluation is based on a participatory mixed-methods approach of qualitative and quantitative analysis. It is theory-based, meaning the implementation at the schools is based on a model which postulates what it takes to reach goals, and then the evaluation tests whether the assumptions of that model were correct or not and whether the outcomes identified are being achieved.

Best practice in evaluation encompasses both the quality of implementation and how specific services and activities produce better results than had occurred, or is expected to occur, without them. A theory-based approach is the most rigorous framework for an evaluation that seeks to show not just what is working (or not), but also to explain why.

Therefore, some evaluation methods are aimed at understanding implementation and some at collecting data on results, such as academic test scores, attendance, youth behavior, parent and teacher attitudes and behavior and school culture.

As a participatory evaluation, there is also a conscious effort to ensure that key stakeholders are involved in setting goals, which they did as participants in all the summer Theory of Change workshops. Key stakeholders helped identify and collect data, collaborated in the logistics of site visits and collection of materials, and participated in feedback meetings with the evaluators.

In Years 1 and 2 of PPS FSCS, both PPS leadership and the school staff participated actively with the evaluators through site visits, focus groups, interviews, piloting of instruments and regular evaluation meetings and the summer workshops. The schools and PPS were also learning and building their capacity to administer youth surveys to appropriate samples of students at key time periods and to gain access to academic test scores for the evaluation. Annual federal reporting requirements were met for evaluation with the submission of an Annual Performance Report. This evaluation goes far beyond federal reporting requirements and as such, involved a great deal of engagement and help from the sites and FSCS leaders.

By Year 3 (2012-2013), the schools' capacity had grown and test data was made available to the evaluators for the first time. So, this report both covers results for the first three years, and reflects the capacity for evaluation that allowed necessary data to be collected and provided. We believe the increased capacity by Year 3 to engage in all needed aspects of the evaluation is itself an indicator of the maturation and increased capacities of the community schools.

Following this report, in the 2013-2014 school year, the capacity continued to grow as more youth were included in surveys, evaluative meetings were held monthly and two new schools began the process of participating and building their capacity to be actively engaged in evaluation.

We have seen over the three years that participatory evaluation works as “action research” when communication is good. All of the sites have used the evaluation and feedback meetings to develop specific services and interventions to meet unmet needs.

Development and Refinement of the Theory of Change

A key framework for the evaluation has been the development of a comprehensive Theory of Change for the Initiative and for the constituent schools. The process of developing and refining the Theory of Change was carried out over the course of 2010 to 2014 through Theory of Change sessions facilitated by ActKnowledge and the National Center for Community Schools. These included:

- The first Theory of Change session held in July of 2010. This focused on School 5, which was the only Full Service Community School established at this time. However, the Theory of Change laid out the fundamental philosophy and objectives of the overall initiative.
- The second Theory of Change session was held in August of 2011. This involved the new schools, New Roberto Clemente and Rev. Dr. Frank Napier Jr. Academy, which had been established as community schools that year.
- The third Theory of Change session was held in July of 2013 and involved the three established community schools and two new community schools set up in 2013: School 6 and School 15.

Each session involved the participation of many stakeholders in the community schools including principals, teachers and parents from each school; lead agencies (New Jersey Community Development Corporation (NJCDC), St. Paul’s Community Development Center, and Boys and Girls Club of Paterson and Passaic); key personnel from Paterson Public School District and Paterson Education Foundation and providers of health services. The sessions were co-led and facilitated by ActKnowledge and the technical assistance provider from the National Center for Community Schools.

The process and details of the Theory of Change are described in detail in section 2.

Implementation Evaluation Key Methods

- Site visits at each school.
- Observational protocols which include school climate and activities.
- Interviews with community school directors.
- Interviews with principals.
- Interviews with parent coordinators.

- Interviews with after-school staff.
- Focus groups with parents.
- Focus groups with students participating in the after-school program.
- Archival review of materials related to activities and services.
- Literature reviews of best practices, other initiatives and the community school model.

Outcome Evaluation Key Methods

- Youth survey

A survey questionnaire was developed by ActKnowledge to elicit the views and perceptions of students in the community schools (identified through the initiative's Theory of Change and through the education research literature) relating to student achievement. The youth survey is a validated and replicated instrument used in other community school initiatives. It is designed to capture youth attitudes and behaviors, and their perceptions of school, their future and their community.

Positive youth development, as measured by survey items, is considered in the literature as well as the PPS FSCS Theory of Change, as an important precondition to learning and academic achievement.

In 2011-2012, ActKnowledge and the community school directors piloted the youth surveys with afterschool students only. The pilot was designed to test the survey questions and the process of administering them (for example students understanding of the questions) before the survey was administered to the whole school.

Based on the pilot, the youth survey instrument was revised in 2012-2013 and was administered by the community school directors to the whole student body in each of the three FSCS schools. The analysis in this report is based on survey results over this period.

- Identification and Analysis of Academic and Attendance Data

ActKnowledge analyzed data relating to academic outcomes, but also data relating to key preconditions to student performance and attainment such as attendance and data relating to behavior. This analysis was based on raw data provided by Paterson Public

School District and covers the 2012 and 2013 academic school years, the years in which all three community schools were up and running.² In particular:

- NJ ASK Language Arts Literacy and Math scores for each school were used to measure academic performance. Results for each school were also compared with peer schools³ and schools statewide. Results in each school were further analyzed by various sub-groups including afterschool students, Limited English Proficient (LEP) students, Special Education (SE) students and any other cohorts that had received a particular intervention by the community school.
- Analysis of attendance data from each school included a focus on chronic absenteeism rates which were compared to peer schools and statewide
- Suspension rate data

Suspension rate data was analyzed as a key indicator of the behavior issues in each school and how these are being addressed.

² Note: Only academic data for 2013 school year was analyzed for New Roberto Clemente since they became a middle school and received new students in this year.

³ Peer Schools are schools that have similar grade levels and students with similar demographic characteristics such as percentage of students qualifying for Free/Reduced Lunch, Limited English Proficiency programs or Special Education programs.

3. Full Service Community School Model and its Implementation in Paterson

3.1 Full Service Community Schools Model and Theory of Change

The U.S. Department of Education has defined a full service community school as:

.....a public elementary or secondary school that works with its local educational 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.

The federally funded FSCS is an important recognition of the validity and success of the community school movement across the United States over the past 20 years. The community school model has been seen as an ongoing strategy for marshaling the resources of the community around student success. Through extended hours, services and—crucially—the building of relationships and effective partnerships, the community school model conceives of education as a coordinated, child-centered effort in which schools, families and communities work together to support student's educational success, build stronger families and improve communities⁴.

This holistic approach has been shown to be particularly important to children living in poverty, who need a variety of family and community resources, including intellectual, social, physical, and emotional supports, to have the opportunity to attain academic success. As noted by the U.S. Department of Education:

Many children live in communities that lack not only high-performing schools, but also the supports needed to be ready and able to learn when they start school. School-community partnerships can be key strategies for providing resources to these individual students. A variety of organizations can help provide the missing resources for children living in poverty and, therefore, begin to transform struggling schools and communities.⁵

A key premise of the community school model is that a whole set of 'preconditions' or intermediate outcomes, will need to be met before student success outcomes (that embrace academic progress but also social, emotional and health development) can be achieved. These

⁴ The National Center for Community Schools provides a very comprehensive conceptual definition and outline of the community school model in its publication *Building Community School: A Guide for Action*, 2011.

⁵ U.S. Department of Education. <https://www.federalregister.gov/articles/2014/05/06/2014-10361/applications-for-new-awards-full-service-community-schools-program#h-4>

preconditions have been elaborated in the FSCS Theory of Change developed through the participatory process described earlier.

As outlined in figure 1 the Theory of Change sets an overall goal for the FSCS initiative and the pathways of preconditions necessary for achievement of this goal. These pathways are summarized as follows:

Student Outcomes Pathway

The key long-term outcome or goal of the FSCS is that ‘100 percent of PPS students graduate from High School and are prepared for College and Career’. Important preconditions for students in reaching this goal are that ‘Students are achieving academically’ – i.e., students are earning good grades in class and passing state exams. Examples of preconditions for students to succeed academically include: ‘students demonstrate positive behavior’ and ‘students are safe, healthy, and ready to learn.’ A precondition for students to be healthy is ‘students and families have access to quality health services.’

Parent and Family Outcomes Pathway

The PPS FSCS has identified parent and family outcomes as important preconditions for the achievement of the long-term outcome of student attainment. Key in this respect is that ‘parents support, monitor, and advocate for their children’s education.’ And then key preconditions for this are that ‘parents have an active voice in school governance,’ that there be ‘strong connections and communication between parents/families and the school’ and that ‘parents have the skills to support student achievement.’

School/Institutional Outcomes Pathway

The Theory of Change identifies a range of school or institutional outcomes or preconditions necessary to achieve key outcomes for parents and students. The School/Institutional outcomes (preconditions) include ‘supportive school systems’ meaning ‘collaboration is effective among stakeholders’, ‘the school shows strong leadership in raising expectations’ and a ‘good comprehensive plan (ToC) exists.’ Other preconditions include: ‘the school supports parent involvement’ which in turn has a set of preconditions – for example, ‘the school provides opportunities and space for family activities and ‘the school respects the language and cultural values of the diverse school community’.

3.2 Implementation of the Full Service Community Schools Model

The Paterson Public Schools FSCS services and partnerships have focused on putting in place services and other interventions necessary to achieve the key preconditions described in the Theory of Change. Services and interventions encompass youth development and afterschool

services, family engagement, health and mental health services, community engagement and partnership development to leverage resources. These are briefly summarized across the following areas (a more comprehensive and detailed outline of activities are included each year in the Federal Grant Reports):

Youth Development and Afterschool Programs

Afterschool programs are a key element of the FSCS and include services designed to support student academic performance and broader youth development outcomes. These include, for example, homework help, literacy coaching and mentoring, youth ESL and literacy clubs, anti-bullying/violence programs and various ‘enrichment’ activities such as chess, culinary arts and dance.

Schools have also developed targeted supports for students with particular needs. For example, School 5 targeted particularly at risk students who were referred to the Intervention and Referral Services team (I&RS) for one-to-one or small group remediation. The afterschool program has also been designed to support students identified as at risk academically. Napier also targeted at risk students, for example their *Be Great: Graduate* mentoring program was developed for 15 at-risk students facing challenges that could lead to dropping out of school.



Family and Community Engagement

Family and community engagement are a key feature of the FSCS model. Activities to engage families and communities have been most developed in School 5 and have included family nights, adult literacy and ESL classes and other services designed to meet particular needs. For example, School 5

has provided ESL classes for members of the local Bangladeshi community, space for Bangladeshi community organizations to use, and has offered a range of services to help the new Bengali immigrant population integrate into the local community. These have included immigration and financial advice and also the provision of cultural events in the school.

Progress has also been made on family and community engagement by the other schools with Napier being in position to offer ESL classes in 2014.

Health and Well Being

A key development in relation to health and well-being has been the establishment of FSCS Community Health Centers located in the schools. These began in September 2011 in School 5 and were extended to New Roberto Clemente in 2012 and to Napier in 2013. The Health Centers are being expanded to cover School 6 and School 15 (the new additions to FSCS) in 2014.

Services provided through the Health Centers include primary medicine (for example, immunization), vision (including optical examination and glasses), dentistry, behavioral health and nutrition education.

Treatment coordinators in each center connect children and families across all service areas.

"We had a parent that was going through tremendous stress with her apartment and was a single mom with three children. We enrolled the family into the health center and upon visits with the doctor it was determined that the daughter needed glasses and some nutrition counseling. As we became more involved in the family, we discovered that behavioral counseling was necessary. After a few months the teacher called down to the health center to inform us that whatever we were doing was helping the student tremendously...getting her glasses and counseling was making her less withdrawn and more focused in school".

Denise Hajjar, FSCS Health Centers

Partnership Development

Partnership development to leverage resources is a key component of the full service community school model. Each community school has been successful in engaging with a wide set of partners to meet the services they provide in the school. For example:

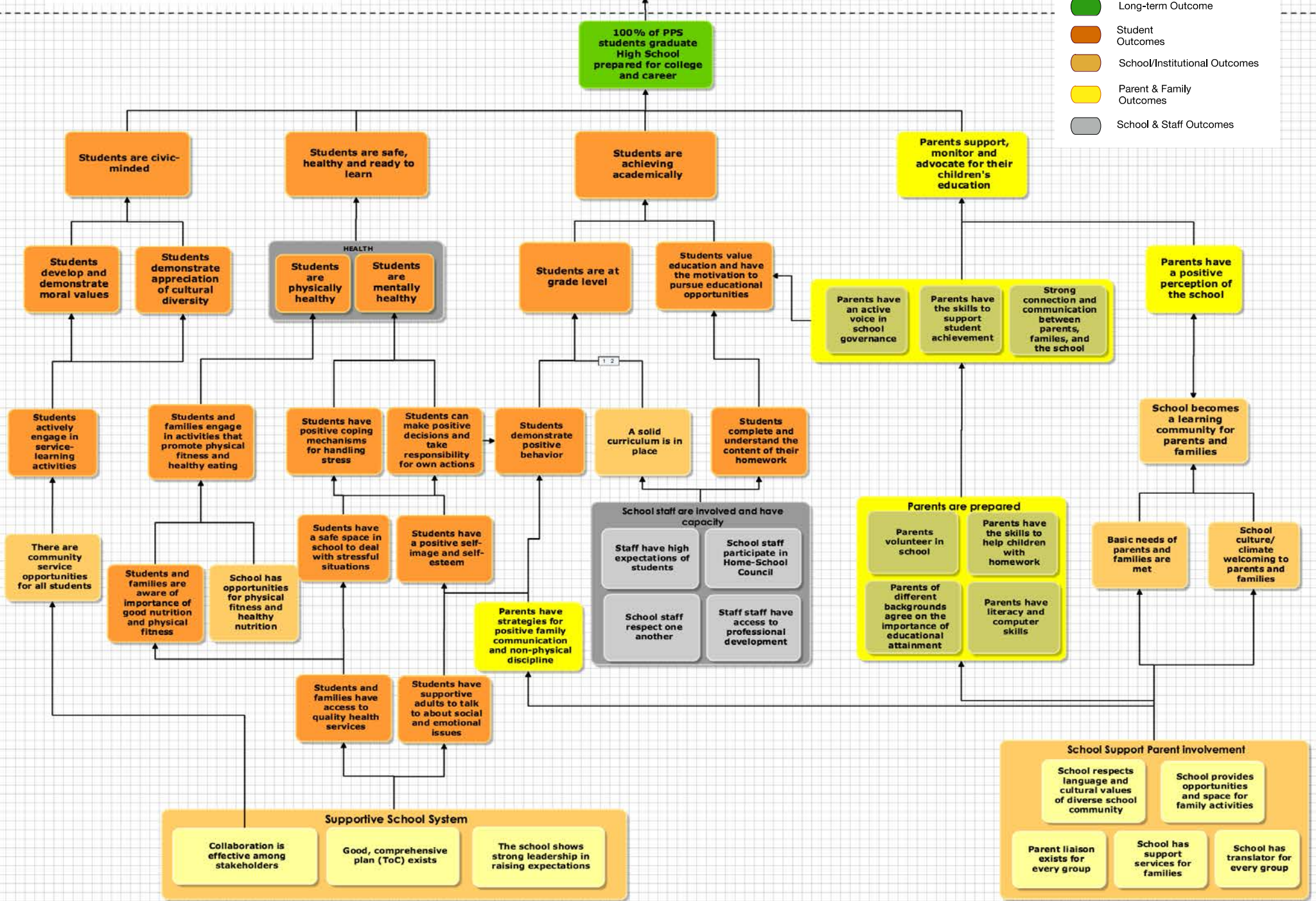
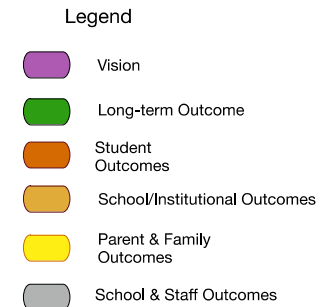
- School 5 partners include Paterson Community Schools Corps (PCSC), AmeriCorps, Paterson Public Library, Full Service Community Schools Health Clinic, Bergen Performing Arts Center, and Bangladeshi American Youth Association (BAYA).



- New Roberto Clemente has engaged with Girl Scouts, City Green, SPCDC AmeriCorps, Dance Theater of Harlem, WNBA, NJ PAC, and Madison Baptist Church.
- Partners with Napier include AmeriCorps, Paterson Public Library, National Center for Safe Routes to School, Newark Now, and JPMorgan Chase.

Some of these partners (for example, AmeriCorps) are particularly important for the delivery and sustainability of key services in the community schools.

Theory of Change Outcomes Map
Paterson Public Schools
Full Service Community Schools Initiative

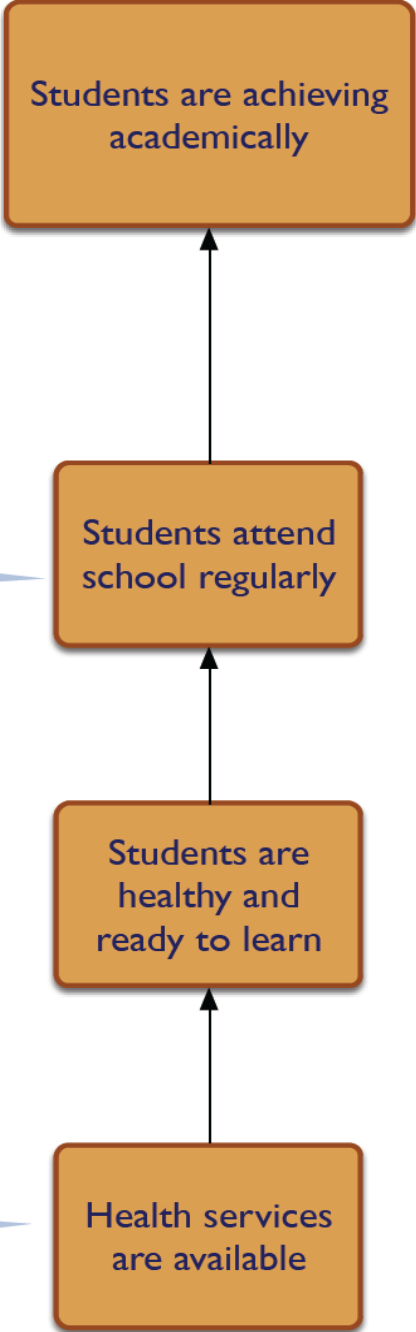


Revised partial Theory of Change based on lessons learned from evaluation findings.

We found a causal relationship between students receiving in-school health services and regular attendance, and regular attendance was shown to be an important precondition to academic achievement.

A significant evaluation finding is that students who used in-school health services had better attendance compared to students who did not use health services or used outside health services.

Health services are available and students take advantage of the services.



4. Findings

In this section we present key findings from the evaluation based on a selection of outcomes articulated in the Theory of Change. These include:

- Student Outcomes – this focuses on academic achievement but also on some of the main preconditions identified in the theory of change as critical to student achievement including attendance, behavior and a whole set of indicators around youth development.
- Parent/Family Engagement Outcomes – focusing on progress made in engaging parents in the life of the schools which has been identified as an important element of the full service community school model.

4.1 Student Outcomes

4.1.1 Academic Achievement

Academic results were analyzed using results from NJ ASK for 2012 and 2013 academic school year, the years in which all three full service community schools were operating. This period was also the first time in which data on NJ ASK was made available in a way that allowed comprehensive comparison (for example, looking at measures such as proficiency, student growth, etc.) with peer schools (i.e. schools educating students with similar demographic characteristics) and schools statewide.⁶

In line with this, academic achievement is analyzed for each of the schools below.

A. School 5

Over the period 2012 to 2013 School 5 saw a five percent increase in student proficiency on NJ ASK Language Arts and a four percent increase in student proficiency on NJ ASK Math. This is outlined in Table 1 below which also shows that the school dropped slightly in comparison with peer schools over this period although it still out-performed almost half of its peer schools in academic achievement in these areas.

⁶ New School Performance Reports were developed in the 2011-2012 school year and replaced the previous annual school report cards. The new reports provide a significant amount of new data on school performance including for the first time a “peer school comparison” for each school in the state. New Jersey Department of Education, 2013.

Table 1: School 5 performance on proficiency compared with peer and schools statewide

Academic Achievement Indicators	Schoolwide Performance		Peer Percentile		Statewide Percentile		Percent of Target Met	
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13
NJASK Language Arts Proficiency and above	42%	47%	55	49	17	19	100%	86%
NJASK Math Proficiency and above	56%	60%	61	59	20	25	100%	71%
SUMMARY - Academic Achievement			58	54	19	22	100%	79%

Although dropping slightly in comparison to peer schools on proficiency, School 5 saw a significant increase in student growth in NJ ASK Language Arts and Math in comparison with peer schools and with schools statewide. Student growth refers to growth in scores regardless of whether the student actually achieved proficiency and is a good measure of progress towards proficiency, especially for students who are starting from a low baseline of achievement.

The school outperformed 97 percent of peer schools on student growth in NJ ASK Language Arts in 2013 compared to 77 percent of peer schools in 2012 as indicated by its peer school percentile ranking outlined in table 2. Similarly, the school outperformed 91 percent of peer schools on student growth in NJ ASK Math in 2013 compared to 77 percent of peer schools in 2012.⁷

Table 2: School 5 performance on student growth compared with peer schools and schools statewide

Student Growth Indicators	Schoolwide Performance		Peer Percentile		Statewide Percentile		Statewide Target		Met Target?	
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13
Student Growth on Language Arts	50	55	77	97	54	80	35	35	YES	YES
Student Growth on Math	50	60	77	91	53	86	35	35	YES	YES
SUMMARY - Student Growth			77	94	54	83			100%	100%

⁷ Student Growth measures the performance of students from one year to the next on the New Jersey Assessment of Skills and Knowledge (NJ ASK) in Language Arts Literacy and Math when compared to students with similar history of performance on NJASK. It refers to growth in scores regardless of whether the student actually achieved proficiency and is a good measure of progress, especially for students who are starting from a low baseline of achievement.

Students participating in the afterschool program, a key element of the full service community school model, showed greater improvement in NJ ASK Language Arts and in NJ ASK Math scores than non-afterschool participants. As outlined in table 3, the improvement for afterschool participants was higher in NJ ASK Math with such participants improving their scores by a change score of 7.08 compared to 3.33 for non-afterschool students.

Table 3: School 5 afterschool students' performance compared with non-afterschool students

Academic Achievement Indicators	Afterschool Students		Change Score	Non-Afterschool Students		Change Score
	2011-12	2012-13		2011-12	2012-13	
NJASK Language Arts Mean Scale Score	187.88	191.87	3.99	190.37	193.19	2.82
NJASK Math Mean Scale Score	206.52	213.60	7.08	200.80	204.13	3.33

Students with limited English proficiency (LEP) showed slightly higher improvements in scores on NJ ASK Language Arts than non-limited English proficient student. This is outlined in table 4 which shows that despite the increase, overall proficiency scale scores for LEP students on NJ ASK Language Arts remained low.

Table 4: School 5 academic improvement among Limited English Proficient (LEP) students.

Academic Achievement Indicators	LEP Students		Change Score	Non-LEP Students		Change Score
	2011-12	2012-13		2011-12	2012-13	
NJASK Language Arts Mean Scale Score	172.71	176.17	3.46	193.66	196.04	2.38
NJASK Math Mean Scale Score	186.55	190.34	3.79	203.95	207.76	3.81

Special education (SE) students however, showed less improvement in NJ ASK scores on both Language Arts and Math than non-SE students and their overall proficiency scale scores remained low.

Table 5: School 5 academic improvement among Special Education (SE) students.

Academic Achievement Indicators	SE Students		Change Score	Non-SE Students		Change Score
	2011-12	2012-13		2011-12	2012-13	
NJASK Language Arts Mean Scale Score	168.85	170.04	1.19	194.37	197.38	3.01
NJASK Math Mean Scale Score	167.13	169.58	2.45	207.60	211.72	4.12

B. Rev. Dr. Frank Napier Jr. Academy (Napier)

Levels of proficiency in NJ ASK Language Arts and Math in Napier did not improve over the period 2012 and 2013. This can be seen in table 6 which shows the proficiency levels stayed the same over this period.

However, Napier did improve relative to peer schools on proficiency, outperforming 36 percent of peer schools in 2013 compared to 29 percent of peer schools in proficiency on NJ ASK Language Arts. Equally, the school outperformed 33 percent of peer schools in Math in 2013 compared to 23 percent of peer schools in 2012, as noted in its peer school percentile ranking outline in table 6.

Table 6: *Napier performance on proficiency compared with peer schools and schools statewide*

Academic Achievement Indicators	Schoolwide Performance		Peer Percentile		Statewide Percentile		Percent of Target Met	
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13
NJASK Language Arts Proficiency and above	32%	32%	29	36	10	9	100%	60%
NJASK Math Proficiency and above	36%	36%	23	33	5	7	100%	40%
SUMMARY - Academic Achievement			26	35	8	8	100%	50%

Although proficiency remained the same, Napier has seen very significant student growth on NJ ASK scores in Language Arts and Math compared to both peer schools and schools statewide from 2012 and 2013 school year. Student growth as noted earlier, refers to growth in scores regardless of whether the student actually achieved proficiency and is a good measure of progress, especially for students who are starting from a low baseline of achievement. Napier outperformed 97 percent of peer schools on student growth in NJ ASK Language Arts in 2013 compared to 66 percent of peer schools in 2012 as indicated in table 7 below. It also showed strong improvement in Language Arts compared to schools statewide, outperforming 62 percent of schools statewide in 2013 compared to 42 percent of schools statewide in 2012.

The school showed equally strong improvement in student growth scores on NJ ASK Math compared to both peer school and schools statewide. As shown in table 7 below, in 2013 the school outperformed 91 percent of peer schools in student growth in Math compared to 66 percent of peer schools in 2012. It outperformed 73 percent of schools statewide in Math in 2013 compared to 48 percent of schools statewide in 2012.

Table 7: *Napier performance on student growth compared with peer schools and schools statewide*

Student Growth Indicators	Schoolwide Performance		Peer Percentile		Statewide Percentile		Statewide Target		Met Target?	
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13
Student Growth on Language Arts	47	51	69	97	42	62	35	35	YES	YES
Student Growth on Math	49	55	66	91	48	73	35	35	YES	YES
SUMMARY - Student Growth			68	94	45	68			100%	100%

Participants in the afterschool program in Napier scored lower on academic achievement in 2013 compared to 2012, particularly on NJ ASK Math. This is illustrated in table 8 below.

Table 8: *Napier afterschool students’ performance compared with non-afterschool students*

Academic Achievement Indicators	Afterschool Students		Change Score	Non-Afterschool Students		Change Score
	2011-12	2012-13		2011-12	2012-13	
NJASK Language Arts Mean Scale Score	174.47	172.47	-2	185.77	185.36	-0.41
NJASK Math Mean Scale Score	199.94	182.66	-17.28	187.44	186.95	-0.49

However, scores did improve for at-risk students targeted for particular academic support. For example, the students in the *Be Great: Graduate* mentoring program (which was developed for 15 at-risk students facing challenges that could lead to school dropout) showed improvements in both NJ ASK Language Arts and Math from 2012 and 2013. This is illustrated in table 9 below.

Table 9: *Academic performance of participants in Be Great: Graduate mentoring program*

Academic Achievement Indicators	Be Great: Graduate		Change Score
	2011-12	2012-13	
NJASK Language Arts Mean Scale Score	190.80	206.40	15.6
NJASK Math Mean Scale Score	191.93	195.07	3.14

C. New Roberto Clemente (NRC)

New Roberto Clemente, as noted earlier, became a middle school in 2013 school year having been an elementary school previously. It is not possible therefore, to compare student improvement in academic scores over the course of two years as was the case with the other two full service community schools.

Nevertheless, tables on NJ ASK Language Arts and Math for 2013 are presented below as they provide an important baseline for moving forward. These show, as indicated in table 12, more limited baseline levels of achievement which the school is now focused on improving. For example, in 2013 40 percent of students were proficient in NJ ASK Language Arts and Math respectively. In relation to peer schools NRC outperformed just 33 percent of peer schools on Language Arts and just 20 percent in Math as noted in its peer school percentile ranking in table 10.

Table 10: *NRC performance on proficiency compared with peer and schools statewide*

Academic Achievement Indicators	Schoolwide Performance	Peer Percentile	Statewide Percentile	Percent of Target Met
	2012-13	2012-13	2012-13	2012-13
NJASK Language Arts Proficiency and above	40%	33	14	0%
NJASK Math Proficiency and above	40%	20	8	0%
SUMMARY - Academic Achievement		27	11	0%

NRC did have a better performance in comparison to peer schools on student growth, outperforming 62 percent of peer schools on NJ ASK Language Arts and 46 percent in Math in 2013.

Table 11: *NRC performance on student growth compared with peer schools and schools statewide*

Student Growth Indicators	Schoolwide Performance	Peer Percentile	Statewide Percentile	Statewide Target	Met Target?
	2012-13	2012-13	2012-13	2012-13	2012-13
Student Growth on Language Arts	47	62	43	35	YES
Student Growth on Math	45	46	35	35	YES
SUMMARY - Student Growth		54	39		100%

Afterschool participants in NRC as noted in table 12 had a somewhat lower mean scale score on both NJ ASK Language Arts and Math than non-afterschool students in 2013. This is an important baseline table suggesting that afterschool students are starting from a somewhat weaker academic base.

Table 12: NRC afterschool students' performance compared with non-afterschool students

Academic Achievement Indicators	Afterschool Students	Non-Afterschool Students
	2012-13	2012-13
NJASK Language Arts Mean Scale Score	187.77	189.63
NJASK Math Mean Scale Score	184.59	186.08

4.1.2 Attendance

Attendance is a key precondition for student performance and the schools have been particularly concerned to address the needs of students who are chronically absent.

An analysis of the attendance data from School 5 and New Roberto Clemente (the only schools with a school based FSCS Health Center in 2013 – a health center was not set up in Napier until the school year 2013-2014) shows a significant correlation between students receiving a health service provided through the FSCS Health Center and attendance in school. Table 13 shows that students in School 5 who had received a health service attended school 14 days more on average in 2013 than students who had not received a health service. Equally in New Roberto Clemente, students who had received a health service attended school more than 12 days on average than students who had not received the health service.

These findings on the impact of the health service are in line with feedback from a range of personnel interviewed in the schools who have noted the positive impact of services such as access to eye glasses, dental care and the location of these services in the school in terms of lower disruption, greater attendance and capacity to participate.

Table 13: Receipt of Health Service and Average Days Present at School 5 and NRC (2012-13)⁸

Attendance Indicators	School 5 students with Non-Health Intervention	School 5 students with Health Intervention	NRC students with Non-Health Intervention	NRC students with Health Intervention
	2012-13	2012-13	2012-13	2012-13
Average Days Present	146.95	161.60	154.55	167.43

*Statistically significant at .000 at School 5 and .006 at NRC

Participation in afterschool programs was also significantly correlated with attendance in school. As outlined in Table 14, students who attended afterschool programs in School 5, New

⁸ Figures on health services are provided for School 5 and NRC only. As noted, a health center was not set up in Napier until 2013-2014.

Roberto Clemente and Napier attended school more than 20, 12 and 17 days on average respectively than students who did not participate in the afterschool program.

Table 14: *Receipt of Afterschool Service and Average Days Present at School 5, NRC and Napier (2012-13)*

Attendance Indicators	School 5 Non-Afterschool studnets	School 5 Afterschool Students	NRC Non-Afterschool students	NRC Afterschool Students	Napier Non-Afterschool Students	Napier Afterschool Students
	2012-13	2012-13	2012-13	2012-13	2012-13	2012-13
Average Days Present	146.95	167.63	154.55	166.86	146.23	163.34

*Statistically significant at .000 at School 5 and .006 at NRC and Napier

4.1.3 Chronic Absenteeism

In the second iteration of the Theory of Change for the Paterson FSCS initiative, the importance of attendance for student progression and the need in particular to address chronic absenteeism was highlighted.⁹

Tables 15-17 show that chronic absenteeism is a significant issue for all three schools, all of which have chronic absenteeism rates substantially above statewide target set by the NJ Department of Education.

Table 15: Chronic absenteeism School 5

Attendance Indicator	Schoolwide Performance		Peer Percentile		Statewide Percentile		Statewide Target
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	
Chronic Absenteeism (%)	13%	13%	48	29	23	24	6%

Table 16: Chronic absenteeism Napier

Attendance Indicator	Schoolwide Performance		Peer Percentile		Statewide Percentile		Statewide Target
	2011-12	2012-13	2011-12	2012-13	2011-12	2012-13	
Chronic Absenteeism (%)	15%	21%	42	42	16	11	6%

⁹ For fuller analysis of chronic absenteeism see for example the resources section of the National Center for Community Schools and reports, such as the National Center for Children in Poverty Report *Present, Engaged, and Accounted For* (Chang at el, 2008).

Table 17: Chronic absenteeism NRC

Attendance Indicator	Schoolwide Performance	Peer Percentile	Statewide Percentile	Statewide Target
	2012-13	2012-13	2012-13	
Chronic Absenteeism (%)	17%	23	16	6%

Each school is now working closely with the National Center for Community Schools in seeking to address chronic absenteeism rates. The success of key elements of the community school model, in particular afterschool programs and health services, in achieving greater attendance and the capacity of schools to target the needs of specific students provides an important base for dealing with this issue.

4.1.4 Behavior

Student behavior is another important precondition for effecting student participation and attainment. One key measure of behavior is the rate of suspensions within each school. As noted in table 18 School 5 has the lowest suspension rates among the three community schools. It also slightly decreased the suspension rate by 0.3 percent from 2011-12 to 2012-13 academic school years.

Tables 18: *Suspension rates for School 5, Napier, and NRC.*

Behavior Indicator	School 5 Schoolwide Performance		Napier Schoolwide Performance		NRC Schoolwide Performance
	2011-12	2012-13	2011-12	2012-13	2012-13
Suspension Rate (%)	3.5%	3.2%	21.1%	12.3%	10.4%

At Napier the suspension rate declined from 21.1 percent in 2011-12 to 12.3 percent in the 2012-13 academic school year. Feedback from the school suggests that a significant contributor to this decline was the replacement of suspension with an ‘in-school’ suspension policy. Each student that was suspended was assigned to stay in school and assigned to a teacher who could observe and monitor their behavior. This policy is considered to be a more effective way of actually dealing with behavior issues than simply excluding the student from the school. For example, it means that the students aren’t missing school work. However, it is not possible to continue ‘in-school’ suspension in 2013-2014 due to budget cuts.

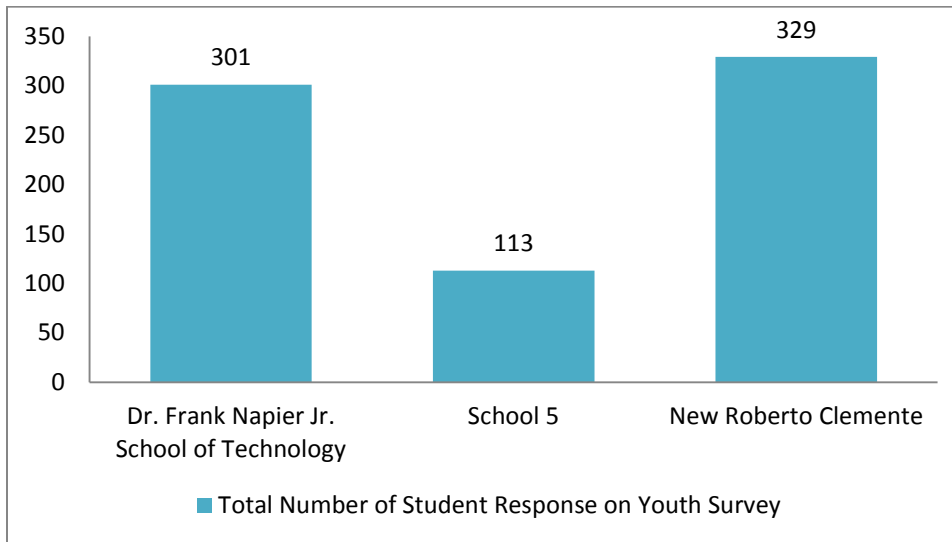
New Roberto Clemente had a suspension rate of 10.4 percent in the 2012-13 academic school year and this will be used as a baseline moving forward.

4.1.5 Youth Development

The Theory of Change for Paterson Public School FSCS identifies a whole set of youth development preconditions necessary for student achievement including key outcomes around social, emotional and health development. After-school programs are designed to provide students with a variety of academic and enrichment activities that encompass each of these aspects of young people’s development.

As noted earlier, ActKnowledge designed a survey questionnaire to elicit these key youth development outcomes. The questionnaire was administered across each of the schools by the community school directors in 2012-2013 (after having been piloted with smaller numbers of students in 2011-2012). Figure 1 shows the total number of students that responded to the youth survey. Selected highlights from the surveys across key outcome areas are presented as follows.

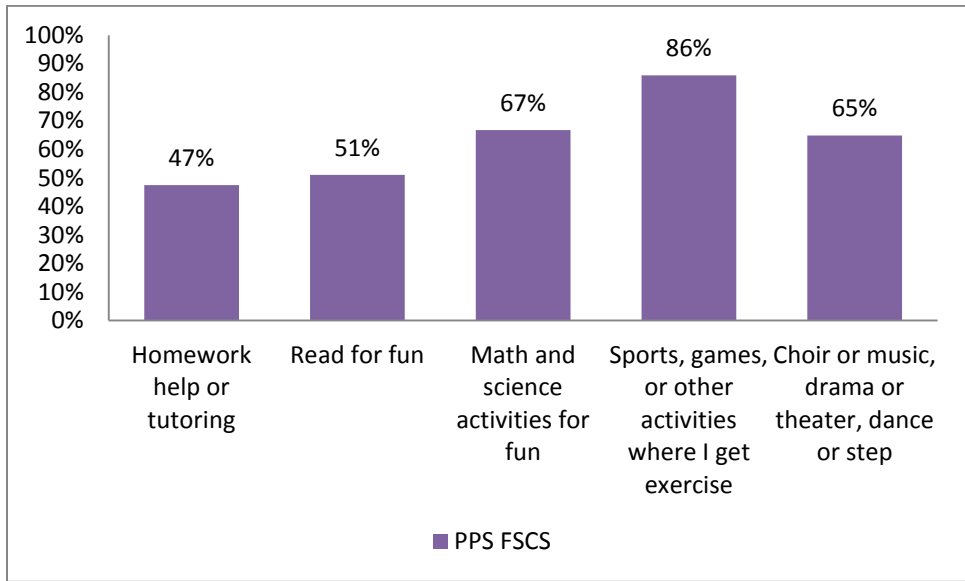
Figure 1: Total number of student responses to the youth survey



Students participate in enrichment opportunities that meet their needs

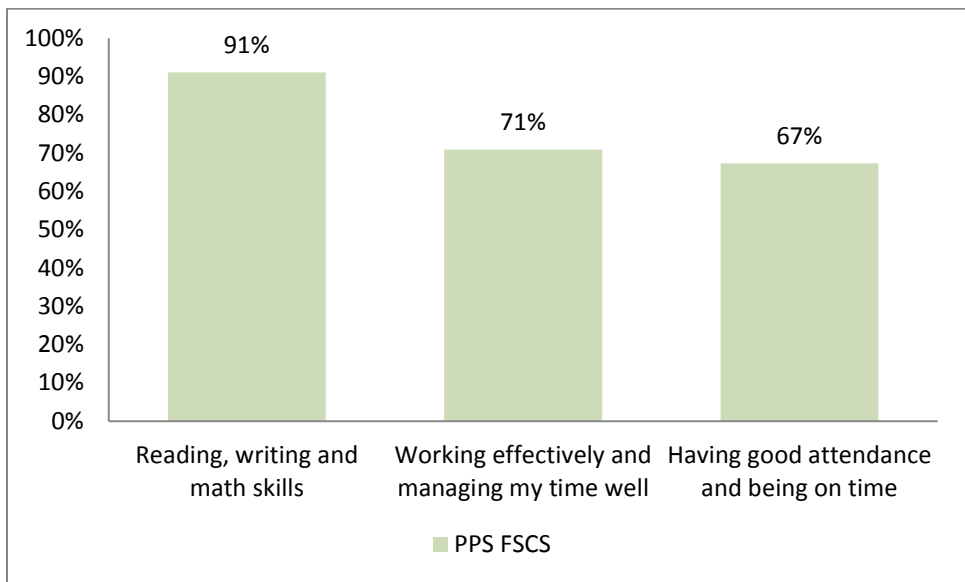
In addition to participation in normal school day, figure 2 below shows that 47 percent of students were receiving homework help or tutoring, 51 percent stated they were ‘reading for fun’, and 67 percent were participating in ‘math and science activities for fun’. Students were also participating in enrichment activities such as sports, games, or other activities where they get exercise (86%), and in choir, music, drama/theater, or dance/step (65%).

Figure 2: *Participation of students in selected activities in schools*



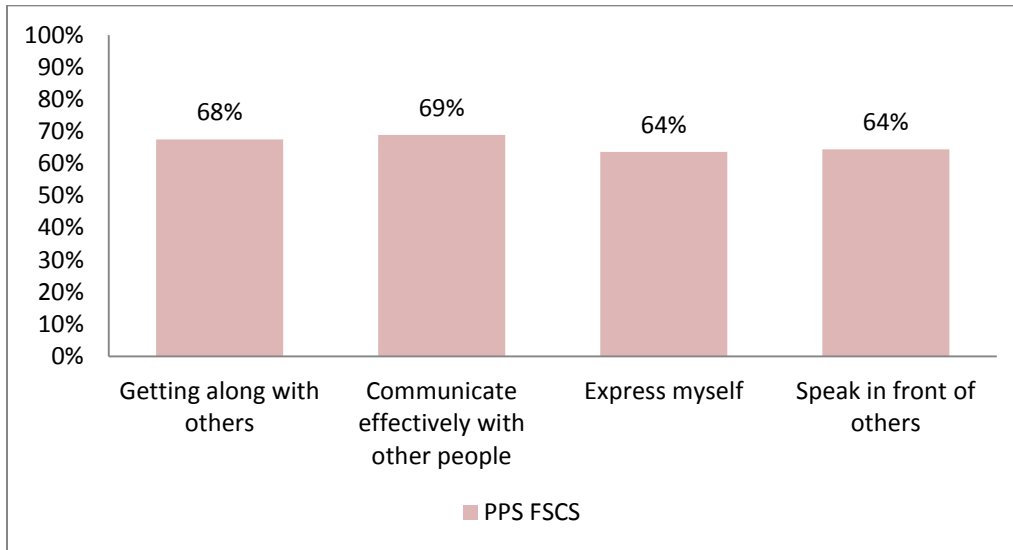
The students surveyed were also asked to state what they were learning from these activities. The majority of students (91%), as outlined in figure 3, stated they were learning ‘reading, writing, and math skills’ from the activities in which they engaged. Students also reported the development of other skills associated with academic success. For example, 67 percent of those surveyed stated that they were developing skills relating to good attendance and 71 percent stated they were learning to work effectively and manage their time well.

Figure 3: *Selected answers on skills students are learning related to academic achievement*



Students also reported learning skills relating to social and emotional development. For example, 67 percent of students reported that they were learning ‘how to get along with others’ and 69 percent agreed that they were learning ‘how to communicate effectively with other people.’ Students were also learning how to express themselves (63.6%) and how to speak in front of others (64.6%).

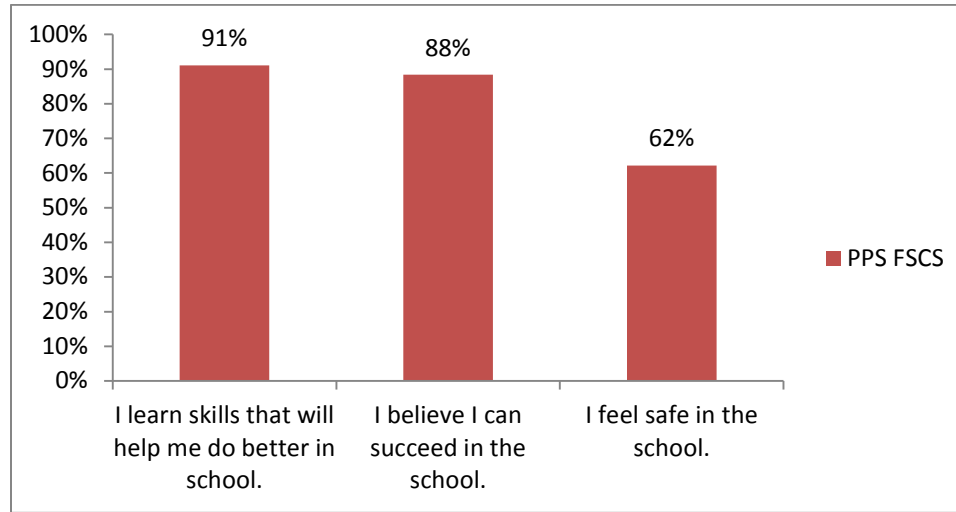
Figure 4: Selected answers on skills students are learning related to social and emotional development



Student perceptions of the Impact of the Full Service Community School

A majority of survey respondents (88%) agreed with the statement that they can succeed in school. As outlined in figure 5, 91 percent said they were learning skills that will help them do better in school and 62 percent said they feel safe in the school, which is a key prerequisite for student participation.

Figure 5: Selected answers on impact of being a full service community school



4.2 Parent/Family and Community Engagement Outcomes

The involvement and engagement of parents is a fundamental part of the FSCS model. As noted in the FSCS Theory of Change, effective parent engagement has a range of preconditions at every level of the school, from simple communication right through to methods to involve parents in school governance.

An important feature of the PPS FSCS has been the positive interconnections between community engagement and parental involvement in the school. School 5, for example, has developed a clear strategy to engage with the local Bangladeshi community, one of the most significant population groups within its catchment area. Children of Bangladeshi background now comprise a significant and growing part of the student body.

School 5 has partnered with the Bangladeshi American Youth Association (BAYA) and provided space where BAYA can offer many of its services to the Bengali parents and community. The services include assisting parents and families with immigration, taxes, and they have held cultural events in the school as well. Moreover, School 5 has partnered with Rutgers University to provide support to the Bengali and any other immigrant populations to gain citizenship status. The Citizenship Drive assists families with the

“One parent recently found employment for the first time. She had participated in the ESL classes and in the I.D. initiative. She felt very comfortable with her English after taking ESL classes and when she received her ID she applied for a job and got hired. If this helped one parent, imagine what we could do for the rest of the community.”

Mr. Choudhury, Parent Coordinator at School 5

application process such as identifying necessary documents to file for citizenship and filling out the application.

Reaching out to the community in this way has in turn provided an important means of involving parents of children from the Bangladeshi community in the life of the school. Interviews with key personnel in School 5 highlighted very positive change in attitudes of Bangladeshi parents towards the school.

The importance of community engagement was also evident in the case of Napier. In September of 2011, Napier had to close due to extensive flooding caused by Hurricane Irene and the school had to relocate to multiple sites across the city. The local community was critically important in helping Napier recover.¹⁰ Equally, New Roberto Clemente has also had a focus on community engagement. For example, in 2012 NRC students conducted a highly successful donation drive for the super-storm Sandy victims.¹¹

Despite the progress made, involving parents in the school remains a challenge. This is indicated from feedback youth survey referred to earlier. For example, 71.5 percent of students agreed with the statement that “my family and I often talk about what I want to be or do when I grow up” and 67.2 percent said that they “get help on homework from someone in the family.” However, only 18.3 percent of the respondents said that “someone from my family goes to PTA meetings regularly”, 31.9 percent said “my teachers knows my family well” and 20.6 percent of students said “someone from my family volunteers at my school”.

While School 5 has made the most progress in involving parents it should be noted that it is the only community school that has a parent coordinator. This role has been critically important in facilitating School 5 outreach to parents and to the community more generally.

¹⁰ Napier partnered with many organizations that supported with the recovery including Paterson Education Fund, CUMAC (Feeding People and Changing Lives), Lions International, Jones New York, NAACP, Rotary International, St. Luke’s Baptist Church, United Way, African Methodist Episcopal Zion Church, Passaic County Community College, and Catholic Family and Community Services of Paterson.

¹¹ Students and their families collected food, clothes, school supplies, and home goods, which were delivered to Borough Hall in Union Beach, New Jersey by volunteers on Martin Luther King Jr. Day. The students also raised \$350 for the American Cancer Society and \$861.81 for the Leukemia and Lymphoma Society. Moreover, NRC partnered with City Green and SPCDC AmeriCorps permitting students to participate in beautification project in the NRC front courtyard.

5. Conclusions and Recommendations

The Full Service Community Schools in Paterson all operate in areas of considerable disadvantage which present significant challenges in meeting the needs of students, parents and the broader community. However, the community schools have already made significant inroads in delivering on some key preconditions necessary for student attainment. This has included a significant improvement in student academic performance in School 5, the most developed of the community schools to date, and strong student growth in academic performance in the other two schools up to 2013. The components of the community school model, in particular afterschool programs and on site health services, have also contributed to a major improvement in student attendance in school.

This progress has been delivered in the context of some very significant challenges including the impact of extreme weather which resulted in one school having to relocate to multiple sites over one year. Schools are also located in areas with considerable population dynamics including the arrival of new immigrant populations facing particular challenges integrating into the community.

A number of factors seem particularly important in the success the community schools have had to date. In particular:

- The development of School 5 as the first FSCS has provided an important source of learning for the other community schools that came on stream in September of 2011. Opportunities for site directors in each school to meet on a regular basis and the establishment of strategic learning opportunities, including successive Theory of Change iterations; have been a key element of support for the effective roll out of the FSCS model. The learning from the first three schools now provides an important resource for the new schools that have come on board in 2013 (School 6 and School 15).
- The community school model itself and the flexibility it provides to reach out to the local community and to an extensive range of external partners has been very important in garnering the resources necessary to provide critical services. Developing linkages with the community has been a mutually reinforcing process benefiting the community (for example, where the school have been in position to deliver services for adults in the community) and benefiting the school in terms of leveraging resources and making the school more welcoming and accessible to parents and families of students.
- The community school model has also provided an enhanced capacity to test and to target services towards at risk students. While afterschool programs have been important, targeted provision is particularly important in dealing with issues relating to extreme educational disadvantage such as chronic absenteeism and students facing social and

emotional problems. The value of health services that holistically encompass both physical and mental health and which also deal with behavioral issues that arise from social disadvantage have been highlighted consistently and these services have been shown to have a clear impact on the determinants of educational attainment.

We recommend, in particular:

1. Recognize that a community school, to achieve maximum student achievement, requires whole school opportunities. Of course, the ability to reach the goal of implementing the model fully depends on resources, which are scarce. However, expectations for results should be realistic based on how many students can attend after-school, receive health services, provision of in-school suspension, programs for parents, professional development. To the extent any components of the model cannot be funded, results will, of course, be proportionally less.
2. Continuing the summer professional development week, in which schools learn from each other, report back on their experiences of the year, newer schools learn lessons from the ones who tried services before, the technical assistance provider, outside experts and the evaluators all work with all school and PPS leaders as well as external agencies to put each year's lessons into practice.
3. Providing professional development and peer learning opportunities in times of staff turnover at the schools.
4. Continuing and increasing targeting of high-risk students and families for services and tracking the effectiveness of such outreach and assistance.
5. Of course, all of the above will continue to build towards the long-term goal for Paterson if the financial resources are in place. Continued partnerships with lead agencies and funding from the district for practices that have proven successful will make or break the sustainability and growth of the achievements to date.

