# Tipping the Scales

How integrating school and community resources can improve student outcomes and the Commonwealth's future

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#### ABSTRACT

This white paper looks at the trends making integrated student support—"a school-based approach to promoting students' academic success by developing or securing and coordinating supports that target academic and non-academic barriers to achievement,"<sup>1</sup> Today, more than at any other time in history, we have the knowledge and capability to unleash our students' talents and potential, regardless of zip code. By integrating education with social services, youth development, health and mental health resources for children and families, we can improve student outcomes and our shared prosperity.

## Why integrated student support

All students need supports and opportunities to reach their potential. Many receive them as a regular part of growing up, and many do not. Since the 1960s, it has been understood that socioeconomic background is a significant factor impacting academic achievement.<sup>10</sup> More recent research confirms that contexts beyond the school are critical, accounting for up to two-thirds of the variance in student achievement.<sup>11</sup>

Why do outside factors play such a big role in a student's academic learning and future success? Insights from science help us to understand why more deeply, and what can be done about it.

Over the last few decades, the sciences have taught us a great deal about what all students need to be successful in school and beyond. Neuroscientists have literally opened a window into the human brain and can show with dramatic images the di erences in brain structure between those who develop with the supports and basic resources that all children need, and those who do not.<sup>12</sup> Researchers in psychology and cognitive science have deepened

our understanding of critical contexts and mechanisms for development.<sup>13</sup> Research has probed how di erences in supports and basic resources can help or harm development and learning.<sup>14</sup> Neuroscientists show us that we can improve critical skills throughout our lifetimes, but especially during the first 12 years of life, because our brains can change to create new pathways to function well.

e ective integrated student support drives the right set of schooland community-based resources to the right child at the right time, over time

### Why now

Strategies for leveraging community-based public and private resources to support students' comprehensive needs are not new. Since the late 19th century, innovators developed numerous approaches to integrating supports for children in schools and communities.<sup>16</sup> To the extent budgets permit, it is common today for schools to serve meals and hire nurses, social workers, adjustment counselors, guidance counselors, physical education instructors, arts teachers, and others as part of providing a well-rounded education and supporting healthy child development. Principals and superintendents regularly identify outside organizations or "partners" to o er a range of opportunities or services to students. What is di erent now?

# More children, in more Massachusetts communities, are experiencing intense barriers to learning

The student population in Massachusetts has changed dramatically, even

# Models in schools and communities across the country o er opportunities to study implementation

Educators and non-profits across Massachusetts and across the nation have been experimenting with various approaches to integrating comprehensive supports and opportunities for students in order to enhance their

# I. More children, in more Massachusetts communities, experience intense barriers to learning

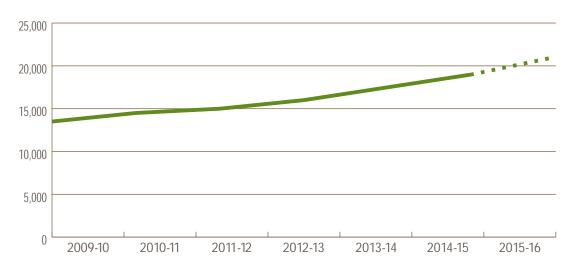
#### Changing demographics

Massachusetts has about 1.4 million children under the age of 18, and about 900,000 are age 11 or younger.<sup>21</sup> Over the last decade, the Commonwealth's most rapidly growing demographic groups include children who face well-known barriers to academic progress and proficiency: children living in low-resourced families, learning English, or experiencing homelessness.

Between 2004 and 2014, Massachusetts became home to an additional 51,000 children living below 200 periving 0.53ildren living below 200

Overlapping with the rise in Massachusetts' low-income population is the increase in children living with one parent or experiencing homelessness. Children raised in single parent households are more likely than their peers in two-parent families to dropout of school and typically do not have access to the economic or human resources available to those being raised in two-parent households.<sup>28</sup> Since 2004, the number of children liv-ing with a single parent has increased by about 25,000, going from 400,000 to 425,000 over the last decade.<sup>29</sup>

Single-parent families are a high proportion of the families experiencing homelessness in Massachusetts. Homelessness is associated with poor school engagement and other risk factors, such as mobility from school to school, and other related factors that can impede student success, such as health issues, social isolation and rejection, and food insecurity.<sup>30</sup> Between 2009 and 2015, the number of homeless students in Massachusetts increased 49 percent (Table 2).<sup>31</sup> The number of districts reporting homeless students also rose from 303 in 2009 to 388 in 2014, indicating that homelessness is spreading to some schools and communities for the first time.<sup>32</sup> Data on the location of students growing up in low-resource environments a rms this trend.



#### TABLE 2. Number of homeless students in Massachusetts

#### Changing intensity and distribution of poverty and high-needs students

A recent survey of school district leaders in Massachusetts' 26 low-income Gateway Cities found that "district leaders repeatedly voiced concern over the growing prevalence of poverty, violence, substance abuse, mental illness, hunger, and housing instability and homelessness as chief among the issues their students encounter each and every day."<sup>33</sup>

These challenges are growing more deeply concentrated in communities like the Gateway Cities, and are more and more prevalent in cities and towns across the state. The number of Massachusetts children living in communities with deeply concentrated poverty, where 30 percent or more households earn below the federal poverty threshold of \$24,008 for a family of four, is on the rise. Between 2000 and 2014, the number of Massachusetts children living in intensely poor neighborhoods grew by 39,000 and is now estimated to be a total of 117,000. Growing up in concentrated poverty places children at higher risk of poor school attendance, high mobility, social-emotional dysfunction, lack of readiness for school, and limited cultural capital.<sup>34</sup>

At the same time that some communities are experiencing more concentrated poverty, others are experiencing noticeable increases in their low-income populations for the first time. In Massachusetts, and around the nation, children and families in poverty are rapidly moving out of major urban areas and poor rural communities into smaller cities, suburban areas and small towns, communities that may not have traditionally been called upon to recognize or address the impacts of poverty.<sup>35</sup> For example, over a five-year time period, double digit increases in students living in low-income households occurred in small cities like Holyoke, Fitchburg, and Everett (Table 3).<sup>36</sup>

TABLE 3.

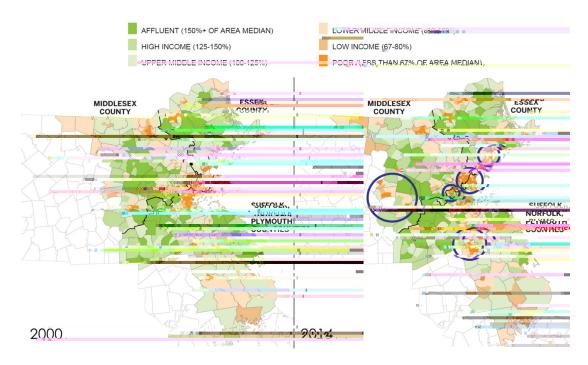
Relative to major urban centers, smaller cities, suburban and outlying communities are less likely to have easy access to social service agencies, early education centers, medical care, jobs and job training, or transportation.<sup>41</sup>

Social services agencies working in suburbs are stretched over wider geographic areas.

Poor residents often lack a car and have limited access to public transportation, making it even more challenging to connect children and families in need to available resources.<sup>42</sup>

The simultaneous trends of deepening  $\frac{1}{2}$  distributing poverty can be seen in the study by Kendra Bischo of Cornell University and Sean Reardon of Stanford University summarized in e, which explored the changing distribution of income in Eastern Massachusetts (Figure 1).<sup>43</sup>

#### FIGURE 1. Income distribution in eastern Massachusetts 2000-14



SOURCE: Kendra Bischo, Cornell University, and Sean F. Reardon, Stanford University, using decennial US Census data from 1970, 1980, 1990, and 2000 and American Community Survey ve-year estimates for 2005-09 and 2010-14. David Butler, Patrick Garvin/Globe Sta. As seen in the March 6, 2016 Boston Globe article, *Boston's struggle with income segregation*. Image modi ed to highlight changes.

Other high-needs populations are also becoming more widely distributed. Massachusetts suburbs and small cities are also seeing large increases in their populations of students learning English as a second language (ELL), for example.<sup>44</sup> Though very high concentrations of English language learners remain in cities, from 2006 to 2010, for example, five Greater Lowell school districts—Acton-Boxboro, Ayer, Chelmsford, Groton-Dunstable and Wilmington—experienced a rise in ELL enrollments by 50 percent to 200 percent.<sup>45</sup>

#### Growing social-emotional, health, and mental health needs

Moreover, there are strong correlations between these types of demographic shifts and rising physical and mental health needs among children that are known to inhibit school attendance and learning. For example, children in lower income households are more likely to have an uncorrected visual impairment, untreated dental caries, poorly managed asthma, or be diagnosed with a learning disability or attention deficit and hyperactivity disorder (ADHD).<sup>46</sup>

Calls to out-of-school support teams and area hospitals are reportedly increasing. One small school district describes calling an ambulance to bring a child to the emergency room two to three times per week.<sup>56</sup>

The increasing proportion of children experiencing a range of health and mental health challenges can be overwhelming to schools with limited resources to connect students to appropriate supports, and has significant implications for children's readiness to learn. "Evidence from diverse fields ranging from molecular biology to child development and epidemiology demonstrate that specific health problems influence motivation and ability to learn, and have powerful e ects on academic performance and upward social mobility," explain researchers at the Education Commission of the States.<sup>57</sup> "If a child needs but doesn't have eyeglasses, can't sleep because of poorly controlled asthma, feels unsafe at school, is hungry or cannot focus attention, motivation and ability to learn are greatly limited. In communities with high rates of poverty, these conditions are endemic."<sup>58</sup> All told, the Massachusetts Department of Elementary and Secondary Education estimates that 45 percent of all students today are "high needs."<sup>59</sup>

#### Incremental or no academic progress

Though out-of-school factors explain two-thirds of the di erences in student achievement, schools are uniquely accountable for driving student achievement, closing achievement gaps, and reducing dropout rates despite the rapidly shifting demographic contexts in which they are operating.<sup>60</sup> As the proportion of Massachusetts children experiencing known barriers to learning has grown, Massachusetts schools are, on average, educating only a fraction to attain the skills they will need to participate in 21st century economic and civic life, and leaving a reservoir of talent untapped. "Critically, the students who are not experiencing these Massachusetts Department of Elementary and Secondary Education estimates that 45 percent of all students today are "high needs".

[Massachusetts' educational] opportunities are disproportionately our historically underserved, or high needs, student groups: students who are English language learners, receiving special education services, economically disadvantaged, and/or members of racial or ethnic minority groups," writes the Department of Elementary and Secondary Education.<sup>61</sup>

As noted above, MCAS results for 8th graders show that 68 percent of low-income students did not attain proficiency on mathematics.<sup>62</sup> Thirty seven percent of low-income students did not attain basic proficiency in English.<sup>63</sup> These results reflect only minute progress in narrowing the achievement gap between low-income students and performance at the state average. In the eight years encompassing 2007-2014, the proficiency gap between low-income students and the state average narrowed by 5 percent on English and 3 percent on math.<sup>64</sup>

For comparison, performance of Massachusetts 8th graders on the NAEP shows gaps between those eligible for free or reduced price lunch, a measure of low-income, and the state average. The most recent data available show that Massachusetts' 8th grade students eligible for free and reduced lunch scored an average of 25 points lower than their non-eligible peers in reading and 32 points lower in mathematics. According to the National Center for Education Statistics, these gaps are unchanged between 1998 and 2015 on reading, or between 1996 and 2013 in mathematics.<sup>65</sup> In short, progress for low-income students is incremental at best. Similarly, in 2015, 64 percent of African-American and 61 percent of Latino students did not show proficiency in mathematics, while 44 percent and 49 percent, respectively, did not demonstrate proficiency in English.<sup>66</sup> Over the last nine years, from 2007-2015, achievement gaps between 8th grade African-American students and their white peers narrowed by 8 percent on English and 4 percent on mathematics. Latino students also made progress relative to white students, closing achievement gaps by 10 percent on English and 8 percent on mathematics.<sup>67</sup>

However, here too, the NAEP reports stagnation. According to the National Center for Education Statistics, between the 1990s and today, Massachusetts' African-American and Latino 8th graders made no significant progress in closing performance gaps when compared to white 8th grade students.<sup>68</sup> About 15 percent of all high school dropouts are African-American while 38 percent are Latino. "The state's educators and leaders acknowledge...there has been less success in narrowing racial and socio-economic achievement gaps," write Sir Michael Barber and Simon Day in a report for the Massachusetts Business Alliance for Education.<sup>69</sup>

Moreover, while the high school dropout rate has been declining in Massachusetts, going from 3.8 percent in 2004 to 1.9 percent in 2015, close to two-thirds of those who exit school prematurely are low-in-come students.<sup>70</sup>

Concerned about Massachusetts' long-term global standing and closing the "opportunity gap" for students, the Massachusetts Business Alliance for Education recommends "the introduction of progress for low-income students is incremental at best

Personal Opportunity Plans that set out how students who fall behind will catch up [...] and to develop stronger school and community partnerships...<sup>71</sup> Research supports this idea, showing that when comprehensive supports are put in place, students can thrive academically, closing achievement gaps and reducing dropout rates, regardless of socio-economic status.<sup>72</sup>

### II. Research has identied how these barriers can be overcome

Why would a child do better academically when his or her non-academic needs are met? This remains an open empirical question. However, the neurobiological and developmental sciences provide a strong theoretical underpinning that begins to map the pathways between student support, child development, and learning. Key insights from the interdisciplinary developmental sciences—spanning human development, cognitive science, psychology, and neurology—help to illuminate how and why these impacts may occur.

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Development occurs in di erent contexts. Children develop in multiple contexts, including their home, school, and community. All contexts play an important role in their development.<sup>78</sup>

Development occurs over time. Positive and negative childhood experiences a ect a student's success and adjustment during the elementary school year/C2a2G2Ohich, in turn, a ect behavior and learning during middle school, high school, and beyond.<sup>79</sup>

Development can be changed. d4 s7guide taliy mak1.47ite fasib

developmental trajectory in a positive direction; and (2) child development is influenced across contexts that include home, school, and community.

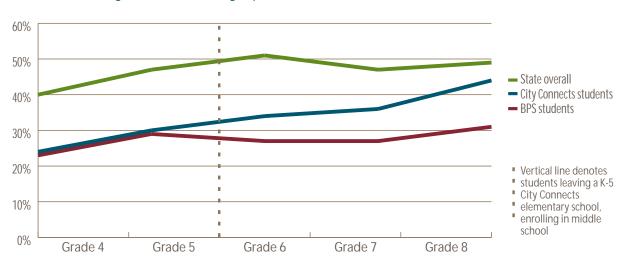
So what does this imply for practice? Decades of scholarship from diverse fields emphasize the importance of systemic, comprehensive approaches to student support aimed at meeting the needs of the "whole child."<sup>84</sup>

#### Evidence of impact on student learning outcomes

A 2014 national research review by Child Trends looked broadly at approaches to integrated student support in the field. They found evidence meeting scientific standards from only three programs: City Connects, Comer School Development Program, and Communities in Schools. Upon review of multiple studies, Child Trends concluded that "There is emerging evidence ... that ISS [integrated student support] can contribute to student academic progress as measured by decreases in grade retention and dropout, and increases in attendance, math achievement, reading and ELA achievement, and overall GPA."<sup>87</sup>

The Child Trends research review showed that City Connects is one of the nation's most rigorously evaluated and e ective approaches to integrating student supports. Housed within the Boston College Lynch School of Education, City Connects was designed to operationalize insights from the developmental sciences, and test whether they would have an impact on students.<sup>88</sup> Co-designed by researchers and Boston Public School principals, teachers, families, and area community agencies, City Connects presently operates in over 85 urban public, charter, and parochial schools in 10 cities across five states. About 90 percent of students served by City Connects are low-income, 20 percent are learning English, and 19 percent receive special education services.

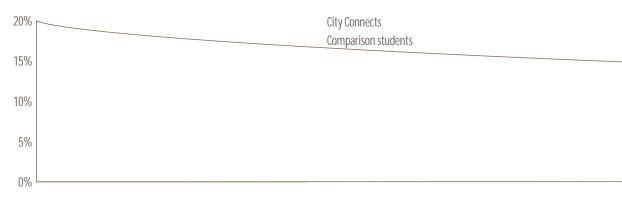
Each fall, every teacher in a City Connects school meets with a master's-level City Connects coordinator, usually a social worker or school counselor, to discuss every child in their class. Informed by insights from developmental science, the coordinator taps into the teacher's knowledge and observations regarding each student's strengths and needs across multiple domains of development (academic, social-emotional, health, and family). The coordinator then assesses the complexities interfering with each child's learning and healthy development on a continuum ranging from "no Students attending City Connects elementary schools demonstrated improved e ort, behavior, attendance and grades. When followed into 8th grade, they close half of the achievement gap in English and two-thirds of the achievement gap in math relative to the Massachusetts state average (Table 5).<sup>90</sup>





When followed into 12th grade, their high school dropout rate is cut by almost 50 percent.<sup>91</sup> Subgroups, including immigrant students and students learning English, also experience significant benefits.<sup>92</sup> Separate analyses have also found that positive e ects of City Connects seen overall for low-income children are also occurring for African-American and Latino boys, two groups at especially high risk of dropout in Massachusetts and nationally (Table 6).<sup>93</sup>





Management Team which sets school-wide goals and coordinates activities including sta development; (2) The Student and Sta Support Team which coordinates the school's student services, accesses resources outside of the school, addresses individual student needs and creates prevention programs; and (3) Parent Team which involves families in supporting the school's social and academic activities.<sup>94</sup> Evaluations of the program found changes in students' psychological and social outcomes, such as students' attitude and behavior, and some improvement in reading and math test scores.<sup>95</sup>

A report commissioned by Communities In Schools, a model which combines partnerships aimed at the whole school with targeted interventions aimed at a sub-set of students within the school, also found positive e ects on student outcomes. An organization with over 2,300 school sites, Communities In Schools has a coordinator work with school states to identify school needs and students at risk of not graduating. The coordinator establishes relationships with local businesses, social services, health care providers and parent and volunteer organizations to provide resources. These include school-wide programs, targeted programs, and individualized support for at-risk students.<sup>96</sup> According to researchers, sites that implemented the Communities In Schools model with fidelity experienced reduced high school dropout rates.<sup>97</sup> Moreover, the children who received individualized supports demonstrated improved academic performance, attendance, and behavior, and were more likely to stay in school.<sup>98</sup>

Elsewhere additional data is beginning to emerge. Reviews of data reported by community schools across the nation also indicate positive impacts on students.<sup>99</sup> Though the implemented models vary widely, community schools generally emphasize the school as a community center, access to comprehensive social services, parental involvement, and before- and after-school opportunities. Although scientific evidence of community schools' e ect on student outcomes is not yet clear, one team of researchers reviewed the literature on the activities most often characterizing community schools and found positive associations between these activities and reduced dropout, academic achievement, and reductions in risky behavior.<sup>100</sup>

Other researchers report that community schools are associated with improved attendance, e ort, on-time promotions, and reductions in disciplinary issues and dropout rates.<sup>101</sup> In one survey of 49 di erent community schools, it was reported that, "Thirty-six of the 49 programs reported academic gains. These gains generally included improvements in reading and math test scores, looked at over a two- or three-year period. Many of the programs reporting academic gains were in elementary schools. In at least eight of the cases, the outcomes were not school-wide. Rather, they were limited to students who received special services, such as case management, intensive mental health services, or extended day sessions."<sup>102</sup>

Over 150 school districts including New York, Chicago, Baltimore, Cincinnati, Albuquerque, Tulsa, and Lincoln, NE have invested in varying community school models.<sup>103</sup> In Cincinnati, for example, sizeable capital investment in new facilities and on-site programs created Community Learning Centers in 2000. Supported by the Strive Partnership, a group of 300 people from across the Cincinnati community dedicated to aligning resources to improve student outcomes, the centers coordinate over 600 community partners, and provide services that include counseling, nutrition services, family engagement, home-visiting, after-school and early childhood programs.<sup>104</sup>

In Massachusetts, the federal Race to the Top grant funded a Wraparound Zone (WAZ) initiative in six communities: Fall River, Holyoke, Lynn, Springfield, Wareham, and Worcester. Aimed at four priorities, including school culture, identifying and addressing students' social emotional and non-academic needs, creating community partnerships and coalitions, and district wide systems of support, each community responded in their own way. The American Institutes of Research reviewed the impact in 30 schools and concluded that, "students in WAZ schools performed better on the Massachusetts Comprehensive Assessment System (MCAS) English language arts (ELA) and mathematics assessments as compared to students in comparison schools."<sup>107</sup> The state of Ohio reports similarly disproportionate gains in student achievement in its community schools.<sup>108</sup>

In sum, evidence of the e cacy of integrated support to create the conditions for academic progress and student achievement is growing, and aligns with our understanding of human development from neurology, psychology, and other developmental sciences.

These findings attest to what many have long suspected: schools cannot do it alone. "A strength of this approach that may not be present in many other school-based models is the emphasis on leveraging community resources to remove barriers to learning, to complement services and supports provided within the school setting," write the authors of the Child Trends research review.<sup>109</sup> Evidence shows that this approach can be both e ective in improving student learning outcomes, and cost-e cient for society.

### III. Economists nd well-implemented integrated student support can produce a return on investment to society of \$3 in bene ts for every \$1 in costs

#### Evidence of return on investment

The costs of providing comprehensive, integrated student supports to improve learning outcomes and life prospects for Massachusetts students turn out to be significantly smaller than the benefits. A study of a functioning integrated student support system shows what is possible. Columbia University Economist Henry Levin and colleagues assessed the benefit: cost ratio of City Connects in Boston. They determined costs using the "ingredients" methodology, widely recognized for its accuracy because it catalogs, quantifies, and then matches with pricing information all resources used in implementation.<sup>110</sup> They found that when accounting for the costs of the program alone, \$11 in benefits was produced for each \$1 expended. That means if all public and private Massachusetts expenditures on education, social services, afterschool and mentoring programs, health services, and mental health services for children and families were the same as they are now, and City Connects were deployed statewide, an investment of \$1 million in the program would produce \$11 million in benefits to society.<sup>111</sup>

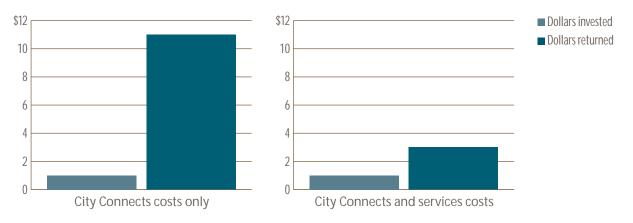


TABLE 7. Costs compared to bene ts

However, Levin and colleagues then asked a more complex question: are the benefits to society worth the cost if we consider not only the cost of the program, but also the costs of all public and private resources to which children and families are connected? In short, the answer is yes. When including the costs of services to which children and families are connected—like health care, after school programs, food, and other social services—the return on investment remained positive, yielding a ratio of \$3 in benefits for every \$1 invested (Table 7).<sup>112</sup> Similar return on investment results were reported by Child Trends researchers for a program known as Say Yes to Education.<sup>113</sup>

The return on investment analyses show that e ectively implemented integrated support means the Commonwealth will need to spend less on welfare, remedial education, criminal justice, and health issues linked to lower socio-economic status.<sup>114</sup>

Today, Massachusetts spends approximately \$7.7 billion or roughly 20 percent of the total state budget on children ages 0-18 across education, health, human services, and economic development sectors (Figure 3). One way to make these, and future, funds go further is to improve the coordination and e ciency of use. Integrated student support demonstrates that the benefits of driving the right resources to the right child at the right time are experienced widely: better educated citizens and workers, and fewer reliant on welfare or engaged in the criminal justice system.

#### FIGURE 3. Massachusetts FY2017 State Budget



SOURCE: Internal analysis of FY2017 GAA Budget

Investments in sys**tement approaches obial buscere** ciently and e ectively use existing resources are pressing in light of public budget trends. At the federal, state, and local levels, increasing portions of the budget are committed to social security and pensions, health care, and debt service. This leaves fewer and fewer resources to

benefits of driving the right resources to the right child at the right time are experienced widely: better educated citizens and workers, and fewer reliant on welfare or engaged in the criminal justice system

# IV. Models in schools and communities across the country o er opportunities to study implementation

There is a proliferation of activity to meet the comprehensive needs of students so that they can be ready to learn and engage in school, all falling under the umbrella of "student support." Student support services are a core function of schools and may focus to varying degrees on a child's academic, social-emotional, health and physical wellbeing and other needs. These supports may be provided directly by school personnel or in partnership with an external organization. As we will see, current student support e orts encounter common hurdles to providing e ective integrated student support, while active experiments to deliver comprehensive services in communities across the country o er guiding practices and systems to inform infrastructure building for implementation at scale.

#### What's happening in Massachusetts

Massachusetts has many thriving examples of schools addressing the comprehensive needs of students as part of a Tiered System of Support approach, a community school model, a City Connects school, or a home-grown set of partnerships. However, a recent study by MassINC and the University of Massachusetts Donahue Institute looked at the current state of student support in the state's 26 low-income Gateway City school districts. They found that most Gateway City districts have school-based student support teams, with 15 districts reporting teams in all elementary schools, 16 in all middle schools, and 17 in all high schools. The teams are comprised of some combination of state that may include school administrators, special education teachers, adjustment counselors, general education teachers, the school nurse, school psychologist, and guidance counselors. Though there is substantial variation in what student support teams do from school to school and from district to district, in general the teams "develop appropriate plans to meet the individual needs of children who require additional social and emotional support."<sup>117</sup>

Yet even with careful planning, schools are challenged to integrate comprehensive supports that go beyond social emotional support, including identifying available community-based resources, finding gaps in availability of certain services, managing and aligning partnerships, measuring impact, and addressing costs of coordination and services.

#### Identifying services and supports

School personnel's awareness of the resources available outside of school to meet student needs can vary significantly. Many teachers tell us they lack the knowledge, time, or job role to make connections between students in need and resources in the community. One teacher described keeping the name of a social worker she had met at a party in her desk drawer in case she needed help beyond what her school could o er. Another teacher described paying out of pocket for extra winter coats and school supplies to ensure that her students could play at recess and complete their assignments while in school, but expressed having no idea what to do beyond those temporary, stop-gap measures.

Principals and superintendents in small to medium-sized towns often know who the local social service, afterschool, and health providers are. Many report positive collaborations and good relationships, while ac-knowledging significant barriers to coordination and communication when it comes to connecting students to available resources.

Student support sta , teachers, principals, and superintendents in larger towns and cities may or may not know of community-based agencies, but seldom the broad provider network that exists. An observer in Brockton noted, "Our community is rich in resources and programs, but no one knows about them. It's

challenges and the "opportunity gap" experienced by many students, local schools have partnerships with community agencies and institutions.

minimal teacher engagement."<sup>130</sup> Moreover, "As the number of community supports available to students have begun to increase, schools are challenged in three major ways: (1) identifying which services and supports are appropriate for individual students; (2) managing partnerships and aligning them in a meaningful way with the work of the school, and (3) measuring the impact of these supports on outcomes such as student achievement and thriving."<sup>131</sup>

#### Learning from integrated student support approaches

What can we learn from schools and programs dedicated to integrating comprehensive supports and opportunities for students? Approaches vary on many important dimensions, typically relating to how schools and communities implement connecting children to both academic and non-academic supports. Using the principles of e ective practice described above as a framework,<sup>132</sup> programs o er varied answers to the following questions:

#### Customized

- To what extent will supports be universal?
- To what extent will supports be personalized to each student?

#### Comprehensive:

- What are the strengths?
- What are the needs?
- Which needs will be addressed?
- Will resources cultivate student strengths as well as address needs?
- Will resources be tailored to meet the varied intensities of student needs?

#### Coordinated

- Who initiates and sustains resource coordination e orts?
- Which structures will be aligned to support resource coordination, and how will they be prioritized?
- How will resources be coordinated and by whom?
- How is information organized?
- How is information communicated among family, student, and school?

#### Continuous

- To what extent is resource coordination integrated into schools' core student support operation?
- How is accountability for improving student learning outcomes assured? What metrics and outcomes are used?

Though impossible to illustrate every combination of answers developed by communities and programs across the nation and here in the Commonwealth, these questions help us to see the range of approaches programs and practitioners in the field use to address student needs through resource coordination (Table 8).

#### TABLE 8. Learning from the field

PRINCIPLES	QUESTIONS	EXAMPLES	
Customized	To what extent will supports be universal? To what extent will supports be individualized to each student?	Communities In Schools provides certain resources to the entire school and individualized resources to case-managed students who constitute about 10-15 percent of the school population; <sup>133</sup> BARR Center cultivates dtalig.003ndi()3Tm(T3(0.0tTexts-3(-(-man4.0.71st055Tc0.le(x)-13l)()3u3(0.0tu82.001-q	0(,tTextes

PRINCIPLES	QUESTIONS	EXAMPLES
Coordinated	How will resources be coordinated and by whom? How is information organized?	<b>Community schools</b> like <b>Cincinnati's Community Learning Centers</b> locate services like food pantries, health centers, recreation and afterschool programs in schools and have site-based resource coordinators (provided by local non-pro ts) who may use the Learning Partner Database which allows for information exchange between schools and select local agencies; <sup>148</sup> <b>New Bedford Public Schools</b> is placing wraparound coordinators in schools to help troubleshoot and connect children to resources; <sup>149</sup> <b>City Connects</b> surveys and analyzes the resource landscape in each school and in the surrounding community and the coordinator, overseen by a district level program manager (both of whom are masters' level social workers or school counselors), matches students to a tailored set of existing resources with the help of a proprietary technology system. <sup>150</sup>
Continuous	To what extent is resource coordination integrated into schools' core student support operation?	<b>Communities In Schools</b> brings a set of outside partners into a school to provide services to the student body, and in some locations participates in the school's student support team; <sup>151</sup> <b>Higher Ground Boston</b> helps identify outside partners that meet a school's self-identi ed needs; <sup>152</sup> <b>City Connects'</b> full time site coordinator talks to every teacher about every child every year, participates in the school-wide student support team, is an active member of the school community, is a hub for information about students, and connects children and families to resources and opportunities. <sup>153</sup>
Continuous	How is accountability for improving student learning outcomes assured? What metrics and outcomes are used?	<b>Strive Together</b> communities identify shared goals and shared metrics related to the scope of collaboration, and established new measures of child outcomes, and more; <sup>154</sup> <b>City Connects</b> uses metrics to assess delity of implementation and inform coaching on a de ned practice and assesses child-level outcomes using data collected by schools. <sup>155</sup>

From these widely varying approaches, we can learn about adaptations in urban, suburban, and rural communities. We can learn about di erent ways in which technology has been leveraged, and common challenges overcome. And we can learn about approaches in Massachusetts and beyond that are e ective in producing improved learning outcomes.

In short, the multiplicity of approaches and adaptations in use in the field, combined with an understanding of principles of e ective practice and a growing evidence base, o er a rich pool of practical guidance from which practitioners across the Commonwealth can learn as they continue to seek ways to more e ectively address the social, emotional and health needs of students. An emphasis in Massachusetts on the factors beyond academics that can impede learning builds on a foundation in both practice and policy, that sets the stage for e ective integrated student support.

## V. Massachusetts has the foundation in policy and practice to make

support groups, early education and care, and information about education options, housing, legal services, health care services, career skill building and financial planning opportunities, and other information and referral services.<sup>164</sup>

Progress on the Department of Elementary and Secondary Education's Early Warning Indicator System (EWIS) has also continued under Governor Baker and Secretary of Education James Peyser. Active since the 2011-2012 school year, the EWIS permits districts to identify students in grades 1-12 who may be at risk for missing key academic benchmarks.<sup>165</sup> Although use of the EWIS is evolving across districts, and some have elected to implement local versions of an early warning system, the ultimate aim is to wed student identification with prevention and remediation. Many districts are also using the Massachusetts Tiered System of Support (MTSS), which outlines "a single system of supports that is responsive to the academic and non-academic needs of all students" and provides "a continuum of multiple supports to meet their needs." <sup>166</sup> This includes universal screening, developing an understanding of students' individual academic and social-emotional needs, assigning school- and community-based supports to address those needs, and monitoring students for progress on key benchmarks.<sup>167</sup>

The current department is continuing to develop the EWIS and MTSS, as well as building its capacity to provide local school districts with cross-agency administrative data that may ultimately enable improved early warning detection and better service delivery. Students whose families are eligible for the Supplemental Nutritional Assistance Program (SNAP) or Transitional Aid to Families with Dependent Children (TAFDC) may receive "direct certification" and be automatically enrolled in the school's Free or Reduced Lunch program, for example.<sup>168</sup> And a pilot program implemented in 2014-15 allows schools to match enrollment lists with a list of MassHealth, or Medicaid, members to similarly assist with "direct certification" of students who are eligible for the Free or Reduced Lunch program.<sup>169</sup>

In 2015, the Board and Department of Elementary and Secondary Education made it a core priority of the education system to "support the social-emotional learning, health, and safety" of all students.<sup>170</sup> In tandem to this new strategic direction, the Safe and Supportive Schools Commission is developing a statewide framework to help schools chart a plan that integrates social-emotional learning, behavioral health, positive discipline, trauma-sensitivity, and other initiatives to help students learn more e ectively.<sup>171</sup> Core elements of this framework highlight importance of integrating school- and community-based resources to meet the comprehensive needs of students and families, and six communities are engaged in planning local "systems for student success" under the Safe and Supportive Schools grant program.<sup>172</sup>

Rapidly evolving commitments to address the comprehensive needs of students and families in Massachusetts' elementary and secondary sector build upon ongoing state-supported work at the intersection of K-12 and early education and care. For example, through the Department of Early Education and Care, the Commonwealth's children ages zero to five are served by 86 Coordinated Community and Family Engagement (CFCE) grantees that cover the state. Seventy of these grantees are local school districts. Core to the CFCE's mission is to "provide all families with access to locally available comprehensive services and supports that strengthen families, promote optimal child development, and bolster school readiness."<sup>173</sup> In addition, with funding from the federal Race to the Top grant and support from the National Governor's Association, Massachusetts helped a dozen communities to build local Birth to Grade Three systems, which frequently include multifaceted support services for students and families through community partnerships.<sup>174</sup>

These state-level e orts to foster resource integration for children, both inside and outside of school, are aligned with a federal emphasis on integrating comprehensive supports for students, and federal support of cross-sector collaboration within the Commonwealth. For example, the Centers for Disease Control is partnering with five states, including Massachusetts to implement the Essentials for Childhood Framework focused on reducing child maltreatment.<sup>175</sup> The Department of Health and Human Services' Substance Abuse and Mental Health Services Administration administered a grant that went to nine Massachusetts school districts to promote children's healthy development, reduce youth violence, and increase access to school-based mental health services and community-based resources.<sup>176</sup>

The recently reauthorized federal law known as the Every Student Succeeds Act builds on these prior investments. Though significant legal and implementation decisions remain for the federal Department of Education and the Massachusetts Department of Elementary and Secondary Education, the new law clearly highlights integrated supports and coordination of school- and community-based resources for students. Specifically, provisions in Titles I and IV permit coordination with "community-based services and programs." Numerous grant programs, subject to appropriation, would support partnerships between schools, community-based organizations, universities, and others dedicated to improving student outcomes.<sup>177</sup>

The ESSA returns significant discretion on education policy matters to the states, and includes a requirement that each state submit a plan to the federal government.<sup>178</sup> While ESSA retains many of the accountability requirements of its' predecessor, the No Child Left Behind Act, it also presents opportunities for states to identify for accountability purposes other indicators of student success. In this context, a groundswell of momentum has emerged in Massachusetts around Social-Emotional Learning (SEL). The Collaborative for Academic, Social and Emotional Learning (CASEL) defines SEL as the cognitive, a ective, and behavioral competencies: self-awareness, self-management, social awareness, relationship skills, and responsible decision making.<sup>179</sup> Coalitions like ExSEL<sup>180</sup> and SEL4MA<sup>181</sup> are organizing to support implementation of e ective SEL practices and influence policy, and educational leadership organizations, such as school committees and the Massachusetts Association of School Superintendents, are developing professional development opportunities around SEL.<sup>182</sup> The related movements toward social-emotional competencies and safe and supportive school environments are aligned with and aided by a focus on comprehensive integrated student supports. Just as students are more readily able to gain cognitive or academic skills when they receive supports and opportunities that meet their needs, they also demonstrate improved engagement and readinesstive Tc.ris3 (eenci)3 (es Tdi

# VI. An infrastructure for integrated student support can make implementation at scale feasible and cost-e cient

In the UMass Donahue MassINC report on student support systems in the Gateway Cities, the authors write, "Systems to support the social and emotional development of youth are fundamental to the future of Gateway Cities. Leaders inside and outside of school districts must work together to unfurl these systems across the entire community, linking and coordinating resources. [We must take] steps to create the backbone infrastructure for systemic solutions."<sup>184</sup> Former President of the Massachusetts Superintendents' Association and Superintendent of the Fitchburg Public Schools, Andre Ravenelle explains that "districts want a replicable structure so we don't all have to reinvent the wheel."<sup>185</sup>

For the first time ever, we can provide that. We can leverage insights from the developmental sciences, evidence of what works to support student learning and thriving, and the experience of programs and educators to develop a backbone infrastructure that both supports e ective practices and allows for local adaptation to a community's specific needs and contexts.

We seek to make it possible for any Massachusetts school district to choose to drive the right resources to the right child at the right time in order to narrow achievement gaps, reduce dropout rates, and improve educational opportunity for all. We also seek to learn about what does and does not work, how various communities in urban, suburban and rural settings are approaching integrated support, the hurdles they are facing, and ways these might be addressed.

To help bring this vision to fruition, The Boston College Lynch School of Education's Center for Thriving Children has assembled leaders from across the Commonwealth to advise on development of an infrastructure through a new initiative called InterconnectED. (See page 35 for a list of members.) Working in close consultation and alignment with state leaders, the Massachusetts Department of Elementary and Secondary Education, the Safe and Supportive Schools Commission, and partner organizations, InterconnectED proposes to help develop an infrastructure to facilitate the local integration of education with social services, youth development, health and mental health resources for Massachusetts' children and families. This infrastructure may include:

Improving the policy context to better support e ective implementation. Although possible to implement e ective integrated support in the current policy climate, it is not without challenges. InterconnectED's policy role can be to surface opportunities to improve existing policies, remove impediments to implementing e ective integrated support, and contribute to a policy framework that addresses the relationship between child development, opportunity, academic outcomes, and the Commonwealth's future success.

Developing communications to disseminate knowledge and describe infrastructure building. The practices, rationale, and research related to e ective integrated support are complex and require translational required to accomplish this is out of reach for most, if not all, districts, charter schools, and private schools serving children who could benefit. Developing an infrastructure to help localities match students to a tailored set of resources is necessary if schools are to implement cost-e ective approaches, undertake practices linked to improved student achievement, and if districts are to stop "reinventing the wheel."

To support schools and communities to e ectively integrate supports for children and families, we must consider practical tools to facilitate e ective practices such as identifying students' comprehensive strengths and needs, identifying available resources to address those needs, and facilitating connections to both school- and community-based resources. Prospective components could include:

A technology system that supports e ective implementation at scale. Existing approaches in the field, including City Connects and the Strive Partnership in Cincinnati, o er starting points on the use of technology. Moreover, there are existing data sources in Massachusetts that can be woven together so that those working directly with students can have information and 21st century tools to assist in making high-quality matches between children in need and school- and community-based resources we have. Technology is key to creating e ciencies, supporting principles of e ective practice, and assessing impact on student learning outcomes.

Guidance on implementation strategies for local leaders. Bringing together information on strategies from across the country would capitalize on the academic and field-based research underway, and provide case studies to explain how various communities and programs are integrating supports in urban, suburban, and rural settings.

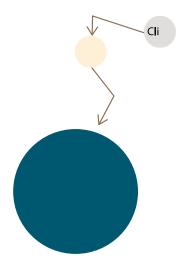
Professional development delivered on-line or in person, technical assistance, and other resources for practitioners to support e ective implementation. This would provide an opportunity to learn about the types and depths of support needed to make comprehensive, integrated support possible at scale.

A "networked improvement community" among participating communities aimed at leveraging the experience and expertise of implementers in order to accelerate e ective intervention and incorporate insights into centralized systems and varied educational contexts. Like a conductor can transform a cacophony of e ort into a symphony, an infrastructure can make it possible for schools and communities to transform the existing landscape of public and private investments in children and families into a system capable of driving the right resources to the right child at the right time.

A relatively low cost infrastructure—one that enables existing investments in education, social services, youth development, health, and mental health resources for children and families to be better used—can create service delivery e ciencies yielding broad benefits to society.

By building knowledge of e ective practices, and tools to make comprehensive resources integration feasible for schools, an infrastructure can help to transform learning outcomes for students.<sup>186</sup> Like a conductor can transform a cacophony of e ort into a symphony, an infrastructure can make it possible for schools and communities to transform the existing landscape of public and private investments in children and families into a system capable of driving the right resources to the right child at the right time (Figures 4 and 5).

#### FIGURE 4. Current resource landscape



To do so will require a systemic approach that marshals the resources and leadership of our schools, communities, and Commonwealth to drive the right set of resources to the right child at the right time, over time.

With leadership from the Boston College Lynch School of Education's new initiative, InterconnectED and its statewide Advisory Board, and your help, we can build an infrastructure that addresses the barriers schools and community-based organizations face to resource integration, we can make it possible for schools in every city and town wishing to meet the comprehensive needs of children to do so. We can make it possible to leverage pre-exist-

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