

21st Century Community Learning Centers State Evaluation Report

*Implementation of the State
Evaluation/Baseline Data*

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MICHIGAN STATE UNIVERSITY
Outreach



**University Outreach and Engagement
Michigan State University**

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Outreach

**University Outreach and Engagement
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Executive Summary

Michigan State University Outreach and Engagement and the Institute for Children, Youth, and Families is conducting the state evaluation of the 21st Century Community Learning Centers (21st CCLC). Cohort A of the Michigan grantees, consisting of 13 grantees overseeing 45 centers, was funded in February 2003 by federal grants that have devolved to the state for dispersal. This report is a summary of the implementation of the evaluation to date and presents baseline data on characteristics of the centers and enrollments during the Spring 2003 programming period.

The overall state evaluation of the 21st CCLC programs consists of two components: A formative evaluation, assessing the characteristics and processes of the programs to be used in program improvement; and a summative evaluation, assessing whether and to what degree the 21st CCLC programs have an effect on participating students and their families.

Both components of the evaluation have been implemented on-time and without incident. The first part of the formative evaluation is a study of the implementation characteristics and processes of the grantees to be reported on in September 2003. Interviews, surveys, and document review have been initiated and are for the most part complete. The first phase of the summative evaluation is a preparatory period in which grantees and their local evaluators have been solicited as partners in the state evaluation. Survey development and the development of a web-based attendance and activity tracking system are in process, with implementation of full data collection expected in September 2003.

Baseline data derived from a modified version of the Annual Performance Report, the federal reporting instrument, has revealed that during the period that programs operated in Spring 2003, 3,674 students and 292 adults attended a 21st CCLC center at least once. Nearly all centers were able to begin some form of programming in Spring 2003, although some noted that they were running a subset of activities at that time and would implement fully for the 2003-2004 school year. Students were predominantly (75%) African-American, which was representative of the host schools they attended, and the majority were eligible for free and reduced-price lunch, suggesting that these were low-income students potentially at risk for poor school performance. In keeping with the focus on providing services to middle schools, just over half of the centers served students from grades 6 to 8, with one center serving high school students and the rest targeting the elementary grades.

Overall, grantees were generally effective in getting their programs in place and recruiting students, although data on retention is not yet available. Subsequent reports will provide more detailed information on characteristics of programs and participants and will address whether and to what degree change in academic and socioemotional outcomes is occurring in program participants.

1. Introduction

1.1 Evaluation Plan

The evaluation plan has five components: (a) implementation of evaluation; (b) evaluation of program implementation; (c) evaluation of program outcomes; (d) briefing report studies that investigate further question that emerge during the evaluation process; and (e) post-program analysis of strengths and weaknesses. This report focuses on (a) the implementation of the evaluation and its two components, the formative evaluation and the summative evaluation. In addition, baseline data from the grantees' spring 2003 programs is described. This report refers to Cohort A grantees (those funded in February 2003) only. Data on Cohort B grantees, who will be funded in summer 2003, will be presented in September 2004.

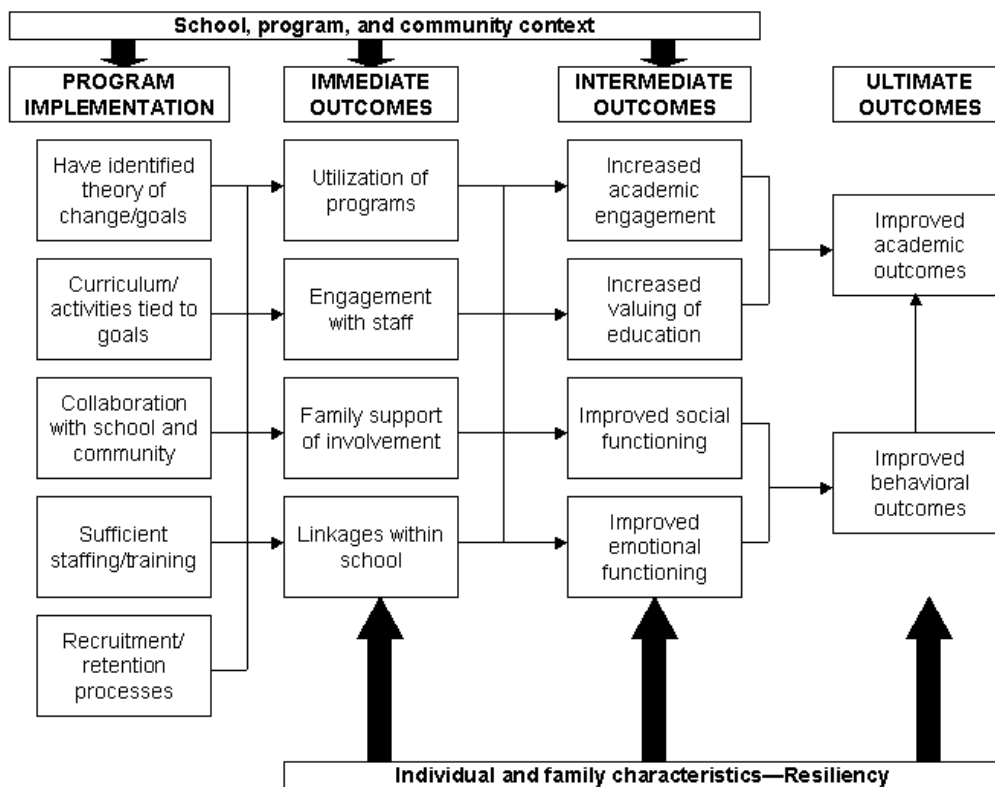
1.2 Theory-Based Evaluation

Prior to developing the evaluation plan, the evaluation team developed a theory of change that proposes links between program structure, design, and implementation processes and subsequent immediate, intermediate, and ultimate outcomes in order to guide choices of integral constructs and appropriate indicators and measures. Based on previous theory and research (e.g., Eccles & Gootman, 2002; Scales & Leffert, 1999) and expanding markedly upon the logic model described in the national evaluation of the 21st CCLC programs conducted by Mathematica Policy Research Inc. (2001), we have developed the theory of change depicted in Figure 1 as the first step in the evaluation.

This model ties specific aspects of implementation to be evaluated to indicators of program performance, including student and family engagement with staff, family support of child program participation, success of program linkages with the child's teachers and school activities, and program utilization. These *immediate* markers of program usage and participation are proposed to produce increases in intermediate outcomes student academic engagement and values, as well as in socioemotional functioning. Ultimately, increased academic focus and behavioral control are proposed to eventuate in better *long-term* academic and sociobehavioral outcomes than would be otherwise expected.

Although this provides an overall framework, influences both generated from the program itself and functioning outside the program can produce different degrees of effectiveness among individuals and programs. For example, intraprogram factors such as program structure, collaborative nature, or services offered are likely to produce variations in program utilization (immediate outcomes). Similarly, extraprogram factors such as family engagement or the child's developmental level, are likely to be linked to both program usage (immediate outcomes) and student asset development (intermediate outcomes). This theory of change model will be revised as new information comes to light, but it has provided a starting point for identifying central evaluation dimensions and associations.

Figure 1:
Theory of Change Model Guiding the State Evaluation of 21st CCLC Programs



1.3 Evaluation Report

Michigan State University University Outreach and Engagement evaluation units began implementing the state evaluation of the 21st CCLC programs in February 2003. In this report, we describe the implementation of the two major evaluation components, the formative evaluation and the summative evaluation. We then present baseline descriptive data for Cohort A on characteristics of the centers, the individuals served in Spring 2003, and the grantees' collaborations. Subsequent reports will assess processes underlying program implementation and management and change in relevant outcomes in participating students.

2. Implementation of the Formative Evaluation

2.1 The Purpose of the Formative Evaluation

The formative evaluation is designed to provide feedback for continuous program improvement to the state and the grantees. The report for the first part of the formative evaluation, which will address the implementation of the programs for Cohort A, will be submitted to the state in September 2003.

The national evaluation of federally funded 21st CCLC programs, conducted by Mathematica Policy Research, Inc. (2001, p. 25), also included a formative evaluation. The following evaluation questions are an expansion of the questions addressed in the national evaluation:

- What are the key contextual issues in the school, district, and community that affect the design and implementation of the 21st CCLC program?
- What are the program's goals and philosophies, and how are they translated into practice? How are children's learning needs conceived? What types of learning processes and instructional models do providers base their academic support activities on?
- What are the program's organizational structure and processes, including staffing, management, and decision-making, and how does it affect implementation?
- What services are delivered to program participants, and what is the relative emphasis on academic and youth development activities? How intensively and frequently do students receive academic supports and is the support consistent and developmental? How structured and directed are the academic activities? What types of materials, learning strategies and assessments are employed during academic activities? How are student organized or grouped for these activities? Who provides academic support to students?
- How do programs recruit participants, and how do participation patterns vary by subgroup and by type of activity?
- How are students, parents and other adults involved in the after-school program? What factors enhance or limit their involvement?
- What collaborative structures are in place, and how do they affect implementation of the 21st CCLC program? What factors lead to strong community partnerships in the after school programs?
- What are the links between the program's activities and the regular school program and how are these links facilitated? What is the relationship between the

curriculum and instructional strategies of the after-school program and those of the school day?

- What are the key challenges to implementing, operating and sustaining 21st CCLC programs, and how are these challenges addressed?

2.2 Implementation Study Design

Areas of Focus

The initial target of the formative evaluation is the implementation of the 21st CCLC programs in order to: (a) Document progress of grantees in implementing their proposed program; (b) Identify barriers encountered; and (c) Identify characteristics of grantee programs that may potentially influence program outcomes.

The theory of change model proposed by the statewide evaluation team outlines several program characteristics that may influence the targeted outcomes:

- Program structure
- Links between curriculum/activities and program goals
- Collaboration with school and community
- Staffing and staff training
- Management structure and processes
- Recruitment/retention processes

In addition to these characteristics derived from the literature, other factors that appear critical to positive program function may emerge as a process of the implementation study.

Procedures

Data collected from five sources will inform the implementation study:

1. A survey of grantee administrators
2. Existing documents such as grantee proposals and other local reports (identified from the survey of grantee administrators)
3. Individual interviews with grantee program directors
4. Annual Progress Review (APR) reports submitted as a semiyearly report to MDE
5. Secondary data such as 2000 census data

These instruments were reviewed and approved by the Institutional Review Board at MSU (UCRIHS).

Survey of Grantee Administrators

A survey, completed by grantee program directors, was developed by the evaluation team to address key questions of the implementation study. Designed in the form of a checklist, the instrument could be transmitted electronically and filled out on the

computer to facilitate data collection, or it could be printed out and returned by FAX. The checklist was designed to gather information on characteristics of program that may be related to implementation questions in the following areas:

- Changes in key contextual issues in the school and community that may influence program implementation
- Program structure and organization, including staffing, management and decision-making
- Collaborative relationships between the program and community partners and the influence that these relationships have had on programming
- Recruitment, training and retention of quality staff
- Approaches to academic enrichment, methods of maintaining program consistency and linking the academic program to the school day
- Approaches to youth development, sports/recreation, cultural enrichment, and other program activities
- Progress in recruitment of targeted segments of the student population, challenges encountered and strategies employed
- Level and type of parent participation and the factors that have enhanced or limited parent involvement
- Successes and challenges encountered in the initial implementation phase and adaptations made

As of June 30, 2003, all checklists had been returned, and the data are currently being analyzed.

Existing Documents

As part of the checklist, grantees were asked to list supporting documents that would provide additional information about specific survey questions. As of June 30, 2003, these documents have been requested and are in the process of being submitted by the grantees. In addition, grantees' proposals are being reviewed to gather information on the program context and proposed processes that grantees had outlined prior to implementation. The processes that grantees had planned to put in place will be compared to processes that actually emerged, and the reasons for the changes will be explored.

Annual Progress Report (APR)

Each grantee also submitted the Annual Progress Report document. This instrument is an information-gathering tool developed as part of the federally funded 21st CCLC program, which summarizes grantee-level and center-level progress. The APR was included as part of the state evaluation data collection efforts because information generated by the APR may be required for submission to the federal program. MDE has indicated that the completed APR, submitted twice each year (despite the name *Annual Performance Review*), will fulfill grantees' semi-yearly reporting requirement to the state.

The APR was revised by the evaluation team to fit the needs of the state evaluation and was completed by state grantees for the time period from February 1, 2003 to June 30, 2003. At the grantee level, information was collected on:

- Progress toward stated program objectives

- Challenges, lessons learned, and programming adjustments
- Active community collaboration
- Expenditures

Site-level information included:

- Characteristics of the school
- Staffing
- Student characteristics and participation rates
- Activities offered and hours of operation
- Links to the school day

As of June 30, 2003, all APRs had been submitted. Baseline data on service utilization and staffing is presented in Section 4 of this report. A preliminary review of the themes that emerged from the grantees' narratives of their progress, goals, success in meeting objectives, and lessons learned is presented in Section 2.4.

Individual Interviews

An interview protocol was developed to follow up on information obtained from the checklist, existing documents, and APR and to obtain the latest information possible on summer plans. After reviewing all documents noted above, a one-hour telephone or in-person interview was conducted with the grantee program director for the following purposes:

- Clarify picture of program structure and implementation drawn from review of program documents and survey data
- Identify any additional written documents that may offer information about the program or the context in which it operates
- Document changes that may have occurred since the APR and checklist were completed
- Obtain information about the activities and characteristics of the summer program and planned changes for fall
- Describe successes and challenges to date
- Allow program directors the opportunity to highlight interesting or unique aspects of their program or any circumstances that will prove to be particular challenges to them
- As of June 30, 2003, 10 of 11 program director interviews have been completed.

Secondary Data

Data from the 2000 census, Kid's Count, the Michigan Department of Education, and other secondary data sources will be used to characterize the context in which each of the grantees' programs function. Data will be used to identify the degree to which each community experiences poverty, crime, and indicators of health risk, as well as poor school performance and student achievement. This data will be presented in the September 1 report.

2.3 Implementation Study Progress To Date

In the evaluation proposal submitted by MSU Outreach, a number of tasks, methods and outcomes were identified for the implementation evaluation. The following table summarizes progress through June 30, 2003, toward accomplishing the tasks of the implementation evaluation:

**Table 1:
Progress on Implementation Study**

<i>Task</i>	<i>Methods</i>	<i>Progress</i>
Identify characteristics of the proposed program associated with accomplishing the program objectives.	<ol style="list-style-type: none"> 1. Document review. 2. Surveys with key administrators. 3. Interviews with key administrators. 4. Comparison with best practices and standards documents. 	<ol style="list-style-type: none"> 1. Grant proposals reviewed; surveys and checklists that have been returned have been reviewed. 2. Surveys distributed and returned by 100% of grantees (N=11). 3. Interviews completed with 10 of 11 program directors. 4. Standards associated with program characteristics identified.
Identify school and community characteristics in grantees' catchment areas.	<ol style="list-style-type: none"> 1. Secondary data analysis. 	<ol style="list-style-type: none"> 1. Data on school and community characteristics gathered from grantee proposals. Census and other secondary data to be requested from project demographer.
Identify variations among programs in implementation.	<ol style="list-style-type: none"> 1. Provide evaluators with key questions. 2. Coordinate with local evaluators. 	<ol style="list-style-type: none"> 1,2 Two meetings (March 7, 2003 and May 8, 2003) held with program directors and local evaluators; goals, objectives and data collection instruments shared; instruments used in local evaluations collected.

Assess fidelity of implemented program to proposed program & standards.	<ol style="list-style-type: none"> 1. Compare implementation data with planning data. 2. Compare implementation data with best practices and standards. 3. Administrator and coordinator reports. 	<ol style="list-style-type: none"> 1. Implementation data collected; program changes documented by program administrators. 2. Standards identified. 3. Subsequent years.
Evaluate success of recruitment and retention processes.	<ol style="list-style-type: none"> 1. Annual Performance Report data analyzed. 2. Interviews and focus groups with stakeholders conducted. 3. Student and parent satisfaction surveys. 	<ol style="list-style-type: none"> 1. See data analysis, section . 2. Interviews conducted and survey data collected regarding recruitment successes and barriers. 3. Subsequent years.

Because not all grantees had submitted their information in time for this report to meet the June 30, 2003 deadline, the state evaluators requested and received an extension until complete information could be presented. Status reports, however, are described for evaluation efforts up to June 30, 2003.

2.4 Themes Related to Grantees' Progress

As part of the implementation study analyses, themes that appear across grantees in three narrative sections of the APR,

Themes reported in APR sections 1.1, 1.2 and 1.3

The following are early themes that will be discussed more extensively in the September 1, 2003 evaluation report, which will focus on program implementation.

- The grantees were generally satisfied with their progress to date despite the various constraints that they had experienced (hiring delays, different start dates, unique school circumstances, etc.).
- Grantees with prior federal 21st CCLC programs appeared to have been able to start earlier and take advantage of the relationships formed in those programs.
- The presence of other out-of-school time (OST) programs, such as those run by other organizations or by the school district, were cited as presenting challenges in the alignment of philosophy and/or the development of relationships between the pre-existing OST program and these 21st CCLC programs.

- Differences in philosophy and approach were also routinely cited by grantees whose site coordination is being managed by two or more different community organizations.
- Even where the grantee was managing the site coordination, this did not eliminate the need for planning with staff, and especially involving principals and school-day teachers in aligning the after-school and school-day curricula.
- Not all grantees contrasted the start-up of their academic versus other components (i.e., recreation, cultural enrichment, youth development, etc.). Where the academic and other components started at different times, usually the academic component was begun first. Again, where the initial emphasis was on academic components, the instructors were often classroom teachers.
- At least one grantee has learned that one of the host schools will be closed and is anticipating the changes that the program will need to make to provide services to the affected students.
- When grantees mentioned student participation, it was most often directed toward increasing the involvement of middle school students, although Highland Park specifically mentioned having a waiting list of students who wanted to participate. In that instance, they anticipate hiring enough staff for their summer program to accommodate all interested students.
- While grantees who mentioned parent involvement and parent programming seemed to be satisfied with the informal relationships they had developed with youth participants' parents and/or family outings, no grantee appeared to have fully developed parent or family programs.
- When reporting on lessons learned from this data collection (1.3a), grantees often identified the tasks of data collection and data use. Some grantees reported on their anticipated incorporation of pre/post student reaction data into program planning this summer. Others addressed the need to orient the school and program staff to the need for and/or use of data; among these, several mentioned professional development for their own program staff on how and what to collect. Finally, Starfish mentioned that they have already found several data collection tools to be unworkable and are exploring other alternatives.
- Many grantees reiterated the need to increase and/or improve communication about the 21st CCLC goals, objectives, program components at all levels. Targets for such communication specifically identified included: the community at large, potential funders, other school district OST program administrators, community services providers, principals, school-day teachers, the 21st CCLC staff at all levels, and parents of students. Proposed and/or enacted communication strategies include an array from the development of public awareness materials to holding regular weekly staff meetings.

The above information will be explored and described in greater detail in the September 2003 report.

3. Implementation of the Summative Evaluation

3.1 Purpose of the Summative Evaluation

The purpose of the summative evaluation is to assess program effects in meeting the objectives, both across the state and within particular configurations of programs. The study will address the following questions:

- Do different program delivery models (e.g., school-based, community-based) predict differences in outcomes?
- Do different service components (e.g., mentoring, character education) or combinations of components predict differences in outcomes?
- Do indicators of outcomes change in positive ways from baseline levels?
- Is variability in changes in outcomes systematically related to:
 - Program characteristics
 - Service utilization
 - Community characteristics
 - Demographic/family structure characteristics
- Are program implementation processes related to successful recruitment, engagement, and retention?
- Is there a positive relationship between OST program participation and resiliency?
- Is engagement related to better academic attitudes and involvement and more positive socioemotional adjustment?
- Are better academic attitudes and involvement related to positive long-term academic outcomes and behavioral functioning?

Table 2 presents the overall summative study data collection plan, including information, method, and timing. A summary of progress in the implementation of the summative evaluation is shown in Table 3 and described more fully below.

**Table 2:
Summative Study Data Collection Plan**

<i>Measure</i>	<i>Informant</i>	<i>Data Method</i>	<i>When collected</i>
Annual Performance Review (APR)	Site Coordinator, Program Manager	Web-based database/ tracking system	Attendance and activity information ongoing; narrative sections at end of Fall, Spring, Summer sessions
Student Survey	Participant	Survey (scannable bubble sheets)	Enrollment and end of Fall, Spring, Summer sessions
Parent Survey	Parent of participant	Survey (scannable bubble sheets)	Enrollment and end of Fall, Spring, Summer sessions
Teacher Survey	Designated teacher of participant	Survey (scannable bubble sheets)	End of Fall, Spring, Summer sessions
Staff Survey	Designated staff contact for participant	Survey (scannable bubble sheets)	End of Fall, Spring, Summer sessions
Single Record Student Database/school records	CEPI/Schools	Data import	End of Spring
Education Yes! data	Schools	Data import	End of Spring
Census data	U.S. census	Data import	2000 census

**Table 3:
Progress on Summative Study Phase I**

<i>Task</i>	<i>Methods</i>	<i>Progress</i>
Coordinate data collection efforts with local evaluators/MSU-E	<ol style="list-style-type: none"> 1. Meeting with grantees and local evaluators 2. Continued correspondence with local evaluators 3. Meetings with MSU-E 	<ol style="list-style-type: none"> 1. Two meetings (March 7, 2003 and May 8, 2003) held with program directors and local evaluators; goals, objectives and data collection instruments shared; instruments used in local evaluations collected 2. Weekly to monthly email updates 3. Meeting with MSU-E on April 10
Develop final measures and protocols	<ol style="list-style-type: none"> 1. Identify suggested measures 2. Discuss with MDE 3. Discuss with grantees and local evaluators 	<ol style="list-style-type: none"> 1. Measures collected from many sources 2. Final constructs approved MDE in April 2003 3. Constructs presented at meetings on March 7, 2003 and May 8, 2003 and feedback solicited from grantees 4. Survey development in progress
Identify and develop tracking database	<ol style="list-style-type: none"> 1. Review and price available tracking databases 2. Identify and recommend database to MDE for approval 3. Present database to grantees for review 4. Contract for database services 5. Make changes to database as necessary 	<ol style="list-style-type: none"> 1. Reviewed and received estimates for five available databases 2. Recommended ThomasKelly Software Associates EZreports database to MDE; was approved April 2003 3. Database presented to grantees at May 8, 2003 meeting 4. Contract approval in process through MSU; additional \$24,000 requested and in approval process through MDE to cover database costs 5. Changes on hold until contracts are signed
Collect data	<ol style="list-style-type: none"> 1. Collect baseline data for June 30 report 	<ol style="list-style-type: none"> 1. APRs all submitted by June 30, 2003. Staff was tracking down missing data and errors in data. 2. Data entry complete
Analyze data	<ol style="list-style-type: none"> 1. Analyze baseline data for June 30 report 	<ol style="list-style-type: none"> 1. Complete
Report and disseminate findings	<ol style="list-style-type: none"> 1. Summarize findings in report 2. Approval by MDE 3. Annual meeting with grantees and local evaluators 	<ol style="list-style-type: none"> 1. See this report 2. In process 3. To be held in conjunction with September report meeting

3.2 Summative Study

Phase I: Data Collection Preparation (February 2003 to August 2003)

Phase I of the summative study addresses the three short term-objectives, specifically with respect to Cohort A:

- 1) Collect baseline data for June 30 report
- 2) Identify and implement a standard web-based database to be used by all grantees for tracking enrollment, attendance, and service utilization
- 3) Develop survey measures that assess the outcomes of interest and are sensitive to change

Baseline Data Collection

Baseline data on characteristics present in the federal APR report is presented in Section 4 of this report. This data was collected through the modified APR report (see section 2.2). Because data continued to be missing or incorrect by June 30, 2003, an extension was given until these gaps could be completed. Final data was submitted in August 2003.

Web-Based Database

A persistent problem in evaluations of after-school programs has been poor record-keeping, inconsistent use of attendance, and a lack of linkages between activity type and outcomes. To address these problems, implementation of a web-based tracking database to monitor activities and service utilization in a consistent manner across grantees was considered essential. In our original proposal, we had planned to develop a database from scratch. However, we then identified a small number of after-school tracking systems already in existence and determined that it would be more cost-effective and timely to use an existing system if possible.

System Requirements

The specific requirements of the system were that it:

- Be web-based to enable access from any web-linked computer
- Be user friendly
- Include enrollment and attendance information at the level of the individual student
- Specify activities by type, service provider, and session
- Have the ability to incorporate bar code scanning to track attendance
- Avoid duplicate enrollment across the sites
- Have different access levels for site coordinators, project managers, state evaluators
- Store survey data
- Enable real-time monitoring of the program
- Generate reports required by the state

- Provide MSU with the ability to download current data at any time
- Have experience serving out-of-school time or youth development programs
- Be reasonably priced

Database Identification

The evaluation team reviewed several available databases, including those from Kinderstreet, Mathematica, Cayen Associates, Kidtraxx, and ThomasKelly Software Associates, and recommended the EZreports system developed by ThomasKelly Software Associates. EZreports is being used by 100 schools in the Houston school system to track enrollment and attendance in their 21st CCLC and other youth services programs. EZreport already had most of the necessary capabilities and because the developers were looking to expand their market into other state evaluations of the 21st CCLC program, they were flexible in their pricing and agreed to include modifications to the database in the proposed price.

Contracts have been in the approval process since May 2003, and include the following terms: The 100 to 125 sites expected to be in operation by September 2003 will be licensed to use EZreport until June 2004 for \$44,000. An additional \$24,000 was approved by MDE to cover the costs of the database. Sites will subsequently purchase licenses for themselves at a rate of \$300 per year. In addition, this \$44,000 includes dedicated hosting (worth \$10,000-15,000), modifications to make the system exactly fit our needs, and training and technological assistance. Should the company become insolvent, we would have the contractual right to purchase the software code from them in order to continue with our use. This Year One cost is 10-20% of what the other vendors quoted, and subsequent years cost us nothing except hosting costs. Modifications will be made upon approval of the contract, and the database is expected to be implemented approximately 60 days after modifications are begun.

All grantees except one, which already has a database that meets the requirements listed above, will utilize the EZreports database.

External Partnerships

MDE and the MSU evaluation team are in the process of partnering with the Mayor's Time program in Detroit under the support of Mayor Kwame Kilpatrick to include their out-of-school time programs (up to 600 sites) on the EZreport network. They have approved EZreports and are submitting a proposal using it to their funding agency for approval. MSU's role will be to provide training, technical support, and data integration. This partnership has the potential to provide MDE with a better estimate of after-school program utilization in Michigan, particularly in the higher-risk neighborhoods in Detroit.

Survey Measures

A key component of the Michigan evaluation is individual-level data; that is, rather than simply presenting aggregated information across students and drawing conclusions about the group of students as a whole, data will be analyzed with respect to each individual student's participation, characteristics, outcomes, and external factors that may affect his/her progress. In addition, information reported by parents, teachers, and staff will be linked to the individual child information, making the conclusions that can be drawn far stronger than those available through aggregated data.

Considerations in Evaluation Plan Development

The following factors were considered in the developing the survey plan.

- Data should reflect outcomes that are theorized or have been shown to be important in past research for academic achievement and socioemotional development.
- Data should take into account not only long-term outcomes like grades, but also short-term outcomes that may contribute to achieving successful long-term outcomes.
- Data should include the perceptions of students, parents, teachers, and staff.
- Data should be able to be used for continuous program improvement.
- Data should reflect a collaborative partnership between the state and local evaluations.
- Data collection procedures should protect the anonymity of all participants, parents, teachers, and staff from other individuals associated with the program so they can be honest in their reflections.
- Data collection should place as little burden as possible on program personnel and avoid taking them away from their primary responsibility of delivering services.

Proposed Procedures

In Phase I, survey development focused on student and parent surveys. Procedures were designed to enable individuals to feel comfortable giving honest answers and to maintain anonymity from the program. In particular, surveys will be output by the MSU evaluation team with a state-generated ID number on each page. A peel-off label with the individual's name will enable staff to distribute the survey to the correct individual; when completed, the individual will remove the label with the name and turn in the survey. Surveys will be administered at enrollment and at the end of each semester in order to assess change and avoid losing data on students who disenroll or move mid-year. Survey data will be sent to MSU and input through an OMR scanner.

The MSU evaluation team will generate a report for each grantee that will enable the average scores reported by program participants to be compared to the average scores for students in all programs participating in the state evaluation. The deidentified raw data will be sent to each grantee's local evaluators for use in the local evaluation.

Student Surveys

The Student Survey will be used to collect data from program participants to assess their experiences in the program and evaluate changes in key outcomes. Outcomes were derived from theory and research on youth development and school engagement. These data will be used to assess change in proximal outcomes that matter for long-term academic achievement and positive development. This will enable the evaluation of shorter-term outcomes and to develop models of the processes through which long-term change may take place.

**Table 4:
Student Survey Indicators**

Academic engagement	Resources related to academic achievement
Intrinsic motivation	Studying habits
Future orientation	Hours spent in TV, reading, video games
School climate	Homework support
Developmental assets	Emotional/behavioral functioning
Identity	Behavior regulation
Peer relations	Depression
Self concept	Substance use
	Peer relations
Program satisfaction	
Mattering/belonging	
Activity interest	
Ability to participate in decision-making	

Parent Surveys

The Parent Survey will be used to collect data from program participants' parents or guardians to assess their contributions to the students' academic functioning, change in those contributions, and their involvement and satisfaction with the program. Outcomes were derived from theory and research on parent involvement in academic achievement and school programming. These data will be used to assess change in family involvement outcomes that matter for long-term academic achievement and positive youth development. This will enable the evaluation of both changes in parental engagement that may occur as a result of the program as well as an assessment of the buffering or exacerbating effect of parental attitudes and behaviors that may affect the linkages between student program participation and outcomes.

**Table 5:
Parent Survey Indicators**

Academic assistance	Achievement orientation
Homework help	Aspirations for student
Comfort with school-related subjects	Attitudes toward learning
School engagement	Program engagement
Participation in school-sponsored activities	Participation in program-sponsored activities
Perceptions of school climate	Perceptions of program climate
	Program satisfaction
Student emotional/behavioral outcomes	
Internalizing and externalizing behavior	
Peer relations	
Judgment and decision-making ability	

Survey Development Progress

A comprehensive review and collection of surveys from previous studies of after-school programs, youth development studies, and the grantees and local evaluators was conducted. Few grantees had identified measures or had solidified their evaluation plans at that time. Draft surveys were developed and presented to the grantees and local evaluators at the May 8, 2003 meeting for review and suggestions. Final survey development is in progress. Surveys will be implemented at the beginning of the Fall 2003 programs.

Phase II: Data Collection Implementation (late August 2003 to November 2003)

Phase II, scheduled to begin in late August 2003, includes the following objectives:

- Meet with Cohort B personnel and orient them to the evaluation plan
- Train Cohorts A and B personnel on the database
- Have all activity, registration, and attendance data put into the database
- Implement pre-test student and parent surveys

4. Baseline Data Report: Spring 2003

4.1 Baseline Data Source

The data presented in this section were derived from the 13 grantees' Annual Performance Report (APR) submissions targeting the period between the start of funding and June 30, 2003; this submission also formed grantees' first semi-yearly report to the state. Information was gathered regarding the overall programs (grantees) as well as the individual centers (sites), with specific areas assessed presented in Table 6. The data received from the APR varied greatly from program to program and provides some rich insight into the various program structures and service delivery choices funded under the State of Michigan's 21st CCLC grant.

This section presents summary data on some key program and center characteristics. Thirteen grantees reported on Spring 2003 program characteristics and utilization for 45 schools (although originally 46 centers had been funded, one school had closed prior to program implementation). Detailed information for each program and center is available in Appendix A, and budget information is presented in Appendix B.

Table 6:
Types of Information Collected by Annual Performance Report

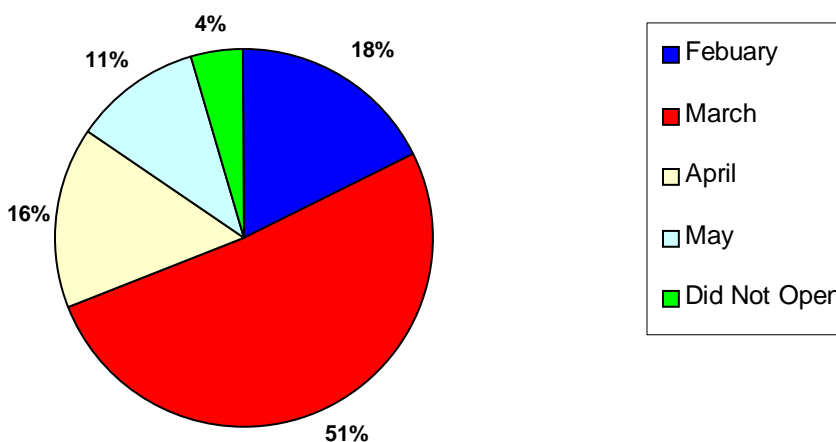
<i>Program-level data</i>	<i>Center-level data</i>
Progress toward stated program objectives	Characteristics of host school
Challenges, lessons learned, and programming adjustments	Staffing characteristics
Active community collaboration	Student characteristics and participation rates
Expenditures	Activities offered and hours of operation
	Links to the school day

4.2 Description of Programs

Initiation of Programming

Funding for the State of Michigan's 21st CCLC programs began in February 2003. Within two months, 69% of the centers had initiated services, and by the end of the school year, 96% of the centers ($n=43$) had delivered after-school services (see Figure 2). In many cases, grantees noted that services had been partially implemented and would be increased in Fall 2003. Similarly, many grantees did not attempt to reach targeted levels of enrollment during this period, using Spring 2003 to hire staff, develop programming, and work on recruiting efforts with a smaller group of students. Thus, most grantees had some form of programming in place in Spring 2003 and expected their programming to function at full capacity at the beginning of the 2003-2004 school year. The September 2003 evaluation report will provide more detailed information on grantees' start-up processes and decisions.

Figure 2: Percentage of 21st CCLC Centers Start Date by Month (2003)

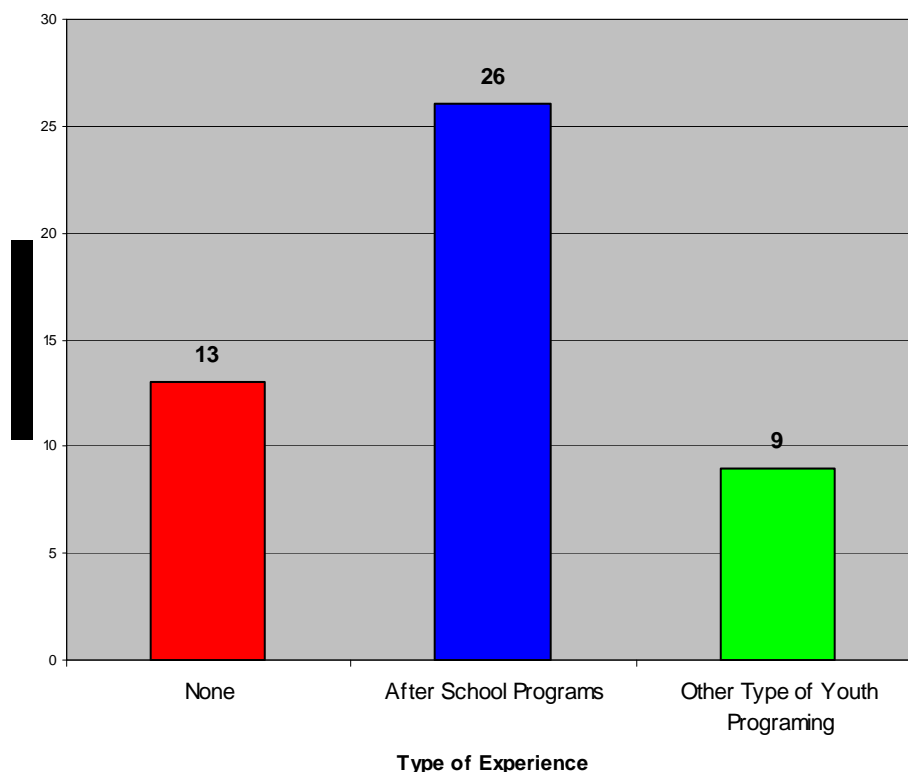


Experience With After-School Programs

Prior experience, or a lack thereof, in after-school or youth development programming may affect the ease of implementation or degree to which outcomes are successful in newly funded programs. According to the APR reports, the majority of centers were conducting some type of after-school or other youth activity program prior to receiving

the 21st CCLC funds, including homework help, various sports activities, cultural activities, and community-based activities) More than half of the centers (58%) replied that they had an after-school component in operation prior to receiving state 21st CCLC funds (see Figure 3).

**Figure 3:
Type of Prior Youth Programming Experience for 2002-2003
21st CCLC Centers**

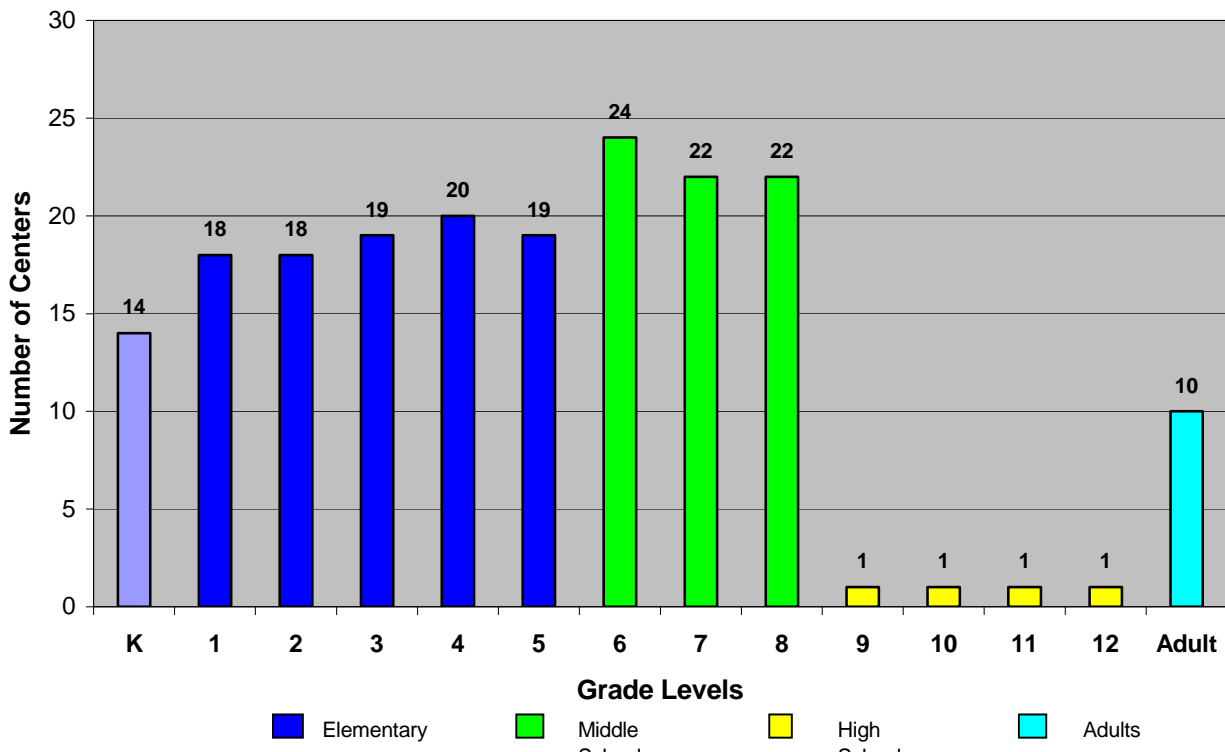


Grades Served

Grantees had proposed to serve student in elementary, middle, and high school. Middle school students were considered to comprise a very high-need population, as those students are particularly difficult to recruit and retain. Therefore, grantees who targeted middle school students, as well as high school students, received extra consideration during the review process. In addition, all programs were required to include services to address the needs of students' families.

Figure 4 shows the number of centers who reported having at least one activity geared towards students at a particular grade level. In keeping with the state's funding priorities, middle school-age students were particularly likely to be targeted for services, although elementary school students were also served by a large number of centers. Only one center attempted to target high school students. During Spring 2003, 10 programs reported that they had activities geared toward adults. As adult services are a required component, it is expected that these numbers will increase in Fall 2003.

Figure 4: Grades Served by Centers during the 2002-2003 School Year

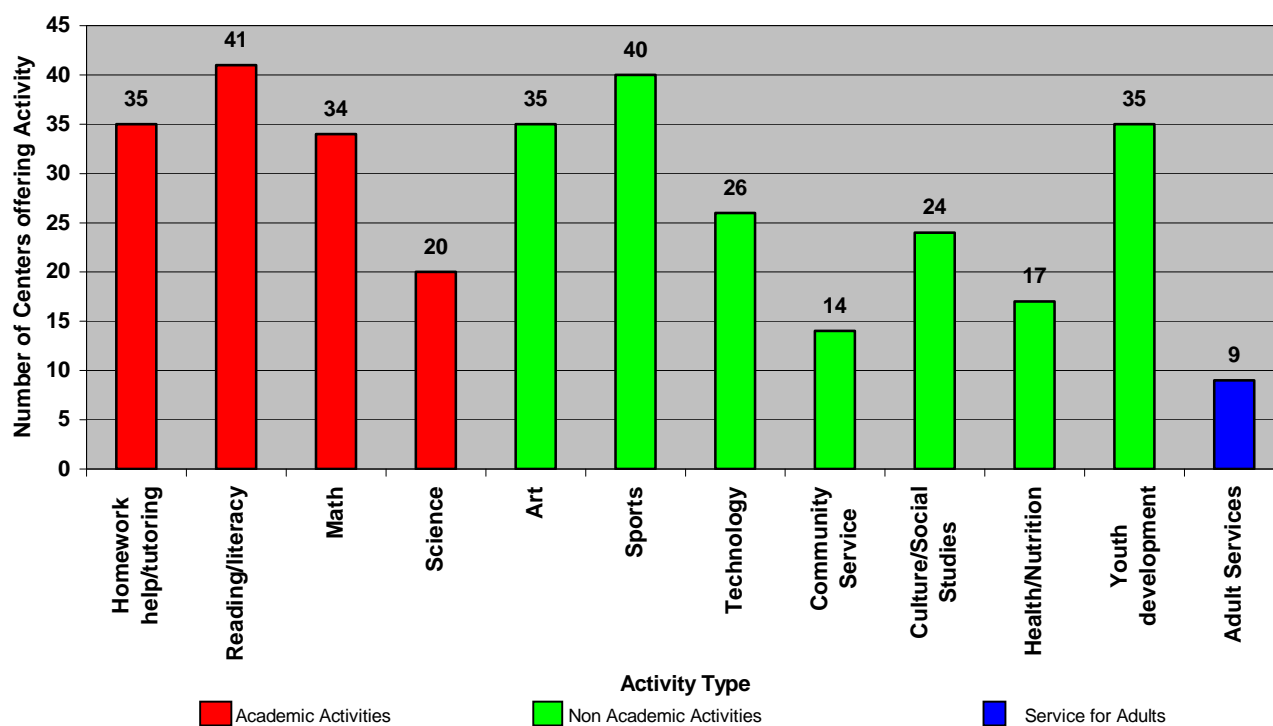


Activities Offered

Grantees were mandated to provide services that addressed both academic and non-academic activities. Academic enrichment activities could include homework help, tutoring in core academic subjects, or literacy development. Examples of non-academic activities included youth development activities, drug and violence prevention programs, counseling programs, art, music, and recreation programs, technology education programs, and character education programs. In addition, students' families were to be given the opportunity for services, preferably beyond family involvement activities.

Figure 5 shows that the most commonly offered academic activities included homework/tutoring, reading/literacy, and math, and the most commonly offered non-academic activities included art, sports, and youth development activities. Science, technology, and cultural activities were also common. Of the 43 centers that initiated services in Spring 2003, 42 offered at least one academic activity. All centers are expected to conduct academic activities beginning in Fall 2003. As noted above, adult services were operated in a minority of centers and are expected to increase in Fall 2003.

Figure 5: Activity Types offered by Centers



Activity Staffing

One question for the summative evaluation will concern whether staffing patterns for various activities are associated with differences in outcomes. Staff could be characterized as:

- Teachers (current or former)
- Paraprofessionals, who were lay people designed to assist teachers conduct activities
- College students
- Other students
- Adult volunteers

Grantee reports revealed that there were differences across grantees *and* across activities. For example, grantees did not staff activities consistently—some grantees were more likely overall to use teachers and others to use paraprofessionals. Nonetheless, certain staffing types were more likely in certain activities.

As shown in Figure 6, centers tended to staff academic activities with teachers; this was particularly true for mathematics and reading/literacy activities, with teachers conducting

about half of the homework help/tutoring and science activities. In contrast, although significant numbers of teachers were involved in most non-academic activities, a far greater variety of staffing types were utilized. (see Figure 7). Notably, teachers had the primary responsibility for adult activities; however, the data do not indicate what specific types of adult activities were conducted.

Figure 6: Staffing Types for Academic Activities

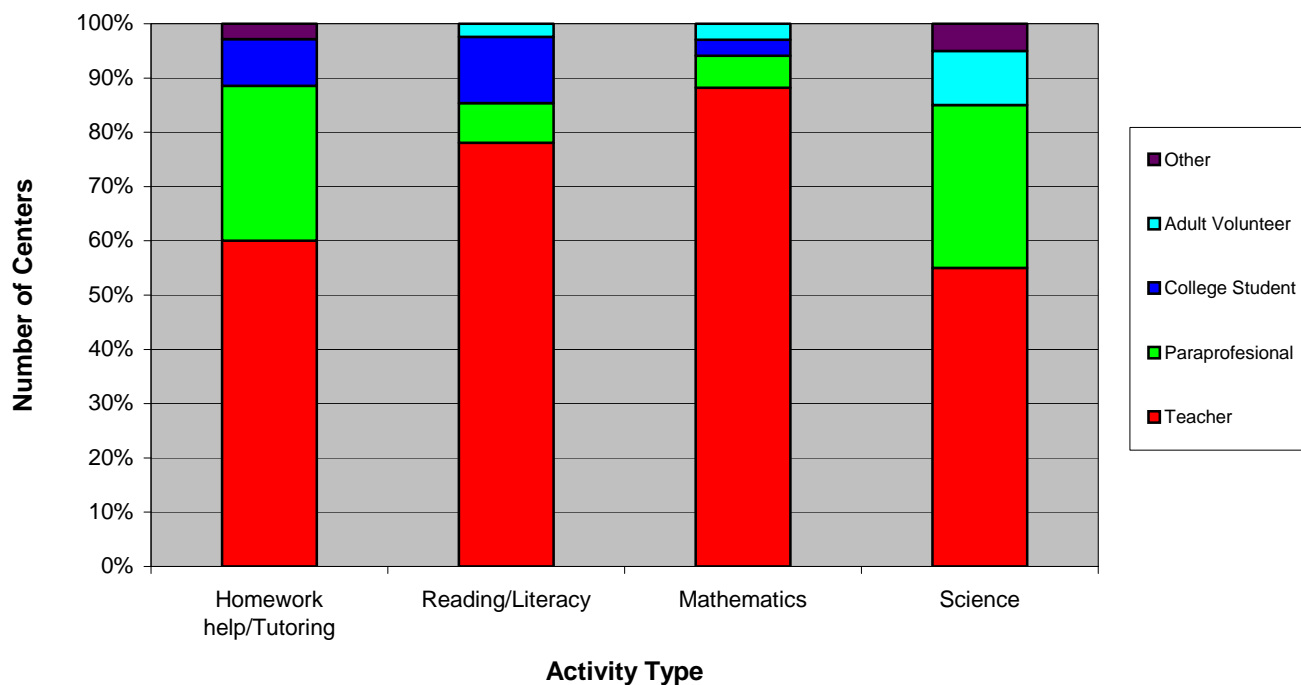
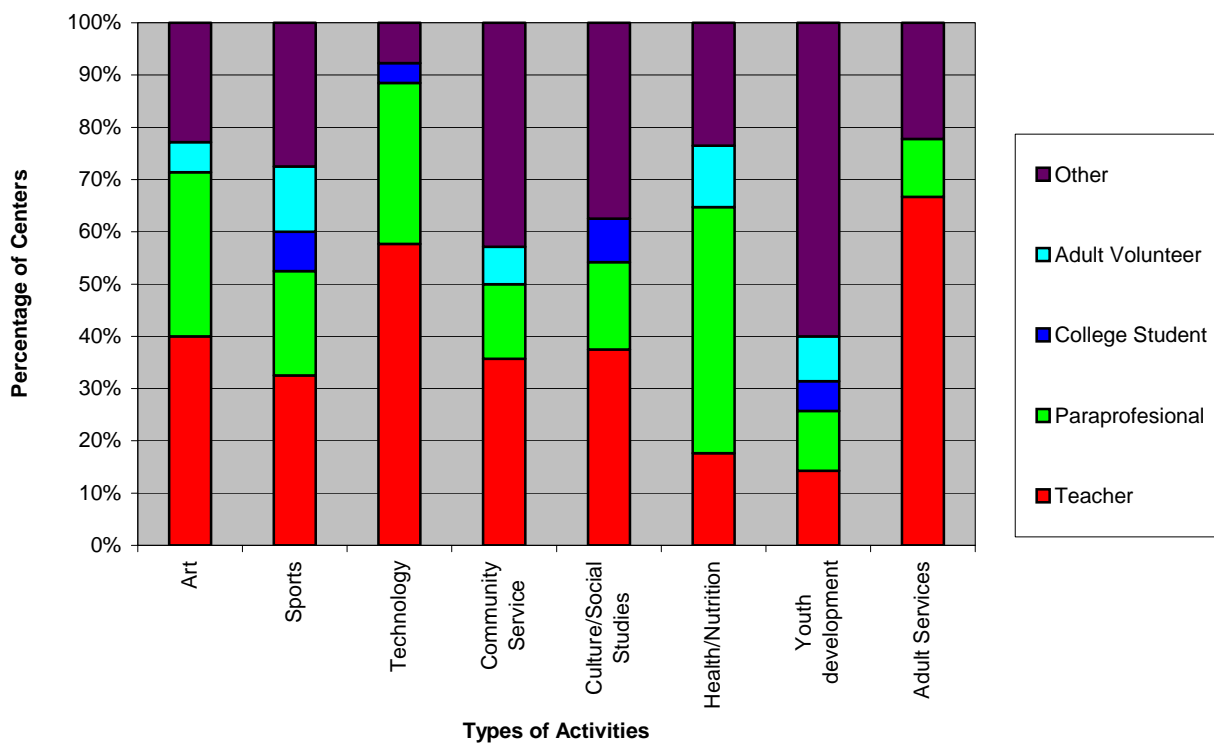


Figure 7: Staffing Types for Non Academic Activities

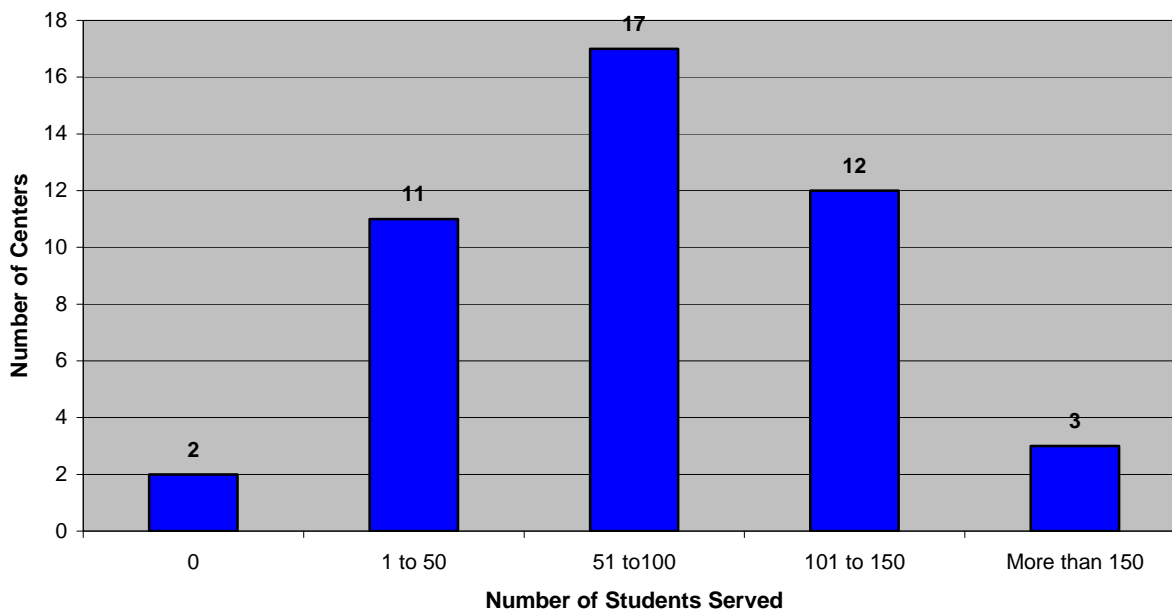


4.3 Participants Served

Numbers Served

In total, 3,674 students and 292 adults attended a 21st CCLC center activity at least once between February 1, 2003 and June 30, 2003. The 43 centers that implemented programs in Spring 2003 varied greatly in the number of students served during their first few months of operation. The number of students participating at a single center ranging from 21 to 289, and the number of adults participating at a single center ranged from 1 to 83.

During Spring 2003, the majority of centers served more than 50 students and more than a third served over 100 students (see Figure 8) Because of the variation in start-up dates (i.e., the length of the period under consideration ranged from one to four months), it is important to note that these numbers are likely to be unrepresentative of numbers for the 2003-2004 school year.

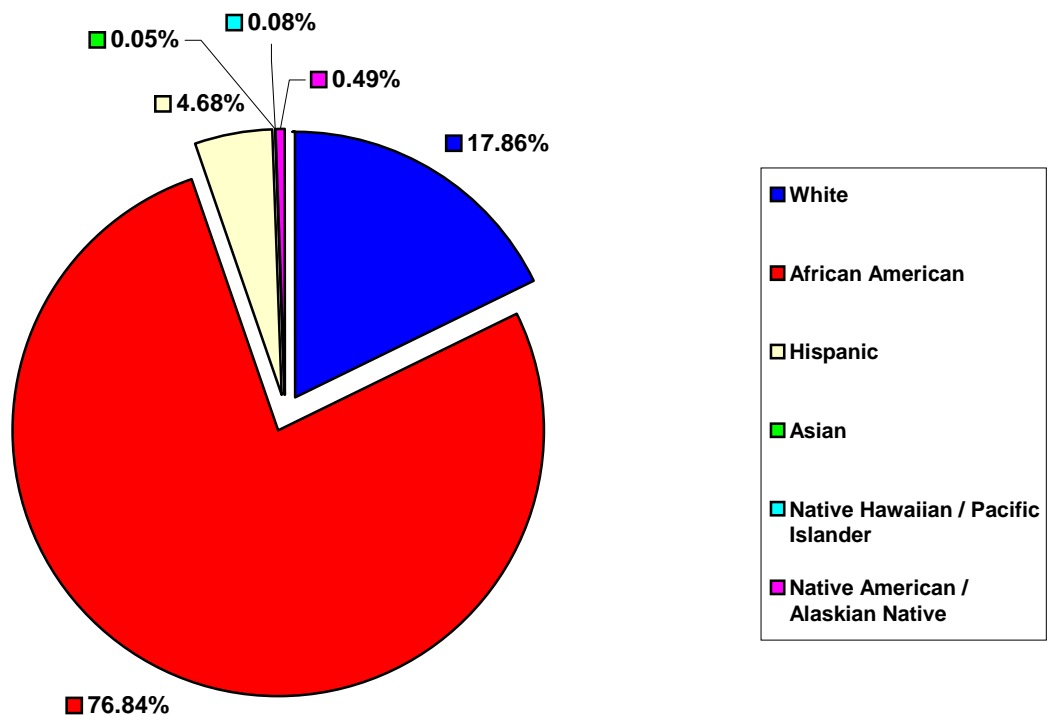
Figure 8: Number of Students Served by 21st CCLC Centers

Race/Ethnicity of Students Served

Data was collected on the racial and ethnic composition of the students served by the 43 open centers during their first few months of operation. Over three quarters of the students served between February and June were African American (see Figure 9).

An analysis was conducted to assess whether the group served was representative of the host school populations (see Table 7). Compared to the racial/ethnic breakdowns of the centers' host schools, only two groups, Asian and Native Hawaiian/Pacific Islander were underrepresented in the programs. Because of the very small numbers of these groups in the host schools, these results are not particularly meaningful. Thus, as of Spring 2003, state-funded 21st CCLC programs were serving a racially representative groups of students out of the pool of students available to serve.

Figure 9: Racial Breakdown of Students attending 21st CCLC Centers



**Table 7:
Racial/Ethnic Representativeness of 21st CCLC Program Participants Compared to Host Schools**

<i>Race / Ethnicity</i>	<i>% Of Population in Centers</i>	<i>% Of Population in Host Schools</i>	<i>Difference in %</i>	<i>Index of Disproportionality*</i>
White	17.9	19.6	-1.7	.91
African American	76.8	73.7	3.1	1.04
Hispanic or Latino	4.7	5.3	-0.6	.88
Asian	.1	.4	-0.3	.16**
Native Hawaiian/ Pacific Islander	.1	.6	-0.5	.15**
Native American/ Alaskan Native	.1	.4	.02	1.04**

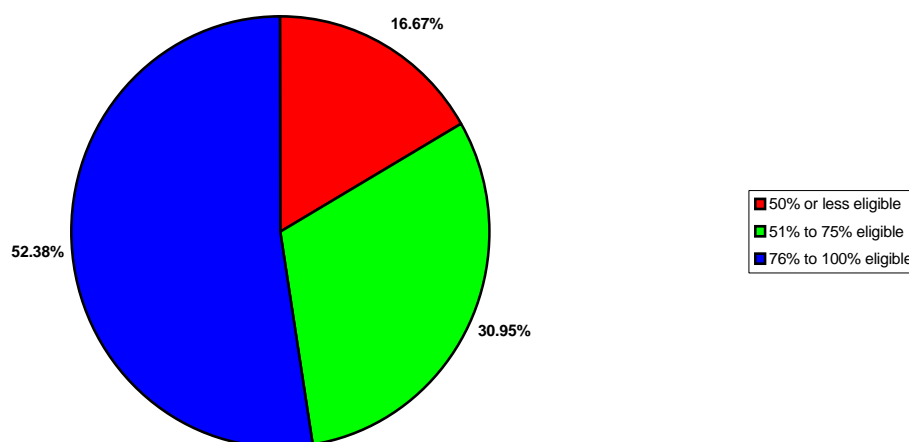
* The Index of Disproportionality is a statistic used to observe disproportional representation among a group from their representation in the whole population. It is calculated by dividing the group percentage represented in a specific sub-sample (in this case, center attendees) by their percentage in the population (in this case, the student population of the host schools). A score of 1 shows equal representation between the sub-sample and the population. A score of >1 shows overrepresentation and a score of < 1 shows underrepresentation. The farther the score is from 1, the more over- or underrepresented that group is in the sub-sample (Hamparian, D., & Leiber, M. (1997). Disproportionate confinement of minority juveniles in secure facilities: 1996 national report. Champaign, IL: Community Research Associates).

** Because of the nature of the calculation made to acquire the IOD score, it is very susceptible to variations in percentages of groups with little representation in the population and in the sub group.

Students Eligible for Free and Reduced Price Lunch

One of the main goals of many of the programs funded in this first round of the program was to provide after-school programming to traditionally underserved student populations. Of the 42 centers that opened in Spring 2003 for which reliable data was available (one center was omitted from this analysis due to reporting errors), 76% of participating students were eligible for free and reduced price lunches. In most centers, the majority of students were eligible for free or reduced price lunch (see Figure 10) At eight centers, all participating students were eligible for free and reduced price lunch.

Figure 10:
Percentage of Centers serving Students Eligible for Free or Reduced Lunch (N=42)

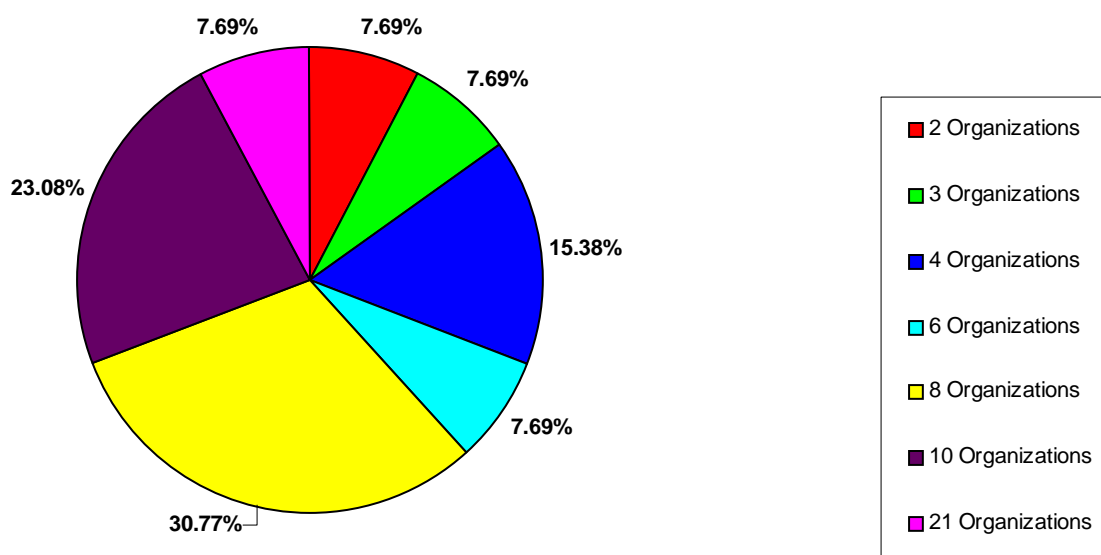


4.4 Grantee-Community Collaborations

The September 2003 evaluation report will examine collaborations between grantees and community partners in detail. However, basic information about the number and type of partners was collected through the APR and is presented here. This data about collaborating agencies offers us a glimpse into how the grantees drew upon their respective communities to support their programs.

The 13 grantees reported a total of 102 collaborating agencies. Across programs, the number of partners ranged from 2 to 21 (see Figure 11). Over half had more than eight partners.

**Figure 11:
Percentage of Programs by the Number of Partners**



As seen in Figure 12, the most common type of partners reported by grantees were community based organizations (CBOs), followed by businesses and national organizations. The large number of CBOs suggests successful attempts by grantees to partner with local organizations in investing in and supporting the students in these local communities.

4.5 Linkages to School Day

One of the key goals for 21st CCLC programs is to support collaborations between schools and after-school programs designed to provide support for academic goals. Processes through which grantees' programs link to the school day will be described more fully in the September 2003 report. However, APR data provides information about how regular school staff contribute to the after-school program. Potential types of contributions included:

- Setting goals and objectives
- Recruiting and referring students
- Communicating school curricula to the center
- Providing feedback on students
- Sharing instructional practices
- Working in the after-school program
- Promoting access or providing resources

**Figure 12:
Types of Partners**

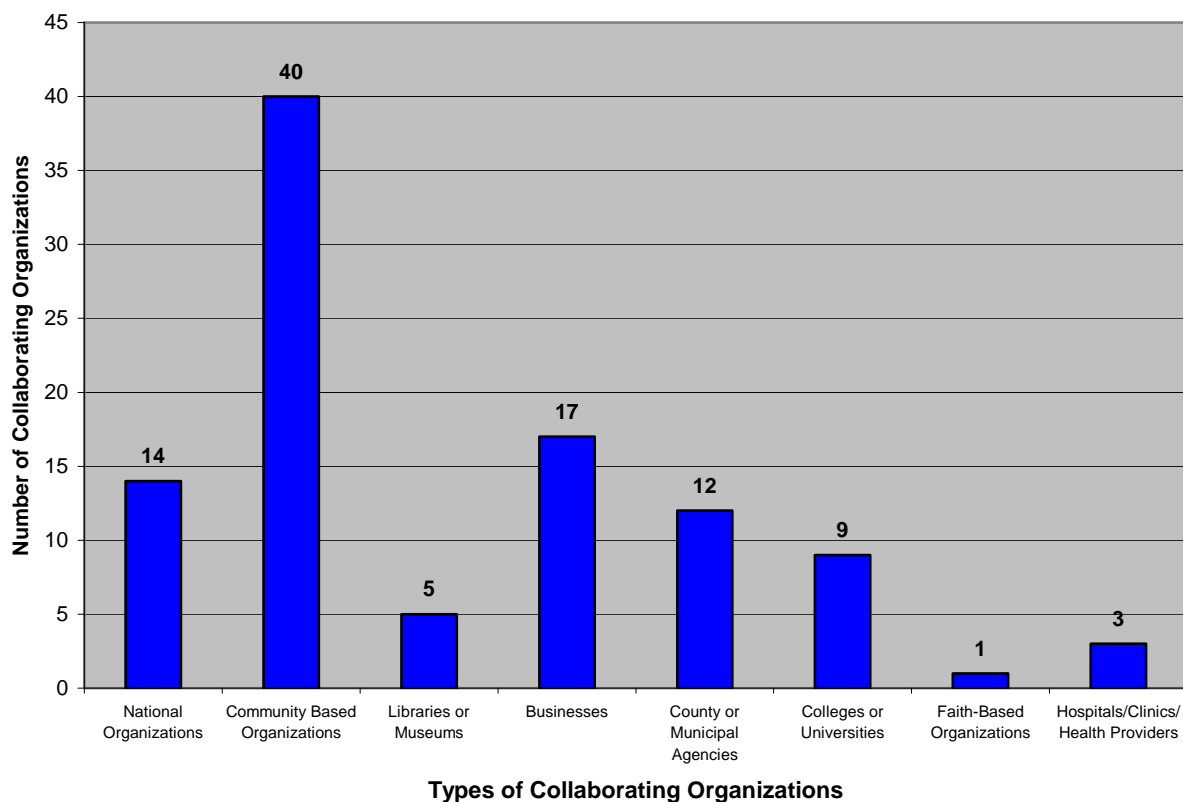
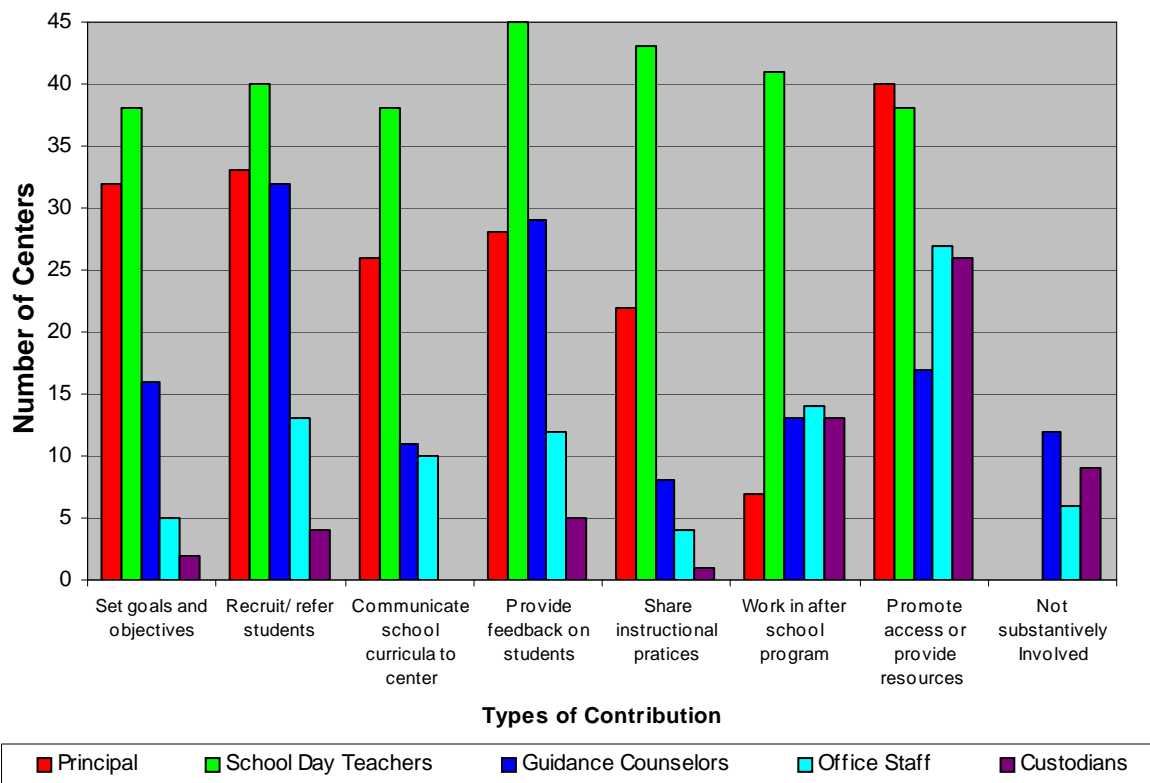


Figure 13 shows the contributions reported by grantees for school principals, school-day teachers, guidance counselors, office staff, and custodians. All 45 centers indicated that teachers and school principals were involved in some way. *School-day teachers* were seen as making large contributions of all types. *Principals* were reported to be involved through several means, particularly by promoting access and providing resources. In many programs, principals also assisted in setting goals and objectives and in recruitment and referral. *Guidance counselors* were seen as assets by many programs in recruitment and referral and by providing feedback on student progress, while both *office staff* and *custodians* assisted with access and resources in about half of the centers.

Figure 13: Linkages to School Day



Conclusions

This is a preliminary report on the implementation of the state evaluation of the 21st CCLC programs and of baseline data for a limited set of center and student characteristics. As such, conclusions are not yet available with regard to the efficacy of the program or specific processes through which grantees have implemented their programming. However, the implementation of both the formative and summative components of the evaluation have gone smoothly. Data for the first part of the formative evaluation, the implementation study, is nearly complete and will be reported to the state in September 2003. Preparation for the summative evaluation is underway and the database and student and parent surveys are expected to be implemented at the beginning of the 2003-2004 school year.

Preliminary baseline data collected through the APR revealed that although grantees were not funded until well into the Spring 2003 semester, nearly all centers were able to implement their programs to some if not the full degree. In the four months during which programs were implemented, 3,674 students and 292 adults were served. Because different centers started at different times, an analysis of success in meeting proposed goals and retention of students cannot be conducted at this time. Programs appeared to be meeting the goal of serving students from high-risk groups. Both the number and span of activities and the number of individuals served is expected to increase beginning in fall 2003 as grantees fully implement their programs. In addition, grantees are connections with a variety of community partners and are showing numerous linkages to school through school-day personnel contributions. Subsequent reports will assess whether these collaborations and school connections are playing substantive roles in successful program management and organization.

Finally, missing data and reporting errors occurring through the use of an administrator-completed APR supported the use of a common tracking database monitored by state evaluators. Implementation of this database will make individual data reporting by administrators unnecessary, as relevant data can be accessed at any time by the evaluation team. Thus, it is expected that in the future, data on enrollments, activities, and attendance will be more accurate than has been the case in most past evaluations of after-school programs.

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