



Assessment of Safe Haven Program Grants Administered by the Indiana Criminal Justice Institute

2005 and 2006 Grant Awards

**Prepared for the Indiana Criminal Justice Institute
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On January 26, 2006, the Indiana Criminal Justice Institute (ICJI) contracted with the IUPUI Center for Urban Policy and the Environment (CUPE) to perform descriptive assessments and evaluations of 12 federal grant programs administered by ICJI. ICJI asked CUPE to examine subgrantee files maintained at its offices and assess the process of subgrantee grant applications and the extent to which reported performance of services is consistent with subgrantee proposals. The primary sources of data for these assessments are the subgrantee applications and their fiscal and performance reports, all of which are maintained as internal administrative records by ICJI. The major purpose of each assessment is to determine whether subgrantees are producing the services proposed in grant applications, as well as to compile any performance information contained within ICJI's internal subgrantee files. CUPE staff are now working in collaboration with the newly-formed IUPUI Center for Criminal Justice Research to complete the remaining analyses in this series of assessments.

The Center for Urban Policy and the Environment

The Center for Urban Policy and the Environment, now one of three research centers within the newly-established Indiana University Public Policy Institute, is devoted to supporting economic success for Indiana and a high quality of life for all Hoosiers. An applied research organization, CUPE was created by the Indiana University School of Public and Environmental Affairs in 1992. CUPE works in partnership with community leaders, business and civic organizations, nonprofits, and government. CUPE's work has historically focused on urban and community development, health policy, and criminal justice research essential to developing strategies to strengthen Indiana's economy and quality of life.

The Center for Criminal Justice Research

The Center for Criminal Justice Research (CCJR), one of three applied research centers currently affiliated with the Indiana University Public Policy Institute, works with public safety agencies and social services organizations to provide impartial applied research on criminal justice and public safety issues. CCJR provides analysis, evaluation, and assistance to criminal justice agencies; and community information and education on public safety questions. CCJR research topics include traffic safety, crime prevention, criminal justice systems, drugs and alcohol, policing, violence and victimization, and youth.

Indiana University Public Policy Institute

The Indiana University (IU) Public Policy Institute is a collaborative, multidisciplinary research institute within the Indiana University School of Public and Environmental Affairs (SPEA). Established in the spring of 2008, the Institute serves as an umbrella organization for research centers affiliated with SPEA, including the Center for Urban Policy and the Environment, the Center for Health Policy, and the Center for Criminal Justice Research. The Institute also supports the Office of International Community Development and the Indiana Advisory Commission on Intergovernmental Relations (IACIR).



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Indiana's Safe School Fund, first established in 1995 and enhanced through amendments in 1999, was established as part of Indiana's commitment to making local schools safer. The overall intent of the Safe Haven Education Program is to ensure that Indiana Schools are safe and free from violence and drugs. The Indiana Criminal Justice Institute (ICJI) was charged with administering and overseeing the implementation of the fund. Only Indiana school corporations are eligible to apply to ICJI for a grant for matching funds to establish and operate a school safe haven program; however, many school corporations partner with local law enforcement agencies and other organizations to provide Safe Haven programs and services. Beginning in the 2006-07 award period, the matching requirement for Safe Haven grants is dollar for dollar. This report summarizes an assessment conducted by the Center for Criminal Justice Research and the Center for Urban Policy and the Environment at Indiana University-Purdue University Indianapolis. Researchers analyzed the distribution of total Safe Haven grant funds by program area and by county, and conducted 10 randomly selected case studies to assess the grant application and management process both within ICJI and at the subgrantee level.

Program Assessment Criteria

In evaluating the 10 cases, a simple qualitative rating scale of below average, average, and above average was used to summarize the overall assessment of each case. Generally, an average program was considered to be one that completed the grant application correctly, attempted to establish that a problem existed in the problem statement, offered a detailed

program description, identified a reasonable program goal, objectives, and activities, submitted timely and accurate financial and progress reports, provided discussions of program activities in the progress reports, and appeared to have a somewhat positive impact on the problem the program attempted to address. However, due to the fact that financial and progress reporting were problem areas in all of the case studies, researchers weighted the problem statement, program description and goals, and program activities higher in this rating system. Cases that did not meet the applied standards were rated below average; those that exceeded these standards were considered above average. Using these criteria, three of the cases were classified as average programs, two of the cases were classified as above average, and five of the cases were classified as below average programs.

Recommendations

The detailed analyses of 10 case studies resulted in the identification of several problem areas that need to be addressed further to improve the management and operation of ICJI's Safe Haven funding. The resulting seven recommendations for improving program administration and management are summarized below:

1. Provide more detailed problem statements and evidence in establishing program needs. The case studies revealed problems with a number of subgrantee problem statements. ICJI should encourage subgrantees to place more emphasis on the provision of evidence to demonstrate the existence of the problem at a local level. Some subgrantees offered only national data as evidence of a need to address the



problem in their community. ICJI might consider providing more detailed guidelines and brief training sessions on how to build strong problem statements. Training should also address how to access and utilize data on local statistics that could be used in developing problem statements.

2. Clarify goals, objectives, and activities.

ICJI should continue to educate Safe Haven subgrantees about the proper definition and configuration of goals, objectives, and activities. ICJI Youth Division program managers could create a sample completed grant application, drawing from select elements of recent subgrantee applications, and provide those to grant applicants so that they understand what level of detail is needed for a quality application. Additionally, given that award amounts tend to be significantly lower than amounts requested, subgrantees should indicate how the scope and activities of their programs change based on the actual funds received.

3. Define detailed timeline and program implementation.

Grant applications sometimes lack detailed plans for program implementation and sustaining the program over time. Subgrantees should be encouraged to provide detailed timelines for implementing program activities and achieving program goals and objectives.

4. Performance reporting terms, sanctions, and compliance.

Safe Haven reporting forms are lengthy and confusing, and subgrantees often neglect to complete all of the sections of the forms. Reporting timelines are

also unclear and seem to vary (e.g. quarterly, semester, semi-annual, etc.) in Safe Haven documentation. ICJI should develop clear guidelines regarding performance reporting requirements and revise reporting forms to address the need for further clarification. ICJI should consider developing sanctions for subgrantees who fail to submit timely, accurate progress reports with sufficient detail on program activities. Many subgrantees fail to submit the required reports, and some provide incomplete reports with little documentation of program activities or impacts. A more regular system of mandatory Safe Haven grant training sessions sponsored by ICJI could help reduce insufficient reporting.

5. Analyzing time series information for continuation grants.

Subgrantees that continue to receive Safe Haven funding from ICJI should be encouraged to report data over time regarding the services that have been provided. Given the number of subgrantees administered by ICJI (and current staffing levels with the Youth Division), it is not realistic to expect ICJI program managers to be able to produce trends charts for individual subgrantees. This information would be useful for the Board of Trustees to understand subgrantees' productivity over time when making funding decisions.

6. Performance metrics and self-evaluation efforts by subgrantees.

Subgrantees should be required to submit a program assessment plan with grant applications. Subgrantees should be required to think about how they will actually measure whether their program is doing what



they claim it is doing. Training should be provided focused on developing performance metrics and collecting data necessary to assess program impacts. In addition, in the final progress reports, subgrantees should be required to provide a definitive statement about whether the program tasks and activities were completed, and the program objectives and goals identified in the grant application were achieved. Subgrantees should provide an explanation in the narrative section about how they achieved their objectives, or provide an explanation for why the program goals were not met. Where applicable,

subgrantees should discuss plans to improve their program.

7. Regular mandatory Safe Haven subgrantee training sessions. With nearly all the recommendations noted here, the implementation by ICJI of regular, mandatory training sessions for Safe Haven subgrantees is likely to have a significant impact on overall subgrantee performance. At least one mandatory training session per funding cycle should be provided to all Safe Haven subgrantees to address the issues discussed in these recommendations.



SAFE HAVEN PROGRAM DESCRIPTION

Background Information

Indiana's Safe School Fund, first established in 1995 and enhanced through amendments in 1999, was established as part of Indiana's commitment to making local schools safer. The overall intent of the Safe Haven Education Program is to ensure that Indiana schools are safe and free from violence and drugs. The Indiana Criminal Justice Institute (ICJI) was charged with administering and overseeing the implementation of the fund. The Safe School Fund, pursuant to Indiana Code 5-2-10.1, was designed to:

1. Promote school safety through the:
 - A. purchase of equipment for the detection of firearms and other weapons;
 - B. use of dogs trained to detect firearms, drugs, explosives, and illegal substances;
 - C. purchase of other equipment and materials used to enhance the safety of schools.
2. Combat truancy;
3. Provide matching grants to schools for school safe haven programs;
4. Provide grants for school safety and safety plans; and,
5. Provide educational outreach and training to school personnel concerning:
 - A. the identification of;
 - B. the prevention of; and
 - C. intervention in; bullying.

Funding Criteria and Eligibility

Only Indiana school corporations are eligible to apply to ICJI for a grant for

matching funds to establish and operate a school safe haven program; however, many school corporations partner with local law enforcement agencies and other organizations to provide Safe Haven programs and services. Beginning in the 2006-07 award period, the matching requirement for Safe Haven grants is dollar for dollar. Safe Haven grants are awarded on a yearly basis with grant periods for these awards typically running from September 1 through August 31 of each year. To be eligible for funding, a school's program must include at least the following components:

1. The school must be open to students of the school before and after normal operating hours, and;
2. The program must operate according to a plan to reduce alcohol, tobacco, and drug abuse; reduce violent behavior; and promote educational progress.

ICJI partners with the Indiana Department of Education and its Indiana School Safety Specialist Academy to provide assistance to school corporations in developing and implementing their school safety plans. Examples of funded Safe Haven projects include before- and after-school activities, school safety equipment and training, school/law enforcement partnerships, and school resource officers.

ICJI Safe Haven Grant History

During both the 2005-06 and 2006-07 award periods, Safe Haven grants totaled approximately \$1.3 million annually. Table 1 depicts the amount and percentage of total Safe Haven funds awarded by county. In 2005, over 90 percent of Indiana counties received Safe Haven funds. Marion (12.8 percent) and Lake (8.2



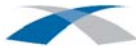
percent) counties received the highest percentage of funds during the 2005-06 award period. Nearly 8 percent of Safe Haven funds went to ICJI for

administering the project and managing the 236 grants that were awarded during the 2005-06 operating period.

Table 1: Safe Haven Awards to School Districts by County, 2005 and 2006

County	2005-06 Operating Period			2006-07 Operating Period		
	Number of Awards	Amount	Percentage of Total	Number of Awards	Amount	Percentage of Total
State (ICJI)	1	\$104,211.84	7.9	1	\$131,020.00	9.8
Adams	3	\$6,880.92	0.5	0	\$0.00	0.0
Allen	4	\$37,244.28	2.8	3	\$39,778.78	3.0
Bartholomew	2	\$13,929.12	1.1	1	\$31,752.50	2.4
Benton	1	\$1,940.04	0.1	0	\$0.00	0.0
Blackford	0	\$0.00	0.0	0	\$0.00	0.0
Boone	3	\$19,934.88	1.5	2	\$9,459.48	0.7
Brown	0	\$0.00	0.0	0	\$0.00	0.0
Carroll	0	\$0.00	0.0	0	\$0.00	0.0
Cass	3	\$14,120.88	1.1	1	\$15,072.00	1.1
Clark	3	\$17,040.12	1.3	1	\$8,413.20	0.6
Clay	1	\$9,649.20	0.7	0	\$0.00	0.0
Clinton	3	\$10,673.28	0.8	2	\$10,927.00	0.8
Crawford	1	\$3,545.52	0.3	1	\$3,415.50	0.3
Daviess	3	\$7,554.12	0.6	1	\$3,000.00	0.2
Dearborn	2	\$9,481.92	0.7	2	\$22,860.46	1.7
Decatur	2	\$8,827.08	0.7	0	\$0.00	0.0
DeKalb	1	\$8,578.20	0.7	2	\$24,077.47	1.8
Delaware	6	\$9,296.28	0.7	1	\$11,535.19	0.9
Dubois	4	\$7,380.72	0.6	0	\$0.00	0.0
Elkhart	6	\$28,323.36	2.2	1	\$15,941.22	1.2
Fayette	1	\$7,082.88	0.5	1	\$5,000.00	0.4
Floyd	1	\$23,376.36	1.8	1	\$23,376.00	1.7
Fountain	2	\$3,845.40	0.3	0	\$0.00	0.0
Franklin	2	\$5,858.88	0.4	0	\$0.00	0.0
Fulton	1	\$1,711.56	0.1	0	\$0.00	0.0
Gibson	2	\$5,650.80	0.4	0	\$0.00	0.0
Grant	2	\$12,894.84	1.0	1	\$13,500.00	1.0
Greene	3	\$6,972.72	0.5	2	\$13,015.18	1.0
Hamilton	5	\$59,445.60	4.5	3	\$47,891.60	3.6
Hancock	3	\$9,773.64	0.7	1	\$7,865.59	0.6
Harrison	0	\$0.00	0.0	0	\$0.00	0.0
Hendricks	6	\$34,257.72	2.6	2	\$23,001.14	1.7
Henry	4	\$14,004.60	1.1	1	\$3,100.00	0.2
Howard	5	\$26,236.44	2.0	2	\$9,450.00	0.7
Huntington	1	\$12,943.80	1.0	0	\$0.00	0.0
Jackson	3	\$9,249.36	0.7	1	\$4,611.42	0.3
Jasper	2	\$8,710.80	0.7	1	\$8,743.65	0.7
Jay	1	\$2,305.20	0.2	0	\$0.00	0.0
Jefferson	2	\$4,740.96	0.4	0	\$0.00	0.0
Jennings	1	\$5,730.36	0.4	0	\$0.00	0.0
Johnson	5	\$25,408.20	1.9	2	\$41,380.88	3.1
Knox	1	\$1,362.72	0.1	0	\$0.00	0.0
Kosciusko	4	\$13,172.28	1.0	1	\$4,500.00	0.3
LaGrange	2	\$8,145.72	0.6	1	\$9,646.89	0.7

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County	2005-06 Operating Period			2006-07 Operating Period		
	Number of Awards	Amount	Percentage of Total	Number of Awards	Amount	Percentage of Total
Lake	17	\$108,132.24	8.2	9	\$108,051.20	8.0
LaPorte	5	\$9,020.88	0.7	3	\$7,552.56	0.6
Lawrence	2	\$4,761.36	0.4	1	\$19,928.68	1.5
Madison	5	\$18,672.12	1.4	2	\$13,029.00	1.0
Marion	10	\$168,705.69	12.8	7	\$200,755.70	14.9
Marshall	3	\$3,610.80	0.3	1	\$5,196.91	0.4
Martin	1	\$2,197.08	0.2	0	\$0.00	0.0
Miami	3	\$1,795.20	0.1	1	\$1,750.00	0.1
Monroe	1	\$5,648.76	0.4	2	\$14,479.64	1.1
Montgomery	3	\$3,039.60	0.2	1	\$2,905.00	0.2
Morgan	3	\$21,405.72	1.6	3	\$20,300.00	1.5
Newton	2	\$3,639.36	0.3	1	\$8,048.13	0.6
Noble	3	\$16,060.92	1.2	3	\$27,206.51	2.0
Ohio	0	\$0.00	0.0	1	\$3,300.00	0.2
Orange	3	\$7,082.88	0.5	3	\$14,622.06	1.1
Owen	1	\$4,771.56	0.4	1	\$11,264.53	0.8
Parke	2	\$3,180.36	0.2	1	\$2,000.00	0.1
Perry	2	\$3,900.48	0.3	0	\$0.00	0.0
Pike	1	\$4,251.36	0.3	1	\$3,981.99	0.3
Porter	4	\$29,098.74	2.2	3	\$33,474.72	2.5
Posey	1	\$1,605.48	0.1	1	\$10,443.12	0.8
Pulaski	2	\$4,710.36	0.4	0	\$0.00	0.0
Putnam	4	\$12,291.00	0.9	2	\$14,929.90	1.1
Randolph	5	\$5,279.52	0.4	1	\$4,454.06	0.3
Ripley	2	\$3,741.36	0.3	1	\$3,163.73	0.2
Rush	1	\$5,408.04	0.4	1	\$8,894.00	0.7
St. Joseph	5	\$59,308.92	4.5	4	\$71,617.28	5.3
Scott	1	\$5,838.48	0.4	1	\$3,289.61	0.2
Shelby	3	\$8,447.64	0.6	0	\$0.00	0.0
Spencer	2	\$6,226.08	0.5	1	\$1,660.00	0.1
Starke	3	\$3,253.80	0.2	1	\$5,000.00	0.4
Steuben	2	\$4,620.60	0.4	2	\$19,728.09	1.5
Sullivan	2	\$1,991.04	0.2	1	\$3,698.74	0.3
Switzerland	0	\$0.00	0.0	0	\$0.00	0.0
Tippecanoe	2	\$25,669.32	1.9	3	\$72,780.69	5.4
Tipton	1	\$2,097.12	0.2	1	\$1,500.00	0.1
Union	0	\$0.00	0.0	0	\$0.00	0.0
Vanderburgh	2	\$45,502.20	3.5	1	\$45,113.00	3.4
Vermillion	1	\$1,689.12	0.1	0	\$0.00	0.0
Vigo	1	\$8,178.36	0.6	0	\$0.00	0.0
Wabash	3	\$7,376.64	0.6	1	\$3,344.00	0.2
Warren	1	\$2,815.20	0.2	0	\$0.00	0.0
Warrick	1	\$18,906.72	1.4	0	\$0.00	0.0
Washington	3	\$9,051.48	0.7	0	\$0.00	0.0
Wayne	4	\$20,283.72	1.5	3	\$16,404.00	1.2
Wells	3	\$6,778.92	0.5	1	\$5,738.11	0.4
White	2	\$5,234.64	0.4	1	\$11,283.42	0.8
Whitley	0	\$0.00	0.0	0	\$0.00	0.0
Total	236	\$1,316,773.47	100.0	110	\$1,343,223.53	100.0
Percentage of total counties receiving Safe Haven funds			91.3			67.4



In 2006, less than 70 percent of Indiana counties received Safe Haven funds, greater than a 20 percent decrease from the previous award period. Again, Marion (14.9 percent) and Lake (8 percent) counties received the highest percentage of funds during the 2006-07 award period. Approximately 10 percent of the total project funds (a slight increase from 2005) was awarded to ICJI for project administration and managing the 110 grants that were awarded during the 2006-07 operating period. This total of 110 grants awarded in 2006 represents a 53 percent decrease in Safe Haven awards from the previous grant period.

The change in the distribution of Safe Haven funds by program area was

minimal during the 2005-06 and 2006-07 award periods. Table 2 illustrates that, while the total of Save Haven funds awarded decreased dramatically across all program areas, the percentage of total funds awarded by program area varied only slightly during this same period. The percentage of Safe Haven funds awarded in the *combination* program area remained constant across award period, while the percentage of program funds awarded in the *before and after-school* program area decreased from around 40 percent in 2005 to just under 35 percent in 2006. In contrast, the percentage of funds awarded in the *equipment* program area increased from 27 percent in 2005 to nearly 33 percent in 2006.

Table 2: Safe Haven Awards to School Districts by Program Area, 2005 and 2006

Program Area	2005-06 Operating Period			2006-07 Operating Period		
	N	Amount	Percentage of Total	N	Amount	Percentage of Total
Before and After School Program	85	\$534,341.01	40.6	44	\$469,270.25	34.9
Combination	49	\$293,992.74	22.3	23	\$303,204.50	22.6
Equipment	98	\$354,972.24	27.0	42	\$439,728.78	32.7
Other	4	\$133,467.48	10.1	1	\$131,020.00	9.8
Total	236	\$1,316,773.47	100.0	110	\$1,343,223.53	100.0



SAFE HAVEN CASE STUDIES

Ten Safe Haven subgrantee programs were selected for detailed case study analysis. The case studies represented a little more than 9 percent of the total number of Safe Haven grants awarded during the 2006-07 operating period, and approximately 22 percent of total Safe Haven funds awarded during this same period. Each of the case studies involved subgrantees with continuation grants representing current, active programs in place in 2006. Case study sub-

grantees were selected through a stratified sampling methodology based on individual award amounts. Sorted in ascending order, cumulative dollars were calculated up to the total annual funds awarded in the amount of \$1.3 million. One subgrantee was then selected for every \$100,000 awarded. The sample was drawn from 2006-07 grant awards ranging from \$7,884 to \$65,694.



CASE STUDY 1: CENTER GROVE COMMUNITY SCHOOL CORPORATION

Safe Haven Grants: 05-SH-021: \$4,420;
06-SH-006: \$25,920

Program Description

The Center Grove Community School Corporation (CGCSC) proposed to partner with Honeywell to develop and provide a modern security system to limit unauthorized access to school buildings.

Problem Statement, Goals, and Program Activities

CGCSC's problem statement primarily dealt with a growing population and also noted "concerns for student and staff safety" as evidence that the school community was in need of security updates. While the subgrantee cited an ineffective security system, program administrators did not offer concrete examples or incidents of security breaches to illustrate the problem.

The project goal was development of an updated security system for community school buildings. The proposal provided a brief description of program activities related to partnering with Honeywell for the provision of enhanced security. CGCSC did not specify intended beneficiaries of the program, as required by the Safe Haven application, nor did it provide a timeline for expected results.

Measurements and Performance Metrics

CGCSC did not propose measures of performance nor were any required Safe Haven progress reports found in the 2005 file.

Fiscal Performance

As shown in Table 3, the CGCSC applied for a substantially larger grant (\$44,000) than was awarded (\$4,420) in 2005. Only one quarterly financial report was found in the file. Consequently, line item amounts and burn rates for the 2006 award are *unknown*, as reflected in the budget overview table. There were no amendments and according to ICJI award control reports, all funds were expended as approved by ICJI.

Assessment of 2006 Grant

The 2006 application provides a much more in-depth discussion of the problem and includes more details to demonstrate need. For example, the proposal includes discussion regarding limitations of the Johnson County Sheriff's Department, population growth, as well as a description of two recent security threats. The problem statement also provides data related to the number of sheriff calls in the past year aggregated by school type. The

Table 3: Center Grove Community School Corporation Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	NA	\$50,000	\$5,246	unknown	unknown
Contractual services	\$44,000	\$4,420	\$4,420	100%	\$0	\$0	\$0	NA
Travel	\$0	\$0	\$0	NA	\$1,000	\$5,890	unknown	unknown
Equipment	\$0	\$0	\$0	NA	\$0	\$14,784	unknown	unknown
Operating expenses	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Total Award	\$44,000	\$4,420	\$4,420	100%	\$51,000	\$25,920	\$25,638	99%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



2006 program goal is to increase police and security presence within the school corporation. Program activities include the addition of a Coordinator of Safety Services to complement the School Resource Officer. The proposal also specifies intended beneficiaries and provides a brief timeline for implementation.

While the final progress report states that several short-term goals have been met, including, “a decrease in discipline referrals specifically in areas such as fighting, tardies, and skipping classes,” CGCSC fails to provide any quantitative metrics to support of these assertions. The 2006 report also indicates that the program will result in other long-term benefits such as improved school crisis plans, but notes that these will take more

time to measure and does not provide benchmarks that might be used to gauge such results.

Overall Program Assessment

Overall, CGCSC’s program should be considered below average. The 2006 proposal demonstrated a marked improvement over the previous application in terms of a stronger problem statement, discussion of project activities, intended project beneficiaries and a timeline. However, given the lack of progress reports in the subgrantee file, it is difficult to gauge impact of the program supported by the award. CGCSC expended all grant funds, yet only two financial reports covering the grant periods were found in the file.



CASE STUDY 2: DEKALB COUNTY CENTRAL UNITED SCHOOL DISTRICT

*Safe Haven Grants: 05-SH-040: \$8,578;
06-SH-015: \$16,231*

Program Description

The DeKalb County Central United School District (DCCUSD) grant application covered a number of proposed projects. The subgrantee requested funding to support the purchase of cameras to monitor outdoor activities at four elementary schools. DCCUSD also proposed a program that would use a district school resource officer to provide a safe and secure environment while providing instructional program in the areas of substance abuse and appropriate student conduct. The subgrantee's proposal also included training and certification of school personnel in cardiopulmonary resuscitation (CPR) and Automated External Defibrillator (AED) qualifications as well as the purchase of four AEDs for schools not currently equipped with such devices.

Problem Statement, Goals, and Program Activities

The problem statement addressed the increase in physical aggression among students, and cited a Department of Education report on suspensions and expulsions as evidence of such a problem.

DCCUSD's stated program goals included the following:

1. To provide better education for staff, students, parents, and the community about school safety practices, policies, and prevention through a variety of in-service programs;
2. To provide equipment and materials which communicate best safety practices;
3. To provide equipment which will allow school personnel to better

communicate to police, fire, and EMS how, where, and when to respond to an emergency or crisis; and

4. To provide equipment that can provide better surveillance of school parking lots, grounds and buildings.

The grant application did not include a clear timeline for program implementation and project activities.

Measurements and Performance Metrics

In terms of program evaluation, the subgrantee mentioned that school district parent and teacher organizations are helpful in assessing the appropriateness of cameras and whether such equipment contributes to a safer school environment. DCCUSD also indicated that school officials use such evaluations to develop better safety policies. DCCUSD submitted two progress reports with requisite information regarding program provision, number of student participants, as well as the frequency and duration of program activities.

Fiscal Performance

Two quarterly financial reports regarding the 2005 award were found in the file. According to the final quarterly report and ICJI award control documents, all funds were expended. Budget information for the 2006 grant found in the subgrantee file conflict with award and expenditure detail from ICJI award control spreadsheets. As shown in Table 4, DCCUSD proposed a budget of \$25,800 and was awarded \$16,231. While two 2006 quarterly reports in the subgrantee file were identical and both reflected that the subgrantee had yet to draw any funds, ICJI reports indicate that the subgrantee expended all funds granted.



Table 4: DeKalb County Central United School District Budget Overview, 2005-06 Operating Period*

	2005-06			
	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	NA
Contractual services	\$6,000	\$6,694	\$6,694	100%
Travel	\$0	\$0	\$0	NA
Equipment	\$2,500	\$1,884	\$1,884	100%
Operating expenses	\$0	\$0	\$0	NA
Total Award	\$8,500	\$8,578	\$8,578	100%

*Note: Given that available budget information provided in the file did not include a breakdown of the 2006-07 requested and awarded matching funds, a budget overview for the 2006-07 operating period is not included in the table.

Assessment of 2006 Grant

The subgrantee provided a fairly thorough and informative project description for the 2006 grant application. However, as with the 2005 proposal, the subgrantee's problem statement also lacked empirical data. No progress reports for the 2006 grant were found in the file. While all grant funds were spent, quarterly financial reports did not reflect such expenditure.

Overall Program Assessment

DCCUSD should be considered a below average program. The subgrantees' problem statement was relatively weak and the proposal lacked detail regarding program implementation. While financial reporting was somewhat inconsistent, overall, progress reports indicate that the program resulted in some benefit to the school district.



CASE STUDY 3: EVANSVILLE- VANDERBURGH SCHOOL CORPORATION

*Safe Haven Grants: 05-SH-055: \$45,112,
06-SH-025: \$45,113*

Program Description

The Evansville-Vanderburgh School Corporation (EVSC) includes three problem statements, each of which outlines a different program to address the problems identified. These programs include 1) the administration of a police liaison program within district high schools, 2) program funding for the African-American Choral Ensemble at Washington Middle School, and 3) expanded after-school programming at Thompkins Middle School and Dexter Elementary School. The grant application provides a listing of the proposed programs in the project description but does not provide a discussion regarding specific program activities. According to the project description, Safe Haven programming includes funding for a variety of homework, arts, and sports-related activities.

Problem Statement, Goals, and Program Activities

The problem statement is most clearly articulated for the police officer liaison program, which is proposed for implementation in seven district high schools. The subgrantee describes the need for stronger law enforcement presence within the district to serve as a deterrent to potential safety violations and behavioral disruptions. According to the grant application, the addition of the liaisons will serve as a proactive strategy that will both reduce the number of violations and help to expedite the investigation of incidents and service referrals for known violators. The application also proposes that liaisons provide educational presentations on safety information for students. The problem statement is quantified through the use of empirical data related to student violations

including the number of thefts, assaults, fights, threats, weapons, and substance abuse incidents to support the need for a greater law enforcement presence. The data provided reflect trends across all 35 Evansville-Vanderburgh schools. The problem statement does not provide benchmark or trend data to determine how these numbers compare to previous years.

The subgrantee provides a discussion of the broad purpose for the Safe Haven funds but does not outline task-oriented program objectives. Additionally, the subgrantee provides little information regarding the program activities beyond the addition of police officer liaisons. Given the nature of the problem, the addition of liaisons is a logical first step and likely to have some impact on student behavior. However, it is difficult to accurately estimate the potential impacts of the program without an analysis of the origins of the problem and a detailed description of liaison duties and responsibilities, as well as the purposes of these activities.

Similar to the police liaison program, the subgrantee provides a clear problem statement in support of the African-American Choral Ensemble group program at Washington Middle School. The ensemble group is designed for middle school students with an interest in music. The program educates students in the origins, growth, and development, and performance traditions of African-American music. The group meets weekly and engages in a number of live performances throughout the school year. This is an enrichment program designed to improve student behavior and increase participation in after-school activities.

The subgrantee provides a detailed narrative and empirical data to support the need for the additional programming. According to the problem statement, the



primary goal of the project is to reduce disparity in the number of minority students participating in performing arts activities sometimes linked to improved academic performance and reductions in behavioral problems associated with juvenile delinquency. To support the need for the additional programming, the subgrantee provides district-wide demographic data to illustrate the disparity in extracurricular activity participation among minority students.

The problem statement also clearly outlines specific objectives for the program including an increase in the number of under-represented students participating in the performing arts, increased development of knowledge and skills in the performing arts, the promotion of youth development (i.e., self-discipline, self-esteem, etc.) amongst students, and the provision of a safe after-school environment. The grant application also identifies goals (including changes in student behaviors and improving the school environment) that extend beyond the original scope of the project as stated in the main program objective. These goals appear to be logical and consistent with the nature of the program; however, the grant application does not provide a clear discussion of how these goals relate to the initial problem statement or these types of activities.

The final program outlined in the grant application was the provision of after-school programming at Thompkins Middle School and Dexter Elementary School. While the problem statement was clear and provided useful information, no discussion of district level issues or empirical data was included. The problem statement for both sites provides a discussion of nationwide statistics and trends in support of additional after-school programming, but does not discuss

specific problems at the respective school sites or the district as a whole. According to the problem statement, as many as 15 million children nationwide have no safe, structured after-school care. The problem statement also draws on nationwide research to highlight the benefits of after-school programming including improved academic achievement, school attendance, and student behaviors.

In contrast to the lack of detail provided in the problem statement, the overall project goal is clearly stated for both of the proposed sites. The subgrantee provides a listing of task-oriented objectives, performance indicators and a description of expected results. These objectives and indicators are identical for both projects. According to the project description, the goal is to increase student participation in high quality, educational, developmental, and school enrichment activities. These objectives include improvements in language arts and mathematics skills, decreased rates of drug usage and violent incidents, and measurements related to student and teacher ratings. The proposed activities are logical given the objectives and likely to provide some benefit to the students participating in the programs.

Measurements and Performance Metrics

None of the three projects proposed provide a clear timeline for implementation. The most thorough discussion of metrics can be found in the program descriptions for Thompkins Middle School and Dexter Elementary School. These programs provide a listing of program objectives and potential performance indicators; however, it is unclear how these data will be gathered and analyzed. The subgrantee does not provide defined metrics for the African American Choral Ensemble but cites the



number of student performances as evidence of program accomplishments on quarterly reports. Additionally, the subgrantee cites the number of conferences conducted with parents and school officials as an indicator of success for the police officer liaison program. One critical observation is that the metrics appear to focus more on outputs than outcomes. Metrics used to illustrate program effectiveness may quantify participation in program activities, but do not actually measure the effectiveness of these activities as related to the stated program goals and objectives. Improvements in performance metrics should be a focus on future proposals.

Fiscal Performance

For the 2005-06 award period, the subgrantee requested \$67,017 to cover projected costs of implementation and management of activities related to the three proposed programs. EVSC was awarded \$45,112. Based on semester reports and as shown in Table 5, actual expenditures were consistent with the approved budget. There were no amendments and all funds were expended as approved by ICJI. The subgrantee requested and was awarded \$45,113 for the 2006-07 award period, and the grant application included an explanation of the required dollar for

dollar match that ICJI began enforcing during this award period. Again, all funds were expended as approved by ICJI.

Assessment of 2006 Grant

The 2006 grant application is nearly identical to the 2005 proposal in terms of problem statements and program goals. Progress reports cover all of the funded programs at the participating sites and include required detail regarding program activities and student participation. These reports indicate the programs, while broad in nature, provide a consistent, beneficial set of services to the EVSC school community.


Overall Program Assessment

EVSC should be considered an average program. Two of the three problem statements were strong, and the project goals seemed reasonable and appropriate to the three funded programs. Progress reporting was consistent, fairly detailed and offered concrete information regarding positive program impacts; however, some improvement is needed in identifying useful and realistic performance metrics. Budgetary expenditures were also consistent with approved program activities.

Table 5: Evansville-Vanderburgh School Corporation Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$26,140	\$9,808	\$9,808	100%	\$3,000	\$3,000	\$3,000	100%
Contractual services	\$35,500	\$34,000	\$34,000	100%	\$40,100	\$40,100	\$40,100	100%
Travel	\$2,744	\$1,000	\$1,000	100%	\$1,000	\$1,000	\$1,000	100%
Equipment	\$500	\$154	\$154	100%	\$158	\$158	\$158	100%
Operating expenses	\$2,133	\$150	\$150	100%	\$855	\$855	\$855	100%
Total	\$67,017	\$45,112	\$45,112	100%	\$45,113	\$45,113	\$45,113	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



CASE STUDY 4: INDIANAPOLIS PUBLIC SCHOOLS

*Safe Haven Grants: 05-SH-076: \$41,863,
06-SH-032: \$65,694*

Program Description

Indianapolis Public Schools (IPS) proposes a number of program activities to minimize the negative impacts of external factors on student academic performance. These include:

- Before and after-school sponsor-led activities through the Be Against Drugs (BAD) Club to include reading and math tutoring, drug education utilizing the SAMHSA Model program, and recreational activities;
- Monthly fine arts lessons in music, theater, or art;
- Service learning activities four times per year;
- Rewards and reinforcement activities for students;
- Health education activities provided through the IUPUI Department of Public Health Adolescent Substance Abuse Prevention program and the Ruth Lilly Education Center;
- Parent education, support, and appreciation activities;
- Multicultural district activities and speakers on character education; and,
- Transportation for after-school activities.

Problem Statement, Goals, and Program Activities

The problem statement articulated in the 2005-06 grant application is broad in nature and not clearly stated. Based on the language of the problem identification statement, the overall problem is defined as the negative impacts of external factors

on student academic performance. The grant application states that these factors are rooted in a community environment that perpetuates a lack of connectedness to the school community. Environmental factors include lack of supervision, fear of bullying, lack of consistency due to high student mobility rates leading to frequent changes in neighborhoods and schools, and substance abuse issues.

The subgrantee lists five primary objectives each addressing one or more of the factors discussed in the problem identification statement. The stated objectives for the Safe Haven funds include: 1) increase access to tutoring in reading and math, 2) develop positive decision-making and social interaction skills, 3) develop a safe after-school environment, 4) facilitate a positive attitude and feeling of connectedness to the school community amongst students, and 5) facilitate the participation of students in sound drug education and life skills program. Given the overall program goal to increase student achievement, all of the stated objectives are related in some way to the problem identification statement. However, the strength of this relationship is unclear due to the broad nature of the problem.

The 2005-06 problem statement provides evidence of need by describing in detail the demographics of IPS, including mobility rates, percentage receiving free and reduced lunch, as well as statistics related to access to early childhood education, parental education levels, and graduation rates. These statistics are followed by a discussion of other key variables related to student behaviors, including fighting and substance abuse. Some of the provided data, however, appear to be unrelated to the stated objectives of the program.



Additionally, these statistics are not clearly articulated or summarized in a manner to make a clear argument in favor of the proposed activities. The proposed activities and program objectives are consistent in the grant applications for both 2005-06 and 2006-07.

For both years, the program activities seem logical to address the stated objectives and the overall problem. The project activities include varying forms of educational after-school programming as well as health education opportunities. All of the program activities described appear to provide students and parents an opportunity to increase their involvement in the school setting and are likely to have at least some impact on participating students' ability to improve their academic performance. The 2006 grant proposes the same set of program activities with the exception of additional parent-focused educational sessions.

Although both grant applications provide a listing of participating schools, neither proposal gives a clear indication of how the proposed program activities will be distributed among these sites or the measurable benefits that each school should expect as a result of their participation. Additionally, more information is needed regarding the number of students by grade level that will benefit from the program.

Measurements and Performance Metrics

Neither the 2005 or the 2006 grant applications provide a specific project implementation timeline or a set of benchmarks and defined program metrics to measure the effectiveness of specific programs. The lack of benchmarks may impede the program manager's ability to

accurately determine the direct impacts of program activities, especially since the proposal indicates that other school-based programming is already in place at the proposed locations. Both grant applications, however, do propose utilizing bi-annual teacher reports to track macro level data to measure changes in overall student progress in terms of attendance, grades, and attitude. Additionally, the 2005 application suggests the use of middle school recruiting trends and the use of an after-school program evaluator to measure effectiveness. The proposal does not provide any details on how recruiting trends are related to the program objectives or on the nature of the after-school evaluation, including who would conduct the evaluations and what specifically would be measured. As evidence of student progress and the need to continue the program, the 2006 grant application cites specific statistics on school attendance, grades, behavioral progress, and substance abuse. This information is not included in the 2005-06 grant application.

Fiscal Performance

For the 2005-06 award period, the subgrantee requested \$1,350,716 to cover projected costs of implementation and management of activities related to the three proposed programs. IPS was awarded \$41,863. Based on semester reports and as shown in Table 6, actual expenditures were consistent with the approved budget. All funds were expended as approved by ICJI. Due to transposing error in the budget request, the subgrantee requested \$65,964 and was awarded \$65,694 for the 2006-07 award period, and the grant application included an explanation of the required dollar for



Table 6: Indianapolis Public Schools Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$644,524	\$22,326	\$22,326	100%	\$12,389	\$12,119	\$12,119	100%
Contractual services	\$132,333	\$4,000	\$4,000	100%	\$37,700	\$37,700	\$37,700	100%
Travel	\$2,283	\$5,000	\$5,000	100%	\$0	\$0	\$0	n/a
Equipment	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Operating expenses	\$571,576	\$10,537	\$10,537	100%	\$15,875	\$15,875	\$15,875	100%
Total	\$1,350,716	\$41,863	\$41,863	100%	\$65,964	\$65,694	\$65,694	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.

dollar match that ICJI began enforcing during this award period. All funds for this award period were also expended as approved by ICJI.

Assessment of 2006 Grant

The 2006-07 grant application proposes the same set of program activities as the 2005-06 proposal. The required progress reports are provided, and these reports provide evidence that participating students received the prescribed program services and activities, and that these activities resulted in a positive impact on student academic performance and behavior.

Overall Program Assessment

IPS should be considered an above average program. While the problem statement was broad and lacked detail, the program goals appeared appropriate to the identified problem. Progress reporting was consistent, detailed and offered reliable data and statistics as evidence of positive program impacts. Budgetary expenditures were also consistent with approved program activities.



CASE STUDY 5: METROPOLITAN SCHOOL DISTRICT OF WASHINGTON TOWNSHIP

*Safe Haven Grants: 05-SH-104: \$12,207;
06-SH-053: \$11,300*

Project Description

The Metropolitan School District of Washington Township (MSDWT) has continuously offered structured before and after-school programs for students in elementary and middle schools. MSDWT proposed to continue provision of these programs that offer students an array of activities. Students have the opportunity to receive tutoring or homework assistance if needed, work on larger community-related activities, and attend presentations by public safety personnel such as fire departments and police canine units. The latter are aimed at educating students about health, the dangers of substance abuse, and appropriate conduct. Ten elementary schools received funding to support distinct activities. Participation in the program is voluntary and overall enrollment varies by school.

Problem Statement, Goals, and Program Activities

While MSDWT asserted the need for quality before and after-school programs that complement a healthy learning environment, the proposal did not provide a strong problem statement to

substantiate such a need. The overall program goal is to provide students with the opportunity to interact in a safe and stable environment where healthy activities are the highest priority. Program activities are tailored according to participating school needs.

Measurements and Performance Metrics

The subgrantee's application did not include proposed measures to gauge program impact. However, MSDWT provided a set of final progress reports for nine of the ten funded school programs. According to these reports, programs appeared to have had an overall positive effect on student grades, academic effort, school attendance, and student conduct, with few incidents of inappropriate behavior cited.

Fiscal Performance

The subgrantee requested \$30,300 to cover projected costs of program implementation in the ten schools and was awarded \$12,207. Based on quarterly reports and as shown in Table 7, actual expenditures were consistent with the approved budget. There were no amendments and all funds were expended as approved by ICJI.

Table 7: Metropolitan School District of Washington Township Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Contractual services	\$30,300	\$12,207	\$12,207	100%	\$11,300	\$11,300	\$11,300	100%
Travel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Equipment	\$0	\$0	\$0	NA	\$0	\$0	\$0	100%
Operating expenses	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Total Award	\$30,300	\$12,207	\$12,207	100%	\$11,300	\$11,300	\$11,300	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.




Assessment of 2006 Grant

The 2006 grant application is nearly identical to the 2005 proposal in terms of problem statement and program goals. Two sets of progress reports cover all nine participating schools and include required detail regarding program activities and student participation. These reports reflect a stable program as well as the beneficial impact that before- and after-school programs provide. Only one quarterly financial report was found in the file that reflected no funds had been drawn as of the first quarter. According ICJI award

control reports, MSDWT expended all funds awarded.

Overall Program Assessment

MSDWT should be considered an average program. While the problem statement was somewhat weak, the project goal seemed reasonable and appropriate to the overall program. Progress reporting was consistent, fairly detailed and offered concrete information regarding positive program impacts. Budgetary expenditures were consistent with approved program activities.



CASE STUDY 6: NORTH LAWRENCE COMMUNITY SCHOOLS

*Safe Haven Grants: Grant #05-SH-130:
\$520, #06-SH-063: \$19,929*

Program Description

For the 2005-06 award period, North Lawrence Community Schools (NLCS) proposed to install video surveillance cameras both inside and outside Parkview Intermediate school, a site that has experienced numerous acts of vandalism, violence and higher-than-normal conduct and disciplinary problems. The overall goal of the project was to decrease the number of vandalism incidents and student disciplinary problems at Parkview Intermediate School which had seen an upward trend over the past several years.

The 2006-07 identified a similar, but larger problem at Bedford North Lawrence (BNL) High School and proposed a school/community/police partnership to address the growing number of suspensions and expulsions resulting from increases in student behavioral incidents. The program took a more comprehensive approach in addressing these problems by including teachers, administrators, and members of the law enforcement community.

Problem Statement, Goals, and Program Activities

The 2005-06 grant application originally proposed to purchase video cameras and monitoring equipment for Parkview Intermediate School. Specifically, NLCS planned to purchase sixteen recorder systems, three outdoor cameras, thirteen indoor color video cameras, and the necessary hardware, cable and mounting equipment. These program activities expected to decrease problems associated with vandalism, violence, and other behavioral problems identified by NLCS. The grant application stated that the objective of the program was to have the

surveillance equipment serve as a deterrent to these activities. Due to planned changes in the School Crisis Plan, the 2005-06 program was never fully implemented, and the grant award was returned to ICJI.

The problem statement for the 2006-07 grant application focused on similar behavioral problems at BNL High School. NLCS identified the major problem as the number of expulsions and suspensions at BNL in the past year and expected increases in these incidents due to the growing school population. The stated objective for this grant period was to lower the number of suspensions and expulsions due to disruptive conduct and drug/alcohol incidents. NLCS identified a primary program goal of making the school safer and providing a more comfortable, effective learning environment for students, faculty and staff. While the problem statement was adequate and included student data from the previous school year, the data provided did not illustrate a trend and the proposed program activities were not described in any detail.

NLCS proposed using grant funds to provide a major increase in law enforcement presence at BNL. The school had already reached agreements with the Lawrence County Sheriff Department and the Bedford City Police to increase the police presence at the time the 2006-07 grant application was submitted. NLCS argued that this effort would make the campus safer for all students, school faculty and staff, as well as parents and community members who attend meetings and functions held at BNL. The grant application did not identify any measurable expected outcomes to this program.

Measurements and Performance Metrics

According to the documentation in the grant file, only two quarterly reports were



submitted. No evidence of achievements was provided in these reports due to the fact that program implementation was not expected to begin until late spring of 2007. With the exception of measuring changes in the number of suspensions and expulsions over time, no specific performance metrics or methods of data collection were identified in the grant applications.

Fiscal Performance

According to the file’s documentation, the 2005-06 grant request was revised to remove the cost of the video surveillance system and request only the funds needed to pay technicians to install cameras at BNL High School and Parkview Intermediate School. While it is unclear why the grant request was revised to a much smaller amount, there is some documentation to indicate that planned changes in the School Crisis Plan resulted in the 2005-06 program never being fully implemented. All grant funds for this award period were returned to ICJI.

Grant funds for the 2006-07 award period were expected to fund three officers currently assigned to BNL and the proposed additional 2,518 contract hours provided by the Lawrence County law enforcement community. As illustrated in Table 8, the subgrantee requested \$66,550 to cover projected costs of contract services, program implementation

and management of program activities. NLCS was awarded \$19,929, and the grant application included an explanation of the required dollar for dollar match that ICJI began enforcing during this award period. According to ICJI control documents, all funds were expended as approved by ICJI.

Assessment of 2006 Grant

It is difficult to accurately assess the 2006-07 program because no program activities had yet taken place as of the date of the last quarterly report submitted in March of 2007. The overall problem statement and program description appeared to be an improvement from the previous year, and program goals are likely to be of some benefit in reducing behavioral problems at BNL High School.


Overall Program Assessment

NLCS should be considered a below average program. Funds for the 2005-06 award period were never expended, and program activities do not appear to have taken place. Progress reporting was limited and offered little detail of program impacts. Improvement is also needed in identifying useful and realistic performance metrics. Budgetary expenditures for the 2006-07 award period were consistent with approved program activities, but there was no evidence provided that program implementation had commenced as of late spring, 2007.

Table 8: North Lawrence Community Schools Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$520	\$0	0%	\$33,275	\$0	\$0	n/a
Contractual services	\$0	\$0	\$0	n/a	\$33,275	\$19,929	\$19,929	100%
Travel	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Equipment	\$33,162	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Operating expenses	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Total	\$33,162	\$520	\$0	0%	\$66,550	\$19,929	\$19,929	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



CASE STUDY 7: RICHMOND COMMUNITY SCHOOLS

Safe Haven Grants: Grant #05 SH-162: \$12,056, Grant #06 SH- 077: \$11,754

Program Description

The 2005-06 grant application proposed to partner with Wayne County law enforcement, fire departments, and other public safety agencies to develop and implement standardized school emergency preparedness plans. Richmond Community Schools (RCS) proposed to develop plans that would include staff development and training for all appropriate RCS faculty and staff. The program description does include some detail on partnering organizations and methods for developing and updating emergency preparedness plans, but provides little information on plan implementation.

The program proposed in the 2006-07 application provides a much more narrow focus to address plan weaknesses identified through emergency preparedness drills conducted during the previous award period. The program description identifies specific goals to improve upon emergency preparedness plans and to further assist school staff and public safety officials in responding to emergency situations.

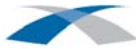
Problem Statement, Goals, and Program Activities

The 2005-06 problem statement describes the lack of standardized emergency preparedness plans within the Wayne County schools. The grant application cites findings of the Wayne County School Safety Commission (Commission) as evidence of this problem. The Commission found that variation and localization among school emergency plans hindered the ability of city and county law enforcement and public safety

officials to respond efficiently to emergency situations within the school district. The grant application includes two primary program objectives, both of which aligned closely with the problem statement. The first objective was to develop consistent and organized emergency preparedness plans for each school site. These plans were to be widely distributed and easily updated as needs dictate. The second objective was to provide appropriate staff development and training opportunities for all RCS schools.

The proposed program activities are a logical extension of the stated objectives and are likely to have a positive and significant impact on school emergency preparedness. According to the proposal, one of the primary program activities was to develop and provide Wayne County schools with electronic and hard copies of standardized emergency preparedness plans with instructions in addressing a number of emergency scenarios including lock downs, intruders, Homeland Security situations, bomb threats, car/bus/train wrecks, and natural disasters. Additionally, the RCS partnership proposed to provide the necessary training, simulation drills, and supplies to cooperating schools. It was estimated that both of these steps would increase the consistency and efficiency of administering emergency procedures across the school district. For this award period, RCS submitted two progress reports, the first of which provided little detail on program activities. The second progress report provided some detail on plan development and emergency drills held to assess plan effectiveness.

The 2006-07 problem statement focuses on weaknesses in emergency preparedness plan implementation



identified during an emergency drill conducted at Richmond High School during the spring of 2006. The grant application identifies problems in communication between schools and partnering public safety agencies. In an effort to address these problems during the 2006-07 award period, RCS proposed two major objectives: 1) to develop consistent school site and facility drawings that will be provided in an electronic format to 911 dispatch and emergency responding agencies, and 2) to install fire/law enforcement rapid entry systems in each school. The sub-grantee does not specify the overall purpose of these objectives but does provide a proposed timeframe for completing these tasks. Progress reports indicate that the development of electronic drawings was underway but not yet complete as of May 2007. Submitted progress reports do not report on the status of the installation of the rapid entry systems.

Measurements and Performance Metrics

The 2005-06 grant application provides a timeline for developing emergency preparedness plans but did not provide specifics on plan implementation. The application does state that the project would be ongoing throughout the school

year, and provides clear indication that RCS plans to continue this partnership well into the future. No actual performance metrics are identified or collected; however, the main purpose of the program was to develop emergency preparedness plans and to provide training opportunities, and these goals appear to have been achieved. The only identified method of measuring program effectiveness was in conducting emergency drills and identified weaknesses in plan implementation.

The 2006-07 grant application provides a specific timeline for implementation but does not provide a discussion of performance metrics. The proposal lacks specifics regarding the anticipated impacts of program activities and metrics for assessing such impacts.

Fiscal Performance

As shown in Table 9, RCS applied for \$21,000 during the 2005-06 grant period and was awarded \$12,056. During the 2006-07 grant period, RCS applied for \$26,154 and was awarded \$11,754. There were no amendments and according to ICJI award control reports, all funds were expended as approved by ICJI. The burn rate for both award periods was 100 percent.

Table 9: Richmond Community Schools Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	n/a	\$14,400	\$11,754	\$11,754	100%
Contractual services	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Travel	\$1,180	\$1,180	\$1,180	100%	\$0	\$0	\$0	n/a
Equipment	\$11,243	\$4,868	\$4,868	100%	\$11,754	\$0	\$0	n/a
Operating expenses	\$8,577	\$6,008	\$6,008	100%	\$0	\$0	\$0	n/a
Total	\$21,000	\$12,056	\$12,056	100%	\$26,154	\$11,754	\$11,754	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



Assessment of 2006 Grant

The assessment of the 2006-07 program is limited due to apparent delays in completing program activities. The overall program goals appear to address weaknesses identified during the previous award period and seem likely to provide improvements to the overall emergency preparedness of the RCS community.

Overall Program Assessment

Overall, the RCS program should be considered average. The problem statements for both award periods were strong, and the project goals seemed

reasonable and appropriate to address the identified problems. Progress reports, while consistent, provided little evidence of the impacts of program activities. Improvement is needed in identifying useful and realistic performance metrics. In the future it would be helpful to collect metrics designed to measure both implementation and program effectiveness of the additional security measures. These metrics should include quantitative information regarding the level of implementation and data collected from emergency drills. Budgetary expenditures were consistent with approved program activities.



CASE STUDY 8: SOUTH BEND COMMUNITY SCHOOL CORPORATION

*Safe Haven Grants: 05-SH-182: \$32,935,
06-SH-091: \$47,531*

Program Description

The program descriptions for the South Bend Community School Corporation (SBCSC) 2005-06 and 2006-07 grant applications are nearly identical. SBCSC proposes to provide a variety of before and after-school programs in a number of elementary, intermediate, and high schools. These programs are open to SBCSC students who do not attend one of the participating schools. The program descriptions provide a clear articulation of the overall program objective.

Additionally, the program descriptions provide “sub-objectives” that give a clear picture of how the district expects students to benefit from the proposed program.

Problem Statement, Goals, and Program Activities

Similar to the program descriptions, the problem statements for both the 2005-06 and 2006-07 grant applications are nearly identical. Both statements describe the need for increased after-school programming. As evidence of this need, both proposals highlight recent upward crime trends within the SBCSC to support the case for additional after-school programming. While both proposals reference studies that identify the hours immediately before and after-school as critical factors to juvenile crime and juvenile victimization, neither proposal provides statistics or other quantitative information specifically related to juvenile crimes committed within the school district. The subgrantee also states that the need for additional programming “has never been greater” due to structural changes that split the K-6 elementary

schools into K-4 primary schools and consolidated intermediate (previously middle) schools to include grades 5 through 8. One issue with the problem statements is the fact that the same evidence is cited for both years.

For both award periods, the primary program objective is to “increase the safety of students during the before/after-school hours by reducing the incidents of child victimization, delinquent behaviors, and latchkey children home alone before and after school hours.” Proposed program tasks include the provision of organized, structured activities to students in the areas of athletics, music, art, computers, cooking, academic tutoring, and drug and alcohol prevention activities. The type of program varies by grade level, but each school program shares the goals of preventing juvenile crime and victimization through social, academic, and recreational enrichment activities.

Measurements and Performance Metrics

Neither proposal provides a timeline for implementation of the various after-school programs; however, this is an ongoing continuation grant, and many of the before and after-school programs are already in place.

Both grant applications include a number of proposed performance metrics included student attendance, individual evaluations, and changes in before/after-school incidents of child injury, delinquent behaviors, disciplinary referrals, and the number of suspensions and expulsions. While the applications do not identify how these data will be collected, the progress reports during both award periods provide detailed information on



student participants, as well as the types of activities and locations of each program. Additionally, progress reports provide estimated performance measures related to attendance, grades, academic effort, behavior problems, and alcohol/drug use. SBCSC progress reports are generally more detailed and consistent than other case studies.

Fiscal Performance

As shown in Table 10, in 2005-06, SBCSC applied for a substantially larger grant (\$87,737) than was awarded (\$32,935). For the 2006-07 award period, SBCSC requested and was awarded \$47,531. The burn rate during both award periods was 100 percent. There were no amendments and according to ICJI award control reports, all funds were expended as approved by ICJI.

Assessment of 2006 Grant

The 2006 grant application is nearly identical to the 2005 proposal in terms of problem statements and program goals. Progress reports cover all of the funded

activities at the participating sites and include required detail regarding program activities and student participation. These reports indicate the before and after-school programs provided have had a positive impact on student attendance and academic performance, and have succeeded, at least to some degree, in reducing child victimization and delinquent behaviors in the SBCSC community.

Overall Program Assessment

SBCSC should be considered an above average program. The problem statements for both years were strong, and the project goals appeared organized and realistic to address the identified issues. Progress reporting was consistent, detailed and offered convincing evidence of positive program impacts. More evidence is needed to demonstrate that program activities are directly related to positive impacts on student behavior and other performance measures. Budgetary expenditures were also consistent with approved program activities.

Table 10: South Bend Community Schools Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$79,737	\$28,100	\$28,100	100%	\$42,031	\$42,031	\$40,871	97%
Contractual services	\$0	\$0	\$0	n/a	\$500	\$500	\$500	100%
Travel	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Equipment	\$0	\$0	\$0	n/a	\$0	\$0	\$0	n/a
Operating expenses	\$8,000	\$4,835	\$4,835	100%	\$5,000	\$5,000	\$6,160	123%
Total	\$87,737	\$32,935	\$32,935	100%	\$47,531	\$47,531	\$47,531	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



CASE STUDY 9: TIPPECANOE SCHOOL CORPORATION

*Safe Haven Grants: 05-SH-206: \$21,602;
06-SH-099: \$37,694*

Program Description

The Tippecanoe School Corporation (TSC) proposed four distinct projects all aimed at enhancing school safety, as follows:

1. The subgrantee requested continued funding to support placement of an off-duty officer from the county Sheriff's department, charged with monitoring and securing school premises.
2. Since 2001, Safe Haven funds have supported a Safe School Helpline. TSC requested continued funding for this program; a hotline available for students and community members to confidentially report unlawful or suspicious activity in or around school property.
3. TSC proposed to purchase media materials to assist educators in addressing inappropriate student behavior. Anti-bullying materials will help train teachers and counselors identify potential "hot-spots" in their schools and how they can help reduce such conduct in their schools.
4. Since 2000, Safe Haven awards have been used to purchase security camera equipment. The 2005 application proposed to use a portion of funds to support acquisition of additional equipment, including the upgrade of two computers. The funds requested would also be used for replacement or repair of existing security camera equipment and tools for making faculty and staff identification badges.

Problem Statement, Goals, and Program Activities

The subgrantee's problem statement covered an increase in student population, in particular minority student enrollment as well as number of school faculty and staff. However, TSC did not offer specific incidents or cite trends to substantiate the link between population growth and school safety. While stating that bullying and conduct concerns were a problem, the TSC did not provide evidence of past incidents to demonstrate this problem.

Program goals gleaned from the proposal narrative included the following:

1. The presence of off-duty officers would provide a sense of security for students, staff, and faculty
2. The Safe School Line would continue to encourage students to report suspicious incidents and would also provide an avenue for troubled students to convey confidential concerns regarding personal safety that could be brought to the attention of school personnel.
3. The purchase of media materials to promote positive student conduct would aid counselors and teachers with proactive efforts to reduce school bullying.
4. Ongoing support for security equipment repair and replacement would allow for continuity of surveillance and enhance overall school security.

The 2005 award supported ongoing programs, including the presence of off-duty officers and the Safe School Line, and as such details regarding



implementation and timeline would not be required. However, the subgrantee did not indicate a timeline for acquiring media materials to address student conduct nor did TSC provide more specific detail regarding how these materials would be used.

Measurements and Performance Metrics

TSC’s application did not include proposed measures to gauge program impact. While two semester progress reports were submitted, in terms of programmatic detail, neither was complete. Such detail would help determine the degree to which grant dollars actually helped the school corporation accomplish their goals.

Fiscal Performance

As shown in Table 11, the TSC requested \$39,300 to support a number of programs, and was awarded \$21,602. The subgrantee submitted a grant amendment request to move \$506 from contractual services to operating expenses and paying for the purchase of anti-bullying media supported under the prior grant. The amendment was approved. Two semester financial reports were submitted.

According to the semester financial

reports and ICJI award control reports, all funds were spent by the end of the grant period.

Assessment of 2006 Grant

TSC requested and received an award of \$37,694 for the 2006-07 operating period. The 2006 proposal was similar to the prior year’s application. The problem statement from the 2006 proposal addressed similar growth concerns and presumed associated safety concerns, without citing evidence of such incidents. As an effort to improve “crisis readiness,” TSC proposed to develop “To Go” kits for each classroom that would include first-aid supplies and emergency contact information. When describing accomplishments under the 2006 award, via progress reports, TSC reported ongoing success of the safe school hotline and cited surveys that indicated which found that the safely school officers make students, faculty and staff feel more secure. Actual survey results were not included with the progress reports. Based on subgrantee file contents, it appears that all three semester progress and four quarterly financial reports were submitted for the 2006-07 operating period. As shown in Table 11, all funds were fully expended.

Table 11: Tippecanoe School Corporation Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Contractual services	\$30,500	\$21,096	\$21,096	100%	\$32,694	\$32,694	\$32,694	100%
Travel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Equipment	\$8,800			NA	\$5,000	\$5,000	\$5,000	100%
Operating expenses	\$0	\$506	\$506	100%	\$0	\$0	\$0	NA
Total Award	\$39,300	\$21,602	\$21,602	100%	\$37,694	\$37,694	\$37,694	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



Overall Program Assessment

TSC should be considered a below average program. The subgrantees' problem statement was relatively weak. Beyond citing an increase in student population, the subgrantee did not provide empirical data to substantiate a problem of reduced safety or increase in student misconduct. The proposal also lacked detail regarding new program implementation. While TSC submitted

requisite progress reports, given the lack of detail in these reports, it is difficult to assess program impact. The subgrantee should be commended for providing a fairly detailed description of the history of Safe Haven support for several programs. TSC expended all grant funds, and all required financial reports covering the grant periods were found in the file. Budgetary expenditures were consistent with approved program activities.



CASE STUDY 10: ZIONSVILLE COMMUNITY SCHOOLS

Safe Haven Grants: 05-SH-234: \$9,084; 06-SH-110: \$7,884

Program Description

The Zionsville Community Schools (ZCS) grant application proposed to improve overall school safety for staff and students and also reduce the incidence of break-ins and theft via enhanced security measures. The subgrantee proposed to accomplish increased safety through greater surveillance and school access control by installing touch pads and the provision of personnel and visitor identification tags.

Problem Statement, Goals, and Program Activities

The applicant’s problem statement maintained that school safety concerns have risen as a result of rapid population growth over the past decade that has transformed the Zionsville community from a small town to a suburban residential community. ZCS also indicated that a pressing issue is the need for identification of 575 school personnel, visitors, and potential intruders in the vicinity of community schools. The overall project goal was to maintain safety in the schools in the face of dramatic population growth. The stated program objectives covered improving the safety of school facilities for staff and students and reducing the

probability of break-ins and theft.

The proposal outlined two implementation steps for meeting program objectives; 1) installation of electronic entry way touch pads at four locations, and 2) provision of visitor and staff identification badges, lanyards, and name tags. These steps were logical and cost effective given the implied scope of the problem and would likely have a positive impact on the safety of the school, students, and teachers. The proposal did not provide a clear picture of program participants and beneficiaries. According to the proposal, eight schools would benefit from the use of the Safe Haven funds but the subgrantee did not specify a timeline for equipment installation and provision of identification tags at each of the schools.

Measurements and Performance Metrics

The proposal did not provide performance measures. The subgrantee file did not contain any progress reports regarding the 2005 grant.

Fiscal Performance

The 2005 award was the first Safe Haven grant awarded to ZCS. As shown in Table 12, the subgrantee applied for a larger

Table 12: Zionsville Community Schools Budget Overview, 2005-06 and 2006-07 Operating Periods

	2005-06				2006-07			
	Proposed	Approved	Actual	Burn Rate	Proposed	Approved	Actual	Burn Rate
Personnel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Contractual services	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Travel	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Equipment	\$25,000	\$9,084	\$9,084	100%	\$20,000	\$7,884	\$7,884	100%
Operating expenses	\$0	\$0	\$0	NA	\$0	\$0	\$0	NA
Total Award	\$25,000	\$9,084	\$9,084	100%	\$20,000	\$7,884	\$7,884	100%

*2006-07 funds represent the ICJI match amount of the total program budget. Prior to this award period, match requirements were not enforced.



award than was granted. No quarterly financial reports were found in the file. There were no amendments and according to ICJI award control reports, all funds were expended as approved by ICJI.

Assessment of 2006 Grant

As evidence of need for additional security, the 2006 application includes reference to school disciplinary trends and a reported 25 percent increase in thefts both within school facilities and parking lots. While justification for a subsequent award also includes reported gains in the “perception of safety” on the high school campus as evidence of prior program accomplishments, specific examples to support this were not supplied. Furthermore, while the 2006 grant included a second quarterly progress report that lists equipment purchased and maintains that the equipment has “had a significant deterrent effect upon persons attempting unauthorized entry into these areas both during the school day and after-school hours,” given the lack of baseline data or concrete examples of a

past problem, it is difficult to determine program impact. The subgrantee submitted the first quarterly financial report which indicated that all funds had been expended.

Overall Program Assessment

Overall, the ZCS program should be considered below average. The initial problem statement was somewhat weak and lacked specificity. Beyond citing an increase in the general population, the subgrantee did not provide empirical data to substantiate the problem. Inclusion of such baseline data would have provided evidence not only of an existing problem, but the potential impact of the project. The 2006 proposal and progress reporting are slightly more detailed and offer some concrete information regarding the problem and impact of new security measures. Budgetary expenditures were consistent with approved program activities. It appears that a number of quarterly progress and financial reports either were not submitted or were missing from the subgrantee file.



RECOMMENDATIONS

The detailed analyses of 10 case studies resulted in the identification of several problem areas that need to be addressed further to improve the management and operation of ICJI's Safe Haven funding. The resulting seven recommendations for improving program administration and management are summarized below:

1. Provide more detailed problem statements and evidence in establishing program needs. The case studies revealed problems with a number of subgrantee problem statements. ICJI should encourage subgrantees to place more emphasis on the provision of evidence to demonstrate the existence of the problem at a local level. Some subgrantees offered only national data as evidence of a need to address the problem in their community. ICJI might consider providing more detailed guidelines and brief training sessions on how to build strong problem statements. Training should also address how to access and utilize data on local statistics that could be used in developing problem statements.
2. Clarify goals, objectives, and activities. ICJI should continue to educate Safe Haven subgrantees about the proper definition and configuration of goals, objectives, and activities. ICJI Youth Division program managers could create a sample completed grant application, drawing from select elements of recent subgrantee applications, and provide those to grant applicants so that they understand what level of detail is needed for a quality application. Additionally, given that award amounts tend to be significantly lower than amounts requested, subgrantees
3. Define detailed timeline and program implementation. Grant applications sometimes lack detailed plans for program implementation and sustaining the program over time. Subgrantees should be encouraged to provide detailed timelines for implementing program activities and achieving program goals and objectives.
4. Performance reporting terms, sanctions, and compliance. Safe Haven reporting forms are lengthy and confusing, and subgrantees often neglect to complete all of the sections of the forms. Reporting timelines are also unclear and seem to vary (e.g. quarterly, semester, semi-annual, etc.) in Safe Haven documentation. ICJI should develop clear guidelines regarding performance reporting requirements and revise reporting forms to address the need for further clarification. ICJI should consider developing sanctions for subgrantees who fail to submit timely, accurate progress reports with sufficient detail on program activities. Many subgrantees fail to submit the required reports, and some provide incomplete reports with little documentation of program activities or impacts. A more regular system of mandatory Safe Haven grant training sessions sponsored by ICJI could help reduce insufficient reporting.
5. Analyzing time series information for continuation grants. Subgrantees that continue to receive Safe Haven funding from ICJI should be encouraged to report data over time



regarding the services that have been provided. Given the number of subgrantees administered by ICJI (and current staffing levels with the Youth Division), it is not realistic to expect ICJI program managers to be able to produce trends charts for individual subgrantees. This information would be useful for the Board of Trustees to understand subgrantees' productivity over time when making funding decisions.

6. Performance metrics and self-evaluation efforts by subgrantees. Subgrantees should be required to submit a program assessment plan with grant applications. Subgrantees should be required to think about how they will actually measure whether their program is doing what they claim it is doing. Training should be provided focused on developing performance metrics and collecting data necessary to assess program impacts. In addition, in the final progress reports, subgrantees should

be required to provide a definitive statement about whether the program tasks and activities were completed, and the program objectives and goals identified in the grant application were achieved. Subgrantees should provide an explanation in the narrative section about how they achieved their objectives, or provide an explanation for why the program goals were not met. Where applicable, subgrantees should discuss plans to improve their program.

7. Regular mandatory Safe Haven subgrantee training sessions. With nearly all the recommendations noted here, the implementation by ICJI of regular, mandatory training sessions for Safe Haven subgrantees is likely to have a significant impact on overall subgrantee performance. At least one mandatory training session per funding cycle should be provided to all Safe Haven subgrantees to address the issues discussed in these recommendations.