# ABSTRACT


Title of Document: SUPPORTING COMMUNITY-BASED SUMMER INTERVENTIONS SERVING LOW-INCOME STUDENTS TO NARROW THE ACHIEVEMENT GAP: AN ANALYSIS OF THE CHALLENGES OF SECURING AND MAINTAINING FUNDING

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Research suggests that the summer learning gap between lower- and upper-income students makes a significant contribution to the achievement gap and that quality summer programs can be important interventions in addressing the differential learning over the summer months. Because the quality and effectiveness of summer interventions may be related to their funding, this multi-site case study analyzed the challenges of securing and maintaining funding for four community-based summer interventions located in Maryland.

I used resource dependence theory in my study to highlight the dependence of community-based summer interventions on external providers to fund their summer programs. This theory draws attention to the demands that external providers place on

community-based summer interventions for funding as well as highlights the role of internal capacity in how organizations respond to those demands.

I focused on community-based summer interventions, and not school-based summer interventions, because community-based summer interventions may be a productive means to implement summer programs and address the summer learning gap. Literature suggests that, in comparison to school-based summer interventions, community-based summer interventions may face unique challenges in funding their programs and utilize different internal resources to respond to the demands of external providers. My four cases were community-based summer interventions that focused on academic goals, targeted low-income, elementary or middle school students, and offered a minimum of 80 hours of programming. To create a purposeful sample of cases that reflect potential differences in internal capacity, I selected programs that varied in the type of community-based summer intervention (e.g., nationally-affiliated versus grass-roots), whether or not the program received 21st Century Community Learning Center funding, and location. To provide contrast in the challenges of funding summer interventions, I allowed several criteria to vary, including funding sources and quality indicators of the program. To understand the challenges of securing and maintaining funding for community-based summer interventions, I interviewed administrators, staff members, and board members in each program. I collected documents from each program to provide additional insights into the summer programs and their funding.

This exploratory study answers questions about the challenges of funding community-based academic summer programs serving low-income students. Four findings emerged. First, the community-based summer interventions included in this

study relied upon multiple funding sources, but different primary funders to support their summer programs. Second, the most persuasive challenges in depending upon external providers for funding were revenue volatility and the pressure for accountability. Third, the community-based summer interventions mediated their funding challenges through a unique combination of their internal capacity and program characteristics. Data highlights the role of human and social capital and the importance of program location, type of community-based organization, program size, and years of operation in the response of programs to funding challenges. Fourth, funding challenges were most likely to affect the quality indicators of differentiated or advanced-skills instruction, prior interaction between students and teachers, and adequate contact hours through limited teacher salaries, teacher training, and materials. This study is significant because it begins to answer questions about the challenges of funding community-based summer interventions, the role of internal capacity to mediate the funding challenges, and the relationship between funding sources and challenges and the quality indicators of summer interventions.

# SUPPORTING COMMUNITY-BASED SUMMER INTERVENTIONS SERVING LOW-INCOME STUDENTS TO NARROW THE ACHIEVEMENT GAP: AN ANALYSIS OF THE CHALLENGES OF SECURING AND MAINTAINING FUNDING

by

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# Chapter 1: Introduction

The No Child Left Behind Act of 2001 (NCLB) is the most recent reauthorization of the Elementary and Secondary Education Act. NCLB refocused the nation's attention on the achievement disparities between subgroups of the U.S. public school student population (e.g., special education students, English language learners, and minority students). With the passing of NCLB, school officials and educators were forced to report on the low-performing student groups; this reporting has brought greater attention to the achievement gap that exists for low-income and minority students, particularly in reading and math proficiency (Rebell & Wolff, 2008).

Recently, researchers have demonstrated that students' learning time outside of school, particularly during the summer, may be tied to their academic achievement during the school year (Alexander, Entwisle, & Olson, 2007). Out-of-school learning time is particularly important for lower-achieving and lower-income students because, on average, their families often do not have the resources to provide formal educational opportunities that provide systematic learning opportunities during the summer months (National Center on Time and Learning, 2010). Several researchers have isolated the differential learning over the summer months between lower- and higher-income students and termed this differential the summer learning gap (Burkam, Ready, Lee, & Logerfo, 2004; Downey, Von Hippel, & Broh, 2004). The evidence suggests that the summer learning gap affects reading skills (Burkam et al., 2004; Cooper, Nye, Charlton, Lindsay, & Greathouse, 1996; Downey et al., 2004; Heyns, 1978) and math skills (Burkam et al., 2004; Downey et al., 2004). Through hierarchical linear modeling, researchers have determined that the differential effect of the summer months on students' reading skills contributes up to 67% of the achievement gap by the time students reach high school (Alexander, Olson, & Entwisle, 2007).

Given the findings that the summer learning gap disadvantages the same student populations that NCLB identifies for intervention, education policy and programs should consider the quality and quantity of students' learning time outside of school, particularly during the summer months, to devise strategies for raising the achievement of lower-achieving and lower-income students (Rothstein, 2004). Policymakers and educators have identified academic summer interventions that target elementary and middle school students from lower-income families as potentially key interventions to narrow the summer learning gap. These summer interventions can be implemented by public entities, private organizations, and partnerships between public and private organizations. Typically, summer intervention advocates identify schools and school districts, community-based organizations, and partnerships between the two as the most common sectors or governance structures (McLaughlin & Pitcock, 2009) to implement academic summer interventions that target lower-income students.

Researchers have identified that *quality* summer interventions can raise the achievement of lower-income and lower-performing students (Borman & Dowling, 2006; Borman, Dowling, Fairchild, & Libit, 2006; Chaplin & Cappizano, 2006; Cooper, Charlton, Valentine, & Muhlenbruck, 2000; D'Agostino & Hiestand, 1995; Rodderick, Engel, & Nagaoka, 2003; Schacter, 2001). However, administrators' abilities to implement quality summer interventions are reportedly linked to funding (Cooper et al., 2000; Halpern, 2003) with community-based summer interventions facing distinctive challenges in securing and maintaining funding for their programs (Learning Point

Associates, n.d.; Mitchell, Naftzger, Margolin, & Kaufman, 2005; Sandel & Bhat, 2008; Stewart, 2007). I use a multi-site case study of four *community-based summer interventions* to begin understanding how these organizations secure and maintain funding for their summer programs. This exploratory research, guided by resource dependence theory, examines the challenges associated with funding academic summer interventions, the internal capacity that mediates the organizations' abilities to address those challenges, and the relationships between funding and the quality indicators of summer interventions.

## An Overview of Out-of-School Time Interventions

Although the educational opportunities offered outside the school day take many forms, researchers and policymakers tend to lump this diverse set of interventions together under the label out-of-school time (OST) opportunities (McLaughlin & Pitcock, 2009; Weiss & Little, 2008). Interventions included in OST range from outdoor education camps to after school tutoring to Girl Scouts (Learning Point Associates, n.d .; McLaughlin & Pitcock, 2009). To differentiate programs within the OST field, researchers and OST advocates classify programs along four dimensions: timing; governance; purpose; and target population (Cooper et al., 2000; McLaughlin & Pitcock, 2009; Weiss & Little, 2008).

OST interventions vary based on timing of the program. Although OST interventions can be offered anytime when school is not in session, they are most frequently offered after school and during the summer months (Weiss & Little, 2008).

OST interventions vary based on the type of organization that governs them. Most commonly, they are classified as being governed by public entities (e.g., schools or libraries), private organizations (e.g., community-based or for-profit organizations), or partnerships between two or more organizations (Learning Point Associates, n.d.).

OST interventions vary based on the purpose of the program. Researchers and OST advocates recognize nine different purposes addressed by OST interventions, which range from academic remediation to youth development to outdoor education (McLaughlin & Pitcock, 2009).

OST interventions vary based on their target population. The target population can be defined by the students' age or school level, family income levels, and academic achievement (McLaughlin & Pitcock, 2009). The four dimensions are important to consider when conducting research on OST funding mechanisms because of the relationship between different types of OST interventions and the respective challenges they may face in securing and maintaining funding (Naftzger, Vinson, Bonney, Murphy, & Kaufman, 2009).

This study focuses on community-based academic summer interventions serving lower-income students. Community-based summer interventions may be a productive means to implement summer programs and address the summer learning gap. However, research suggests that, in comparison to school-based summer interventions, community-based summer interventions face distinct challenges in securing and maintaining funding (Grossman, Lind, Hayes, McMaken, & Gersick, 2009; McCombs et al., 2011). Community-based summer interventions are non-profit organizations, and, as such, are self-governing, private, non-compulsory institutionalized organizations that use any and all surplus revenue to support their programs (Weiss & Little, 2008; Salamon, 2012). It is unclear what percentage of the OST programs are community-based summer interventions. The available data is focused on interventions that apply for 21st Century Community Learning Centers (CCLCs) funding, the largest federal funding source for OST interventions. These data indicate 31% of 21st CCLC applicants are non-profit organizations. Overall, 25% of 21st CCLC applicants are grass-roots organizations, while 6% are nationally-affiliated organizations (Learning Point Associates, n.d.).

The non-profit status of community-based summer interventions is important to consider when studying their funding because administrators and managers of community-based summer interventions depend upon external providers for funding their summer programming. To receive funding from external providers, community-based summer interventions must manage the demands of external providers, which are often imposed through grant applications and reporting requirements and which may influence the quality indicators of the summer programs.

**Quality and Summer Interventions**

Through a meta-analytic review, Cooper and his colleagues (2000) reported that middle-income students realize higher achievement gains than low-income students. However, if programs possessed certain key features, they reported that summer interventions can raise the academic achievement of low-income students. The authors surmised that certain program features, such as small class size, differentiated instruction, and parental involvement, increased the effectiveness of remedial, summer interventions.[1] Lower-income students demonstrated smaller gains in achievement than middle-income students because the interventions the lower-income students attended were less likely to have sufficient funding to support these key features. Cooper et al.'s (2000) findings

[1] Cooper et al.'s (2000) sample of summer schools focused on programs that provided remedial services.

suggest that the effectiveness of summer interventions is related to the funding and quality of the intervention.

Although Cooper et al. (2000) reported some positive effects of summer interventions on the achievement of low-income students, other researchers have reported mixed findings on the effectiveness of individual programs in raising the math and reading outcomes for low-income students (Borman & Dowling, 2006; Borman et al., 2006; Chaplin & Cappizano, 2006; D'Agostino & Hiestand, 1995; Harlow & Baenen, 2001; Kociemba, 1995; LeBoff; 1995; Reed, 2001; Rodderick et al., 2003; Schacter, 2001; Weber, 1996). Researchers have explained the mixed findings by looking at the quality of programs. Their work demonstrated that *high quality* summer interventions can raise the achievement of low-income students. Researchers have reported that high quality summer interventions are defined by small class size (Cooper et al., 2000); prior interaction between students and teachers (Roderick et al., 2003); differentiated (Cooper et al., 2000; Roderick et al., 2003) or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995); adequate contact hours (Borman & Dowling, 2006); and parental involvement (Cooper et al., 2000). Researchers have reported that programs attended by low-income students often do not have the same financial resources as programs attended by higher-income students and, therefore, may be of lower quality (Cooper et al., 2000; Halpern, 2003).

**Cost and Funding of Summer Interventions**

Researchers have begun to examine the resources needed to implement high quality summer programs. Cost studies indicate that academic summer interventions that target low-income students range in annual cost from $189 per participant (Albuquerque

Public Schools, 1985) to $1,527 per participant (Moss, 1988).[2] Researchers who conducted one of the more comprehensive studies have reported that the full cost of implementing school-based or community-based summer interventions that target low-income students averages $1,438 per enrollee (Grossman et al., 2009), and ranges from $984 to $1,643 ($25^{th}$ to the $75^{th}$ percentile range). Grossman et al. (2009) reported that community-based summer interventions were, on average, more expensive than school-based summer interventions[3] because of higher salaries and benefits for staff and higher expenditures for materials and programmatic supplies associated with community-based summer programs.

McCombs et al. (2011) also examined the cost differences between community-based and school-based summer interventions. They reported that in general community-based summer interventions were more expensive than district-led and school-based summer interventions. The cost disparities were attributed to differences in core services, specifically central staff and operating costs. The researchers attributed the differences in costs of central staff to the additional functions (e.g., fundraising, monitoring quality control, and developing curriculum, and recruiting additional sites, teachers and students) performed by the central staff of community-based summer interventions. Additionally, the operational costs of school-based summer interventions were often “absorbed in budgets separate from summer school” (p. 46) and, as a result, community-based summer interventions reported higher spending on office space, informational technology, and accounting services.

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[2] All costs are reported in 2013 dollars.
[3] Grossman et al. (2009) reported that, on average, community-based summer interventions cost $35 per day compared to school-based summer interventions that cost $30 per day.

To cover the costs of their summer programs, administrators of community-based summer interventions rely on funding from three broad funding sources: government funding, private contributions, and grass-roots efforts. Community-based summer interventions can utilize funding from federal, state, and local governments (Fairchild, McLaughlin, & Costigan, 2007). OST advocates identify the 21st CCLC initiative as the first permanent federal funding source for OST programs. Federal policymakers distribute about $1 billion to state educational agencies that then award grants to community-based organizations, schools and school districts, and partnerships (Mitchell et al., 2005). Although private organizations are eligible to apply, schools and school districts appear to be disproportionately accessing 21st CCLC funds (Naftzger et al., 2009).

In addition, administrators of community-based summer interventions can utilize funding from private contributions through national umbrella organizations, grants from foundations and corporations, and collaborative efforts, such as United Way (Grossman et al., 2009; McLaughlin, Irby, & Langman, 1994). Finally, they can access funding through grass-roots efforts, including fundraisers, parent fees, individual contributions, and commercial revenue (Froelich, 1999; Grossman et al., 2009).

Typically, administrators of community-based summer interventions rely on multiple sources of funding to cover the costs of their summer programs, with public funding and foundation grants as the most likely funding streams (Grossman et al., 2009). To receive funding for their community-based summer interventions, administrators report having to comply with funders’ demands, through grant guidelines and reporting requirements, that pose challenges for program administrators. Researchers have reported that limited funding may have a negative impact on the quality of summer interventions through larger class sizes and fewer contact hours (Halpern, 2003). Administrators' abilities to deliver quality summer programs may be compromised by funding challenges.

**Theoretical Framework**

To implement summer programs, administrators and staff of community-based summer interventions rely upon external providers for their funding (Fairchild et al., 2007; Grossman et al., 2009) and in turn, are subjected to the grant guidelines and reporting requirements of those funding sources.[4] Thus, the funders of community-based summer interventions may influence how administrators secure and maintain funding as well as how they design their summer programs. To study the challenges of securing and maintaining funding for community-based summer interventions, I utilize resource dependence theory as my theoretical framework. Researchers have examined the funding of non-profit organizations utilizing other frameworks. For example, researchers have examined the funding of non-profit organizations employing the benefits theory. This theory highlights the relationship between programs offered and funding sources to demonstrate that the "propensity of a non-profit to collect revenues from a variety of sources depends on the public/private nature of the goods it produces" (Wilsker & Young, 2010, p. 195). In comparison, resource dependence theory draws attention to the dependence of community-based summer interventions on external providers for funding and the role of the internal capacity of community-based summer interventions to mediate the management of these dependencies. In other words, resource dependence

[4] McCombs and her colleagues (2011) reported that school-based summer interventions do rely upon external providers to fund their summer programs, but, in comparison to community-based summer interventions are more likely to rely upon government funding. They attributed this difference to issues of access.

theory recognizes the proactive strategies that organizations can employ to respond to the demands of external providers (Pfeffer & Salancik, 2003).

According to Pfeffer and Salancik (2003), the central thesis of the resource dependence theory is that all organizations are “inescapably bound up with conditions of their environment” (p. 1) because they must rely upon and interact with external providers for necessary resources. This dependency may not be problematic. However, problems may surface to the extent that compliance requirements are not aligned with the goals and vision of the organizations’ programs or when organizations have inadequate internal resources to meet the compliance requirements. When faced with compliance requirements, organizations must decide how they will respond to the demands from the external providers. Organizations can decide to avoid the demands by identifying new external providers for the resources. They can decide to comply with the requirements, or to alter their dependence on the external provider through actions such as resource diversification or cooptation (Pfeffer & Salancik, 2003).

For non-profit organizations, such as community-based summer interventions, the external demands are defined by the funding sources through grant guidelines, such as target population and programmatic focus, as well as through reporting requirements, such as student evaluations and staff qualifications (Froelich, 1999; Smith, 2008). As Pfeffer and Salancik (2003) suggest, how non-profit organizations respond to external demands for funding may be reflective of their internal capacity. Internal capacity encompasses both resources and the productive use of those resources (Malen & Rice, 2004). For this research, administrators rely on resources, including human, social, fiscal, and cultural capital[5] as well as informational resources, to secure and maintain funding. The productive use of these resources may be hindered by organizational freneticisim and fragmentation as well as the misalignment between organizations' resources and funders' demands (Malen & Rice, 2004).

Research suggests that the reliance on external sources for funding produces challenges for non-profit organizations. Froelich (1999) identified four challenges of dependence for non-profit organizations that receive external funding. First, non-profit organizations report *revenue volatility* or unpredictability of funding sources and levels. Second, non-profit organizations may alter their goals to meet funding requirements (i.e., *goal displacement*). Next, to meet the application and reporting demands of funding sources, administrators of non-profit organizations describe *necessary adaptations to their processes and structures* to secure and maintain funding. For example, non-profit administrators that rely upon government funding to support their organizations report adapting more formalized and standardized processes and becoming more bureaucratic to respond to the details in the grant applications and reporting requirements of government funding. Finally, non-profit organizations identify resource diversification as one key strategy in stabilizing their funding, but the *need for resource diversification* becomes challenging because administrators are required to juggle the demands of multiple funding sources.

These challenges vary depending on the type of funding source. That is, whether the non-profit organizations rely upon government funding, private contributions, and/or grass-roots efforts dictates the strength of the four challenges experienced. For example,

[5] Administrators may rely on cultural capital to secure and maintain funding, but I do not examine cultural capital in this research because the study's data are not sufficient.

non-profit organizations that rely upon private contributions may experience high revenue volatility and strong goal displacement whereas non-profit organizations that rely upon government funding may experience low revenue volatility and moderately strong goal displacement.

Administrators of community-based summer interventions may also face challenges of *access to funding streams* because of funding requirements (Stewart, 2007), governance structure (Learning Point Associates, n.d.; Mitchell et al., 2005), and location (Sandel & Bhat, 2008). Funding requirements, such as student evaluations, may exclude smaller community-based summer interventions because of time and staff constraints (Stewart, 2007). Further, data suggest that community-based summer interventions are not accessing federal funding, specifically 21st CCLC grants, at the same rate as school-based summer interventions (Learning Point Associates, n.d.; Mitchell et al., 2005). And, community-based summer interventions located in rural areas report fewer available funding streams (Sandel & Bhat, 2008). In light of the importance of resource diversification for summer interventions (Grossman et al., 2009), limited access to funding streams may provide additional challenges through fewer viable options to secure and maintain funding for community-based summer interventions. This research examines these challenges in securing and maintaining funding for community-based summer interventions as well as how these challenges may relate to the quality indicators of the summer programs.

## Research Questions

Given the challenges associated with resource acquisition and the importance of adequate funding for quality programs that have the potential to reduce the achievement gap, this study examines the following research questions:

Main research question:

> How do community-based organizations secure and maintain funding to support academic summer interventions serving low-income students?

Supporting research question 1:

> What are the challenges associated with funding community-based academic summer programs serving low-income students?

Supporting research question 2:

> How does internal capacity mediate a community-based organization's ability to address those challenges?

Supporting research question 3:

> How do funding sources and funding challenges relate to the quality indicators of summer programs?

## Overall Design of the Study

This research is a multi-site case study of four community-based summer interventions in Maryland. An exploratory case study methodology is appropriate for this research because of the paucity of knowledge surrounding the challenges of securing and maintaining funding for community-based summer interventions. I selected four community-based summer interventions located in Maryland to develop a purposeful sample along dimensions of governance, location, and funding sources to capture potential differences in challenges and internal capacity, which were reflected in the literature.

I interviewed staff members, administrators, and board members within each organization about the funding of their organizations during the summer of 2012. The interview data are supported by documents, such as annual reports, funders' request for proposals, grant applications, and news articles. To answer the study's research questions, I gathered data about the challenges of resource dependence identified in the extant literature. Although I focused on the challenges identified by the literature, I developed open-ended interview questions to allow additional challenges to emerge. I looked at the interview data for evidence of the five elements of quality identified in the effectiveness literature. I did not evaluate the effectiveness of the four community-based summer interventions, but rather examined the potential relationship between funding sources and challenges and the quality indicators of the summer programs. In addition, I looked for evidence in the interviews and documents of both the resource and productivity dimensions of internal capacity as defined by Malen and Rice (2004) to identify and understand how community-based summer interventions manage their funding challenges through their internal capacity.

**Limitations of the Study**

The multi-site case study design of this dissertation focuses on four community-based summer interventions located in Maryland and chosen on the basis of convenience and access. By focusing on one state, I hoped to control for the effects that different states' policies and contexts may have on the funding of community-based summer interventions. The purposeful sampling of a small number of summer interventions limits the generalizability of the findings to other summer interventions (Maxwell, 2005). However, reflecting the exploratory nature of the research, I developed propositions and analytic generalizabilities to expand our understanding of resource dependence theory as it applies to community-based summer interventions.

The nature of the data collection is a limitation of the study. I relied upon the willingness of programs to participate and self-reported, retrospective data to examine the challenges of securing and maintaining funding. The variation between programs was dictated by which programs were willing to participate in the study and, as a result, my cases included one program that received federal funding through the 21st CCLC initiative and one urban program. Additionally, interviewees may have unknowingly inflated the quality of their summer programs or diminished the effect of funding challenges on their programs. I tried to minimize this limitation by conducting interviews with several individuals within each site and by triangulating the data across interviews and collected documents.

Because the study relied on the current staff and board members to provide information on the summer intervention and their funders, high turnover may have reduced the detail and depth of the interview data. As part of the study design, I anticipated that my interviewees would have a history with the summer intervention or at least knowledge of the program's history. In some of the sites, I was able to interview administrators, staff, and board members who were very knowledgeable about the summer intervention. For example, the administrators and board members of Horizons had been instrumental in the fundraising and program implementation and design of the summer program for at least six years. In other sites, however, the interviewees were less knowledgeable because of a limited history with the summer program. For example, some of the program staff at the Boys and Girls Club of Harford County – Edgewood Club (BGCH-E) had worked with the program for about one year. As a result, the data I collected varied in the level of detail and depth between interviewees and cases.

**Significance of the Study**

As educators and policymakers look to address the achievement of low-performing students, researchers suggest that interventions may need to target learning time both within and outside the school year (Rothstein, 2004). Community-based academic summer interventions are one type of intervention that can target learning time outside of the school year (McLaughlin & Pitcock, 2009). Data indicate that the effectiveness of summer programs hinges on administrators securing and maintaining funding that can support quality interventions (Cooper et al., 2000; Halpern, 2003), but little is known about the challenges of securing and maintaining funding for community-based academic summer interventions.

This exploratory research extends the tenets of the resource dependence theory to answer questions about the challenges of funding summer interventions serving low-income students to narrow the achievement gap. This research begins to develop new insights into the nature of the challenges of relying upon external providers to fund summer interventions. This research begins to fill a gap in the literature on how internal capacity enables community-based summer interventions to mediate these funding challenges. Finally, this research works to uncover the relationship between funding sources and funding challenges on the quality indicators of summer interventions.

# Chapter 2: Literature Review

The purpose of this chapter is to provide an overview of community-based academic summer interventions and the issues related to funding summer programs. The literature review is organized into five broad sections. In section one, I describe community-based summer interventions by providing a typology of out-of-school time interventions and explaining their role as non-profit organizations. In section two, I identify the quality indicators of summer interventions as defined by the effectiveness literature. These dimensions become important in discussing funding challenges because the level and restrictiveness of funding may have the potential to affect the quality of summer interventions. In section three, I review the literature on the costs of summer interventions to demonstrate the level of funding administrators report utilizing to implement their summer programs. In section four, I describe the major funding streams that administrators of community-based summer interventions rely upon to fund their programs. Finally, in section five, I outline resource dependence theory, the theoretical framework that guides my research.

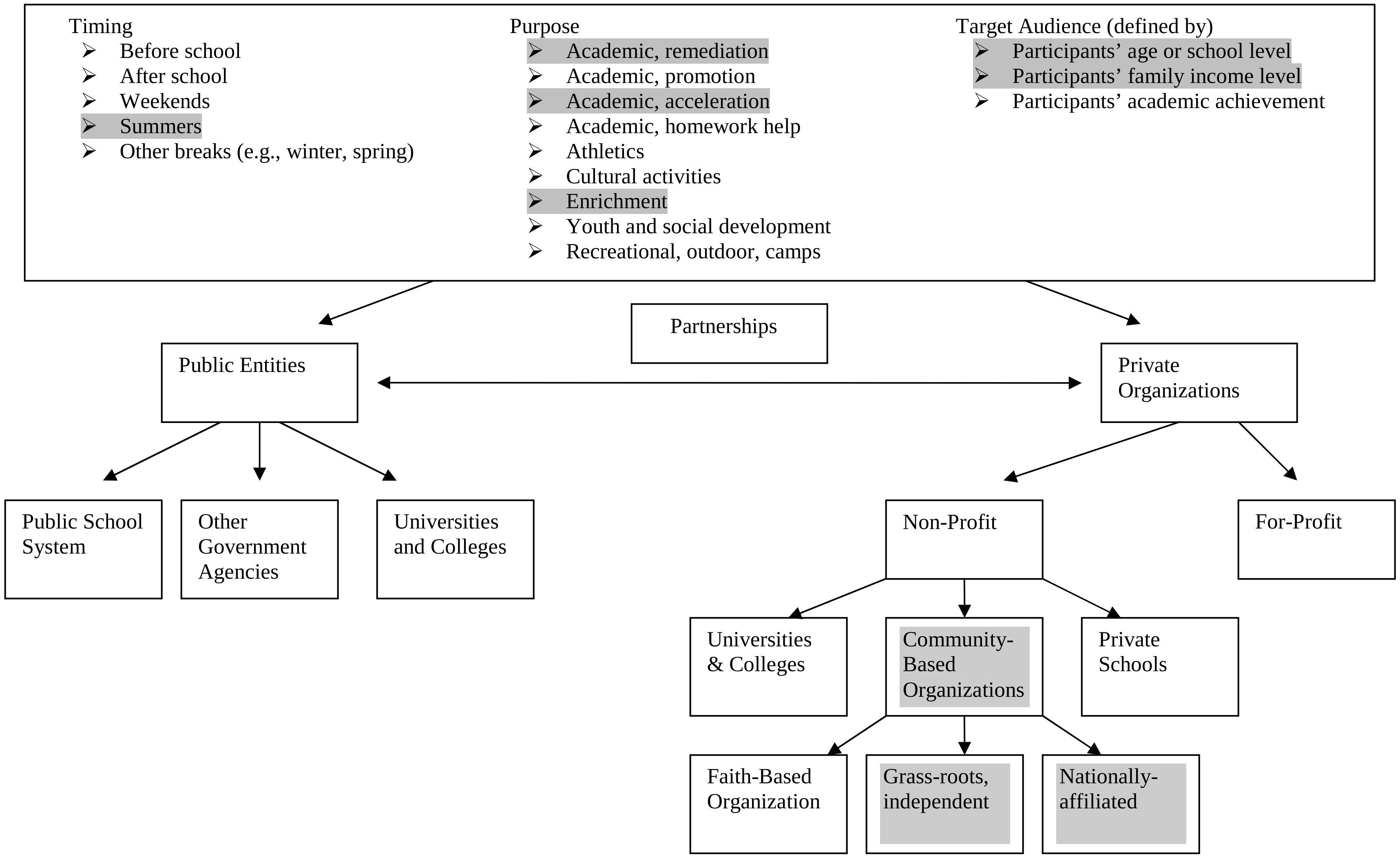
## Community-Based Summer Interventions

To define community-based summer interventions, I describe how community-based summer interventions are situated in the larger field of out-of-school time programs. I also describe how community-based summer interventions are non-profit organizations and, therefore, rely upon external funding to implement their programs.

**Typology of out-of-school time interventions.** The out-of-school time (OST) field encompasses interventions that differ across dimensions of when they are offered, how they are governed, what they seek to accomplish, and who they are targeting (McLaughlin & Pitcock, 2009). Figure 1 outlines the different OST interventions as garnered from researchers (Cooper, Charlton, Valentine, & Muhlenbruck, 2000), advocates (McLaughlin & Pitcock, 2009; Weiss & Little, 2008) and funders of OST interventions (Learning Point Associates, n.d.).

First, OST interventions can be differentiated by *when they are offered* (i.e., timing). OST interventions are offered before school, after school, on weekends, over the summer months, and over other school breaks (e.g., winter break). OST interventions can be offered during one or a combination of these times. For example, some OST interventions are implemented year-round to establish programming both after school and during the summer months (McLaughlin & Pitcock, 2009; Weiss & Little, 2008). The distinction of when OST interventions are offered is important to make because when interventions are offered may be influenced by the amount of funding received. Researchers have reported that when year-round OST programs are faced with funding challenges summer interventions are frequently cut or scaled back (Szekley & Padgette, 2006).

Second, OST interventions can be differentiated by *governance structure*. As illustrated in Figure 1, OST advocates and funders identify three main sectors or categories of governance: public entities, public-private partnerships, and private organizations (Learning Point Associates, n.d.; McLaughlin & Pitcock, 2009). Public entities are differentiated further into public school systems, other government agencies (e.g., libraries, and health departments), and universities and colleges. Private




Information comes from Cooper et al., 2000; Learning Point Associates, n.d.; McLaughlin & Pitcock, 2009; Weiss & Little, 2008.

*Figure 1*. Typology of Out-of-School Time Interventions

organizations can be either for-profit or non-profit. For-profit organizations appear to be a small segment of the field and, in general, offer tutoring services (Weiss & Little, 2008). Non-profit organizations are divided into three additional categories: universities and colleges; community-based organizations (faith-based organizations, grass-roots, independent organizations, and nationally–affiliated organizations); and private schools. Community-based organizations that are nationally affiliated include organizations such as YMCAs, Boys and Girls Clubs, Girl Scouts, and Boy Scouts where “affiliates in communities around the country tailor activities to local clientele but also use nationally developed materials and resources and abide by the national organizations’ charter and rules” (McLaughlin, Irby, & Langman, 1994, p. 8). Nationally-affiliated, community-based organizations appear to have better access than grass-roots, community-based organizations to trainings in fundraising and materials for fundraising that increase the organizations’ internal capacities for securing and maintaining funding (McLaughlin & Pitcock, 2009).

As indicated by the arrow between public entities and private organizations in Figure 1, public-private partnerships can be formed between a number of different public and private entities. For example, public school officials and YMCA administrators can form partnerships to implement a summer intervention where the school provides morning academics and the YMCA provides afternoon swimming. As I will expand upon, the governance structure of an OST intervention may have important consequences for the sustainability and capacity of programs to secure and maintain funding (Naftzger, Vinson, Bonney, Murphy, & Kaufman, 2009).

Third, OST interventions are differentiated by *purpose*. Researchers, OST advocates, and OST funders have identified nine main purposes of OST interventions. The nine purposes and their definitions are:

- *Academic, remediation*: interventions that “address deficiencies in student academic performance” where students are not performing at grade level or are performing below average (Cooper et al., 2000, p. 4; Learning Point Associates, n.d.);
- *Academic, promotion*: interventions that “help students meet minimum competency requirements for graduation or grade promotion” (Cooper et al., 2000, p. 4);
- *Academic, acceleration*: interventions that provide “advanced instruction that goes beyond the typical school course of study” (Cooper et al., 2000, p. 6);
- *Academic, homework help*: interventions that assist students in homework through dedicated time and/or help from staff (Learning Point Associates, n.d.);
- *Athletics*: interventions that focus exclusively on sports skills, practice, and games such as after school high school sports or summer sports camps (McLaughlin & Pitcock, 2009);
- *Cultural activities*: interventions that focus on activities such as dance and the arts (McLaughlin & Pitcock, 2009);
- *Enrichment*: interventions that are interactive and project-focused where activities build upon knowledge and skills taught in school through “real-life experiences” (Learning Point Associates, n.d.);

- *Youth and social development*: interventions that focus on leadership skills and character education and development (McLaughlin & Pitcock, 2009; YMCA, n.d.); and,
- *Recreational, outdoor, camps*: interventions that focus on outdoor education such as traditional overnight summer camps (McLaughlin & Pitcock, 2009).

An OST intervention can address multiple purposes. Administrators and staff of summer interventions may offer programming that is designed to target any of these purposes; typically, however, “academics, homework help” is reserved for after school programs where students are given time and support to complete their homework assigned by their school day teachers (McLaughlin & Pitcock, 2009).

Finally, OST interventions can be defined by their *target population*. The target population can be described by the participants’ age or school level (e.g., elementary or high school students), the participants’ family income levels, and the participants’ academic achievement (e.g., lower-achieving or gifted and talented) (McLaughlin & Pitcock, 2009).

As indicated by the shading in Figure 1, this dissertation focuses on interventions that are implemented during the summer months and that are governed by community-based organizations. I further narrow my focus by examining academic summer interventions that target lower-income students to minimize the early summer learning gap.

**Non-profit characterization.** Community-based summer interventions are non-profit organizations that secure and maintain funding from external organizations and individuals to run their summer programs (Weiss & Little, 2008).[6] Researchers identify five characteristics that define non-profit organizations. First, non-profit organizations are "institutionalized to some extent" (Salamon, 2012, p. 15). In other words, they are not temporary or ad-hoc gatherings of people, but are more stable organizations with board members overseeing the governance and financing of the organizations. Second, non-profit organizations are private and institutionally separate from the government. Next, non-profits can accumulate profits, but those profits cannot be distributed to the staff, administration, or board members (that is, they are non-profit distributing). Administrators of non-profits must utilize profits to support their programs and missions. Fourth, non-profit organizations are self-governing, usually by an administration and a board of directors. Finally, non-profit organizations are non-compulsory and, thus, participation in non-profit organizations "involves some meaningful element of free choice" (Salamon, 2012, p. 16). One manifestation of this characteristic is the governance of non-profit organizations by a voluntary board of directors (Salamon, 2012). The recognition that community-based summer interventions are non-profit organizations emphasizes the organizations' dependencies on external providers to fund their summer interventions as well as pinpoints potential internal resources, such as board members, that may aid in mediating the challenges of dependence.

## Quality Indicators of Effective Summer Interventions

Within the OST field, summer interventions have the unique opportunity to address the summer learning gap between lower- and upper-income students. Research

[6] Salamon (2012) discusses the difficulty in quantifying the number of non-profit organizations because "significant portions of the nonprofit sector are largely informal in character and therefore difficult to capture in empirical terms" (p. 27). As a result, they are not always captured or counted through the IRS, the most common way to identify and count the non-profit organizations in the U.S.

on the effectiveness of summer interventions indicates that not all summer interventions are created equally, and that the quality of summer interventions influences how effective they are in raising the achievement of lower-income students. I organize my discussion on the effectiveness literature around quality indicators of summer interventions that researchers identified as raising the academic achievement of lower-income students.

In this section, I review the research on the effectiveness of academic summer interventions that target elementary and middle school students to understand what constitutes a quality summer intervention. I included studies if researchers used students' academic achievement as their dependent variable and designed the study to isolate the effect of the summer intervention. I do not include summer interventions that target high school students because of the different goals and purposes of these programs. Both school-based and community-based summer interventions were reviewed because of the limited number of available studies. Overall, I identified 11 effectiveness studies that fit my criteria for dependent variable (i.e., academic achievement levels), target population (i.e., low-income, elementary and middle school students), and purpose (i.e., academic achievement).

Studies of the effectiveness of summer interventions designed to increase the academic achievement of lower-income students report mixed results (Borman & Dowling, 2006; Borman, Dowling, Fairchild, & Libit, 2006; Chaplin & Capizzano, 2006; Cooper et al., 2000; D'Agostino & Hiestand, 1995; Harlow & Baenen, 2011; Kociemba, 1995; LeBoff, 1995; Reed, 2001; Roderick, Engel, & Nagaoka, 2003; Schacter, 2001;

Weber, 1996).[7] Researchers attribute these mixed findings to the differences in quality between summer interventions that may be related to funding (Cooper et al., 2000).

Although I identified 11 effectiveness studies, I discuss the five studies that identify quality indicators for summer interventions. The other six studies do report on the effectiveness of summer programs to raise the academic achievement of low-income students, but do not identify quality indicators for summer interventions. Researchers identify five indicators of quality that may be important in raising the effectiveness of summer interventions: small class size (Cooper et al., 2000); prior interaction between students and teachers (Roderick et al., 2003); differentiated (Cooper et al., 2000; Roderick et al., 2003) or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995); adequate contact hours (Borman & Dowling, 2006); and parental involvement (Cooper et al., 2000). Within the five reviewed effectiveness studies, four of the studies focus on school-based summer interventions, while one study focuses on a school-community partnership.

The effectiveness literature on the quality indicators of summer interventions is limited and focused on school-based programs. None of the effectiveness studies focuses on *community-based* academic summer interventions serving low-income students. However, for the purpose of this study, I assumed that the quality indicators for school-based summer interventions are transferable to community-based summer interventions because of their common focus on academics and target population of low-income

[7] Researchers reported no effect on the reading achievement (LeBoff, 1995; Reed, 2001) and math achievement (Weber, 1996) of participants. They reported mixed effects because of student characteristics, such as grade level, gender, and minority status, on student's reading achievement (Kociemba, 1995) and math achievement (Kociemba, 1995; LeBoff, 1995).

students. Thus, I reviewed effectiveness studies that are narrow in focus and emphasize the quality indicators of school-based academic summer interventions.

**Small class size.** Researchers identify small class size as one indicator of the quality of summer interventions (Cooper et al., 2000). Through the use of a meta-analytic review, Cooper and his colleagues (2000) reported that the average effect size across math and reading was about one-fifth of a standard deviation for students who attended remedial school-based summer interventions; effects were larger for middle-income students than for lower-income students. They were careful to note that they did find a statistically significant impact of remedial summer interventions on the achievement levels of low-income students, but they reported that remedial summer interventions serving middle-income students, on average, were higher quality than those serving low-income students.

To disaggregate this finding, Cooper et al. (2000) tested seven program features, including voluntary attendance, class size, differentiated instruction, residential programming, parental involvement, amount of instruction, and curriculum content, as moderators for the effects of summer school on academic achievement.[8] Cooper and his colleagues (2000) reported that class size was a program moderator on the effectiveness of the summer intervention where more effective summer interventions limited class size to 20 students. They also reported that small class sizes were more likely to be present in summer interventions that targeted middle-income students. Summer interventions that targeted lower-income students were less likely to limit class size to 20 students because of funding challenges.

[8] Class size, differentiated instruction, and parental involvement were moderators for the effects of summer school on academic achievement. Differentiated instruction and parental involvement will be discussed later.

**Prior interaction between students and teachers**. Researchers report that the relationship between students and teachers may increase the effectiveness of summer interventions. Rodderick et al. (2003) examined four years of student test data to estimate test-score gains attributed to the students' attendance in Summer Bridge, a school-based summer intervention with the purpose of academic promotion.[9] Using hierarchical growth modeling, they reported that across grade levels (third, sixth, and eighth grades) participating students made substantial short-term gains in reading achievement test scores. Rodderick and his colleagues (2003) also analyzed the effect of teacher-student relationships on student achievement. They reported that in the average eighth grade classroom students gained almost 5.6 months of reading achievement. However, if the Summer Bridge teachers knew at least 90% of the students in their classrooms from the previous school year, students gained an additional 1.6 months of reading achievement. Teachers explained that they were more likely to adapt the curriculum to the needs of the students when they had prior interaction with the students over the previous school-year.

**Type of classroom instruction**. Both Cooper et al.'s (2000) meta-analytic review and individual effectiveness studies highlight the potential importance of the type of classroom instruction (e.g., the use of differentiated instruction (Cooper et al., 2000; Roderick et al., 2003) and high levels of advanced-skills instruction (D'Agostino & Hiestand, 1995)) delivered during summer interventions.

As noted earlier, Cooper and his colleagues (2000) tested seven program features as moderators for the effectiveness of summer programs. They reported that *differentiated instruction* in the classroom was statistically significant. This finding was

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[9] Instead of using students' actual spring test scores, the researchers calculated the students' adjusted test scores through hierarchical growth modeling; all results are based on students' adjusted test scores (Roderick et al., 2003).

supported by Roderick and his colleagues (2003) in their study on Summer Bridge. Roderick et al. (2003) reported increases in students' reading achievement levels and students' learning rates over the summer due to participation in Summer Bridge. However if the teacher provided a high level of differentiated instruction, the students gained an additional 0.9 months of reading achievement.

In their study on the effects of attending a school-based, Chapter I[10] summer intervention, D'Agostino and Hiestand (1995) classified 90 fourth grade classrooms along levels of *advanced-skills instruction*. Drawing on classroom observations over one summer, researchers looked for evidence of high levels of advanced-skill instruction. More specifically, they looked for evidence of teachers promoting student cooperation, encouraging critical and creative thinking, and developing student problem-solving skills. Using analyses of covariance to compare classrooms according to levels of advanced-skills instruction, D'Agostino and Hiestand (1995) reported that students in classrooms with high levels of advanced-skills instruction outperformed students in classrooms with either low or moderate levels of advanced-skills instruction. Thus, in designing and implementing summer interventions, classroom instruction may be an important characteristic to address to increase the effectiveness of raising students' academic achievement levels.

**Adequate contact hours**. Research indicates that the number of contact hours can increase the effectiveness of academic summer interventions. Contact hours captures both the duration of the program and the attendance levels of the students. To illustrate this

[10] Title I services were renamed Chapter I under the reauthorization of ESEA in 1981, titled the Education Consolidation and Improvement Act. (Chapter I services were convert back to Title I in 1989). Title I funding, "provides financial assistance to local educational agencies and schools with high numbers or high percentages of children from low-income families to help ensure that all children meet challenging state academic standards" (U.S. Department of Education, n.d.b).

point, Borman and Dowling (2006) examined the effect of attendance in their study on Teach Baltimore, a school-community partnership that offers programming for seven-weeks targeting low-income, elementary students that provides reading activities in the morning and math, writing, and enrichment activities in the afternoon. Borman and Dowling (2006) examined longitudinal test scores of kindergarten and first grade students through multi-level growth modeling. They reported no effect on students' achievement scores in total reading, reading vocabulary, or reading comprehension due to participation in Teach Baltimore. However, across all variables, they reported that a higher rate of attendance resulted in statistically significant gains for the participating students compared to the control group. For example, a 10% increase in attendance corresponded to an average increase of five percentile points in letter naming. Borman and Dowling (2006) stressed the importance of consistent attendance over one summer as well as the importance of students' participation in summer interventions over multiple summers. However, in their experience with Teach Baltimore, they concluded that the "simple assignment of the students to the program is not likely to make a difference. Encouraging and sustaining students' long term participation…was a challenge" (Borman & Dowling, 2006, p. 45).

Researchers and OST advocates have identified three strategies to increase student attendance. Researchers and advocates stress that year-long contact with the students, alignment of school-year and summer curriculum, and the pairing of academics with enrichment activities may increase the attendance rates of youth participants (Bell & Carillo, 2007; Borman and Dowling, 2006; Chaplin & Capizzano, 2006; McLaughlin & Pitcock, 2009; Schacter, 2001). OST advocates specify that the alignment of school-year and summer curriculum can take two forms: either alignment with the previous school-year curriculum to provide remediation of core concepts or alignment with the upcoming school-year curriculum to provide a preview of core concepts (McCombs et al., 2011). Further, OST advocates recommend that quality summer interventions offer a minimum of 80 hours of programming over one summer to be effective (McLaughin & Pitcock, 2009).

**Parental involvement.** Cooper and his colleagues (2000) reported that parental involvement was associated with higher levels of academic achievement. Researchers suggest that parental involvement can increase the effectiveness of summer programs by boosting parental buy-in for the summer program and, in turn, augmenting students' attendance levels and learning opportunities in the home (McCombs et al., 2011). Researchers provided examples of parental involvement that reinforce learning at home, including, but not limited to in-home visits or parent-teacher conferences (Cooper et al., 2000; McCombs et al., 2011).

**Summary of quality indicators**. Research on the effectiveness of academic summer interventions serving low-income students identifies five indicators of quality: small class size (Cooper et al., 2000); prior interaction between students and teachers (Roderick et al., 2003); differentiated (Cooper et al., 2000; Roderick et al., 2003) or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995); adequate contact hours (Borman & Dowling, 2006); and parental involvement (Cooper et al., 2000). Administrators' abilities to implement summer interventions that integrate these quality indicators into their programming may be limited by their ability to secure and maintain funding (Cooper et al., 2000; Halpern, 2003). As Halpern (2003) observed, typically, summer interventions targeting low-income youth have received:

> Enough revenue to cover two-thirds of costs, forcing them to cope in a variety of ways that undermined quality. For instance, programs reduced staff hours to a minimum, refrained from filling staff vacancies, limited their purchase of supplies and materials, hired fewer specialists than they needed, and so forth (p. 110).

Thus, the abilities of administrators of community-based summer interventions to secure and maintain funding may be a crucial determinant in the quality of their summer programs and, thus, in raising the academic achievement of their participants.

**Cost of Summer Interventions**

In this section, I discuss the costs of implementing summer interventions. I reviewed cost studies of academic summer interventions that target low-income students in elementary and middle school to reflect the target population and purpose of the four cases included in this study. Researchers have calculated the cost of summer interventions that target high school students, but OST advocates discourage the cost comparison between summer interventions that target high school students with summer interventions that target elementary and middle school students because of the different goals and short-term outcomes typically addressed by the former interventions (Grossman, Lind, Hayes, McMaken, & Gersick, 2009). I have included cost studies of both community-based and school-based summer interventions because of the limited research on the cost of community-based summer interventions as well as to illustrate the differences in costs between community-based and school-based summer interventions,

Table 1

*Costs of Summer Interventions*

| Program Description | Per Pupil Cost in 2013 dollars | Costs Include | Citation |
|---|---|---|---|
| *Summer intervention programs*<br>Grades = K-8<br>N = 45 programs in six cities | $1,438 ($1,243 out-of-pocket + $162 in-kind) | Average full cost of running summer program. Included all out-of-pocket expenditures and in-kind donations in seven categories: staff salaries, staff benefits, space and utilities, administrative, transportation, student stipends, other. Does not include start-up or planning costs. | Grossman, Lind, Hayes, McMaken, & Gersick (2009) |
| *Academically oriented, community-based or school-based programs*<br>Grades = K-8<br>N = 6 large, urban programs | Community-based: $2,233; $2,818; $3,039<br>School-based: $1,203; $1,679; $2,843 | Included expenditures and in-kind donations. Expenditures on transportation, facilities, and food were standardized. | McCombs et al. (2011) |
| | | | |
| *Community-school partnership*<br>Teach Baltimore<br>Elementary students in urban district | $977 | Reported as monetary costs, excluded in-kind support, evaluations, and professional development. | Borman & Dowling (2006) |
| *District sponsored promotion intervention*<br>Summer Bridge<br>Grades = 3, 6, 8<br>N = 21,000 students | $825<br><br>(third grade costs only) | Teachers, materials, administration and operations, teacher training, coaches and monitors, transportation, and security. | Rodderick, Engel, & Nagaoka (2003) |
| *School sponsored*<br>Grades = K-12<br>N = 4,700 students | $189 | Elementary students only. Reported as budgetary costs. | Albuquerque Public Schools (1985) |
| *School sponsored*<br>Grades = K-8<br>N = 3,925 students | $480-$504 | Reported as money received from grant. No specification of what the costs included. | Carroll (1987) |
| *School sponsored*<br>Grades = K-12<br>N = 1,027 students | $1,527 | Reported as budgetary costs. No specification of what budget covered. | Moss (1988) |
| *School sponsored*<br>Grades = 1-4, 6, 8<br>N = 40,191 students | $549 | Reported as budgetary costs and most costs were for instructional staff. No other specifications included. | North Carolina State Department of Public Instruction (1988) |

costs that appear to reflect differences associated with governance structure (Grossman et al., 2009; McCombs et al., 2011).

My search for studies on the costs of implementing summer programs only yielded eight studies, which are described in Table 1. I only briefly discuss the last six evaluations because of quality concerns in either the program evaluated and/or the method used to calculate the costs. Then I focus attention on the first two studies listed in Table 1 because the calculated costs appeared to be more inclusive of all resources utilized, including out-of-pocket expenditures and in-kind donations (Grossman et al., 2009; McCombs et al., 2011). Both studies provide a more complete and nuanced picture of the costs of academic summer interventions.

The last six summer interventions that are listed in Table 1 include summer interventions sponsored by community-school partnerships (Borman & Dowling, 2006), school districts (i.e., district promotion programs; Rodderick et al., 2003), and schools (Albuquerque Public Schools, 1985; Carroll, 1987; Moss, 1988; North Carolina State Department of Public Instruction, 1988). As can be seen, the annual per pupil expenditures (PPE) ranged from $189 (Albuquerque Public Schools, 1985) to $1,527 (Moss, 1988)[11] and both the highest and lowest costs were associated with school-based summer interventions targeting elementary aged students. These costs should be viewed with caution because the PPEs are not inclusive of all resources needed to deliver programs. For example, in some cases, researchers based costs solely on budgetary numbers (Albuquerque Public Schools, 1985; Moss, 1988; North Carolina State Department of Public Instruction, 1988) or grant awards (Carroll, 1987), or excluded in-kind support (Borman & Dowling, 2006). Although Rodderick et al. (2003) defined how

[11] To ease comparison all costs are reported in 2013 dollars.

the PPE was calculated, they did not include classrooms and utilities in their cost calculations. Thus, the reported PPEs appear to be based on underestimations of resources needed to run the summer interventions. To obtain a more complete picture of the cost of implementing an academic summer intervention, my attention turns to the first two studies in Table 1.

Grossman et al. (2009) examined the cost of 111 out-of-school programs in six cities, including Boston, Charlotte, Chicago, Denver, New York, and Seattle. The researchers selected programs that had operated for at least two years and that were identified as possessing certain quality indicators, such as low student-teacher ratios and high student attendance rates. They selected programs that varied along a number of dimensions: target population (elementary students, middle school students and/or high school students); location of program (school or community-based); governance structure (school or community-based); purpose (academic, enrichment or both); and time period offered (school year only or year round). To calculate costs, the researchers reported both out-of-pocket expenditures and in-kind donations within seven categories: staff salaries, staff benefits, space and utilities, administrative, transportation, student stipends, and other. They did not include start-up or planning costs. As the authors noted, the costs for the summer interventions were costs for *extending* the after school interventions into the summer months and, thus, “these costs do not necessarily reflect the cost of running a summer-only program” (Grossman et al., 2009, p. 19).

All of the OST interventions operated during the after school hours; a majority (64%) also operated during the summer months.[12] Therefore, the researchers could disaggregate the costs of operating a program during the summer. To calculate the costs

[12] Forty-five interventions offered summer programming.

of operating a summer intervention, Grossman and her colleagues (2009) asked administrators to make a distinction between resources used during the after school portion and resources used during the summer portion of their inventions within each of the seven cost categories.

Grossman et al. (2009) reported that the average annual operating cost of a summer intervention for low-income students in elementary and middle schools running at full capacity[13] was $1,438 per student. Researchers calculated that out-of-pocket expenditures averaged $1,243 per student, and in-kind donations, such as donated space and supplies and volunteer time, averaged $162 per student.[14] Staff salaries as well as space and utilities encompassed the largest costs at 59% and 9%, respectively, followed by administrative costs (7%)[15] and staff benefits (6%). (The remaining 17% of the costs were grouped into "other," which included items such as food and staff training.) The authors also disaggregated the daily costs of running elementary and middle school summer interventions by governance structure, with community-based summer interventions costing $32 per student and school-based summer interventions costing $28 per student. Grossman and her colleagues attributed the difference in cost between community-based and school-based summer interventions to specific programmatic decisions made by administrators. Administrators of community-based summer interventions hired more certified staff, operated more intensive programming, and

[13] Grossman et al. (2009) report costs as cost per slot and cost per enrollee; cost per slot refers to the cost of running a program at full capacity while cost per enrollee takes into account average attendance rates for the program.

[14] Full cost: 25th-75th percentiles = $910-$1,520; 50th percentile = $1,270. Out-of-pocket expenditures: 25th-75th percentiles = $660-$1,370; 50th percentile = $1,040.

[15] Administrative costs include, "the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services" (Grossman et al., 2009, p. 21).

reported higher expenditures on program materials than administrators of school-based summer interventions.

McCombs and her colleagues (2011) examined the cost of six large (defined as providing summer programming to over 1000 students) urban summer interventions.[16] The programs were academically-oriented and targeted lower-income K-8 students. To calculate costs, the researchers included expenditures and in-kind services. They standardized the number of contact hours for each program at 150 hours[17] and the programs' expenditures on transportation, school facilities, and food because they were most interested in costs associated with instructional staff, curriculum, and administration. Their sample consisted of three community-based and three school-based summer interventions. McCombs and her colleagues reported that the community-based summer interventions cost $2,233; $2,818; and $3,039, while the school-based summer interventions cost $1,203; $1,679; and $2,843. They attributed the generally higher costs of running community-based summer interventions with differences in class sizes, central office functions, and materials. The three community-based summer interventions were nationally-affiliated, non-profit organizations and, therefore, employed additional staff to focus on fundraising, quality control of individual programs, curriculum development, and the recruitment of teachers and students.

In addition to examining the differences in costs due to governance structure, McCombs et al. (2011) examined how program focus, size, and duration affected the costs of the summer interventions. First, they examined the differences in costs along characteristics of program focus. They differentiated programs by academics only, non-

[16] McCombs et al. (2011) also reported on the cost of a read-at-home program, but I do not include the cost here because the summer intervention is not a formal summer program.
[17] They assumed that each program ran for six hours per day, five days per week over five weeks.

academic single focused, and multi-focused. McCombs and colleagues (2011) reported that summer interventions that were multi-focused were most expensive followed by academics and non-academic single focused programs. Second, McCombs et al. (2011) found that although larger programs cost more overall, they are less costly per participant because fixed costs can be spread out over more students. And, finally, they reported that the larger fixed costs of programs with more contact hours could be distributed over more time and result in lower costs per participant.

Both Grossman et al. (2009) and McCombs et al. (2011) reported that administrators of community-based summer interventions spend, on average, more than school-based summer interventions to implement their summer programs. Research suggests that the higher costs are a result of programmatic decisions, and program focus, duration, and size as well as governance structure and local conditions (Grossman et al., 2009; McCombs et al., 2011).

**Funding of Summer Interventions**

Administrators of community-based summer interventions rely upon external providers to fund their summer programs. Researchers have identified three overarching categories of funding for summer interventions; the types of funding streams are outlined in Table 2. The type of funding stream relied upon by administrators may be important because of challenges associated with each type of funding (Froelich, 1999; Learning Point Associates, n.d.; Mitchell et al., 2005; Sandel & Bhat, 2008; Stewart, 2007).

First, administrators can utilize *government funding* through the federal, state, or local levels. Grossman and her colleagues (2009) reported that 80% of the OST interventions in their cost study received support through government funding.

Table 2

*Potential Funding Streams for Summer Interventions*[18]

| Funding Category | Types of Funding | Funding Examples[19] |
|---|---|---|
| **Government** | Federal | 21st CCLC; Title I (supplemental educational services, migrant educational programs); Summer Food Service Programs |
| | State | Kansas' Endowment for Youth Fund; Tennessee's Lottery; Alabama's 4-H Income Tax Check Off |
| | Local | Oakland's Measure K; Portland's Measure 26-33 (Children's Investment Fund); Maryland's Local Management Boards; Parks and Recreation Departments; School Districts |
| **Private Contributions** | Corporate Philanthropy | Corporate Voices for Working Families; Philip Morris; JC Penney's After School Fund; CVS; Target; Office Depot; General Electric; Coca-Cola |
| | Foundations | Bill & Melinda Gates Foundation; Charles Stewart Mott Foundation; Atlantic Philanthropies; Weinburg Foundation; Anne E. Casey Foundation |
| | National Umbrella Groups | YMCA; Boys & Girls Club; Boy Scouts; Girl Scouts; Horizons Student Enrichment |
| | Collaboration Efforts | Detroit Area Pre-College Engineering Program; State Farm; Maryland Afterschool Partnership; United Way |
| **Grass-Roots Efforts** | Fundraisers | Auctions; concerts |
| | Local businesses | Annual giving campaigns |
| | Individuals | Annual giving campaigns |
| | Endowments | |
| | Parent or Service Fees | Usually done on a sliding scale based on parent's income |
| | Commercial revenue | Income from sales of products |

[18] The list of potential funding streams was developed from McLaughlin, Irby, and Langman (1994), Georgia Afterschool Investment Council (2007), Fairchild, McLaughlin, and Costigan (2007), and Padgette and Deich (2008).
[19] The examples given are not exhaustive, but illustrate the potential range of funding sources used to support summer interventions.

Administrators can access federal funding through programs such as the U.S. Department of Agriculture's Summer Food Program, the Child Care and Development Fund, and the Temporary Assistance to Needy Families (Fairchild, McLaughlin, & Costigan, 2007); but, researchers and advocates consider the 21st Century Community Learning Centers (CCLC) initiative as the first permanent federal funding stream dedicated solely to after school and summer programs (Fairchild et al., 2007). Through the 21st CCLCs, the federal government annually awards roughly $1 billion for out-of-school time programs and provides a significant funding source for summer interventions (U.S. Department Education, n.d.a). Across grade levels, 60% to 70% of the 21st CCLCs offer programming during the summer months (Mitchell, Naftzger, Margolin, & Kaufman, 2005).

The 21st CCLC initiative was first authorized in 1994 under the Improving America's Schools Act and was reauthorized in 2001 as part of No Child Left Behind. As written in its reauthorization, the stated purposes of the 21st CCLCs are to "provide opportunities for academic enrichment" as well as to "offer a broad array of additional services" to students who attend low-performing schools to help meet "state and local student academic achievement standards in core academic subjects" (U.S. Department of Education, 2002, p. 7). The federal government does not directly distribute funding to local programs. Instead, state education agencies (SEAs) receive funds from the federal government based on the level of their Title I funding. Then, SEAs distribute money to 21st CCLCs through a competitive grant process. Grant applications are awarded extra points if the programs are designed to help students meet "state and federal standards in core academic subjects" (U.S. Department of Education, 2003, p. 6). Each state may determine the length of its grant awards. Up until 2013, Maryland state education policymakers awarded grants for three year cycles. They since have increased the length of the grants to five year cycles (Learning Point Associates, n.d.). Community-based organizations, schools and school districts, and partnerships are eligible to apply for 21st CCLC grants (U.S. Department of Education, 2003).

In addition to the 21st CCLC initiative, OST advocates also cite Title I's supplemental educational services and the American Recovery and Reinvestment Act's (ARRA) Race to the Top funds as potential sources of federal funding for summer interventions (Fairchild et al., 2007; National Summer Learning Association, 2010). When schools and school districts do not meet adequate yearly progress for three consecutive years, students can receive supplemental educational services or tutoring outside of school hours (Rebell & Wolff, 2008). However, the program is intended to "provide tutoring services during the school year rather than the summer" (Fairchild et al., 2007, p. 6), so it is limited as a potential funding source for summer interventions.

OST advocates and administrators have reported that summer interventions have benefited from the Race to the Top funds because of its focus on areas such as education reform and the achievement gap (National Summer Learning Association, 2010). McCombs et al. (2011) described a district-sponsored summer intervention that served 2000 students over two summers and that was funded through the ARRA. Administrators utilized the Race to the Top funds to implement academic instruction during the morning. They supplemented the Race to the Top funding with foundation grants to implement nonacademic programs in the afternoon. Researchers questioned the sustainability of the program because the Race to the Top funding is not a long-term source of federal funding and will expire after two years (McCombs et al., 2011).

State and local governments also provide support to summer interventions through state endowments, lotteries, and income tax donations as well as through local initiatives (Fairchild et al., 2007; Georgia Afterschool Investment Council, 2007; Grossman et al., 2009; Padgette & Deich, 2008). In Maryland, the counties and Baltimore City are required to fund local management boards. Local management boards serve as “the coordinators of collaborations for child and family services.” They are located in each county to increase local authority in the planning and implementation of child and family services, such as after school and summer programming (Governor’s Office for Children, n.d.).

A second category of funding that administrators of community-based summer interventions can utilize are *private contributions* from corporations, foundations, national umbrella groups or nationally-affiliated organizations, and other collaborative efforts to support their summer interventions (Grossman et al., 2009; McLaughlin et al., 1994). After government funding, private contributions are reported to be the most significant funding stream for OST interventions. Grossman et al. (2009) reported that administrators of OST interventions relied upon private contributions through foundation grants (51% of the programs in their study), corporate donations (26%), and collaborative efforts (e.g., United Way; 20%).

Finally, administrators of community-based summer interventions can access funding through *grass-roots efforts*. Administrators of summer interventions may raise money through fundraising events, contributions from local businesses and individuals, endowments, parent or service fees (parent fees are typically charged on a sliding scale based upon income), and commercial revenue (Froelich, 1999; Grossman et al., 2009; McLaughlin et al., 1994). Administrators reported utilizing grass-roots efforts through individual donations (31% of programs), parent fees (20%), and fundraising events (19%) (Grossman et al., 2009).

Increasingly, administrators of non-profit organizations are utilizing commercial revenue as a source of funding for their programs (Kerlin & Pollack, 2011). For this research, commercial revenue is defined as “income from sales of products” (Salamon, 2012, p. 104). However, not all non-profit organizations are in the position to rely on commercial revenue. For example, administrators of art museums can rely on ticket sales to generate revenue, while administrators of soup kitchens may have a tougher time developing commercial revenue to support their programs (Smith, 2008). Researchers on summer interventions have not reported the wide-spread use of commercial revenue to fund programs (Grossman et al., 2009), but in studying the challenges of securing and maintaining funding it may be important to recognize the potential for commercial revenue.

In their study on OST interventions, Grossman et al. (2009) report that, on average, administrators of large urban summer programs utilized three to four funding sources to support their programs, while roughly one-quarter of administrators relied upon five or more funding sources. To sustain their summer interventions, administrators typically relied upon public support and in-kind donations as well as on one or two of the other identified funding streams. Through their reliance on multiple funding sources, administrators are juggling multiple external providers to implement their summer interventions.

## Conceptual Framework

I use resource dependence theory to underscore the relationship between community-based organizations and their funders because of the theory's emphasis on the dependency of organizations on external providers for resources and its recognition of organizations managing these dependencies through their internal capacities. Alternative frameworks could be utilized to examine the challenges of securing and maintaining funding. For example, researchers have used benefits theory to highlight the relationship between the programs offered by non-profit organizations and accessible funding streams (Wilsker & Young, 2010). Additionally, researchers have explored the effect of the environment on organizations through an institutional framework where "nonprofit organization's survival requires it to conform to the environment in which it exists" (Kerlin & Pollack, 2011, p. 688) and organizations are viewed as passive players in their broader environment (Kerlin & Pollack, 2011). Both of these theories minimize the role of the organization in its response to environmental constraints (Kerlin & Pollack, 2011; Wilsker & Young; 2010). The minimization of the organization's role may be problematic because research indicates the importance of an organization's internal capacity, such as the support from a national umbrella organization, to mediate the challenges of dependence on external providers (Pfeffer & Salancik, 2003). Resource dependence theory draws attention to the role of organizations in responding to the demands of external providers.

In this section, I start with the basic tenets and assumptions of resource dependence theory by relying upon the work of Pfeffer and Salancik (2003). Then, I examine the challenges experienced by non-profit organizations and summer interventions that rely upon external providers for funding. Finally, I discuss the role of organizations' internal capacities to respond to external demands from funders to secure and maintain funding.

**Resource dependence theory.** Pfeffer and Salancik (2003) discuss resource dependence theory in their book, *The External Control of Organizations*, where they posit that the actions of organizations can be understood by examining the environment in which the organizations operate. Organizations do not operate independently, but are limited or uplifted by their environment as a "consequence of their resource needs" (Froelich, 1999, p. 247). In other words, resource dependence theory asserts that the survival of organizations is contingent on securing and maintaining resources from external providers. Organizations are not self-sufficient and must depend on their environment for resources.

Organizations' dependence on external providers for resources is not, in and of itself, problematic. Their dependence becomes problematic when environments change and external providers' demands for needed resources alter, when there is a misalignment between goals of programs and funding sources, or when access to external resources is denied (Froelich, 1999; Pfeffer & Salancik, 2003). In Pfeffer and Salancik's (2003) words, "new organizations enter and exit, and the supply of resources becomes more or less scarce. When environments change, organizations face the prospect of either not surviving or of changing their activities in response to these environmental factors." (p. 3).

Organizations can decide upon several different responses to the changing demands from external providers. First, organizations can decide to comply with and adapt to external demands. When organizations respond in this way, Pfeffer and Salancik (2003) contend that the "compliance is a loss of discretion…and an admission of limited autonomy" (p. 94). Through this response, organizations may be giving up important self-sufficiency, particularly in the long-term.

Second, organizations can decide to avoid dependence on an external provider by altering their relationships with the provider. Pfeffer and Salancik (2003) identify two strategies employed by organizations to decrease resource dependence and, in turn, increase their future stability and sustainability. First, organizations can grow to increase the size of their organization, which may provide greater self-sufficiency. One specific type of growth is through a merger with or acquisition of the external provider that results in the organization gaining control of the needed resources as well as increasing the power of the "surviving organization" (Pfeffer & Salancik, 2003, p. 110). Additionally, organizations can diversify their resource dependence by expanding the number of external providers they rely upon for resources. Through resource diversification, organizations reduce their dependence on any one external provider.

Third, organizations can manage their dependence on external providers through organizational coordination; that is, they can develop agreements where organizations and external providers share power and information to stabilize and coordinate interdependence. In contrast to mergers, this strategy is more flexible, but can result in less control over needed resources. Pfeffer and Salancik (2003) identify several types of organizational coordination used to manage dependence, including (a) joint ventures or the “creation of a new, separate organizational entity, jointly owned and controlled” (p. 252) by the organization and external provider; (b) cooptation or the “placing of representatives from external [providers] on advisory committees or boards of directors” (p. 162); and, (c) associations, coalitions or cartels. The key to this strategy is communication and the sharing of information between organizations and external providers to increase linkage and commitment between the two entities. For example, organizations may decide to strategically appoint people from external providers to their boards of directors. As a result, the organization “expects [that] the individual will come to support the organization, will concern himself with its problems, will favorably present it to others, and will try to aid it” (Pfeffer & Salancik, 2003, p. 163). In other words, the board member becomes invested in the interests of the organization. As Pfeffer and Salancik (2003) describe, “the individual has been coopted. The organization’s interests become his or her own” (p. 163). Thus, coopted individuals are more likely to divert resources from their external provider to the organization.

Finally, organizations can manage their dependence on external providers through the use of courts and the government. They can attempt to change the environment through regulatory or social sanctions, such as direct cash subsidies, market protection, and anti-trust suits. Typically, organizations utilize this strategy when dependence cannot be managed through the strategies noted above.

Organizations’ decisions to comply with, manage or avoid the demands of external providers may be reflective of their internal capacity. As Pfeffer and Salancik

(2003) state, “perhaps one of the most important influences on an organization’s response to its environment is the organization itself” (p. 13). Internal resources, such as personnel’s knowledge of the external provider and the available alternatives as well as an organization’s informational system, may affect an organization’s actions and responses to external providers.

In determining the level of dependence of one organization on an external provider, three factors may be critical. First, the resource’s importance to the organization determines the dependence on the external provider. In other words, to what extent does an organization rely upon the external provider for continued operation? Second, the level of dependence on the external provider reflects the amount of control the organization has over the resource’s allocation and use. This takes into account variables such as possession of or access to the resource, decisions in how to use the resource, and regulations over the use of the resource. Finally, the level of dependence on an external provider reflects the extent to which there are few alternatives to obtain the necessary resource from other providers (Pfeffer & Salancik, 2003).

The survival of non-profit organizations is contingent upon receiving funding from external providers. And, as Froelich (1999) discusses in her study on non-profit organizations:

> the continual change in the environments associated with major resource providers translates into specific threats and emerging opportunities for non-profit funding. As a result, shifting sources of funds and altered dependency relationships have been observed (p. 248).

Organizations' critical functions become the managements of these dependencies to sustain their programs.

**Challenges of dependence.** In discussing the challenges of dependence on external providers for funding, I utilize both non-profit and out-of-school time literature. More specifically, I rely upon Froelich's (1999) discussion on the challenges of non-profit organizations' dependencies on external providers, including revenue volatility, goal displacement, necessary adaptations to process and structure, and a need for resource diversification. I also review the literature on out-of-school time and summer interventions and identify access to funding streams as an additional challenge (Learning Point Associates, n.d.; Mitchell et al., 2005; Sandel & Bhat, 2008; Stewart, 2007).

***Revenue volatility***. In her literature review of non-profit organizations, Froelich (1999) identifies revenue volatility or the unpredictability and instability of funding as one challenge in securing and maintaining funding. She identifies private contributions,[20] specifically foundation and corporate grants, as having high revenue volatility. Administrators report that funding from foundation grants may be less volatile than corporate grants when foundation grants are offered for multiple years, but revenue volatility is still present in foundation grants. Froelich (1999) describes government funding as having lower revenue volatility because the government support is predictable and sustained.

Grants from the government and private organizations often are awarded as seed money to start new programs as opposed to operating support. Both administrators of

[20] Froelich (1999) classifies funding streams in terms of private contributions, government funding, or commercial activity. For purposes of my dissertation, I discuss her findings in terms of funding streams identified by OST and summer researchers: government funding, private contributions, and grass-roots efforts.

non-profits (Froelich, 1999) and summer programs (Mitchell et al., 2005; Szekley & Padgette, 2006) report that this practice creates challenges in continued support for programs funded by seed money once the grant has expired. For example, Mitchell et al. (2005) reported that a majority (54%) of the grant competitions for 21st CCLC money were awarded for five years. Once the 21st CCLC grants expired, "…many former 21st CCLC grantees have not been able to sustain out-of-school time programs at the same level as with their initial grants" (Szekley & Padgette, 2006, p. 5). Administrators are faced with finding new sources of funding to sustain the programs started with seed funding.

Grass-roots efforts may demonstrate either high revenue volatility in the case of individual contributions or moderate revenue volatility in the case of commercial revenue. Administrators report that both fundraisers and individual donations were not steady, consistent sources of funding but fluctuated up to 50% in the amount raised from one year to the next. Commercial revenue appears to be a more reliable funding source with fewer fluctuations.

***Goal displacement.*** Froelich (1999) identifies goal displacement as an additional challenge of dependence on external providers for non-profit organizations. Goal displacement occurs when non-profit organizations modify their goals and activities to satisfy the demands of external providers. She identified both individual contributions and grants from corporations and foundations as having the strongest effect on goal displacement, followed by government funding (moderately strong), and commercial revenue (the weakest).

Froelich (1999) argues that private contributions, such as grants from corporations and foundations, can influence the goals of non-profit organizations by tying their grants to specific programs or causes. As an example, she states:

> …venerable foundations such as Ford and Carnegie can extend their influence far beyond the selected organizations merely by announcing programmatic themes and demonstrating approval of particular organizational characteristics; hopeful applicants imitate recipients in preparation for competitive proposal review (p. 253).

In other words, large foundations can influence the goals of non-profit organizations through their grant applications, regardless of whether or not the non-profit organizations receive funding from the large foundations.

For grass-roots funding, Froelich (1999) categorizes individual contributions as having strong goal displacement effects because of a "few lead donors who typically restrict the use of their major gifts" (p. 251). Administrators may alter the goals of the non-profit organization to ensure a greater match with the interests of the lead donors and to increase the continuity of funding. On the other end of the spectrum is commercial revenue that, typically, is unrestricted funding. With commercial revenue, non-profit managers usually have the discretion to decide how to spend revenue with little effect on the goals of the program.

Researchers who study OST interventions also have identified goal displacement as a result of dependence on certain funding streams. For example, a public-private partnership, the San Francisco Beacon Initiative,[21] which provides year-round interventions to low-income youth and their families, changed the focus of its programming because of pressure from financial supporters and principals in the host schools (Walker & Arbretum, 2004). During a multi-year evaluation of the Beacon Centers, researchers witnessed a shift in purpose from youth development to students' standardized test scores (Walker & Arbretum, 2004). Administrators of summer interventions may feel pressure to change the goals of their programming to fit the current focus of national policies and funding.

***Necessary adaptations to process and structure.*** Froelich (1999) identified that non-profit organizations adapt their internal processes and structures in response to changes in the requirements to secure and maintain funding from external providers. They may respond to the changing requirements of external funders through adaptations to their staff, board members, and administration and their funding procedures (Froelich, 1999).

Administrators of non-profit organizations may have to adapt more formalized and standardized processes and become more bureaucratic to receive funds from government sources. Froelich (1999) reported that government agencies require detailed documentation, evaluations, and accountability from non-profit organizations that they fund. Non-profit administrators described providing intense details for not just the grant applications, but also for reporting requirements after the funds have been received. As a result, non-profit organizations that relied upon government agencies for funding adapted

[21] The San Francisco Beacon Centers are year-round interventions that are managed by community-based organizations, but located in public schools. The participating youth live in surrounding neighborhoods. Activities at the Beacon Centers are geared towards the youth and their families.

their internal processes and, ultimately, their structures to respond to the intensity of grant applications and reporting requirements.

Similarly, private contributions, such as foundation grants and corporate giving, have evolved to become more formalized. Where once private contributions were characterized as “ad hoc giving,” some now require measures of efficiency and effectiveness and specify criteria for receiving grants. Non-profit organizations, in turn, hired more professionalized staff to respond to the grant requirements and developed more formalized structure to fulfill grant requirements (Froelich, 1999).

Finally, Froelich (1999) described grass-roots efforts, particularly commercial revenue, as increasing the “rational, accountability practices” (p. 259) of non-profit organizations. Through a reliance on commercial revenue, non-profit organizations may take on characteristics of for-profit businesses. For example, non-profit organizations may add members to the board of directors who have finance and marketing backgrounds and may utilize practices often associated with for-profit businesses, such as mergers and joint ventures. The changing demands from external providers to receive funding can become problematic when non-profit organizations do not have the internal capacity to adapt their processes and structures.

***Need for resource diversification***. Pfeffer and Salancik (2003) identify resource diversification as one strategy organizations use to decrease dependence on external providers for resources. Typically, administrators of community-based summer interventions utilize resource diversification to increase the sustainability of their funding and their programs (Carroll & Stater, 2008; Froelich, 1999; Grossman et al., 2009). Carroll and Stater (2008) suggest that resource diversification does “lead to greater stability in the revenue structure of nonprofit organizations, which potentially makes longevity and sustainability also more likely" (p. 948).

However, the reliance of administrators of community-based summer interventions on multiple funding streams does not come without challenges (Froelich, 1999; Grossman et al., 2009; McLaughlin, 2000). When relying on several funding streams, administrators and staff comply with multiple funding criteria, through multiple grants and reporting requirements, which can lead to increased managerial and fundraising responsibilities (Froelich, 1999). Administrators of community-based summer interventions may be juggling multiple proposals, multiple evaluations, and multiple reports for every year of programming (Grossman et al., 2009; McLaughlin, 2000) that potentially increases what Malen and Rice (2004) call organizational freneticism and fragmentation.

***Access to funding streams.*** Literature suggests that not all community-based summer interventions can access each of the three funding streams. Access to funding streams may vary because of the external provider's funding requirements (Stewart, 2007), a program's governance structure (Learning Point Associates, n.d.; Mitchell et al., 2005), and a program's location (Sandel & Bhat, 2008). Access to funding becomes an additional challenge because of the importance of resource diversification to secure and maintain funding for summer interventions.

First, research signals the difficulty that community-based organizations may have in tapping into funding streams because of funding requirements. Stewart (2007) suggests that funds from supplemental educational services may be inaccessible to smaller community-based organizations. For example, in a case study of one community-based program that provided year-round comprehensive services to low-income youth, administrators applied to be a supplemental educational services provider to diversify their funding streams. However, they made the decision to withdraw their status as a provider because of new district policies that dramatically increased the time commitment for student evaluations (one evaluation per student for every eight hours of services; the program provided 12 hours of service per week). Stewart contends that current policies on supplemental educational services and district practices make it difficult for smaller community-based organizations to tap into certain revenue streams.

Second, research suggests that governance structure limits access to funding streams. For example, researchers reported that community-based and school-based summer interventions do not access federal funding at the same rates. Of the 21st CCLC grants awarded in 2004, school districts received 69% of the grants while community-based organizations received 15% of the grants (Mitchell et al., 2005).[22] Community-based summer interventions may be limited in their access to the largest federal funding source for OST interventions.

Over a three year period (2010-2012), officials in the Maryland State Department of Education awarded roughly $13 million to 44 of the 175 applicants. Administrators of community-based organizations, both grass-roots and nationally-affiliated, and school districts submitted the largest number of applications (N=102 and 46, respectively). The remaining applications were submitted by for-profit entities (N=9), faith-based organizations (N=7), charter schools (N=5), colleges or universities (N=5), park and recreation departments (N=2), other units of city or county government (N=1), and

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[22] The U.S. Department of Education has not released how the breakdown of grants received by school districts versus community-based organizations has changed since 2004.

private schools (N=1). Of the 44 grants awarded, community-based organizations received 21 grants (21% of applicants received a grant), followed by school districts (18 grants; 40% of applicants received a grant), charter schools (two grants; 40% of applicants received a grant), parks and recreation departments (one grant; 50% of applicants received a grant), colleges and universities (one grant; 20% of applicants received a grant), and faith-based organizations (one grant; 14% of applicants received a grant). MSDE officials did not award grants to private schools, other units of city or county government, or for-profits. Community-based organizations comprised roughly 58% of the applications, but they received 47% of the awarded grants. On the other hand, school districts made up 24% of the applicant pool and were awarded 41% of the grants. Thus, both nationally and in Maryland, research suggests that school districts may have greater access than community-based summer interventions to federal funding streams, particularly 21$^{st}$ CCLCs grants (Learning Point Associates, n.d.).

Third, administrators who run summer interventions in rural areas are faced with additional challenges in sustaining funding for their programs. Researchers indicated that administrators in rural areas have limited access to funding because of the lower number of potential partnerships with businesses and community organizations as well as limited eligibility for federal funding (Sandel & Bhat, 2008). Through limited partnerships and eligibility, administrators in these areas spend less on their summer interventions that, in turn, may affect the quality of summer interventions (Sandel & Bhat, 2008).

**Role of internal capacity.** Resource dependence theory hypothesizes that the internal capacity of an organization is important in how the organization manages the stipulations external providers may impose on them (Pfeffer and Salancik, 2003).

Organizations' internal capacity, both resources and the productive use of those resources, may be important factors in how administrators react, adopt, and adapt to dependence on external providers for key resources.

For this study, I adapted Malen and Rice's (2004) conceptualization of internal capacity to identify resources that are utilized by administrators of community-based summer interventions to secure and maintain funding. Specifically, I categorized and defined internal resources in the following ways:

- *Human capital*: the quantity and quality of administrators, staff, and board members who are responsible for securing and maintaining funding;
- *Social capital*: the quantity and quality of community partnerships, collaborations, and networks that help with the funding of the summer program;
- *Fiscal capital*: the fiscal allocation for securing and maintaining funding;
- *Cultural capital*: the ways program staff, administrators, and board members can build relationships with the diverse demographics of the target population, and community that aids in funding; and,
- *Informational resources*: the methods in which the organization learns about new funding streams.

The responses of the community-based summer interventions to the demands of their funders may be mediated by their internal resources. For this study, I did not collect data on the cultural capital of the community-based summer interventions. To measure culture capital, I would need to develop a "demographic-based indicator of cultural knowledge and sensitivity" (Malen & Rice, 2004, p. 635) that is beyond the scope of this research. I focused on the four remaining internal resources to study the internal capacity of the community-based summer interventions.

I also explored whether or not the community-based summer interventions put their resources to productive use through the concepts of resource alignment, and organizational freneticism and fragmentation. Resource alignment refers to the “degree of correspondence between the resources that are available and the resources that are required to accomplish organizational goals” (Malen & Rice, 2004, p. 636). For this study, the organization’s goal was the funding of its summer intervention. Organizational fragmentation recognizes the “distinct and disjointed tasks” (Malen & Rice, 2004, p. 636) of a community-based summer intervention in response to its dependence on external providers. For this research, organizational fragmentation refered to the different types of tasks, such as grant writing, student evaluations, and reporting requirements (e.g., McLaughlin et al., 1994), administrators of community-based summer interventions must perform to secure and maintain funding for their programs. Organizational freneticism captures how the reliance of community-based summer interventions on external providers “affects the volume, pace, and intensity of the work to be done” (Malen & Rice, 2004, p. 636). I narrowly defined work as related to securing and maintaining funding from different funding streams as well as through resource diversification (Froelich, 1999; Grossman et al., 2009; Kotloff & Burd, 2012; McLaughlin et al., 1994).

For community-based summer organizations that are dependent on external organizations for their funding, their internal capacity may have important implications for managing the challenges of securing and maintaining funding. As the literature suggests, administrators of community-based organizations can alter their internal capacity through their national affiliations, volunteers and local businesses that may help increase internal resources. For example, community-based summer interventions that are part of a nationally-affiliated organization can utilize resources and materials developed by the umbrella organization. Administrators can utilize volunteers, parents, and partnerships with other local businesses and organizations to increase their internal capacity in order to sustain adequate funding for their programs (McLaughlin et al., 1994). As non-profit organizations, board members can be important contributors to summer interventions' internal capacity. As Guo (2007) observes, a board of directors can be a "simple and flexible mechanism to access and influence public funding agencies" (p. 461) and reflects the use of cooptation identified by Pfeffer and Salancik (2003) as one way that organizations manage their dependencies on external providers.

**Summary of the Literature Review**

Though a multi-site exploratory case study, this research examined the challenges of securing and maintaining funding for community-based academic summer interventions serving low-income students. Our understanding of these funding challenges is particularly salient given the confluence of four important factors: (1) the current policy emphasis on raising the achievement of low-performing and low-income students and, thus, narrowing the achievement gap; (2) the contribution of the summer learning gap to the achievement gap; (3) the growing public funding to support summer interventions that narrow the summer learning gap; and (4) the pivotal role of an adequate resource base to support successful and sustained, quality academic summer interventions.

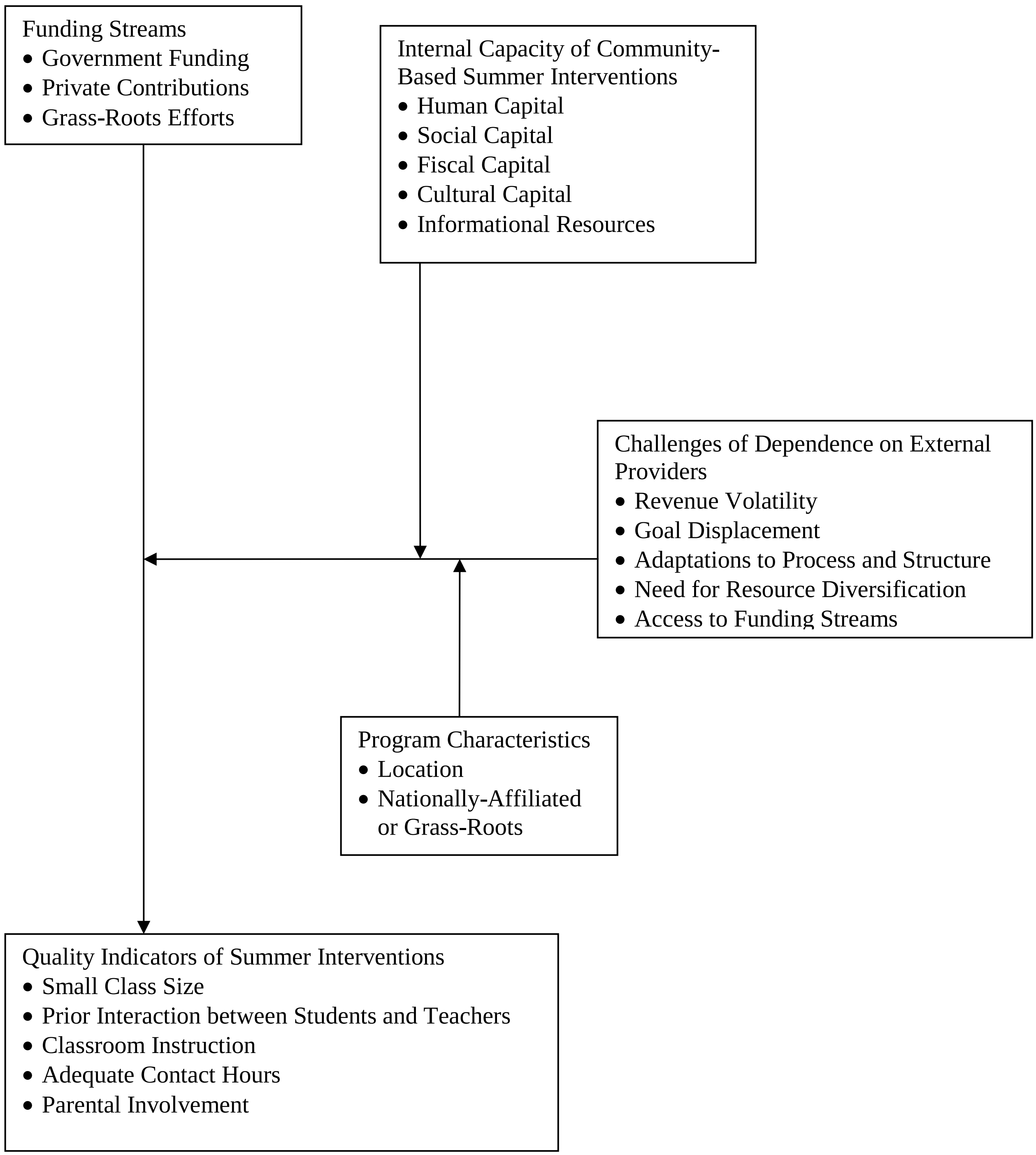


*Figure 2.* Conceptual Framework: The Relationship Between Resource Dependence Theory, Internal Capacity, and Out-of-School Time Literature

Figure 2 depicts my conceptual framework where my research was guided by resource dependence theory, out-of-school time and non-profit literature, and Malen and Rice's (2004) conceptualization of internal capacity. My conceptual framework guided my research, including my research questions, data collection, and data analysis. As seen in the box at the top of Figure 2, community-based academic summer interventions rely upon external providers to fund their programs. Out-of-school time literature identifies three funding streams, including government funding, private contributions, and grass-roots efforts, that are relied upon to support summer programs (Fairchild et al., 2007; Grossman et al., 2009; McLaughlin et al., 1994). Administrators, program staff, and board members secure and maintain funding through a combination of these streams to implement academic summer interventions that may possess the dimensions of quality identified in the effectiveness literature, including small class size (Cooper et al., 2000); prior interaction between students and teachers (Roderick et al., 2003); differentiated (Cooper et al., 2000; Roderick et al., 2003) or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995); adequate contact hours (Borman & Dowling, 2006); and parental involvement (Cooper et al., 2000). The relationship between funding sources and quality of the summer interventions is depicted through the line connecting the funding sources with the quality indicators.

The relationship between funding and quality may be complicated by the dependence of community-based academic summer interventions on external providers for funding. Non-profit and out-of-school time literature identified five challenges, including revenue volatility, goal displacement, necessary adaptations to process and structure, the need for resource diversification (Froelich, 1999) and access to funding streams (Learning Point Associates, n.d.; Mitchell et al., 2005; Sandel & Bhat, 2008; Stewart, 2007), in relying upon external providers for funding. Internal resources and the productive use of those resources may be important mediating factors in how community-based academic summer interventions respond to the demands from external providers (Pfeffer & Salancik, 2003). Figure 2 identifies internal resources as human, social, fiscal and cultural capital, and informational resources. Program characteristics, such as program location and governance structure, may also mediate the responses of community-based summer interventions to the demands from external providers. Overall, the demands from external providers, the internal capacities of the community-based organizations, and the characteristics of the community-based summer interventions may be important factors in the types of funding streams utilized to support summer interventions, the funding challenges experienced by the community-based organizations, and the relationship between funding sources and challenges and the quality indicators of summer interventions.

## Chapter 3: Research Design and Methodology

I conducted a multi-site case study to examine the challenges of securing and maintaining funding for community-based summer interventions. In this dissertation, the case study was bounded by time (summer of 2012), place (Maryland), and specific activity (the funding of community-based summer interventions).

I utilized an exploratory, multi-site case study methodology because of the depth of information required to answer my research questions about how community-based organizations secure and maintain funding to support academic summer interventions. Literature suggests that the reliance of community-based summer interventions on external providers for funding may challenge summer programs through revenue volatility, goal displacement, necessary adaptations to process and structure, a need for revenue diversification (Froelich, 1999), and limited access to funding streams (Learning Point Associates, n.d.; Mitchell, Naftzger, Margolin, & Kaufman, 2005; Sandel & Bhat, 2008; Stewart, 2007). Resource dependence theory highlights the importance of the community-based summer intervention's internal capacity in managing the challenges associated with funding (Pfeffer & Salancik, 2003). These issues were addressed by four research questions:

Main research question:

> How do community-based organizations secure and maintain funding to support academic summer interventions serving low-income students?

Supporting research question 1:

> What are the challenges associated with funding community-based academic summer programs serving low-income students?

Supporting research question 2:

> How does internal capacity mediate a community-based organization's ability to address those challenges?

Supporting research question 3:

> How do funding sources and funding challenges relate to the quality indicators of summer programs?

This chapter has five sections. First, I explain my case selection. Second, I describe how I collected and analyzed data, including documents, interview transcripts, and interview notes, to answer my research questions. Next, I discuss consent and confidentiality. Fourth, I describe my data analysis. Finally, I explain how I addressed validity and reliability issues inherent in my research design.

## Case Selection

I selected my four community-based summer interventions in two steps. Within each step, I applied a separate set of criteria. The first step in case selection was constructing a broad sample of summer interventions located in Maryland. I narrowed my broad sample of programs by proximity, purpose, target population, number of contact hours, and governance structure or sector. The second step in case selection involved creating a purposeful sample of programs to reflect potential differences in internal capacity that may mediate the challenges of dependence on external providers identified in the literature. I created a purposeful sample along type of community-based summer intervention (nationally-affiliated versus grass-roots), whether or not the program received 21$^{st}$ CCLC funding, and location. My final case selection also was limited by the willingness of the summer intervention to participate in the study.

**Broad sample of cases.** To identify the summer interventions eligible for this study, I started identifying a broad sample of summer interventions located in Maryland through an internet search. I focused on summer interventions in Maryland because of proximity as well as to control for possible effects that different state policies may have on the funding of summer programs. I identified summer interventions through an internet search of the following institutions, organizations, and agencies:

- Universities and colleges located in Maryland;
- Nationally-affiliated, community-based organizations, including 4-H clubs, YMCAs, Girl Scouts, Boy Scouts, and Boys & Girls Clubs;
- U.S. and Maryland State Departments of Education to identify 21st Century Community Learning Centers and approved supplemental educational services providers;
- Maryland state governmental agencies, including the Maryland Committee for Children, and the Maryland Association of Resources for Families and Youth;
- Maryland county agencies, including Parks and Recreation Departments, and Local Management Boards; and,
- Nationally recognized out-of-school time and children advocate organizations, including the National Summer Learning Association, Safe & Sound Campaign, National Institute of Out-of-School Time, Afterschool Alliance, Harvard Family Research Project, Advocates for Children and Youth, and the Afterschool Institute.

Within these websites, I searched for either summer programs that were offered by the organization, such as in the case of YMCAs, or for the names of summer interventions, such as in the case of the National Summer Learning Association.

Within the pool of state programs, I applied three criteria to guide the case selection. First, I limited consideration to summer interventions that had the purpose of minimizing summer learning loss through activities such as academic instruction, enrichment activities, and field trips. This criterion eliminated sports-only camps, child care centers, “specialty” camps and programs, and treatment programs.

Second, I only considered summer interventions that targeted low-income, elementary and middle school students. I focused on this target group because research suggests that the *early* summer learning gap is an important contributor to the achievement gap by the time students reach high school (Alexander, Entwisle, & Olson, 2007). Thus, I eliminated summer interventions that targeted high school students and those without a focus on low-income students.

Finally, summer interventions were only considered for the study if they offered a minimum of 80 contact hours during the summer program. Summer intervention advocates identity 80 contact hours as the minimum hours of program duration for a quality summer program (McLaughlin & Pitcock, 2009). I was able to determine the number of contact hours for each summer intervention through their websites or, if the summer program was a 21$^{st}$ CCLC grantee, through the 21$^{st}$ CCLC website describing each grantee (Learning Point Associates, n.d.). This criterion eliminated drop-in and shorter summer programs. Through the application of these three criteria, I identified 28 potential summer interventions for my study.

Once I constructed the original sample of Maryland summer interventions, the staff for the National Summer Learning Association checked the list to determine if I had identified all the summer interventions. They did not add any additional summer interventions.

After further reviewing my list of 28 potential cases, I chose to add a fourth criterion to guide my case selection. I decided to focus on community-based organizations because literature suggests that funding of summer programs varies based on governance structure. For example, as seen in the literature review, community-based organizations appear to be less likely to receive $21^{st}$ CCLC grants than schools or school districts (Grossman, Lind, Hayes, McMaken, & Gersick, 2009). Further, community-based summer interventions may have different resources to rely upon than school-based summer interventions, such as board members and national organizations, which potentially strengthens their internal capacity (McLaughlin, Irby, & Langman, 1994). I identified 11 community-based academic summer interventions in Maryland that targeted low-income, elementary and middle school students and provided a minimum of 80 contact hours.

After conducting the internet search, I contacted the directors of each county's Local Management Boards as well as the director of the Maryland Out-of-School Time Network to obtain additional names of community-based summer interventions. I wanted to make sure I had not overlooked a program, particularly a smaller summer intervention, because the organization did not have a website on the internet. In addition, I had anticipated identifying more than 11 community-based summer interventions. Of the 26 emails I sent, I received responses from 13 Local Management Board directors and from the director of the Maryland Out-of-School Time Network. However, I only received the names of two additional summer programs that fit my criteria for a total of 13 community-based summer interventions. My initial sample can be found in Table 3.

Table 3

*Potential Cases for Study*

| Summer Program* | Nationally-Affiliated or Grass-Roots | 21st CCLC Funding? | Location |
|---|---|---|---|
| Building Educated Leaders for Life (BELL) Summer in Baltimore | Nationally-Affiliated | Yes | Urban |
| YMCA of Central Maryland | Nationally-Affiliated | Yes | Urban |
| **Boys and Girls Club of Harford County – Edgewood Club** | Nationally-Affiliated | No | Suburban |
| Boys and Girls Club of Cecil County | Nationally-Affiliated | No | Rural |
| **Horizons at Radcliffe Creek School** | Nationally-Affiliated | No | Rural |
| Horizons at Salisbury | Nationally-Affiliated | No | Rural |
| **Parks and People Foundation's SuperKids Camp** | Grass-Roots | Yes | Urban |
| Latino | Grass-Roots | Yes | Urban |
| Living Classrooms | Grass-Roots | Yes | Urban |
| Child First | Grass-Roots | Yes | Urban |
| LINK Summer | Grass-Roots | Yes | Urban |
| International Medalist | Grass-Roots | Yes | Urban |
| **Project Crossroad's Activate** | Grass-Roots | No | Rural |

*Bolded summer programs were included in the study

My initial sample was restricted by the purpose, the target population, the number of contact hours, and the governance structure, but I allowed several criteria to vary, including funding sources utilized to support the program, location of the program within the state, and, excluding the number of contact hours, the quality of the program. I made the decision to allow these criteria to vary to provide some potential contrast in the challenges of funding community-based summer interventions. The literature suggest that these criteria may affect how administrators fund their programs and, in turn, how funding might affect their programs, specifically the quality of their summer interventions.

**Creating a purposeful sample.** After identifying my potential cases, I classified the community-based summer interventions in Maryland by applying another series of filters to aid in creating a purposeful sample. Purposeful sampling can be used for many reasons, but for this sample I utilized purposeful sampling to capture the "heterogeneity in the population" (Yin, 2004, p. 89) and to "establish particular comparisons to illuminate the reasons for differences between settings or individuals" (Yin, 2004, p. 90).

To create a purposeful sample for this study, I first classified community-based summer interventions by whether they were a nationally-affiliated organization (N=6 summer programs) or a grass-roots effort (N=7 summer programs). I made this distinction so I could study the potential difference in internal capacity between the two types of community-based organizations. Literature suggests that nationally-affiliated, community-based organizations may have higher internal capacity to raise funds to support their programs because of the support, knowledge, and networks provided by the national organization (McLaughlin et al., 1994).

Next, I identified the community-based summer interventions that received federal resources through 21st CCLC grants. I included this classification because it is the largest dedicated federal funding stream for out-of-school time and summer interventions (Fairchild, McLaughlin, & Costigan, 2007) and, therefore, an important funding stream to capture in my study. Further, I used this classification to reflect the literature that community-based organizations appear less likely to rely on 21st CCLC funds than school districts (Grossman et al., 2009). I identified eight summer interventions as receiving federal funding through the 21st CCLC initiative and five summer interventions as not receiving federal funding through the 21st CCLC initiative.

Finally, I classified summer interventions by their location in urban (N=8 summer programs), suburban (N=1 summer program), and rural (N=4 summer programs) areas to reflect the unique circumstances and funding challenges faced by summer interventions because of their location (Sandel & Bhat, 2008).

Once these classifications were applied, I identified summer programs to compare and contrast along the lines of national affiliation, federal funding, and location. Next, I emailed the executive director, the program director, or the youth director of the identified community-based summer intervention to explain the purpose and time requirements of participation in my study. Not all of the contacted summer interventions were willing to participate in the study; thus, the program's willingness to participate became another criterion for selection. I was able to secure access to the following community-based summer interventions:

1. Boys and Girls Club of Harford County – Edgewood Club: nationally-affiliated; did not receive 21st CCLC funding; suburban.

2. Horizons at Radcliffe Creek School: nationally-affiliated; did not receive 21st CCLC funding; rural;
3. Parks and People Foundation's SuperKids: grassroots; received 21st CCLC funding; urban; and,
4. Project Crossroad's Activate: grassroots; did not receive 21st CCLC funding; rural.

As shown in Table 3, within the four cases, two are grassroots and two are nationally-affiliated organizations; one received federal funding through the 21st CCLC initiative and three did not; one is urban, one is suburban, and two are rural programs.

## Data Collection

To answer my research questions, I collected and analyzed both documentary data and interview data.

**Documentary data.** Once I secured access to a summer program from an administrator, I began my data collection with a search for documents on the organization's website as well as a search for news articles available on the internet. If applicable, I also collected documents available through the national umbrella organization, which provided relevant information about the resources available to the affiliate. I used this initial search for documents to gain background information about the summer program and its funding sources before I conducted interviews.

During the interviews, I was able to collect additional documents, such as grant applications, summer calendars, annual reports, staff manuals, program evaluation forms, and reports to funders. In addition to providing insights into the summer programs and their funding, I used the documents to triangulate my interview data.

**Interview data**. For each summer intervention in this study, I conducted separate interviews of stakeholders from each of three groups: board members, the administration, and the program staff. Except for the administration of the Boys and Girls Club in Harford County where I interviewed two administrators at the same time, each of the interviews was conducted with one person.

The administrators aided in the identification of board members and staff members who had a history with the summer intervention to increase their knowledge of the summer program and its funding and were accessible during the time period of data collection. I found it more difficult than I anticipated securing interviews with board members because of their other time commitments. On average, the interviewees had worked with the summer interventions for four years, but their experience with the summer interventions ranged from one to 13 years.

In Table 4, I listed the number of separate people interviewed at each site as well as the documents collected. I interviewed between three and six people at each community-based summer intervention. I corroborated the information between interviewees and the collected documents.

Each interview lasted approximately one hour. I followed-up the interviews at each site with email correspondence with at least one interviewee per summer program to clarify information gathered during the interviews. With permission granted by the interviewees, I audiotaped all interviews to ensure greater data accuracy and code development through the transcription of the interviews. Further, to supplement the interviews and serve as back up in case of technical difficulties, I took notes during the interviews.

Table 4

*Data Collection from Summer Interventions*

| Summer Intervention | Interviews<br>(number of people) | Documents |
|---|---|---|
| Boys & Girls Club of Harford County – Edgewood Club | Board Members: 1<br>Administrators: 2<br>Staff Members: 3 | Annual reports: local and national<br>Grant applications<br>Summer calendar<br>News articles<br>Websites: local and national |
| Horizons at Radcliffe Creek School | Board Members: 1<br>Administrators: 2<br>Staff Members: 2 | Summer calendar<br>Evaluations<br>Websites: local and national<br>Camp Excellence Award information |
| Parks and People Foundation's SuperKids Camp | Board Members: 1<br>Administrators: 1<br>Staff Members: 1 | Camp Excellence Award information<br>Website |
| Project Crossroad's Activate | Board Members: 1<br>Administrators: 1<br>Staff Members: 2 | Summer calendar<br>Staff handbook with curriculum<br>News articles<br>Americorps' request for proposal<br>Website |

I developed three semi-structured interview protocols, one for each group of stakeholders: board members, the administrators, and the program staff. I asked questions about the interviewees' professional backgrounds (such as, their experience and their job or role with the summer intervention); about the summer intervention (such as, target population, day-to-day operations, typical daily activities, and dimensions of program quality); and, about more macro issues (such as, the evolution of funding sources supporting summer interventions over the past five years). I also asked questions tailored to each group with respect to funding. For example, I asked board members to explain their long-term funding plans for their summer interventions, administrators to provide specific details about funding sources, and staff members to describe how funding decisions translate into resource use in the classroom to gather additional information about the quality indicators of the summer program. My semi-structured interview guides are included in the appendix.

To ensure that all research questions were addressed by the data, I created a table listing the research questions and the sources of data that I used to answer each question. As shown in Table 5, I asked interview questions of administrators and board members to inquire about the challenges of funding academic summer programs (i.e., supporting research question 1), such as what are your biggest challenges in finding funding? I asked interview questions of administrators and board members to identify the internal capacity used to mediate the program's ability to respond to the challenges of funding (i.e., supporting research question 2), such as how do you find new funding sources? I asked interview questions of administrators, board members, and staff members to inquire about the relationship between funding and the quality of the program (i.e., supporting

Table 5

*Research Questions and Data Sources*

| |
|---|
| **Main Research Question: How do community-based organizations secure and maintain funding to support academic summer interventions?** |
| **Supporting Research Question 1: What are the challenges associated with funding community-based academic summer programs?** |
| Covers the following topics from literature: revenue volatility, goal displacement, necessary adaptations to process and structure, revenue diversification, and access to funding streams. |
| *Interview questions for board members:* |
| Discuss how you find new funding sources? (Factors and criteria used?)<br>Can you describe your primary funding sources?<br>What are your biggest challenges in finding and maintaining funding?<br>Can you tell me about your long-term strategy for funding your program?<br>How have funding options evolved? And, how do you see it evolving? |
| *Interview questions for administrators:* |
| Discuss how you find new funding sources, including factors and criteria used, the role of other people?<br>Can you describe your primary funding sources?<br>What are your biggest challenges in finding and maintaining funding?<br>Can you tell me about your long-term strategy for funding your program?<br>How have funding options evolved? And, how do you see it evolving? |
| *Interview questions for staff members:* |
| None. |
| *Documents:* |
| Grant applications, request for proposals, news articles, information from national affiliate. |
| **Supporting Research Question 2: How does internal capacity mediate a community-based organization's ability to address those challenges?** |
| Covers the following topics from literature: internal capacity and program characteristics. |
| *Interview questions for board members:* |
| What are the responsibilities of the board?<br>Discuss how you find new funding sources? (Factors and criteria used?)<br>Can you describe your primary funding sources?<br>What are your biggest challenges in finding and maintaining funding?<br>Can you tell me about your long-term strategy for funding your program?<br>How have funding options evolved? And, how do you see it evolving? |
| *Interview questions for administrators:* |
| What are your biggest challenges in finding and maintaining funding?<br>Discuss how you find new funding sources, including factors and criteria used, the role of other people?<br>Can you describe your primary funding sources? |
| *Interview questions for staff members:* |
| None. |
| *Documents:* |
| Grant applications, request for proposals, information from national affiliate. |
| Supporting Research Question 3: |
| Covers the following topics from literature: quality indicators (small class size, prior interaction, differentiated or advanced-skills instruction, adequate contact hours, and parental involvement) and funding sources. |

| *Interview questions for board members:* |
|---|
| Describe the summer program? (probe for indicators of quality)<br>How was funding impacted your program?<br>What has been the effect of federal and state policy, funding on your program?<br>When funding goals are not reached, how do you cope?<br>How has your program evolved? And, how do you see it evolving?<br>Hypothetically, if you had unlimited resources, what would your program look like? |
| *Interview questions for administrators:* |
| Describe the summer program? (probe for indicators of quality)<br>What do you think is the quality of your program? (perceptions of quality)<br>How has funding impacted your program?<br>What has been the effect of federal and state policy, funding on your program?<br>When funding goals are not reached, how do you cope?<br>How has your program evolved? And, how do you see it evolving?<br>Hypothetically, if you had unlimited resources, what would your program look like? |
| *Interview questions for staff members:* |
| Describe the summer program? (probe for indicators of quality)<br>What do you think is the quality of your program? (perceptions of quality)<br>Do you receive any trainings before or during the program?<br>How do you evaluate your students?<br>Have you seen any effect of funding received, not received in the classroom?<br>How has the program evolved?<br>Hypothetically, if you had unlimited resources, what would your program look like? |
| *Documents:* |
| Summer calendars, evaluations, curriculum, websites. |

research question 3), such as what do you think is the quality of your program? Documents were utilized to address both supporting research questions. For example, grant applications and request for proposals were gathered from some of the community-based summer interventions to answer supporting research question 1.

## Consent and Confidentiality

All interviewees signed an informed consent form approved by the University of Maryland Institutional Review Board.

I did not use pseudonyms for the summer interventions because of the small sample of community-based summer interventions in Maryland. Although some of the interviewees could be easily identified because of the size of the staff, I tried to protect the confidentiality of all interviewees. In my interview notes, transcripts of the interviews, and subsequent write-ups, I did not refer to the interviewees by name and I used general descriptors, such as administrator, board member, or staff member. If I thought that the information or quote was sensitive, I referred to the person only as interviewee. I stripped all documents of any identifiers for the interviewees and funding sources. I will store the interview and documentary data in a locked filing cabinet or on a password protected computer until the dissertation and other write-ups are completed. I will destroy the data after all write-ups have been completed.

## Data Analysis

I began data analysis with methodical readings of the documents, interview transcripts, and interview notes.  Through the initial readings of the data, I created tables describing the four community-based summer interventions to facilitate comparison

Table 6

*Framework for Summer Intervention Description and Analysis*

| | | | | |
|---|---|---|---|---|
| **Program:** | | | | |
| **Mission Statement:** | | | | |
| **Governance Structure** | | | | |
| *Role of nationally-affiliated organization (if applicable)* | | | | |
| *Role of board members* | | | | |
| **Summer Program Description** | | | | |
| *Target Population* | | | | |
| *Focus* | | | | |
| *Goals* | | | | |
| Long-term | | | | |
| Intermediary | | | | |
| Short-term | | | | |
| *Summer program length (hours/day, days/week, weeks)* | | | | |
| *Typical activities (description, number of hours per week)* | | | | |
| Academics | | | | |
| Field trips | | | | |
| Other | | | | |
| *Staff members* | | | | |
| FTE | | | | |
| PTE | | | | |
| Volunteers | | | | |
| Qualifications | | | | |
| **Funding Sources** | | | | |
| *Who is the person responsible for securing, applying for, reporting to funding?* | | | | |
| *Type of support (e.g., federal, state, local government, private, grass-roots, etc.)* | | | | |
| Why or why not? | | | | |
| Length of grant cycle | | | | |

| | | | | |
|---|---|---|---|---|
| Restricted or unrestricted (Used for) | | | | |
| Renewable or non-renewable | | | | |
| Requirements (reporting, staff, student outcomes) | | | | |
| | | | | |
| **Quality Indicators** | | | | |
| Small class size | | | | |
| Prior interaction between students and teachers | | | | |
| Differentiated or advanced-skills classroom instruction | | | | |
| Adequate contact hours (Alignment of curricula; Academics paired with enrichment; Year-round contact) | | | | |
| Parental involvement | | | | |
| | | | | |
| **Funding Challenges** | | | | |
| Revenue volatility | | | | |
| Goal displacement | | | | |
| Necessary adaptations to process and structure | | | | |
| Need for resource diversification | | | | |
| Access to funding | | | | |
| | | | | |
| **Internal Resources** | | | | |
| Fiscal | | | | |
| Human | | | | |
| Social | | | | |
| Cultural | | | | |
| Information | | | | |
| | | | | |
| **Internal Productivity** | | | | |
| Resource alignment | | | | |
| Organizational freneticism | | | | |
| Organizational fragmentation | | | | |
| | | | | |
| **Policy Trends** | | | | |

between the interventions as well as to aid in the creation of codes to develop propositions. I used Table 6, *Framework for Summer Intervention Description and Analysis*, to outline characteristics for each summer intervention in the categories of governance structure, summer program description, funding sources, quality indicators, funding challenges, internal resources, internal productivity, and policy trends. Within these categories, I developed a picture of the four community-based summer programs and identified potential holes in the information I gathered during the initial interviews and document collection.

Through my readings of the interview transcripts, documents, and interview notes, I began the coding process. I was guided by resource dependence theory and the extant research on non-profits and summer programs to start with the following codes:

- *Quality* of summer interventions: including small class size (Cooper, Charlton, Valentine, & Muhlenbruck, 2000); prior interaction between students and teachers (Roderick, Engel, & Nagaoka, 2003); differentiated (Cooper et al., 2000; Roderick et al., 2003) or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995); adequate contact hours (Borman & Dowling, 2006); and parental involvement (Cooper et al., 2000);
- *Funding source*: including government funding, private contributions, and grass-roots efforts (Fairchild et al., 2007);
- *Revenue volatility:* the stability and sustainability of funding sources relied upon by the summer interventions (Froelich, 1999);
- *Goal displacement*: the effects of funding sources on the mission, purpose, or activities of the summer programs (Froelich, 1999);

- *Necessary adaptations to process and structure:* the changes in personnel or procedures that the summer interventions made in response to funding applications or requirements (Froelich, 1999);
- *Need for resource diversification*: the challenges of juggling multiple funding sources (Froelich, 1999; Grossman et al., 2009; McLaughlin et al., 1994);
- Limited *access to funding streams* due to funding requirements (Stewart, 2007), governance structure (Learning Point Associates, n.d.; Mitchell et al., 2005), or location (Sandel & Bhat, 2008);
- *Other challenges in securing and maintaining funding*: to capture challenges not addressed in the literature;
- *Internal resources*: fiscal, human, and social capital, and informational resources (Malen & Rice, 2004);
- *Internal productivity*: resource alignment, organizational freneticism and fragmentation (Malen & Rice, 2004); and
- *Policy trends*: overall fiscal trends, trends within specific funders, No Child Left Behind, evaluations, and trends within the out-of-school time field.

As I became more familiar with the data for each program and across programs, I developed more precise codes within these eleven larger themes. All codes and relevant data were stored in a database.

After the coding process, I compared and contrasted the four cases. As an exploratory case study, I developed theories and hypotheses about the funding of community-based summer interventions that reflected the resource dependence theory and the non-profit literature. Through the analysis, I developed propositions that begin to explain the challenges of funding academic summer interventions, the internal capacity of summer interventions to mediate the challenges, and the relationship between funding and quality indicators of summer interventions.

**Validity and Reliability**

In designing case study research, researchers should address the validity and reliability of their work, issues that are tackled during research design, data collection, and data analysis. Researchers identify three types of validity as problematic for case study research: construct validity, external validity, and internal validity (Merriam, 1997; Stake, 1995; Yin, 2004). First, to increase *construct validity* and establish the "correct operational measures for the concepts being studied" (Yin, 2004, p. 34), I collected multiple sources of evidence through the documentary and interview data. I recorded the chain of evidence through the use of a table and database. Through the *Framework for Summer Intervention Description and Analysis*, I documented the governance structure, summer program description, funding sources, program quality, funding challenges, internal resources, internal productivity, and policy trends for each summer intervention. Through my database, I recorded all supporting or contradictory evidence grouped under the themes mentioned above: program quality, funding source, revenue volatility, goal displacement, necessary adaptations to process and structure, need for resource diversification, access to funding streams, other challenges, internal resources, internal productivity, and policy trends. By utilizing a database, I was able to sort and sift through the evidence by theme to develop findings that related to the exploratory nature of the case study.

Second, to increase *external validity* and establish the “domain to which a study’s findings can be generalized” (Yin, 2004, p. 34), I used the four summer interventions to test and challenge the analytic generalizations that emerged from the research.

I addressed internal validity during data analysis where I addressed rival explanations. More specifically, I examined the rival explanations of my research through the identification of future research questions and limitations in my data, which reflected the exploratory nature of the study.

Increasing the *reliability* of the findings requires “demonstrating that the operations of a study – such as the data collection procedures - can be repeated, with the same results” (Yin, 2004, p. 34). Yin identifies two strategies to increase the reliability of the findings in case study research: case study protocol and the use of a database. I increased reliability by trying to minimize biases and errors through the development of both a case study protocol to prepare for data collection and a case study database to organize my interview and documentary data. Through my case study protocol, I prepared for the interviews by reviewing documents and websites of the community-based summer interventions. Additionally, I developed semi-structured interview questions to provide structure to the interviews. Through my case study database, I recorded how my codes were developed and how the data from the interviews and documents fit within each code. I took these steps to help ensure that the “results are consistent with the data collected” (Merriam, 1997, p. 206).

## Summary and Limitations of Research Design and Methodology

Through a multi-site case study, I examined the funding of four community-based summer interventions serving low-income students to narrow the achievement gap. I developed a theoretical framework that guided my case selection, data collection and data analysis. I purposeful selected community-based summer interventions along dimensions of governance, funding sources, and location, characteristics that may be important for the internal capacity of the organizations.

I recognize several limitations of this study. First, I could only include programs that were willing to participate in this study. As a result, the variation in the program characteristics was not as diverse as I anticipated. For example, only one program was located in an urban area. Second, I relied upon interview data that was self-reported and retrospective, which may have limited the details and depth of the data. Third, the administrators, program staff, and board members I interviewed had a range of experience with and knowledge of the summer interventions because of their different history with the programs. I used triangulation to minimize the second and third limitations.

These findings are not generalizable to other summer interventions, but this study is a starting point in producing analytic generalizabilties about the funding of community-based academic summer interventions. This study fills a gap in the OST literature by examining the challenges for community-based summer interventions because of their dependencies on external providers for funding. Further, this study fills a void in the literature on the types of internal resources needed to mediate the challenges of funding community-based summer interventions. This study also begins to examine the relationship between funding sources and challenges and the quality indicators of summer interventions.

# Chapter 4: Findings

In this chapter, I discuss the findings of my research on the challenges of securing and maintaining funding for the four community-based summer interventions. This chapter has five sections. In the first section, I describe the four community-based summer interventions, with particular attention to the five indicators of program quality. In the second section, I identify the funding streams utilized by the four community-based organizations to fund their summer interventions. Next, I discuss my findings on the challenges of funding the four community-based summer interventions. In the fourth section, I identify the internal capacity of the community-based summer interventions that helped or hindered how the organizations managed the demands from their external funders. Finally, in the fifth section, I explore how funding relates to the quality indicators of the summer interventions as well as how it relates to other programmatic decisions.

## Summer Programs and Quality Indicators

To describe the four community-based summer interventions, I discuss the counties in which the interventions are located as well as their national organizations (when applicable), governance structure, and the 2012 summer programs. To determine whether the programs met the quality indicators as discussed in the literature review, I looked for the following evidence in the interviews and documents:

- *Class size* of 20 or fewer students (Cooper et al., 2000);
- Classes taught by school year teachers that had *prior interaction* with the students (Roderick et al., 2003);

- Classes that *differentiated instruction* (Cooper et al., 2000; Roderick et al., 2003) or provided *advanced-skills instruction*, including student cooperation, teacher encouragement of critical and creative thinking, and the development of student problem-solving skills (D'Agostino and Hiestand, 1995);
- Interventions that worked to maximize attendance rates and *contact hours* through year-long contact with the students, alignment of school-year and summer curriculum, and the pairing of academics with enrichment activities (Bell & Carillo, 2007; Borman and Dowling, 2006; Chaplin & Capizzano, 2006; McLaughlin & Pitcock, 2009; Schacter, 2001); and,
- Interventions that implemented a *parental involvement* component to their summer program (Cooper et al., 2000).

Table 7 lists the characteristics and quality indicators of the four community-based summer interventions.

**Boys and Girls Club of Harford County – Edgewood Club.** The Boys and Girls Club of Harford County (BGCH) has branches located in Aberdeen, Bel Air, Edgewood, and Havre de Grace as well as a family swim center located in Aberdeen. For purposes of this study, I focus on one branch, the Boys and Girls Club of Harford County – Edgewood Club (BGCH-E), because the branch managers fundraised for their clubs. Their fundraising efforts supplemented any funds received from the BGCH.

Harford County, a suburban county, has a population of 245,000 residents of which 38,222 are students. Overall, the county has a Federal Free and Reduced-Price Lunch (FRPL) rate of 28%.[23] The four schools located in Edgewood and surrounding the

[23] The state average for FRPL was 42% (Maryland State Department of Education, n.d.a).

Table 7

*Program Description and Quality Indicators*

| | Boys & Girls Club of Harford County – Edgewood Club | Horizons Student Enrichment Program at Radcliffe Creek School | Parks and People's SuperKids | Project Crossroad's Activate |
|---|---|---|---|---|
| **National Umbrella** | 9 clubs in MD<br>Membership fees<br>Provides training, development, curriculum, pass-through federal funding | 23 affiliates<br>Provides training; financial support (grants); evaluation materials, support, analysis | N/A | N/A |
| **Governance Structure** | 34 board members<br>4 executive administrators<br>Branch managers<br>Branch staff | 16 board members<br>2 part-time, year round staff<br>Administrative help from host school | 28 board members<br>2 full-time staff (50% )<br>Administrative help from foundation staff | 6 board members<br>2 full-time (15%; 10%)<br>Administrative help from other staff |
| **Summer Program** | | | | |
| General description | Brain central, art room, computer lab, robotic, game room, gym, field trips, swimming<br>Breakfast, lunch provided | Reading, math, clubs, swimming, field trips<br>Theme-based (body systems), hands on<br>Breakfast, lunch, transportation provided | Reading, math, enrichment clubs<br>Breakfast, lunch, transportation provided<br>11 camp sites<br>11 enrichment partners | Science (body systems), math, sports, culminating field trip<br>Lunch provided<br>2 camp sites |
| Contact hours | 10 weeks, 5 days/week, 10.5 hours/day (525 total hours) | 6 weeks, 5 days/week, 6 hours/day (180 total hours) | 6 weeks, 5 days/week, 6 hours/day (180 total hours) | 5 weeks, 5 days/week, 6 hours/day (150 total hours) |
| Student Description<br>Enrollment<br>Attendance | K-6; Majority low-income<br>205 students enrolled<br>68% average attendance | Exiting K-6; Low-income<br>77 students enrolled<br>80% average attendance | Exiting 2-4; Low-income<br>Around 850 enrolled<br>80-85% attendance rate | Exiting 3-5; Low-income<br>About 52 enrolled<br>61% or 75% attendance rate |
| Evaluation | Parent surveys<br>If part of curriculum from National | DIBELS or STAR | DIBELS | Science, math developed by staff; Presidential fitness challenge, life skills |
| **Cost** | $650 per student (parent fee) | $1800 per student | $1400 per student | $1000 per student |
| **Quality Indicators** | | | | |
| Small Class Size (Cooper et al., 2000) | Depends on activity. Computers and STEM are under 20 students, while other | Each class is capped at 12 students with 3 staff members. | Each class is capped at 12 students and one college intern. Two classes are | Each site is capped at 30 students with 5 staff members. |

| | | | | |
|---|---|---|---|---|
| | programs over 20 (gym, brain central, game room). | | monitored by one mentor teacher. | |
| Prior interaction between students and teachers (Roderick et al., 2003) | None. | None. | None. | None. |
| Differentiated or advanced-skills classroom instruction (D'Agostino & Hiestand, 1995; Cooper et al., 2000) | No differentiation.<br><br>Advanced-skills instruction through STEM and robotics program. | Differentiation in reading and math.<br><br>Advanced-skills instruction through hands-on, theme based projects. | Differentiation through use of 100-Book challenge.<br><br>No advanced-skills instruction. | Differentiation in math and science<br><br>Advanced-skills instruction in math, science, sports, team building. |
| Adequate contact hours:<br><br>Alignment of curriculum | <br><br>No alignment of curriculum. | <br><br>Alignment of curriculum is disputed. | <br><br>Alignment through modified Open-Court curriculum, 100-book challenge | <br><br>Alignment with MSAs and Common Core Curriculum. |
| Pairing of academic instruction with enrichment activities | STEM/Robotics, art, computers, brain central, swimming, gym. Minimum of one field trip per student. | Academics, swimming, and clubs. Minimum of one field trip per class. | Academics in the morning; enrichment in the afternoon. | Math, science, sports, and team-building. One culminating field trip. |
| Year-long contact (Bell & Carillo, 2007; Borman and Dowling, 2006; Chaplin & Capizzano, 2006; McLaughlin & Pitcock, 2009; Schacter, 2001) | No year-long contact. | Year-long contact through two Saturday programs. | No year-long contact. | No year-long contact. |
| Parental involvement (Cooper et al., 2000) | None. | None. | None. | None. |

BGCH-E reported rates of students qualifying for the FRPL program that ranged from 43% to 65%.

The BGCH is a nationally-affiliated, community-based organization. Administrators pay a membership fee to the Boys and Girls Club of America (BGCA) and, in turn, receive pass-through federal funding. The BGCA provides trainings for the board members and personnel, including administrators, branch managers, and support staff, as well as development and program support. Worldwide, the BGCA includes almost 4000 clubs.  Maryland hosts nine Boys and Girls Clubs that run 22 branches.

In 2012, the BGCH was governed by a volunteer board of 34 directors who were responsible for governance, fundraising, and risk-management and monitored finances, pay, and performance. The executive administration managed the overall operations and fundraising for the BGCH and consisted of four positions: Executive Director, Director of Development, Director of Operations, and an assistant. The branch managers supervised all operations for their branch, including, but not limited to the staff, budget, programming, and fundraising. The branch staff varied in size depending on the season, with more people working during the summer than during the school year.

According to a staff member, the mission of the BGCH-E was “to enable all young people, especially those who need us most, to reach their full potential as productive, caring, responsible citizens.” Staff of the BGCH-E offered programs both after school and during the summer months. Administrators described the after school programs as the main focus of the BGCH-E with the summer programming supplementing the after school programs. Only 10-20% of students participated in both after school and summer programs. Staff offered summer programming for 10 weeks, five days per week for 10.5 hours per day for a total of 525 contact hours. The summer program was located at the BGCH-E club, which contained a gym, a game room, a computer lab, several classrooms, and outdoor fields.

During the summer program at the BGCH-E, staff and branch managers targeted students in kindergarten through sixth grade, but older middle school students and teens participated in programs that focused on job readiness and development of leadership skills. Parents or guardians enrolled their children in the summer program. In 2012, 205 students enrolled in the summer program at the BGCH-E, about 55% of the students were from lower-income families and qualified for the FRPL program.

During the 2012 summer program, the younger students rotated through activities, including brain central, the art room, the computer lab, robotics as part of the Science, Technology, Engineering, and Mathematics (STEM) programming, the game room, and the gym. In brain central, students participated in academic and youth development activities. They played scrabble, completed a power page of math problems, watched a documentary on the history channel, or learned about the dangers of smoking. The staff at the BGCH-E implemented programs that were sponsored by the BGCA, such as *SMART Moves* (Skills Mastery and Resistance Training)[24] and *I am healthy, I am successful*.[25] Programs adopted from the BGCA typically required pre- and post-testing to gauge student learning. The staff surveyed the parents and students on their attitude towards the summer program and on the areas they needed to improve. Students participated in academic activities for 12-15 hours per week.

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[24] SMART Moves focuses on drug and alcohol prevention as well as education on premature sexual activity.

[25] I am healthy, I am successful is a program supported by the Phelps Foundation. Students learn about healthy eating and goal setting.

Breakfast and lunch were provided through the USDA's Summer Food Program.[26] Transportation was not provided. Parents were charged a maximum of $65 per week, which varied depending on income levels (the smallest amount they could pay was $10 per week). Thus, over the 10-week program, parents paid between $100 and $650.

In 2012, activities were taught by staff that had training and experience in social work or education, but were not year-round teachers in the local school district. Thus, according to the interview data, the BGCH-E did not meet the quality indicator of prior interaction between students and teachers.

The class size for the BGCH-E's activities was dependent on the activity. Only in the computer lab and STEM program were the class sizes less than 20 students. In the other activities, the class size was larger than 20 students where classes in the art room and brain central ranged from 20 to 30 students and classes in the gym and game room were over 30 students. To balance the larger class sizes, the administration increased the number of staff to create student to staff ratios that ranged from 3:1 to 20:1 depending on the activity.

Staff members of the BGCH-E reported that attendance rates during the 2012 summer program were about 70%. To increase attendance, staff members of the BGCH-E paired the academics with numerous enrichment and athletic activities, including arts and crafts, gym and game time, baseball, and swimming. Students were guaranteed to

[26] Through the U.S. Department of Agriculture, administrators for summer programs can access the Summer Food Program to help provide meals and snacks to their students. As an entitlement program, all eligible students can receive meals and there is no competition for funds. To be eligible, summer programs must either serve a student population of which at least 50% are eligible for free or reduced-price meals or operate in a geographic area where at least half of the children are eligible (Fairchild, McLaughlin, & Costigan, 2007).

participate in at least one field trip over the 10-week program. Program staff did not provide year-long contact with the students or align the summer curriculum with school-year curriculum.

The staff of the BGCH-E reported that the academic instruction was not differentiated, but advanced-skills instruction was provided during the STEM and robotics program. More specifically, the branch manager indicated that students received advanced-skills instruction through the STEM and robotics programming where the students worked on their cooperative and problem-solving skills, two of the three characteristics of advanced-skills instruction described by D'Agostino and Hiestand (1995).

The staff of the BGCH-E did not discuss any parental involvement during the summer program, but they had implemented some parent programs during the school-year to supplement the after school programming. They offered parents literacy and internet safety programs and were hopeful that parent programming would expand during the Fall of 2012. Administrators attributed their inability to implement a parent program during the summer months to the financial situation of their parents: "Getting parents involved when they're working two jobs is hard."

The interviewees of the BGCH-E discussed how their summer program was more than just the students "getting off the street." The summer program, which started as an athletically focused program, had evolved into a program that pairs academics with athletics, field trips, and other enrichment activities. In the words of an administrator, "We're actually academic now!" and "Athletics is just a hook." One administrator saw this transformation as an indicator of the quality of the program.

According to interviews and documents, the BGCH-E addressed two of the dimensions of quality in its summer intervention, specifically advanced-skills instruction through the development of student problem-solving skills, and adequate contact hours through its pairing of academics and enrichment activities. Small class size was met depending on the activity. Although the BGCH-E did have some parental programming, parental involvement was associated with the after school program and not the summer intervention. Interviewees indicated that they did not meet the quality indicator of prior interaction between students and teachers.

**Horizons at Radcliffe Creek School**. The Horizons Student Enrichment Program at Radcliffe Creek School (Horizons) is located in a rural county, Kent County. According to the 2010 census data, Kent County is the smallest county in Maryland with a total population of 20,197 residents and an elementary and secondary school population of 2,178 students. About 52% of students qualify for the FRPL program. During data collection, one 21st CCLC program was funded in the county. The public school district was awarded the grant in 2010 and received just over $380,000 for the first two years and received roughly $329,000 for the last year of the grant (Learning Point Associates, n.d.).[27] Horizons received $10,000 per year for transportation costs from the 21st CCLC grant received by the school district.

Horizons is part of a nationally-affiliated organization with 23 affiliates around the county. Horizons was one of the first affiliates when it began in 1995. According to the interviewees, the hallmark and premise of Horizons are the combination of academic instruction in math and reading with a learn-to-swim program. The national organization provides trainings for administrators and board members, financial support for

[27] Kent County Public Schools' 21st CCLC grant was renewed in July 2013, a five-year grant for $693,000.

programmatic elements through competitive grants, and the materials and technical support for the student evaluations used during the summer programs.

Horizons is a local community-based organization that is hosted by a private school. Both the summer program and administrative offices are located at the private school. The Horizons program falls under the private school's 501(c)(3) and pays for the administrative assistance of its staff, for example, the business office. Horizons also receives in-kind donations of all classroom space and offices from the private school.

During data collection, Horizons was run by two administrators and a volunteer board of 16 members. Within the year of data collection, the Executive Director position was split into two positions: Executive Director and Program Coordinator. The Executive Director was responsible for all fundraising, board management, and outreach, while the Program Coordinator was responsible for all aspects of the summer program. Both positions were part-time, year-round positions.

Administrators described the mission of Horizons to increase student's confidence, to help reduce summer learning loss, and to minimize the summer learning gap. The 2012 summer program ran for six weeks, five days per week, and six hours per day for a total of 180 contact hours. The public school guidance counselors identified and recommended potential, low-income students for the program. Once enrolled in Horizons, the students and their siblings were invited back each year they were eligible according to grade level. In the 2012 summer program, 77 students were enrolled in Horizons and were exiting kindergarteners through sixth graders.[28]

Staff of Horizons used STEM themes to provide instruction in reading and math. For the 2012 summer program, each class focused on a different body system for the six

[28] In other words, the students had just completed kindergarten through sixth grade.

week period. Administrators characterized the learning activities as hands-on where teachers moved the academics beyond skill and drill. Depending on their grade level, students received between seven and 15 hours of academic instruction per week. One staff member noted:

> I think the mission of Horizons is to bring in kids that struggle during the year and they come in and learn without knowing that they're learning, with experiments and hands-on and puzzles and language arts activities that they don't even know they're doing because they're games, puzzles, their own creations.

However, another interviewee questioned whether or not the hands-on learning activities were occurring in every classroom. She observed that the level of rigor and innovation varied between teachers. As will be discussed later in the chapter, interviewees tied this variation between classrooms to funding challenges on teacher salaries, staff trainings, and classroom materials.

During three mornings per week, all students traveled by bus to a local pool for swimming instruction. The staff, administrators, and board members described the swimming program as vital to the intervention because of the motivation it provides to the students. As one staff member described,

> One of my students was scared of the water. He didn’t want to go in. He wanted nothing to do with it. He sat on the side and dug his heels into the ground. Now, he’s in the water, floating, putting his whole head in, blowing bubbles. It’s all those little things that build confidence.

In addition to the academics and swimming, all students participated in clubs during two afternoons a week. In 2012, afternoon clubs included activities such as board games, cooking, arts and crafts, drama, and karate. Each class went on at least one field trip. Transportation to and from the program was provided. Breakfast and lunch were provided through the USDA's Summer Food Program. Administrators and board members estimated that the program cost about $1,800 per student.

Students were grouped by grade level where class size was capped at 12 students; thus, the program met the quality indictor for small class size. Each class was taught by one certified teacher, one classroom assistant who was a college student, and one intern who was a high school student. In addition to the classroom teachers and assistants, the staff consisted of a reading specialist, a volunteer music teacher, and a volunteer swim instructor. During the 2012 program, the head teachers were not year-round teachers in the local school district, but were teachers in the two local private schools. Therefore, the program did not meet the quality indicator of prior interaction between students and teachers. Teachers focused on academics between 1.5 and 2 hours per day.

One staff member and one administrator described the classroom instruction as both differentiated and advanced-skills instruction. To provide differentiated instruction to the students, the reading specialist identified students who might benefit from additional reading instruction through the student evaluations, either DIBELS or STAR[29] depending on the student's grade level. Horizons' students received differentiated instruction from either the reading specialist through pull-out work with small groups or

[29] DIBELS refers to the Dynamic Indicators of Basic Early Literacy Skills test, while STAR refers to Student Achievement Levels with Renaissance.

through reading activities with small groups and pairings within the classrooms. As one of the administrators noted:

> There is a lot of focus on the students who are weakest in their skills and the other children get help from the teacher in the classroom or the teacher assistant who can do activities with them that relates to the curriculum that the state wants the children to do.

Through this added attention on students with below grade-level reading and math skills, the staff and administrators worked to raise the students' academic proficiencies and minimize their summer learning loss.

Staff members described advanced-skills instruction in the classrooms. Specifically, they described hands-on instruction through project-based learning that developed students' problem-solving skills as well as provided opportunities for critical and creative thinking. For example, one staff member described activities, such as making books and creating their own stories, making lungs out of bottles and balloons, cooking to learn math, and science experiments.

In describing Horizons' parental involvement, one administrator stated, "We are seriously, sadly lacking in the parental department. We are working on it, but it is really a major flaw." The administrator did not tie her inability to address parental involvement to funding challenges, but to the amount of work she was responsible for in program implementation and funding.

Interviewees reported that student attendance rates were in the 80-90% range. To increase attendance, the staff and administration highlighted the afternoon clubs, the morning swimming program, and the field trips as important enrichment activities for

Horizons' students. To maintain year-long contact, administrators set-up two Saturday programs, one in the Fall and one in the Spring, at the local college.

Interviewees differed in their beliefs about whether the summer curriculum was aligned with the school-year curriculum. When asked if the summer curriculum was tied to the school-year curriculum, one administrator stated:

> Each teacher knows or should know, they've been told to know, what the requirements of the Maryland standards of the Department of Education are for the grade level they are teaching and for the subject they are teaching.

However, the administrator's statement was disputed by one staff member who reported that there was no connection with the school year curriculum: "We basically write our own curriculum which consists of reading, math and our science." Part of this discrepancy may be a result of the minimal teacher training provided to the staff to develop the summer curriculum and align it with the school year curriculum. The administrator blamed lack of funding to pay the teachers for their time in professional development as the reason for limited training.

Compared to the interviewees from other programs, interviewees of Horizons were less positive of their program's quality. They thought the summer program was a good option for their students, but cited disparate quality of instruction between classrooms and insufficient classroom materials because of funding challenges as problematic. For example, in describing Horizons, one interviewee stated, "I think it's good. I think it's an excellent option for these children who won't get much else during the summer. As always it [classroom instruction] could be better, it could always be better." Another interviewee tied the weaker quality of the program to the lack of funding: "I think if we had more resources – back to funding – if you used that money, used some money. I don't know how the budget is, but I just feel like we don't get anything – materials – I can't even have my kids partner read because we don't have books to do that…" Interviewees linked both disparate quality between classrooms and funding challenges to classroom instruction and materials.

Interviewees suggested that Horizons met three of the five quality indicators, including small class size, differentiated and advanced-skills instruction, and adequate contact hours. The program did not meet two of the quality indicators, specifically prior interaction between students and teachers, and parental involvement. Interviewees indicated that funding challenges were related to the quality indicators of the summer intervention. As I will expand upon in the final section of this chapter, interviewees cited funding challenges resulting in lower teacher salaries and minimal teacher trainings that may have affected some of the quality indicators for Horizons.

**Parks and People Foundation's SuperKids.** The Parks and People Foundation is located in Baltimore City, the largest city in Maryland with just over 620,000 residents. The student population is about 85,000 students of which 83% qualify for the FRPL program. Of the forty-six 21$^{st}$ CCLC grants awarded, MSDE awarded 23 of the grants to applicants from Baltimore City. Parks and People Foundation's summer program, SuperKids, is the only program in my sample that received a 21$^{st}$ CCLC grant.[30]

According to documents, the Parks and People Foundation was founded in 1984 and is "dedicated to creating a positive urban environment through educational,

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[30] Horizons did not receive a direct grant from 21$^{st}$ CCLC, but received money through an agreement with the local school district.

recreational, and environmental programs and partnerships.” During data collection, the Parks and People Foundation employed 22 people and was governed by a volunteer board of 28 directors.

The founder of the Parks and People Foundation started the summer program in 1997 because of the lack of summer programs and enrichment activities available to the students living in Baltimore. SuperKids takes place at campsites located in or around Baltimore, mostly at nontraditional or private schools. Of the year-round staff, two employees directly worked with SuperKids. One administrator spent about 50% of her time on SuperKids and 50% of her time on other after school programs. In addition to being responsible for all aspects of funding for the summer program, she was in charge of implementing the summer program, including hiring staff, contracting enrichment partners, and securing sites for the program. The other staff member was part-time and during the summer worked as a site coordinator for SuperKids. Since one person was responsible for securing and maintaining funding for SuperKids and separate campsites did not supplement funding with their own fundraising methods, I decided to treat SuperKids as one program and not focus on one campsite.

One staff member described the focus of the program as providing enrichment and academic activities to minimize the summer slide: “Overall, we want to make sure the kids don’t have that slide, the summer slide, that they have when they aren’t engaged in a program, or aren’t reading.” SuperKids ran for six weeks, five days per week for six hours per day for a total of 180 contact hours. All second, third, and fourth grade students who attended a Baltimore City Public school were eligible to attend the camp and were accepted on a first come, first served basis. In 2012, the total enrollment was roughly 850 students across the 11 campsites.

During a typical day, students spent 90 minutes on reading instruction based on the Open-Court curriculum used in the Baltimore City schools. The curriculum for SuperKids was scripted and modified to fit into the six week program. In addition to doing lessons from the Open-Court curriculum, students read stories and worked on their spelling skills. The students received 30 minutes of math instruction that began with brief drills and ended with math games selected by the content specialist in hopes that students were learning new skills or reviewing skills they should know.

In the afternoons, students attended enrichment clubs or activities either on site or at another location. Partnerships with local organizations seemed to be the core of the enrichment program. To become an enrichment partner, organizations responded to a "request for proposal" issued by SuperKids where they demonstrated how their proposed activities were linked to the goals of SuperKids as well as to the Common Core Standards. Each enrichment partner developed an evaluation to measure the students' growth in reading. In 2012, enrichment partners were Baltimore City Parks and Recreation, Baltimore City Museum of Industry, Baltimore City Office of Promotion and Arts, Baltimore School of the Arts, Center Stage, Heritage Walk, Historic Jamestown, Historic Ships in Baltimore, Maryland Institute College of Art, Maryland Zoo, Music Workshop, Project B.L.U.E., Port Discovery, and the Y of Central Maryland.

For the 2012 summer program, SuperKids was located at 11 campsites, including Goucher College, Boy's Latin School, Roland Park Country School, Baltimore City Community College, Baltimore School for the Arts, Bryn Mawr School, Calvary Baptist

School, Friends School, Gilman School, Reginald F. Lewis Museum, and the Stadium School. Transportation was provided from the students' neighborhood schools to one of the campsites. Through the USDA's Summer Food Program, students received both breakfast and lunch. Administrators reported that the cost per student was $1,400.

Staff members reported that class size was limited to 12 students so the program met the small class size quality indicator. The summer staff consisted of reading counselor interns, mentor teachers, academic advisors, a content specialist, and site coordinators. The reading counselor interns were local college students, while the mentor teachers were Baltimore City or County public school teachers. The reading counselor interns ran the classroom and used a scripted curriculum under the guidance of a mentor teacher who was in charge of three interns. Academic advisors supported the reading counselor interns and mentor teachers during the program. The content specialist developed the curriculum, oversaw the implementation of the curriculum, and supervised two academic advisors. Data suggest that the program had lots of hierarchy within the program staff, but that the extra staff was not tied to direct classroom instruction. Students had no prior interaction with their primary classroom teachers, the reading counselor interns.

Interviewees reported that the students' attendance rates were mid-to-low 80%. To increase attendance rates, SuperKids paired academics with enrichment activities and aligned the summer and school-year curriculum, but the program did not maintain year-long contact with its students. Staff described the pairing of the enrichment partners with the morning academics as critical in the continued success of the program. The students "are getting experiences they might not be able to during the school year" that interviewees believed were increasing students' attendance rates. As mentioned previously, the staff utilized the same Open-Court Curriculum, which had been modified to fit within the six-week program, as the surrounding public school district. They also adopted the school districts' 100-book challenge, a reading incentive program that encouraged students to read 15 minutes a day, to level students.[31]

Staff and administrators suggested that their instruction was not differentiated, but addressed one characteristic of advanced-skills instruction. Through the math games, students were encouraged to develop their problem-solving skills, one characteristic of advanced-skills instruction as defined by D'Agostino and Hiestand (1995).

Administrators of SuperKids did not provide any programming for parents, but provided periodic communication with the parents through an open house, newsletters, and weekly academic reports. One interviewee of SuperKids described the difficulty in addressing parental involvement during the summer program: "That's a nut we're still trying to crack. The challenge for us is we recruit from over 100 schools so we can't build relationships during the school-year…What happens to a six-week program with parents you don't know until they walk through the door?" Interviewees attributed their inability to attend to parental involvement to the large number of schools that their students attended during the school-year.

When asked about the quality of SuperKids, one staff member responded, "I think it is fantastic. I wish I'd been able to be in this program….It is just phenomenal, just the level of participation of the kids, the experiences that they see and do are excellent. I don't think there is any program that rivals us." The administration of SuperKids reported

[31] In SuperKids, the children were encouraged to receive 100 credits of reading. For each 15 minutes they read during the camp, they received one credit. In addition to motivating students to read, the 100-book challenge was a way to level the students according to reading ability.

that the high-quality of the program was a result of changes that occurred over its 16-year history. They have discovered that partnerships in the classroom between certified mentor teachers and college students worked well for the program, especially with the addition of a content specialist to monitor the implementation of the scripted curriculum. They discovered the importance of providing breakfast, lunch, and transportation to increase students' attendance rates. The students' experiences in the classroom were enhanced by their afternoon activities with enrichment providers because the enrichment partners designed activities that were aligned with the academic goals of the program. Administrators and staff believed they have used their past experiences to tweak the program, which has resulted in a higher quality summer intervention.

SuperKids met three of the five quality indicators, including small class size, advanced-skills instruction, and adequate contact hours, but not prior interaction between students and teachers or parental involvement. Budgetary concerns were cited as instrumental in not meeting the quality indicator of prior interaction between students and teachers. In its first year, SuperKids staffed its summer program with Americorps volunteers and then, in the second year, with teachers from the local school district. They discontinued the use of teachers from the local school district because of "budgetary implications." The number of schools that SuperKids served was cited as the reason that they could not implement parental involvement.

**Project Crossroad's Activate.** Project Crossroad is located in Cecil County, a rural county, with a population of roughly 101,000 residents and a school population of 15,890 students. About 41% of the students qualify for the FRPL program.

Project Crossroad began in 2010 when the founder and the Executive Director received three state grants totaling $248,000 to run the at-risk youth programs for the county.[32] According to documents, the mission statement of Project Crossroad is "Knowledge is power…education is key." The summer program, called Activate, is one of six programs run by Project Crossroad. The other programs target youth up to 21 years old and provide programming in areas such as teen pregnancy, alcohol and drug resistance, GED classes, and after school tutoring. Project Crossroad is a grass-roots, community-based organization that in 2012 was run by a voluntary board of six directors. The year-round staff was comprised of the founder of the program as well as seven full time employees. The Executive Director of Project Crossroad was responsible for securing and maintaining funding for Activate. She also helped with some program implementation, including analyzing the student evaluations and securing staff through an Americorps grant.

Activate completed its second year in 2012. During the summer, one of the full-time employees worked with two part-time employees to run the program. The two part-time employees were responsible for the design of the summer curriculum and student evaluations, the day-to-day summer operations of Activate, and teaching the group lessons. One staff member floated between the two sites to assist when needed. AmeriCorps coaches who had some background in education were responsible for small group work, science experiments, and the sports activities. Students had no prior interaction with the classroom teachers.

[32] Grants were received from the Governor's Office of Children and from the Governor's Office of Crime Control and Prevention.

Activate ran for five days per week for six hours per day for five weeks for a total of 150 contact hours. The students were third through fifth graders who all qualified for the FRPL program and were recommended to the program by their guidance counselors.

The focus of the program was science, math, and sports. According to interviews, the goal was to “provid[e] a place for kids to exercise their body and minds.” The staff worked to minimize the summer learning loss as well as introduce the younger students to more advanced math. Each week the students focused on a different body system through science experiments because “it’s something that can be gross and fun” and learned about a new sport through drills and scrimmage. The students also played math games. The students received about 10 hours per week of academics, roughly 45 minutes per day of science, and about one hour per day of math. Students spent the rest of their time on sports and team-building activities. In addition, over 10 days, students received 45 minutes of life skills training. Students participated in limited reading and writing activities.

At the end of the five weeks, the students went on a field trip to the Franklin Institute where the body systems were prominently featured as one of the exhibits and served as a culminating activity for their five weeks of study on the human body. Daily transportation to and from the program was not provided because the students attended the program in their neighborhood schools. Students received lunch through the USDA’s Summer Food Program. In 2012, Activate was located at two local elementary schools, which had been provided at no charge to Project Crossroad. Administrators estimated that the program cost about $30,000 or $500 per student to run.

The students were all evaluated (both pre- and post-) in math and science. The math evaluation measured the students' math skills in topics included on the Maryland State Assessments and covered in the Common Core Curriculum. The science evaluation measured students' attitudes towards the topic as well as what the students learned about the body systems. In addition, students' physical skills were evaluated using the Presidential Fitness Challenge.

Each site capped attendance at 30 students with a staff of 5 (one site supervisor and four Americorps coaches). All students at one site were in one classroom. Thus, Activate did not meet the quality indicator for small class size.

The staff of Activate reported that attendance was roughly 70%. To increase attendance, administrators and staff members contended that their curriculum was aligned with the school-year curriculum and the academics were paired with enrichment activities. They did not maintain year-long contact with the students. The staff developed the math curriculum based upon the MSAs and Core Curriculum Standards used by the public schools for the third through fifth grades. One staff member remarked on the importance of using the same curriculum as the schools:

> Because we have exiting third through exiting fifth, we do have a lot of stuff that is covered. We try to take the things that they may be losing or may need a little more help on...They've seen it once so at least they tried to do it and it's not a big deal if they don't get it. It just means that next time they have been shown the material, they'll say, "I've seen this before, I think I can do it." So, it's one of those things that we're presenting the material. If they don't 100% or 50% get it - that's okay.

The staff of Activate used the school year curriculum to help students review material as well as preview material they may be taught in the future.

Staff and administrators of Activate provided enrichment opportunities through their sports program and the field trip. Students that attended Activate did not participate in year-round programming, despite the year-round programs run by the organization.

Staff of Activate suggested that students received some differentiated instruction in math, but not in science. They reported students received advanced-skills instruction in both math and science. All students received the same lessons, regardless of site or grade-level, but the staff utilized the student evaluations to help determine the students that would benefit from additional instruction in math. As one staff member noted:

> We pre- and post-tested them for their math and picked up on the things that they needed help on, are behind in, but also practice what they may have learned this past year into the next year so they won't lose it over the summer as well as teaching them new things that they'll get this year or the year after even.

After the site coordinators delivered the same lesson to the students, the Americorps coaches differentiated the math activities by working in small groups with students that needed additional help in math or that needed more challenging math problems.

Staff indicated that students received some advanced-skills instruction through the hand-on science activities, math games, team building exercises, and sports. Through these activities, students were encouraged to cooperate with each other in the sports activities and team building exercises, think creatively during the science activities, and develop their problem-solving skills during the math games and team building activities.

An administrator stated that parental involvement was "just what goes home with the kids. And so it's something I hope to see improvement on, over the next couple of years, but it's a challenge for us." The interviewees did not link funding challenges to the programs' inability to implement parental programming.

In describing the quality of Activate, one interviewee focused on the type of instruction provided to the students and reported that "the quality is the best I've ever seen because it addresses the academics of students in ways I've never seen…these students are moving and doing and their hands are into something at all times." The administrator believed that the students were receiving quality instruction because the academics were hands-on activities and, through the science experiments, the teachers were providing ways for the students to learn through movement and tactile activities.

According to the interviewees, Activate met two of the five dimensions of quality, including differentiated and advanced-skills instruction, and adequate contact hours. They did not meet the remaining three dimensions of quality. Funding challenges may have been the reason why Activate could not address adequate class size or prior interaction between students and teachers. Parental involvement seemed to reflect the newness of the program.

**Summary.** In describing the four community-based summer interventions, I highlighted whether they met the dimensions of quality as described in the effectiveness literature. My discussion on the quality indicators should be viewed with some caution given the limited nature of the data. My discussion assumes the transferability of these quality indicators from school settings to community-based programs. In some cases, quality indicators were present but to a limited extent and required some judgment to decide whether the quality indicator was met. Further, I relied upon the interviewees' perceptions of and experiences with the programs to inform my understanding of the quality indicators for their summer interventions.

As can be seen in Table 7, interviewees from the four summer interventions suggested that their programs met two of the five indicators of quality, specifically adequate contact hours and differentiated or advanced-skills classroom instruction. All of the programs provided *adequate contact hours* because of the design of the study, but differed in their approaches to maximize attendance rates. OST advocates identify three strategies that summer interventions can utilize to increase attendance rates, including year-long contact with students, alignment of school-year and summer curriculum, and the pairing of academics with enrichment activities. The community-based summer interventions were most likely to implement the alignment of school-year and summer curriculum, and to pair academic instruction with enrichment activities. Horizons was the only intervention to extend programming into the school-year for its students and to establish year-long contact. Although the other three programs ran after school programs, administrators implemented their summer interventions separately from their after school programs.

All of the programs appeared to implement either *differentiated or advanced-skills instruction* and, thus, met the quality indicator for classroom instruction. Interviewees of Activate and Horizons reported that they implemented both types of classroom instruction, while interviewees of the BGCH-E and SuperKids reported that they implemented one of the classroom instructions, specifically differentiated and advanced-skills, respectively. For the BGCH-E, its program's history of athletics and its use of staff without an education background may have limited the amount of differentiated instruction in the classrooms. In the case of SuperKids, the use of a prescribed curriculum and college student interns may have limited the level of advanced-skills instruction in the classrooms.

None of the programs met the quality indicators of prior interaction between students and teachers or parental involvement. Interviewees of Horizons, Activate, and SuperKids indicated that funding challenges were behind some of its inability to implement *prior interaction between students and teachers*. As I will discuss in more detail, the quality indicator of prior interaction between students and teachers may not be a quality indicator that can be generalized from school-based academic summer interventions to community-based academic summer interventions.

Interviewees of the summer interventions did not link funding challenges to *parental involvement*. They attributed their lack of parental involvement to other factors, including the number of schools served and the amount of work related to program implementation and funding.

Only Horizons and SuperKids implemented *small class size* in their summer programs. The inability of Activate to implement smaller class size appears to be a reflection of staffing decisions where one site supervisor taught the primary math and science lessons to 30 students. The BGCH-E implemented a range of class sizes that seemed to reflect the nature of the activity and not funding challenges. To decide whether or not the BGCH-E met the quality indicator of class size, I made the judgment that all of the classrooms and activities needed to fit the criteria of less than 20 students to meet the quality indicator.

Based upon the interviews, Horizons seemed to implement the highest number of quality indicators; additionally, Horizons was the only intervention to address each of the three strategies identified to increase attendance of its students. Interviewees of Horizons indicated that funding challenges were related to the quality of classroom staff where additional funding might have strengthened the quality of teachers and classroom instruction. Despite the finding that Horizons appears to be the program that addressed the most quality indicators, interviewees had the lowest perception of quality for Horizons in comparison to the perceptions of quality from the other summer interventions. The key in resolving this difference between perception of quality and the presence of quality indicators may be linked to the areas in which funding challenges were identified by the interviewees, specifically teacher salaries, teacher trainings, and classroom materials. The funding challenges targeted areas that are tangible in the experiences of the teachers and administrators and may have produced lower perceptions of quality.

The program with the fewest quality indicators seemed to be the BGCH-E. Of the five dimensions of quality, interviewees indicated the program met two of them, including advanced-skills classroom instruction and adequate contact hours. Further, to increase attendance, administrators and staff members of the BGCH-E implemented one strategy: the pairing of academics with enrichment activities. The absence of other quality indicators in the BGCH-E may reflect the program’s history. Interviewees of the BGCH-E discussed the evolution of programming from athletics to athletics with academics where any academic programming was perceived as strengthening the quality of the summer program.

The limited data on the dimensions of quality for summer interventions underscores the challenges of relying on interview data to answer questions of quality. Observation data, which was outside the scope of this study, would have provided more concrete and nuanced information on the quality indicators for the four community-based summer interventions. In addition, the difficulty in examining the indicators of quality may signal the limited research on the quality of community-based summer interventions and my adaptation of school-based indicators to community-based programs. The implications for the limited data on the effectiveness of summer interventions, particularly community-based summer interventions, is an important finding for this exploratory study and will be discussed further in the final chapter.

**Funding the Summer Interventions**

In this section, I discuss the funding of community-based summer interventions by focusing on the types of funding relied upon, and the primary funders for each program. I also begin to highlight the program characteristics and internal resources of the program that may explain the differences in funding patterns between the summer interventions. Across the four cases, interviewees described their reliance upon some combination of government funding, private contributions, and grass-roots efforts. The data suggest that the different patterns of primary funders across the community-based summer interventions reflected different characteristics of the community-based summer interventions, including program location, governance structure, program size, and years in operation, and different internal resources, specifically in human capital and social capital. In Table 8, I list the funding streams utilized by the community-based organizations to support their 2012 summer programs. The table demonstrates the

Table 8

*Summer Programs, Funding Sources, and Percentages of each Funding Source*

| Summer Program | Characteristics | Government | Private Contributions | Grass-Roots Efforts |
|---|---|---|---|---|
| **BGCH**[33] | Medium<br>Urban<br>Nationally-Affiliated | USDA summer food program[34]<br>County funding (8%) | Large and small foundations (10%)<br>National corporations (15%)<br>National organization pass-through money (32%)<br>United Way (2%) | Individual donations (4%)<br>Fundraising events (13%)<br>Pool memberships (7%)<br>Parent fees (3%)<br>Other (6%) |
| **Horizons** | Small<br>Rural<br>Nationally-Affiliated | USDA summer food program<br>21st CCLC grant (indirect; 10%) | Smaller, family foundation grants (20%)<br>National organization grants (10%)<br>Local businesses (5%)<br>United Way (8%) | Individual donations (12%)<br>Fundraising events (33%)<br>Parent fees (2%) |
| **Project Crossroad**[35] | Small<br>Rural<br>Grassroots | USDA summer food program<br>State-level grants<br>Americorps grant (60%) | United Way (27%)<br>Local businesses and churches (5%) | Individual donations (5%) |
| **SuperKids** | Large<br>Urban<br>Grassroots | USDA summer food program<br>21st CCLC grant (direct; 49%) | Large foundation grants (24%)<br>Large corporations (24%) | Parent fees (3%) |

[33] Percentages for BGCH are for the funding streams for the whole organization and for all programming. Shaded text highlights primary funding sources for the BGCH-E's summer program.
[34] USDA's Summer Food Program were not included in the calculated percentages of the funding streams to reflect the data gathered in the interviews.
[35] Percentages for Project Crossroad are for the funding streams for Activate only. I list the state-level grants because this funding supports year-round staff and office space.

diversification of resources used for funding; highlights the organizations' primary funding streams, which are identified by the shaded text; and lists the percentages of each funding stream.

**Reliance on multiple funding sources.** Administrators and board members of each summer intervention reported that they relied on *government funding* to support their programs. The most common government funding utilized was the USDA's Summer Food Program that provides breakfast and/or lunch to the participants of summer programs. For each of the programs, the interviewees stressed that the Summer Food Program was a valuable source of support that enabled them to provide meals for their participants.[36]

Two of the four programs included in this research reported utilizing 21st CCLC funds. Administrators of Horizons and SuperKids received 21st CCLC funding either through a partnership with the local school district or as a direct grant recipient, respectively. Interviewees of Horizons reported that they received $10,000 per year (about 10% of its funds) from the 21st CCLC grants awarded to their local school district. The funds were earmarked for transportation of students to and from the program and to the morning swimming. As I will discuss in more detail later, administrators and board members utilized their human and social capital to leverage federal funds through the school district's 21st CCLC grant. Community and board members may have been important resources in receiving this funding.

For the past 10 years, SuperKids has received grant money through the 21st CCLC program, which covers almost 50% of its funding. As noted by one of the interviewees,

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[36] It should be noted that none of the summer interventions included the funding received from the USDA's Summer Food Program in their revenue streams; therefore, I have not included this government contribution in the calculated percentages.

“SuperKids Camp is still one of the few summer-only programs in their [Maryland’s] portfolio. Most are after school with a summer component. We position ourselves as unique and we have this really great summer camp.” According to documents, SuperKids was in its last year of a three-year grant. They have received awards of $350,000 for each of the first two years and $297,500 for the last year (Learning Point Associates, n.d.). They anticipate renewal of their grant when this three-year cycle is complete. Interviewees identified the expertise and skills of the administrator as key resources in securing and maintaining the 21st CCLC grant.

Although community-based summer interventions could, in theory, use supplemental educational service allocations to fund the programs, none of the four community-based summer interventions used supplemental educational service funding to support 2012 summer programming. At one time, SuperKids was approved as a supplemental educational services provider, but the program never provided supplemental educational services to eligible students and did not receive funds from this source. One official of SuperKids explained the potential reasons behind summer interventions’ limited use of supplemental educational service funding:

> It was a very rigorous process to become a SES provider, but what happened is SES is set-up to change spring test scores and SuperKids happens after the spring test scores. So we just basically faded out of that. I don't think we got any money out of the pot because it didn't meet the objectives of the program and it was a bit cumbersome I heard to even draw out the money.

In 2010, the USDE approved Maryland's flexibility plan for how they would implement NCLB. Within this plan, Maryland policymakers proposed that supplemental educational services would no longer be required. Therefore, administrators will be even less likely to access funds through the supplemental educational services (Maryland Department of Education, n.d.).

Project Crossroad relied on state grants to fund its year-round administrative and staff positions who worked on fundraising and programming for Activate and to cover the rent for its office space. Project Crossroad received state grants from the Governor's Office of Children and the Governor's Office of Crime Control and Prevention. Interviewees described these larger government grants as essential for the year-round management of their organization. The data suggest that the state-level funding was secured in part because of the Executive Director's grant writing knowledge.

Administrators and program staff also described the importance of their Americorps grant in funding their staff for Activate. The Americorps grant funded about 60% of the programs' expenses. As highlighted earlier, the Americorps grant funded eight coaches, the bulk of the instructional personnel and a huge portion of the expenses for the five-week program.

The BGCH-E received government funding to support its program. More specifically, the club received funding from the county government and from several of the towns located in the county, which totaled about 8% of funding.[37]

The four community-based summer interventions also utilized *private contributions*, including funding from national foundations and local, family foundations;

[37] The percentages of each funding stream for BGCH-E are percentages for the entire organization. Interviewees did not break down the percentages of the funding streams for the summer program.

nationally-based businesses and corporations; and, national umbrella organizations. Interviewees of SuperKids reported that they accessed funding from larger national and corporate foundations, such as the Abell Foundation and the Walmart Foundation. Administrators of SuperKids estimated that about 50% of their funds come from foundations (almost 25%) and corporations (almost 25%). The reliance of SuperKids on larger foundation and corporate funding seemed to reflect the match between the location of the foundation and the community-based summer intervention, and the size of the summer program.

The BGCH-E received funding from foundations, national corporations, and its national organization, the BGCA. The 2012 annual report for the BGCH showed that foundations and corporations, such as the Cal Ripken, Sr. Foundation and Best Buy, provided roughly 25% of funding for its year-round operations and administrative costs. The BGCH received funding from the BGCA based on its program size and number of children served and, in 2012, pass-through funding from the BGCA contributed about 32% to the funding of the BGCH.[38] The BGCH, in turn, used the funding to support year-round staff (e.g., the branch manager of the BGCH-E) and programs. Administrators and program staff identified the value of their national organization and their community relationships in leveraging funding from private contributions.

Interviewees of Horizons reported that they relied on private contributions through grants from smaller, family foundations and the national organization, and through contributions from local businesses. Administrators and board members of Horizons stated that a significant portion of its funding was from family foundations

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[38] Administrators from BGCA secured this pass-through funding from federal grants as well as grants from large national businesses.

(20% of its funding) of which the board members have a personal connection. Administrators and board members of Horizons also received funding from their national umbrella organization. Instead of pass-through dollars, administrators received funding through competitive grants. In 2012, Horizons received grants from the National Horizons to support its reading specialist, STEM programming, and Program Coordinator. Board members and administrators reported that grants ranged in support from $5,000 to $10,000, depending on the year, which accounts for 5% to 10% of funding. Horizons' private contributions stemmed from community networks and board members, and governance structure as a nationally-affiliated community organization.

Interviewees of Activate received funding from private contributions through a grant from the local United Way and through contributions from local businesses and churches. Administrators reported that they received $8,000 (27% of its funding) from United Way, half of what they requested. Local businesses and churches provided in-kind donations of space for the staff training, materials (e.g., water bottles for the students), transportation and museum tickets for the end of the year field trip, and monetary donations, about 5% of Activate's funding. Community networks and the staff's passion for their work were crucial resources in supporting Activate

Finally, all four programs indicated that they received funding through *grass-roots efforts*, such as parent fees, fundraisers, individual and local business contributions, and commercial revenue. Administrators of Horizons, SuperKids, and the BGCH-E charged parent fees for students to attend their programs. For Horizons and SuperKids, interviewees described the parent fees as symbolic and were implemented to increase parents' buy-in of the program and maximize the participants' attendance rates. Parent fees contributed 2% and 5% to funding, respectively.

Administrators of the BGCH-E viewed the parent fees as helping to control the cost of the summer program. The annual report estimated that the funding generated from its commercial revenue, in this case parent fees and pool memberships, totaled about $200,000 or 10% of the funding for the organization. Staff of the BGCH-E described these two funding sources as covering a majority of the costs of the summer program itself. (It should be noted that these funds were not used to cover the administrative and facility costs). The BGCH-E also received grass-roots funding through individual donations from community members (4% of its funding) and fundraising events (13% of its funding) that were sponsored by the BGCH. Unlike the other programs, the BGCH-E was uniquely positioned to rely upon commercial revenue to fund its summer program, which, as will be discussed again, seemed to reflect its history of focusing on athletic programming and its ability to manage pool memberships.

Although Project Crossroad did not charge parent fees or raise funds through commercial revenue, the administrator talked about the importance of identifying an income generator in the future. She described the importance of an income generator because it would "give us some sustainability. Everyone told us from the very beginning that was something we were going to need to have…" In 2012, Activate received funding from grass-roots efforts through individual donations from community members (5% of its funding).

Administrators, staff members, and board members of Horizons discussed their reliance on funding from grass-roots efforts, including individual contributions, local business donations, and program-sponsored fundraising events. In particular, administrators and board members of Horizons credited their annual fundraiser, Dance with the Stars, as raising almost one-third of their annual budget and increasing the visibility of Horizons among community members. Social networks and the relationship with board members were vital in raising the necessary funds to implement Horizons.

Administrators, program staff, and board members of the four community-based summer interventions identified resource diversification as a key strategy to fund their academic summer interventions. Further, data highlight the importance of both human and social capital in the funding of the community-based summer interventions. Although all organizations utilized human and social capital to fund their programs, they relied on different types of human and social capital. Horizons relied upon community support, board member connections, and its national affiliation. Activate relied upon the expertise of its administrator, community support, and the passion and hard work of its personnel. The BGCH-E relied upon its national affiliation and community relationships. SuperKids seemed to access funding through the 21st CCLC initiative and large foundation and corporate grants because of the combination of the expertise and knowledge of its primary fundraiser, the number of students served, and the urban location of its program.

**Primary funding.** Although resource diversification was utilized by the four programs, their reliance on each source varied. As indicated in Table 8 by the shaded text, the community-based summer interventions differed in their primary funding sources. The different patterns of reliance seemed to reflect the different characteristics and internal resources of the programs.

The administrator of SuperKids cited government funding through the $21^{st}$ CCLC grant as their primary source, with the grant providing 50% of the funding for the summer program. The ability of SuperKids to access funding from the $21^{st}$ CCLC initiative may be a reflection of the program's large number of student participants and urban location, and of the expertise of its administrator to write grants and reports.

The administrators of Horizons reported that their primary funding streams were both private contributions (specifically, grants from family foundations and the national umbrella organization) and grass-roots efforts (specifically, one annual fundraiser event). Horizons' primary funding reflected its governance structure as a nationally-affiliated community organization, social capital, and human capital. As a smaller sized organization in a rural community, interviewees stressed the role of community in funding and supporting its program, and of board members in accessing grants from smaller, family foundations.

The administrator of Project Crossroads reported that its primary funding sources were private contributions through a United Way grant, and government funding through a Americorps grant. The Americorps grant was an important source of funding because it provided classroom teachers at no cost to the program and, given the infancy of the program, staff and administrators cited this as vital. Community and social networks were responsible for funding the rest of the summer intervention.

Although the BGCH received grants from the government, foundations and corporations to support year-round efforts, the branch manager of the BGCH-E relied heavily upon grass-roots efforts, particularly parent fees and pool memberships, to fund the summer program. One administrator described the organization's heavy reliance on commercial revenue as a budget control operation. The program's history and reputation as an athletic operation and size may have given them access to commercial revenue through pool memberships.

The data on the primary funding sources for each program begins to illuminate the role of program characteristics and internal resources. Program characteristics, such as program location, governance structure, program size, and years in operation may explain why community-based summer interventions access different funding sources. However, program characteristics appear to be only part of the story because internal resources may also be driving the patterns of reliance on different primary funders. For example, SuperKids may have accessed 21$^{st}$ CCLC funding because of the combination of urban location, target population, and human capital. Horizons may have accessed grass-roots funding because of the combination of its rural location, board members' connections, and social capital. Through the remaining sections, I will continue to build upon the role of program characteristics and internal resources in securing and maintaining funding.

**Challenges of Funding**

This section discusses the challenges of funding experienced by the four community-based summer interventions. I have divided this section into the challenges that were identified in the non-profit and out-of-school time literature: revenue volatility, goal displacement, pressure for accountability because of necessary adaptations to process and structure, a need for revenue diversification (Froelich, 1999), and limited access to funding streams (Learning Point Associates, n.d.; Mitchell et al., 2005; Sandel & Bhat, 2008; Stewart, 2007). The data suggest that these programs experienced the same challenges as the literature; however, the data highlighted nuanced differences between the challenges identified in the literature and challenges identified in this research. Interviewees within the programs identified revenue volatility and necessary adaptations to process and structure (or "pressure for accountability") as the most pervasive challenges in their dependence on external providers for funding.

**Revenue volatility.** Data suggest that revenue volatility was a very real challenge for these four community-based summer interventions. The interviewees identified three different types of revenue volatility: the loss of a funding source, the reduction in funding from a source, and the changes in rules to receive funding. These fluctuations created uncertainty in the funding available for community-based summer interventions. As one board member remarked,

> There is very little stability in funding sources with the exception of what we charge for membership and for our summer program because that is in our control. The stuff of what we control is very stable, but those funds are 10% of operating costs.

The community-based summer interventions coped with revenue volatility through their human and social capital.

SuperKids, Activate, and Horizons described revenue volatility in the loss or potential loss of a funding source. More specifically, administrators of SuperKids discussed the loss of funding from one source that implemented a summer intervention of its own. To cope with the loss of funding, she stated that she identified new funding through "…prospect research and having established relationships over the years."

Human capital and social capital were the central internal resources to secure new funding.

Administrators and program staff of Activate were unclear if they would continue to receive support from Americorps to fill their teaching positions. I tried to clarify how they planned to cope with the potential loss of staffing. One staff member stated that,

> We actually had to start thinking about that this year just because we didn't find out if we were having a team until very late. It was one of those things that when it comes up we'll figure it out…At this point we can't really hire on all of those staff – we don't have the funds for that – but it'll happen.

Another staff member remarked on the strategy to replace the Americorps staff, "Or if there is funding, to actually pay people. The reason why they [Activate] go the Americorps route is they are free." The interviewees did not indicate that they had a clear strategy to replace the Americorps staff, but only that it was not a long-term arrangement.

When I asked about the stability of funds from the national organization, Horizons' personnel commented, "I don't know. I don't know. They say it won't last forever, but they aren't saying it will be cut off." Interviewees anticipated that funding from the national organization would end, but they did not know when they would need to replace the funds.

Interviewees of the BGCH-E and Horizons described revenue volatility in the reduction of funding from a source. Administrators of the BGCH-E mentioned that over a three-year period grants awarded from one family foundation fluctuated from $60,000 to $20,000 to $50,000. They also have witnessed decreases in their federal funding (i.e., pass-through dollars from BGCA) from $400,000 to $200,000 because of smaller federal grants received by BGCA. To cope with these fluctuations, administrators identified “ratcheting up the level of responsibility” for the board members. Board members reported soliciting funding from community members. Interviewees also reiterated the stability of commercial revenue in supporting their summer program.

Horizons’ board members and administrators witnessed similar volatility in their revenue from family foundations, where funding received from one foundation decreased by $12,000 (about 10% of the funding) over a one-year period, in part because family foundations award grants based on their investment portfolios and the value of these portfolios change. Board members and administrators identified their reliance on small donations from community members through personal contacts as their coping strategy. One board member described the importance of small donations,

> Most of them [individual contributions] are small - $25 to $100. $100 is the most popular. The $100 to $500 is less…then anything up to $1000, there are very few. Over $1000, not even a handful.

Community donations have been a stable source of funding for Horizons to counteract the instability of its other funding sources.

Finally, interviewees identified revenue volatility through changes in the types of costs that grants would support. One administrator of Horizons identified that grants are more likely to be restricted funding for program costs as opposed to operating grants. Operating grants are grants that fund costs not directly tied to a program. These costs are associated with administrative positions and materials, fundraising events and materials, and office space. Program grants, on the other hand, are grants that support costs directly tied to the program. These costs are associated with program staff and materials, field trips, transportation, and meals. The Executive Director of Horizons explained that one funding challenge was the change of government and foundation grants from operating grants to program grants. Now, he observed,

> [foundations] don't want to fund computers or lights or copy machines or [administrative] personnel. They want to fund a sexy program, something new or innovative. That tends to be restricted funding, restricted to a program....Asking for operating funds is very difficult.

To cope with the restrictive nature of some grants, Horizons secures and maintains funding from community members, fundraising events, and smaller family foundations that have a personal connection with Horizons to provide unrestricted funding.

Grant officials award funds to start projects and are less likely to support already existing programs. Administrators of both the BGCH-E and SuperKids discussed this struggle. The SuperKids' administrator commented, "I don't think most funders want to be your seed funding for the duration of the program. They want to give you a lift-off to go look for some other funding." The administrators of the BGCH-E discussed the relationship between seed funding and the importance of securing new funding: "We received two or three years of seed money. It is good money when it is there, but do you have enough money to sustain your club?" After the seed funding ends, organizations, therefore, have to identify new funding sources to maintain their programs. For the BGCH-E, the administrators identified commercial revenue:

> Another source of funding that we started about three years ago…to make up the difference in our summer camp is the Aberdeen Swim Center. We

> run it, it is a business for us…we make sure it is a budget control operation.

The changing focus of grants to program costs and seed funding underscore the challenges of finding sustainable funding and the importance of finding new funding to fill in the gaps.

**Goal displacement.** Three of the community-based organizations in this research described goal displacement as a challenge in their dependence on external providers for funding. Interviewees of Horizons, the BGCH-E, and Activate described the implementation of STEM programming to attract new funders or to reflect the trends in education. Interviewees of the BGCH-E also reported some changes in the mission and goals of their summer program where their mission became more educational.

An administrator of SuperKids identified the importance of being aware of goal displacement in her discussion on mission drift. She was very mindful of avoiding mission drift:

> Our president/CEO is very mindful of mission drift and whatever is out there, staying with what makes sense and that is really a challenge for any non-profit. If there is something that is similar, how much do you change to make it similar? In doing that, are you evolving in a way that goes away from your core mission?  We agree that we have to be mindful of staying true to what we do. And to sell that product and not to sell whatever is the latest trend or interest.

The one exception to the negative attitude toward mission drift was in the BGCH-E. Board members and administrators of the BGCH-E talked about the club's evolution because of funding trends. One administrator mentioned the importance of evolving so they stay viable in the field: “We're not just athletics; we're also education. Athletics is just a hook. We've changed trends. Clubs that don't change are the ones that fail.” For these interviewees, being viable in the field translated into adapting their mission, from athletics to athletics and education, to continue their ability to secure and maintain funding for their programs. Goal expansion was a coping strategy in response to the volatility of funding sources.

Administrators and board members of the other three organizations seemed to be resistant to mission drift, but interviewees did discuss how funds changed the specifics of their programming. The increase in and availability of STEM funding were the most frequently cited drivers for changes in programming. Administrators and staff in two of the summer interventions mentioned the role of funding in their decisions to implement STEM programming. For Horizons, the administrator’s decision was influenced by the availability of grants from the national organization, which they have received for the past two summers and may receive for an additional summer. One board member described the role of the national organization in the implementation of STEM, “I think that they helped introduce it…They gave us money.” When asked if Horizons’ theme had always been a science topic, one staff member stated, “No, the past two years have been science...The science is really difficult but it’s from the STEM program and we get funding through that.”  Before the availability of STEM funding from the national umbrella group, staff members reported that the academic themes were less science focused, and their academics were more reading and math driven.

Administrators of the BGCH-E implemented STEM activities because they recognized the potential for attracting new funding to the club and the increased popularity of STEM programming in the schools. As one administrator stated, we “added STEM to attract new money and it’s huge because it’s not people who usually fund a regular summer program. You’re eventually going to attract them [new funders] to your club…new money.” They are hoping to attract new funding through locally-based, national engineering firms and, therefore, increase their access to private contributions.

The staff of Activate implemented STEM programming because of the staff’s recognition of its increasing emergence in the schools. They hoped that they could tap into STEM funding in the future. Both administrators of Activate and the BGCH-E identified trends in education and preemptively implemented STEM programming for potential funding.

**Pressure for accountability.** Data suggest that the community-based summer interventions have changed how they apply for grants, how they report to funders, and the personnel required to write grants and reports in response to the pressure for accountability from their funders and from the broader climate of accountability in education. As a result of this pressure for accountability, interviewees identified adapting how they secure and maintain funding through the inclusion of research-based outcomes and justifications in grant applications; the evaluation of student’s academic achievement; and the increased professionalization of their staff with the skills and knowledge to write the grant applications and reporting requirements. This shift towards more accountability in summer interventions was summed up by the administrator of SuperKids:

> A joke a friend of mine and I have about summer programs is that there was a time when a kid showed up that was great, get some money. It became the kid showed up and they have to be doing something specifically, get a snack. And there was a real push back from providers in the city on the accountability and standardization process and average daily attendance is tracked. And people will be dinged if kids aren't showing up for a specific amount of time…So, I think the shift has really been about accountability and then really expecting a different level of rigor from providers in terms of why do you do what you do. You can't just say because it feels good, because it worked in the past. You have to have research. A key to any program's ability to raise money is the evaluation piece...

The pressure for accountability from external providers and the broader field of education becomes problematic if the organizations do not possess the necessary internal resources to respond to the changes in grants, reporting, and personnel. In addition, community-based summer interventions may not be able to adapt to the increased pressure for accountability if their internal resources are misaligned with the resources needed to respond.

Data suggest that community-based summer interventions have adapted the way they apply for funding in response to the information necessary for grant applications. The increased rigor of grant applications has been limited to larger foundations and government grants; grants from corporations and smaller family foundations did not appear to require the same level of detail in their applications. Administrators and board members reported that grant applications have become more cumbersome and bureaucratic. According to one administrator, grant applications are requiring a "…level of accountability, the need to be evaluated, the research, the need to have a research component…" One administrator attributed part of this increase in accountability in grant applications as a trickle-down effect from the federal government. In response to the increased level of detail in grant applications, staff and administrators are required to become more savvy writers and fundraisers, potentially changing the human capital needed to write grants and reports.

Community-based summer interventions made necessary adaptations to their summer programs by implementing evaluations of their students' academic achievements. Interviewees stressed the link between funding and student evaluations, both in justification for continued funding through grant applications as well as in reporting requirements for grants. They also indicated that the implementation of student evaluations was a reflection of the larger climate of accountability in the education field.

In SuperKids, interviewees discussed that they originally implemented evaluations because they recognized the growing trend in summer programs of evaluating their students' academic achievements. When I asked about the timing of the evaluation's implementation, the administrator answered:

> It came before [the accountability movement]…it was part of our evolution. We identified it in-house and then we identified it was something that was happening nationally.

Although evaluations were not originally connected to grants or reporting requirements for funders, the administrator discussed how the student evaluations have since become vital for the 21st CCLC grant:

> A key to any program's ability to raise money is the evaluation piece and the really great thing about the larger pots of money from the federal government [21st CCLC grants] is that they will allow for, they mandate that you have at least 10% of your budget…allocated for evaluations specifically.

Through her history with the program, the administrator of SuperKids has witnessed the growing importance of student evaluations to fund summer interventions. The implementation of student evaluations started as a reflection of the OST field and is now mandated by some of the larger funders.

For Horizons, the national organization served as the impetus for administrators to implement the student evaluations through funding and technical support. Administrators utilized the evaluations to support the effectiveness of their program in grant applications as well as to aid the reading specialist and teachers in differentiating instruction during the academic portion of the program. The national organization, in turn, utilized the evaluation data to secure grants from larger foundations by "show[ing] all the bells and whistles of how this program makes a difference." Through the influence of its national organization, Horizons has "become more sophisticated and more structured, but not in a bad way. It is structured enough to give you information for your funding. You can say our children improved two months [in reading achievement]." Horizons was able to respond to the pressure for accountability through student evaluations because of its social capital in the form of the national organization. The national Horizons organization recognized the national trends for student evaluations and provided the support to its affiliates to respond to the pressure for accountability from funding sources.

Administrators of Activate indicated that part of the importance of their evaluations was to demonstrate the effectiveness of their program to their funders; the student evaluations could “drive home the value of the program.” However, the implementation of their evaluation was not a response to any demands from funders; instead, it was the administration’s recognition of the accountability movement in education because “when you write grants, you have to have good data and you have to be able to back it up.” The administrator discussed using the results of the evaluation to demonstrate the value of Activate to its primary funder, United Way, and the Superintendent of the Cecil County school district.

The BGCH-E was the only summer intervention that did not evaluate its students’ progress in academic achievement, perhaps because of its heavier reliance on commercial revenue. Administrators and staff indicated that students were evaluated within the pre-packaged programs from BGCA and the parents were surveyed about their experiences with the summer program. The branch manager of the BGCH-E also tracked attendance as an additional measure of program quality. Administrators touted the importance of consistent attendance:

> As long as attendance keeps going up and it is consistent, then we’re doing something right because kids won’t come back if it’s not something that interests them, or is a benefit, and parents won’t keep sending them.

Their reliance on commercial revenue to support the summer intervention may have shielded or buffered the BGCH-E from the pressure of accountability experienced by the other programs.

Through more sophisticated grant applications and reporting requirements, funders may be increasing the professionalization of the fundraising staff of community-based summer interventions. This was most apparent in the case of Horizons where the board members recognized their need for an Executive Director with fundraising experience. As indicated by their stagnation of new funders, the board members felt it was no longer adequate to rely upon one person to implement the summer program and to secure and maintain funding. They recognized the importance of staff that were knowledgeable in fundraising and did not have to split their time between program implementation and funding.

**Need for resource diversification.** As was demonstrated in Table 8 and discussed earlier in the chapter, the community-based summer interventions relied on multiple sources of funding to support their summer programs. As one administrator commented, “With any successful program, you need to have diversified sources, including government, corporations, and foundations.” This reliance on multiple funding streams may become even more important in light of the volatility of the funding sources relied upon by the community-based summer interventions. However, interviewees suggested that the efforts to stabilize funding through resource diversification created additional challenges because of the increased amount of work and time spent on grant applications and reporting requirements.

Administrators of each of the community-based summer interventions remarked on the challenges of balancing multiple sources of funding. The administrator of SuperKids discussed this balance:

> In having a diverse portfolio, it is great because if one shifts, then you have other things to back you up, but with more pieces there are more responsibilities with reporting and there may be more specifications for each grant. If you have 10 different grants, then you have 10 different reporting requirements. It kind of, it gets more complicated. It's a good challenge to have, but it also requires a different level of sophistication of project director to manage all that because funding is about relationships and people who will trust that you will spend the money the way you say you will.

In other words, resource diversification is important, but it takes a lot of work that can be mediated through human capital to strengthen the program's social capital and relationship with funders.

Administrators and board members of Horizons and the BGCH-E discussed the relationship between internal resources and resource diversification. In these two programs, they missed funding opportunities because they did not possess enough internal resources and/or the correct internal resources. One administrator of the BGCH-E described the following challenge in revenue diversification, "We fall short on not having enough personnel where we miss stewardship opportunities. When someone gives us a donation, we don't get back to them for another year." One board member of Horizons reiterated the importance of adequate internal resources in light of revenue diversification:

> The communication and keeping people involved. The biggest challenge we have is it [funding] takes a lot of follow-up…that's a really big, important part and we haven't taken the time to do it. Or we haven't been able to afford to do it…

These interviewees signal that not all summer interventions have the necessary internal resources to maintain resource diversification. Resource diversification may be an important coping strategy in response to revenue volatility, but data suggest that it requires the necessary personnel to foster the programs' relationships with their funders.

**Access to all funding streams.** Access to funding was identified as a challenge because of location and limited human capital. Further, as discussed earlier, when possible, interviewees made programmatic decisions to increase access to funding.

First, interviewees of both Activate and Horizons identified location as limiting their access to the amount of funding available and limiting their access to certain funding streams. Administrators of Activate, a program located in a largely rural county, reported that the ability of its funders' grants to grow and increase was limited because of the county's smaller giving base. In a conversation with United Way, the administrator of Activate was told, "I don't know if our funding is going to be able to increase. We're a small county."

In addition, both administrators and board members of Horizons talked about the effect of location on their ability to target larger foundations as well as on the number of businesses and corporations in the community that could fund its summer intervention.

One board member compared the situation in her Horizons to other Horizons located in larger locales:

> We don't have the corporations and businesses that they do around larger places like the ones [other Horizons' affiliates] that are in Brooklyn or Denver or larger locales that have a bigger base to pull from.

Horizons' access to grants from larger foundations is also constrained by its location because the larger foundations in Maryland are located in Baltimore and, as a consequence, tend to target community-based summer interventions that serve Baltimore students. Activate and Horizons coped with this challenge of limited access to funders because of location by increasing their reliance on their social networks, particularly their community members and businesses, to support their summer interventions.

Second, interviewees linked the pressure for accountability with limiting access to funding. Interviewees discussed that the increased sophistication of the grant applications, particularly for government funding and private contributions, can narrow the pool of potential grantees. Thus, community-based summer interventions without the expertise or time to fill out more sophisticated grant applications cannot access the funds that require more research-oriented justifications.

External providers are also limiting access to funds through their requirements for student evaluations. The administrator of Activate discussed the need for student evaluations to secure and maintain funding, "When you write grants, you have to have good data and you have to be able to back it up." Community-based summer interventions can lose access to the funding streams that require student evaluations because they lack the internal capacity to implement them. The administrator of

SuperKids discussed the importance and the struggle of implementing student evaluations:

> The thing that they [21st CCLC] are going to ask is where is your evaluation? Where is the proof of what you're doing actually works? And you say, well, we haven't gotten money in the past and they say, we're not going to give it to you until we can see the investment…you have to start to build an informal evaluation component and figure out ways to cobble together an evaluation to be able to sell it to a larger funder.

Although programs identified the lack of student evaluations as limiting access to funders, Horizons, Activate, and SuperKids did not appear to be faced with this challenge. They each implemented student evaluations because of their national affiliations, or identification of the importance of student evaluations.

As discussed earlier, interviewees of Activate and the BGCH-E made strategic decisions in program design to increase access to funding. In both cases, administrators stated that they implemented STEM curriculum into their summer programs to increase access to funders. Administrators of the BGCH-E anticipated that in the future they would access funding to new private contributions.

**Summary of the challenges of funding**. The community-based organizations included in this study reported that they experienced challenges in funding their summer programs as reflected in the literature. Interviewees identified *revenue volatility* in government funding and private contributions; *goal displacement* on the activities of the summer programs; *necessary adaptations to the process and structure* of securing and maintaining funding through research-based outcomes, evaluations, and more professionalized staff in response to the pressure for accountability from funders and the education field; challenges in balancing the multiple needs of funders because of the need for *resource diversification*; and, challenges of *access to funding* because of location and limited human capital.

Data suggest that the most pervasive challenges for the community-based summer interventions were revenue volatility and the pressure for accountability. Revenue volatility was experienced in three different ways: the loss of a funding source, the reduction in funding, and the changes in rules to receive funding. The community-based summer interventions relied upon their human capital and social networks to mediate the challenges of revenue volatility. More specifically, interviewees of Horizons identified the role of community members through monetary donations and the connections of board members to foundations as key coping strategies. Interviewees of the BGCH-E identified the stability of commercial revenue as their coping strategy, while interviewees of SuperKids identified its long-standing relationships with funders, which were maintained by the administrator, as important safety nets to cope with revenue volatility.

Throughout the cases, resource diversification seemed to be an important strategy to respond to revenue volatility. However, to gain the advantages of resource diversification, community-based summer interventions reported an increased need for human capital that can balance the requirements of different funding sources and for human capital that can develop relationships with funders, including community members, foundations, and businesses.

Data suggest that pressure for accountability was also a pervasive challenge for community-based summer interventions. Again, interviewees identified human capital and social capital as coping strategies. Horizons' national organization was a vital resource in its ability to implement a student evaluation. In the cases of both SuperKids and Activate, human capital, in the form of their personnel's knowledge, recognized the trends in summer interventions and the broader field of education and implemented student evaluations. The BGCH-E seemed to be less affected by this challenge because of its reliance on commercial revenue, which may have shielded the program from the necessary adaptations to its processes and structures to fund its summer program.

## Internal Capacity

Through the previous three sections, I have highlighted some of the programs' internal resources that helped mediate their dependencies on external providers for funding and that are coping strategies to address the challenges of funding. In this section, I examine the internal capacity of the summer interventions and expand upon the information presented earlier. I discuss how resources as well as the productive use of those resources are valuable tools in funding summer programs.

**Internal resources.** I looked for evidence of human, fiscal, and social capital as well as informational resources in the interviews and documents to identify the internal resources utilized by community-based summer interventions to secure and maintain funding. For purposes of my research, I included the internal resources of the community-based summer interventions in this section only if those resources seemed to be instrumental in helping the interviewees secure and maintain funding for their summer programs or, conversely, if the lack of internal resources hindered the organizations' abilities to access funding.

***Human capital.*** I defined human capital as the number of personnel working on funding and their fundraising knowledge and skills. The interviewees stressed that the challenges of funding, specifically revenue volatility, pressure for accountability, and the need for resource diversification, were mediated through human capital. The revenue volatility experienced by the community-based summer interventions created a need for resource diversification where the expertise and knowledge of the personnel and their connections to the community and foundations could mediate this challenge. The pressure for accountability could be mediated by human capital through experience and knowledge.

*Staff and administrators.* Staff and administrators were key resources in mediating funding challenges because they filled out grant applications, responded to reporting requirements, implemented student evaluations, and developed relationships with potential donors. One administrator highlighted the importance of staff and administrators in securing and maintaining funds: “That’s [fundraising] the most important role you can play…because if you don’t raise the money you can’t have the program.” Although personnel often focused on the implementation of the summer interventions, staff and administrators recognized that fundraising was a vital first step in making the program a reality.

At the BGCH-E, both staff and administrators took an active role in fundraising. The executive management team consisted of an Executive Director who worked with the board members and all sponsors; a Director of Operations who oversaw day-to-day operations and public outreach; and support staff for the administrative office. The Executive Director had worked within the Boys and Girls Club organization for 13 years, the last six as the Executive Director of the BGCH. The Director of Operations had worked for 10 years in youth development and three years in his current role. The branch manager of the BGCH-E had been in his current role for five years. The administrators and branch managers have participated in training provided by the BGCA through its Advanced Leadership University on topics such as program implementation and report writing for funders. The branch manager was expected to attend fundraising events to describe the day-to-day operations of the clubs to potential donors. He gave tours of the Edgewood club and formed relationships with local businesses and other community members. The human capital, and the structure, of the BGCH-E helped address the challenges of revenue volatility and the need for resource diversification. The executive administration used their experience and knowledge to secure and maintain larger grants and pass-through funding from the BGCA, while the branch manager used his connections to the community to leverage funding from local businesses and organizations.

Interviewees of SuperKids reported a smaller number of personnel dedicated to fundraising and writing grants for the summer program than at the BGCH-E. The primary fundraiser was an administrator who spent 50% of her time on SuperKids. Although she received assistance from other staff members in compiling information packets for potential donors and foundations, assessing the evaluations, and identifying new potential sources of funding, she was responsible for ensuring that all reports were complete and that all grant applications were accurately written. As she stated, “The onus is primarily on me to get the proposals out the door, to send out the packages.” The administrator has worked with SuperKids for 12 years, six of which were in her current job. Previously, she was a site coordinator for SuperKids and Director of Operations for Park and People's youth programs. Through her tenure at SuperKids, she has learned how to write grant applications and reports, and has developed relationships with social networks to secure and maintain funding.

For SuperKids, the knowledge and experience of the administrator was a critical resource for the program. She reported that she completed grant applications quickly and understood the nuances of the grant process because of previous experience. She also had a history with many of the funding organizations. Her description of her expertise in fundraising is backed up by her ability to maintain 21$^{st}$ CCLC funding over the past decade. The continued support received through the 21$^{st}$ CCLC signals her ability to respond to the changes in grant applications and reporting requirements because of the pressure for accountability described above. She appears to be able to negotiate through the changing landscape of funding for summer interventions. Human capital mediated the challenges of pressure for accountability and revenue volatility through the expertise and knowledge of the administrator and in her ability to leverage social networks to secure and maintain funding from larger funding streams.

Up until the fall of 2012, Horizons was led by one part-time, year-round Executive Director who had been responsible for all aspects of programming and fundraising. The Executive Director admitted that she was unaware of where to find information on new funding and that fundraising was not her strength. As a result, Horizons' administrator and board members had relied on the same grants, family foundations, and individuals to support their summer program for the past ten years, except for the addition of one fundraising event that grossed almost one-third of their budget. In the fall of 2012, in recognition of the limits of relying on one position to run both the summer program and all fundraising efforts and compensating for the absence of fundraising expertise, the board members decided to split the responsibilities of the Executive Director. The Program Coordinator would run all aspects of the summer program and would be filled by the current Executive Director. The Executive Director, a new person with a fundraising background, would be responsible for all aspects of fundraising and board management. One board member anticipated that Horizons is "going to be able to find funds we couldn't find before." Horizons' ability to secure funding seemed to be limited by the expertise of its personnel and resource misalignment. Horizons recognized its need for (new) revenue diversification to address revenue volatility.

One administrator was responsible for securing funding for Activate. The administrator's background was in education and administration. She had worked as Project Crossroad's Executive Director since its inception in 2010. She described some experience in grant writing and fundraising prior to her job at Project Crossroad. However, the administrator seemed to be knowledgeable in grant writing and raising funding for youth programs as suggested by her success in securing three state-level grants to start Project Crossroad. Through her interview, she conveyed understanding of the importance of evaluations and data to demonstrate the value of the program. Her knowledge of the trends in education, summer interventions, and non-profits seemed to be an important resource in mediating the challenge of pressure for accountability.

*Board members*. Board members are important sources of human capital for community-based summer programs because of their role in fiscal management, fundraiser development, and fiscal responsibilities (i.e., individual contributions). For the four cases, however, data suggest that the real resource was in the connections that board members have with their community and with foundations. Board members' connections were important resources in leveraging new funders; thus, they mediated revenue volatility and the need for resource diversification, and increased access to funding streams. The opposite was also reported. Certain funding streams, particularly larger foundations, were inaccessible because of the lack of connections between board members and the funding source.

Administrators of the BGCH-E discussed the importance of having board members from different industries to create access to new funding streams. They commented that one of their strategies in board development was to "add the district manager [of a local company] to your board and that's how you get in-kind support." Board members may learn about foundation money or new opportunities for funding and, thus, they become another resource used to secure new funding streams.

Similarly, Horizons' administrators discussed how board members were potential connections to foundations and other grant money. As one board member stressed, "The grants have been found by board members because it is usually [a] board member's foundation or someone the board member knows." For example, the Horizons' program was supported by $21^{st}$ CCLC money, roughly $10,000 per year. One board member described how they received $21^{st}$ CCLC funding, "We have gotten it through the school system and it has been good that the superintendent has been on our board." Horizons was able to indirectly receive $21^{st}$ CCLC funding in part because of strategically included the superintendent of the local school district on its board.

In discussing a prominent Baltimore-based foundation, one Horizons' interviewee talked about the importance of having connections because "unless we can find someone who knows someone then I'm wasting my breath even talking about it [applying for a grant]." Another administrator supported this sentiment:

> The disadvantages to foundations are – especially the larger ones – there are so many other people who apply to them. You need an in, you need someone. Otherwise you send an application in and it just gets put in a stack. You need to know someone on the board. Your board members need to know someone in the organization or else you're wasting your time.

Board members are important sources of social connections to private contributions.

Overall, data suggest that human capital provided the necessary time and expertise to write grants and reports, and balance multiple funders; expertise to find new funders and adapt to the changing landscape of funding because of pressure for accountability; and connections to funding sources. Human capital seems to be an important resource in coping with the need for new funding because of revenue volatility, and in coping with the pressures for accountability.

***Social capital.*** Interviewees recognized the importance of social capital to secure and maintain funds. Interviewees identified social resources as national affiliations, social networks, and community members and businesses. Many of these relationships developed through the human capital of the community-based summer interventions. Data suggest that social capital functioned to share information, expertise and financial support, and to create potential partnerships.

*National affiliations.* As already mentioned, for Horizons and the BGCH-E, interviewees identified their national affiliations as important sources of funding either through grant opportunities or pass-through dollars, respectively. One board member of Horizons described the support of the national organization:

> They fund part of us. What they do – they wanted everyone to have a reading specialist so they've funded $5000 for the past two years and $5000 for the next year for a reading specialist…They also fund other things that we may need to have. If we're starting a new grade, they'll often fund part of that. If we're doing something outside of [the box], they will fund that.

In addition to providing funds for program components, board members and administrators credited Horizons' national organization in "doing very well in seeing what we need." In other words, the national Horizons organization was an important source of social capital in identifying trends in funding (e.g., the importance of evaluations) and areas for internal development (e.g., training for the reading specialist, and funds for the position of Program Coordinator). The national affiliation, an important source of social capital, provided funding for the summer program, but perhaps just as importantly helped Horizons mediate the pressure for accountability through support of its student evaluation.

Administrators, board members, and staff of the BGCH-E recognized the importance of their national affiliation in providing pass-through dollars and curriculum, such as *SmartGirls* and *I am healthy, I am successful,* as well as providing training for staff and board members in running the organization and raising funds for the organization. In addition, the BGCH-E leveraged partnerships with local businesses because of the BGCA's national business partnerships. One administrator described the relationship,

> B&G Clubs have national partnerships to help run programs, but that is also a segue-way for us to partner with local stores. All [national] companies have local giving committees to give money locally. For Macy's, we just happen to have a parent that is on the committee. We go after those local corporations in addition to the national money.

For example, Best Buy is a national business partner with the BGCA. Administrators of the BCGH-E were able to take that leverage to receive roughly $100,000 worth of computers, software and technical support from their local Best Buy. As one interviewee noted, "So national partnerships are really key in keeping our costs down so we're not out there raising more money for things that companies are more than willing to give us for free." The BGCH-E created additional social capital because of relationships developed by its national affiliation that could help mediate the volatility of revenue through the creation of additional funding.

*Social networks*. Although not part of a national organization, administrators of SuperKids recognized the importance of networks, specifically city- and state-wide networks, in learning about new funding opportunities. One interviewee commented, "Because we are part of networks, they may forward grant opportunities or look for others to join applications or if there are citywide initiatives, like the third grade level reading campaign, they're bringing together providers to discuss the issues." Although not part of a formal network, the interviewees of SuperKids had developed relationships with other networks to increase their social capital and increase their potential to secure new funding through partners.

*Communities and businesses*. Interviewees cited connections to the community and to businesses as important social resources in securing funds for their programs and in providing in-kind materials and building space to lower their budgetary needs. For example, one Horizons' board member discussed how they received use of the local community pool at no cost because a community member "went to bat for us and told them [Parks and Recreation] the pool was built for reasons like this." Community members who are connected to Horizons are important resources for public awareness that may lead to funding in the future.

In Activate's short existence, social resources have been instrumental in implementing its summer program. Administrators' remarks pinpointed social resources in the form of in-kind donations of space and materials as well as monetary donations that were used to purchase sports equipment and classroom materials. The administrator of Activate described the funding, "So, part of it [funding] is community relationship and just really building a network of support for the program." Administrators and staff members of SuperKids remarked on the importance of the relationships they have developed with the campsites and the enrichment partners. Their relationships provided unique experiences for the participants.

For both Activate and Horizons, community connections and networks were vital in funding the summer programs, particularly when the organizations were scrambling to fund the summer programs in the months leading up to the starting date. Community members and businesses became their funding “angels” that swooped in at the last minute to ensure continuity in programming. The administrator of Activate stated that,

> We ran camp on a wing and a prayer and it was very stressful for me. There were things we wanted to do that I didn’t know until the last second that we could do because of the financial situation.

As one staff member described, “We started talking to local people, are we going to do it? How are we going to do it?...And more than anything we got material donations. We didn’t get a lot of money, but we got material donations.” Community businesses answered the program’s needs through material donations and financial contributions.

Similarly, board members and administrators of Horizons cited examples of how community members contributed to the program when they needed it most. When asked about funding goals and how they were reached, one board member, who served on the board for almost 13 years, discussed the people who made the program viable, “I don’t know how we reached them [funding goals]. Money would come. We had a lot of private people [community members] just to keep this going. We had dedicated people.” In the case of Activate and Horizons, funding seemed to be a combination of hard work by the administration, staff, and board members as well as strong community connections that were called upon to fill in funding gaps.

In the case of the BGCH-E, administrators and the branch manager discussed the relationships developed with local businesses that were instrumental in providing funding and volunteers to the program. One staff member described his strategy in developing the club’s social network with local businesses:

> We just talk like that with certain individuals about what we need and it works out. At the end of the day it works out. We form a partnership. It fills in the gap. We have so many kids that come in here to be able to pay for them all to do a lot of those things [e.g., field trips]. It becomes very expensive to do things.

Thus, partnerships with local businesses were able to contribute financially to the summer programs as well as donate materials to lower the amount of funding that programs needed to secure and maintain.

Social capital was evident through the national affiliations of the BGCH-E and Horizons, through the networks of SuperKids, and through community connections of the BGCH-E, Horizons, and Activate. Organization’s social capital seemed to be important in the sharing of information, and the connecting of partners to identify new funders. Further, for smaller community-based summer interventions, such as Horizons and Activate, social capital could be called upon when funding levels were not reached. Social capital had the potential to mediate the challenges of revenue volatility, and pressure for accountability.

***Fiscal capital.*** For this study, I defined fiscal capital as the fiscal allocations for raising additional funds. For the four community-based summer interventions, fiscal capital did not appear to be a prevalent resource utilized to secure and maintain funding or to mediate their dependence on external providers. Interviewees referenced the importance of fiscal capital in their ability to strengthen their human capital and to host fundraising events. Board members and administrators of Horizons recognized the importance of spending fiscal resources to strengthen the human capital required to write grants and reports, communicate with funders, research prospective new foundations, and organize fundraisers. In shifting from one part-time position to two part-time positions, the board members made the decision to spend more fiscal resources on personnel to increase their potential to secure and maintain funds. The board members were very cognizant of the additional fiscal resources needed to split the position, but they hoped the result would be additional funds for Horizons. The board members recognized the misalignment of its resources, particularly the inadequacy of the human capital to respond to revenue volatility and the need for resource diversification. Interviewees described leveraging the organizations' fiscal capital to strengthen the expertise of the human capital.

Both the BGCH-E and Horizons utilized their fiscal capital to host fundraising events. Horizons credited its main fundraiser with raising one-third of its budget. They grossed roughly $60,000 to net $30,000. Board members and administrators of Horizons had a range of views on the value of their fundraising events. One board member believed that the fundraising event was not worth the fiscal capital it required. Conversely, one interviewee thought the earned money as well as the expanded pool of donors was invaluable: "Everyone started knowing about Horizons. They heard the name and it's something that helps kids. It gets bigger and bigger." The differing opinions on the value of the fundraising event seemed to stem from the source. The board member who valued the fundraising event as important for community members had worked with Horizons for 13 years. During her tenure with Horizons, she served as board president and repeatedly witnessed the value and importance of social networks in funding Horizons. On the other hand, the administrator who thought the fundraiser event was a waste of time and resources had a background in raising funds through large foundations and large individual contributions. In discussing funding and the fundraiser event, he stated,

> The nice thing with event fundraising is it gets your name out there. People recognize us because of Dancing with the Stars. So it does have some benefit, but I think non-profits spend way too much time on them. But, everyone is doing them. To me, of course, foundations are key.

His strategy in fundraising was to nurture and develop relationships with large foundations. For him, the key strategy in fundraising was cultivating relationships that would translate into large donations and provide on-going support.

***Informational resources.*** The last type of internal resource, informational resources, refers to the way in which organizations learn about new funding opportunities. In three cases, interviewees cited the roles of social capital and human capital in discovering new funding streams. For example, the administrator of SuperKids was made aware of new funding streams through its city-wide networks and partnerships. Interviewees of the BGCH-E leveraged its social capital, specifically its national organization's partnerships, to identify new local businesses to target for funding. Horizons' inability to secure new funding streams was a result of personnel not knowing where to look. However, interviewees of Horizons cited the importance of its national organization in passing on information about new areas of funding. The community-based summer intervention's informational resources were contingent on human capital, specifically on the personnel's knowledge and skill of understanding where to find new funding sources, and social capital to leverage new funders.

***Summary of internal resources***. Data on internal resources highlight the value of human capital and social capital in the funding of community-based summer interventions. The expertise and knowledge of the SuperKids' human capital were important resources in coping with the challenges of revenue volatility and the pressure for accountability as well as increasing the program's resource diversification. Activate's human capital was an important resource in connecting to the community members and businesses to cope with revenue volatility, and in implementing a student evaluation to address the pressure for accountability. Board members strengthened the social capital of Horizons where social capital was relied upon to find new funding sources and fill in the funding gaps because of revenue volatility. In addition, Horizons' national organization strengthened its social capital through support and materials for the student evaluation to cope with the pressure for accountability. Finally, the BGCH-E's reliance on commercial revenue for the summer intervention shielded it from revenue volatility and the pressure for accountability. However, to fund the organization and all programming, the expertise and knowledge of both the executive administration and the branch managers were relied upon to secure funding through larger grants and more local grants, respectively. Further, the branch manager of the BGCH-E relied upon his social networks to leverage funds from local foundations and businesses.

**Productivity.** As illustrated by Malen and Rice (2004), internal capacity is a dual dimensional construct that captures the availability of resources and the "productivity of those resources" (p. 633). In this section, I discuss the data on the productivity of resources with a focus on resource alignment and organizational freneticism and fragmentation, forces that can undermine the productive use of existing resources.

***Resource alignment.*** Malen and Rice (2004) describe alignment as the "degree of correspondence between the resources that are available and the resources that are required to accomplish organizational goals" (p. 636). Given the importance of human and social capital, the alignment of these two internal resources to the demands from external providers may be an important indicator of the productivity of the community-based summer interventions to accomplish the goal of funding their summer interventions.

First, as mentioned above, administrators and board members of Horizons recognized their need for additional internal resources, specifically an administrator with fundraising expertise, to find new funding and follow-up with existing funders. The interviewees discussed the misalignment between the expertise and knowledge of the human capital to meet their funding goals, specifically their goal of finding new funding sources to increase their resource diversification to mediate revenue volatility. Board members reconfigured the administration for better alignment between Horizons' human capital and funding challenges.

Despite this resource misalignment, interviewees of Horizons highlighted the alignment between their social capital and funding needs. The smaller size of Horizons aligned with its social capital. They could be nimble fundraisers and reach out to their community when funding goals were not reached.

Interviewees of the BGCH-E suggested that the structure of the organization with the executive administration and branch managers targeting different funding streams was a productive use of human capital because the resources were aligned to allow the human capital of the organization to target larger funding streams and smaller, community contributions. Through this balance of larger and smaller funds, the BGCH-E could diversify and, hopefully, stabilize its funding. Although the BGCH-E relied upon commercial revenue to fund its summer intervention, this strategy was important in coping with revenue volatility and the need for resource diversification for the whole organization.

SuperKids seemed to possess the necessary combination of internal resources, in the form of expertise of its administrator and social networks, to fund the summer intervention. SuperKids' characteristics as a large, urban-based program and the expertise and knowledge of its human capital were a productive use of resources to access government grants and larger grants from foundations and businesses.

***Organizational freneticism and fragmentation.*** Organizational freneticism was experienced by each of the community-based summer interventions. Interviewees referenced the volume, pace, and intensity of securing and maintaining funding for their summer programs. Administrators and board members described the connection between the uncertainty of funding and the stress they felt in having to secure funding. Throughout the interviews, they made comments such as,

- "I'm tired of waking up at 2 in the morning worrying about it [funding];"
- "Well, as time went on, things started unraveling…How are we going to pay for this program?"
- "So 30 or 40 people [board members] have to be able to reach out and raise $15,000 a piece and to supplement and get some core funding. It is hard."
- "We ran camp on a wing and a prayer and it was very stressful for me. There were things we wanted to do that I didn't know until the last second that we could do

> because of the financial situation…we try to stretch our resources where we can but it's a challenge."

Regardless of program size, program location, or primary funding source, interviewees experienced the pressure and stress of having to raise funds for their summer programs. The stress of fundraising because of revenue volatility seemed to increase the pace and intensity of the work to secure and maintain funding.

Data suggest that the running of the day-to-day operations compounded the organizational freneticism associated with fundraising. When asked about her role with the community-based organization, one administrator commented, "Everything is my role…I oversee all the funding. I write for additional funding. I work on program development. I work on multiple committees in the community." With other responsibilities, "it [fundraising] is very easy for that not to be a priority." The reality of balancing fundraising responsibilities and program implementation heightened the pace, intensity, and volume of work experienced by the interviewees of the community-based summer interventions.

This frenzy of activity, however, seemed to result in the productive use of resources. As the start of the summer intervention approached and funding levels had not been reached, interviewees described mobilizing their funding base to bridge the gap in funding. This was most apparent in the cases of Horizons and Activate, both smaller, rural programs, which had strong community support. Their size and location were assets in their flexibility to secure and maintain funding. Administrators and board members could be nimble fundraisers who drew on their passion for their summer programs to secure additional support and funding from their social networks and surrounding communities.

An important component of organizational freneticism may be the ability of the administrators, staff, and board members to think strategically about a long-term plan and then implementing that plan. When organizations can achieve viable, long-term strategic plans for funding their programs, the organizational freneticism experienced by summer programs may be decreased (Bell & Carillo, 2007). Instead of worrying about the short-term, day-to-day funding and funding for the next summer, administrators, and board members can focus on funding for the future.

Interviewees of Horizons and the BGCH-E indicated that they did not have a long-term strategic plan. When asked about long-term planning, one board member laughed and commented, “I can make one up!” but then discussed the need for finding larger funders. Board members of the BGCH-E stated, “We don’t really have one. We do have an annual plan that we set-up for this fiscal year that might be a plan that is implemented going forward, especially if we have success in what we’re doing.” Interviewees from SuperKids indicated that they had a strategic long-term plan, but had not implemented it. Their strategy was to find and secure larger federal and national grants to fund the program on a longer-term basis. Interviewees recognized the need for a long-term strategic plan and even pinpointed what a long-term plan might entail for their summer programs, but none of the organizations seemed to have implemented one. However, interviewees discussed the additional work of implementing a long-term strategic plan, “The other strategy we were trying to work on, and it takes a lot of time and effort, is getting, somehow funneling, finding foundations or organizations that could give us larger grants." The programs' inabilities to implement long-term funding plans may stem from insufficient time and expertise in the form of human capital or from the organizational frenetecism's impact on the productivity of time. Without a long-term strategic plan, programs may not have the necessary resources to productively secure and maintain new funding sources to increase the sustainability of their funding.

Overall, the four community-based summer interventions experienced organizational freneticism as they worked on securing and maintaining funding for their programs. The pace and intensity of the work to secure and maintain funding seemed to be a result of insufficient human capital to address the challenge of resource volatility because of the uncertainty of funding, the balance between program implementation and securing funding, and the inability to develop and implement a long-term strategic plan for funding. Despite these challenges, the organizational freneticism experienced by the smaller community-based summer interventions resulted in heightened productivity when funding goals were not reached.

Organizational fragmentation refers to the different tasks that need to be completed as a result of securing and maintaining funding to support the summer intervention. For the four community-based summer interventions, both resource diversification and the pressure for accountability increased organizational fragmentation. Administrators, staff, and board members reported balancing different tasks related to securing and maintaining funding, including, but not limited to reports, grant applications, student evaluations, prospect research, annual giving letters, and fundraising events. Community-based summer interventions relied on resource diversification to maintain funding with each funder requiring different grant applications and reports that added to the complexity and time commitment of the different tasks. For example, administrators remarked that reports for funders may be required on a quarterly (e.g., United Way) or annual (e.g., 21st CCLC) basis. Reports required information such as budgets, narratives, photographs, student evaluations, student attendance rates, student demographics, and curriculum. Administrators estimated that they spent anywhere from 20 hours on reporting, as in the case of Project Crossroad with more grass-roots or local funders, to a couple of months preparing and writing reports, as in the case of SuperKids with larger government and foundation funders.

Interviewees indicated that the intensity of reporting was related to the amount of funding received. Reports for larger foundations and federal grants, such as the 21st CCLC, are more labor intensive and require more information than smaller family foundations or the United Way. When asked about reporting on the federal grants received as pass-through funds from national, one BGCH-E administrator remarked that the person in charge of reporting was "always trying to give the money back" because of the time required to meet all the different reporting requirements, estimated to be about 10 days per month.

Community-based summer interventions can make strategic decisions to alter the organizational freneticism and fragmentation experienced by the staff, administration, and board members and to increase the productivity of their internal resources. As discussed earlier, Horizons' board members addressed their resource misalignment and organizational freneticism and fragmentation by recognizing their need for an administrator experienced in securing and maintaining funds. According to newsletters, since implementing the two-position strategy, Horizons has been able to expand its program by two grades and add an additional year-round position to aid in student's transition to high school and college. Thus, in making a fiscal investment in staffing two administrators, the board members increased their human capital and productivity to address the organizational fragmentation of funding because of revenue volatility, the pressure of accountability and the need for resource diversification.

***Summary of productivity.*** Productivity refers to the ability of community-based summer interventions to translate resources into expected outcomes. Data suggest that the productivity of the community-based summer interventions is dependent upon the match between the human capital and the characteristics of the summer programs. SuperKids was able to access larger private contributions and government grants because of the expertise of the administrator and the size, location, and history of the program. Horizons was able to access the support of the community because of the connections of the board members and the smaller size of the program. However, Horizons could not access new private contributions or government funding because of the misalignment between its human capital and knowledge of where to find new funding. Activate accessed support from the community because of its smaller size and the connections of the personnel to the community. Finally, the BGCH-E relied upon local and national private contributions and government funding because of the program's structure with an executive administration and branch managers and its human capital. Opportunities to secure and maintain funding can be missed when community-based summer interventions have inadequate human capital to maintain communications with their funding sources. More importantly, data suggest that the productive use of human capital mediates revenue volatility, the pressure for accountability, and the need for resource diversification.

**The Relationship between Funding and Summer Programs**

Ultimately, for community-based academic summer interventions, the goal is to fund *quality* programs that increases the academic achievements of their students and minimizes the summer learning gap. In this section, I discuss how funding is related to four of the five indicators of quality, specifically smaller class size, prior interaction between students and teachers, differentiated or advanced-skills instruction, and adequate contacthours. Data on the relationship between funding and quality are limited because of the difficulty in capturing the dimensions of quality through interview data. Despite this limitation, interviewees identified examples of funding sources and challenges relating to the quality indicators of summer interventions. I limit my discussion to the dimensions of quality that the interviewees specifically linked to funding sources and challenges.

Although none of the programs addressed parental involvement, the interviewees expressed that the lack of parental programming was not funding related, but program related. They stated that parental involvement was difficult to achieve during a six or ten-week summer program. I will return to the discussion between funding and parental involvement in the next chapter.

I also discuss how funding sources and challenges are related to other aspects of the summer program, including the prevalence of STEM curriculum and student evaluations as well as the decrease in number of students served.

**Relationship between funding and quality**. The interviewees described three ways in which funding sources and challenges related to the quality indicators of summer programs through staffing, staff training and salaries, and contact hours.

***Staffing***. Interviewees of Activate and SuperKids indicated that funding challenges influenced staffing decisions and, in turn, the hiring of teachers who had prior interaction with participants. In the case of Activate, administrators relied on staffing their summer program with Americorps volunteers because “at this point, we can’t really hire on all of those staff. We don’t have the funds for that.” Because of their limited classroom experience, four Americorps staff members were paired with one site supervisor to teach and coach 30 students. The site supervisor was responsible for teaching the main lesson of the day in math and science, while the Americorps volunteers worked with the students during the math games, science experiments, and other small group activities. The site supervisors and Americorps volunteers were not year-round teachers. Activate did not meet this quality indicator because of funding challenges as reflected by the definition of prior interaction between students and teachers.

In the second year of operation, SuperKids utilized local teachers to staff the summer program and could meet the quality indicator of prior interaction between students and teachers. According to interviews, this arrangement lasted one year and was discontinued because of funding challenges. In 2012, they utilized college interns to staff their classrooms – a cheaper strategy, but one that influences the quality of the program – and no longer meet the quality indicator of prior interaction between students and teachers.

The discussion on prior interaction between students and teachers highlights the difficulty in generalizing this indicator from school-based summer interventions to community-based summer interventions. The effectiveness literature reports that the prior interaction was between students and the classroom teachers. However, for community-based summer interventions would prior interaction between students and other personnel, such as site supervisors or administrators, result in similar increases in academic achievement. Further, could prior interaction occur over multiple summers and not just from the previous school year? For example, students who attend Horizons can attend for multiple summers and could have prior interaction with several staff members and administrators.

Funding sources were also related to the quality indicators for summer interventions. Interviewees of Horizons identified grant funding from their national organization as instrumental in their ability to hire and train a reading specialist for their summer program. In turn, the reading specialist evaluated the students on their reading and math achievement and, according to interviewees, provided differentiated instruction to the students. She also aided the classroom teachers in differentiating instruction through the afternoon academics. Staff and administrators of Horizons attributed funding from the national affiliate in helping them provide differentiated classroom instruction to the students and increase the quality of the program. Horizons' governance structure as a nationally-affiliated community-based organization seemed to be an important program characteristic that affected the relationship between funding and quality.

***Staff training and salaries***. Interviewees of Horizons commented that funding challenges affected the quality indicators of differentiated or advanced-skills classroom instruction, adequate contact hours, and prior interaction between students and teachers through inadequate training and low salaries. One administrator linked her inability to implement more extensive training to funding. She commented:

> We really need more trainings on working with kids who come from circumstances that these children come from. I think that is a major issue. And I also think we need to have the curriculum more fully realized in terms of the activities, the goals before we start…We need more time and what I'd really like to do is have more money so I can pay them to come in and spend the time I'd like to have them spend.

Limited teacher trainings may make it more difficult for teachers to provide differentiated or advance-skills classroom instruction and to align the summer curriculum with the school-year curriculum, one of the strategies identified by OST advocates to maximize attendance rates and contact hours.

Funding challenges may also contribute to the level of pay for the Horizons' head teachers. The administrator described the teachers' salaries by stating, "We've been told by National that our salaries are pitiful." Adding to the low salaries, staff and administrators discussed not having a raise in a number of years. When I asked if salaries were a funding issue, the administrator put the onus on the board members, "The board just isn't ready to do it [raise teachers' salaries]. I've been asking them to do it for the last two years." Lower salaries may make it more difficult to hire teachers with prior interaction with the students. The challenges of funding for teacher salaries and training may play a role in the quality indicators for Horizons.

***Contact hours***. Interviewees of Horizons discussed how funding challenges limited contact hours with students. Staff and board members mentioned that the length of their program decreased from six weeks to four weeks because of funding challenges. (The length of the program has since increased back to six weeks). By cutting back the length of the program to four weeks, the number of contact hours was decreased from 180 hours to 120 hours.

Although the BGCH-E did cut club hours in the Spring of 2012, the funding challenges did not limit contact hours for the summer intervention. The BGCH-E's reliance on commercial revenue to support the summer program may have served to shield the program from revenue volatility.

Administrators also reported that funding challenges limited the number of enrichment programs offered and the type and frequency of field trips, one program characteristic identified by OST advocates that may increase student attendance rates. An administrator linked the expense of transportation as limiting the frequency of the program's field trips: "It's expensive, and transportation is cost prohibitive…" Interviewees from all the programs discussed the importance of field trips and enrichment activities to their programs' successes. However, they also indicated that due to funding challenges they had to limit the number of field trips and programming. Field trips and enrichment activities are often cited by OST advocates as instrumental strategies in increasing the attendance rates of participants. In turn, attendance rates and contact hours have been identified as indicators of quality. Data suggest that additional funding would allow staff members to increase the academic experiences in the classroom and administrators to implement additional enrichment activities outside the classroom. Both strategies may be related to the quality indicators of the summer interventions.

**Relationship between funding and program design**. Interviewees identified areas in which funding sources and challenges are related to program design, including curriculum, classroom materials, student evaluations, and number of participants.

***Curriculum.*** Interviewees cited many examples of how the curriculum of their summer programs had been altered because of funding considerations. Administrators of SuperKids pinpointed their funding relationship with the surrounding schools as being instrumental in their evolution from a "promotion camp to a camp-like experience with learning." Interviewees of the BGCH-E repeatedly referenced the transformation of their summer programs' focus from mostly athletics to a combination of education and athletics. They attributed this goal expansion to the increased funding from grass-roots efforts, specifically their commercial revenue in the form of parent fees that forced them to increase their programs' quality and attendance through the pairing of academics and enrichment.

Even more apparent through the interviews, however, was the addition of STEM curriculum. Three of the community-based summer interventions added STEM programming because of funding or the anticipation of future funding from new sources. Board members, administrators, and staff members of Horizons commented that the academics were taught through STEM themes because of funding from private contributions, specifically, a grant from their national umbrella organization.

Both administrators and staff members of the BGCH-E stated the impetus for the addition of STEM programming was the *potential* for new funding from private contributions, and particularly corporations:

> That's one of the reasons we have the STEM program. We know it's an expensive program. In the first couple of years, it's going to be a challenge, but once we get it running we have the defense contractors,

> such as Northrop Grumman, to pick up funding from and it's huge
> because it's not people who usually fund a regular summer program.

Administrators of Activate implemented STEM programming to reflect the educational and national trends they were witnessing and to address programming that was needed in their county. Similar to the BGCH-E, they hoped to attract new funding, but they anticipated new funding from government sources, particularly the federal government.

SuperKids was the only summer program that had not implemented a STEM curriculum into its academics. Interviewees stated that the continued focus on reading and math reflected the goals of their largest funder, the 21st CCLC initiative, as well as the focus of the surrounding public school system and the state. Thus, the low revenue volatility of the government funding received by SuperKids may have allowed the administrators and staff to maintain its curricular focus.

***Classroom materials.*** Administrators and staff of the community-based summer interventions discussed the consequences of funding challenges on instruction through inadequate classroom materials. A common theme through interviews was stretching resources and materials in the classrooms. One staff member of Horizons complained that teaching was hindered because of limited classroom materials: "It's difficult because we don't have the materials or resources to really teach this stuff." In Activate, staff members remarked that classroom supplies were shuffled back and forth between sites because they had insufficient supplies to teach the same lesson on the same day. The administrator of Activate discussed the difficulty of limited classroom materials, "We will do it with what we got. It's a lot more than we had last year and we try to stretch our resources where we can…but it's a real challenge." Teachers and staff with limited classroom materials because of funding challenges may be restricted in the types of academic and enrichment activities they can implement for their students.

***Student evaluations***. Administrators stated that student evaluations were implemented because of changes in grant applications requiring more outcome-based measures and reporting requirements to demonstrate the value of the program as well as the accountability movement within the education field. As discussed earlier, interviewees of Horizons and the BGCH-E both implemented evaluations because their national umbrella organizations required them to do so. Administrators of Activate and SuperKids implemented evaluations because they recognized the trends of the field and the value placed on evaluations by private contributions and government sources.

***Number of participants.*** Interviewees discussed that funding challenges limited the number of students that could be served. Staff of both Horizons and SuperKids commented that the number of students served has decreased in recent years[39] because of funding challenges. One staff member of SuperKids mentioned:

> I definitely see we don't have a never-ending supply of money, we might have to take less children or cut back on things. I've definitely seen that through the years, when I first started, there were 4 or 5 clusters and we served a ton more students. And through the years, we've come down to two clusters and obviously as time and the economy, we've had to cut back in some places. But, looking on a longevity basis, you can see it - Oh, we had all these students!

SuperKids' administrator attributed this decrease in students served to the reduction in government funding. In balancing funding challenges with the quality of the program, the

[39] Horizons is in the process of adding grades.

administrator of SuperKids decided to serve fewer students at fewer sites to maintain the quality of the program:

> We made the decision that we will not sacrifice the quality of the program. Unfortunately if we have to make a decision about funding, we'll choose to serve less [sic] kids. We feel like we've come this far with the model that we're not going to sacrifice say our transportation, the level of enrichment. We'd rather give fewer kids a high-quality experience than more kids with a lower quality experience. That's the way we've had to deal with funding cuts.

The staff of SuperKids decided to serve fewer children with the anticipation that their funding would not decrease more as a result. The decision possibly reflected their long-standing relationships with their funders.

***Summary.*** Despite the limited data on the quality indicators for summer interventions, interviewees identified examples of how funding sources and challenges are related to quality. More specifically, funding sources and challenges appeared to affect the quality indicators of prior interaction between students and teachers and differentiated or advanced-skills instruction through lower teacher salaries, hiring practices, and teacher trainings. Funding challenges also seemed to relate to adequate contact hours through the number of program hours offered and the frequency of field trips, one of the strategies used to increase students' attendance rates.

Interviewees cited examples of the relationship between funding and program design. Administrators' decisions to implement STEM programming and curriculum appeared to stem from both funding received and the anticipation of future funding.

Similarly, the implementation of student evaluations evolved from funding sources and the broader field of education because of the pressure for accountability. On the other hand, interviewees identified funding challenges as limiting the amount of classroom materials and the number of participants attending the summer program.

**Summary of Findings**

Research indicates that quality academic summer interventions can raise the academic achievement of lower-income students to minimize the summer learning gap. The four community-based summer interventions in this research met some of the quality indicators identified in the effectiveness research. Each of the programs met the quality indicators of differentiated or advanced-skills instruction. The four programs also met the quality indicator of adequate contact hours. However, the programs implemented only some of the strategies identified by OST advocates to increase attendance rates. Interviewees indicated that the most common strategy implemented was the alignment of school-year and summer curriculum, and the pairing of academic instruction with enrichment activities. Programs were mixed in meeting the quality indicator of small class size. Horizons and SuperKids limited class size to less than 20 students, while Project Crossroad and the BGCH-E did not limit class sizes to less than 20 students for all activities. Finally, none of the programs met the quality indicators of prior interaction between students and teachers, and parental involvement.

Administrators, staff members, and board members reported the importance of resource diversification to sustain and maintain funding for their programs. The community-based organizations relied upon government funding, private contributions, and grass-roots efforts to support the summer interventions. Despite the use of resource diversification across the programs, interviewees identified different primary funders. Horizons relied upon smaller, family foundation grants, and one fundraising event. Activate relied upon an Americorps grant, and United Way. SuperKids relied upon its 21st CCLC grant. The BGCH-E relied upon commercial revenue in the form of pool memberships and parent fees.

Interviewees of the community-based summer interventions discussed the five challenges in relying upon external providers for funding. Specifically, interviewees discussed the challenges of revenue volatility, goal displacement, the pressure for accountability, the need for resource diversification, and limited access to all funding streams. Interviewees identified that the most pervasive challenges were revenue volatility and the pressure for accountability. Revenue volatility was experienced through the loss of funding sources, the reduction in funding from a source, and the changes in rules to receive funding. The pressure for accountability from funders and the broader field of education affected three of the community-based summer interventions. Interviewees described changes in how they applied for grants, how they reported to funders, and the personnel required to respond to grant and reporting requirements.

Overall, data suggest that the four community-based summer interventions utilized their internal capacity differently to respond to the demands from external providers. Further, the productive use of their resources reflected a match (or mismatch) between internal resources and program characteristics that begin to explain how community-based organizations secure and maintain funding for their summer interventions.

The four programs utilized human and social capital to cope with revenue volatility, but they used different forms of it. SuperKids relied upon the expertise of its human capital and social networks to find new funding sources that were described as larger private contributions. SuperKids could target larger private contributions because of its urban location and large student population. Horizons relied upon its community support to fill in funding gaps and its board members' connections with foundations for funding. The smaller size of Horizons seemed to be instrumental in board members' abilities to be nimble fundraisers to mobilize community support. Activate had not been faced with revenue volatility because of the infancy of its summer intervention, but the interviewees anticipated the loss of the program's Americorps grant. They had not developed a coping strategy at the time of data collection. The BGCH-E relied upon the stability of its commercial revenue to shield the program from revenue volatility. Administrators of the BGCH-E created a source of commercial revenue, in the form of pool memberships, that reflected the program's history of athletics.

In response to the pressure for accountability, the interviewees described coping strategies that relied upon human and social capital, but in different combinations. SuperKids relied upon the expertise and knowledge of its administrator to navigate through the more complicated and nuanced grant applications and reporting requirements of its private contributions and 21$^{st}$ CCLC grant. Horizons relied upon its national organization for its student evaluations, including materials, analysis, and technical support. Activate relied upon its administrator to recognize the importance of student evaluations and its staff members to develop its student evaluations. The BGCH-E seemed to be, once again, shielded from the pressure for accountability because of its reliance on commercial revenue.

The quality of and the amount of the data on the quality indicators of summer interventions limit the findings on the relationship between funding sources and challenges, and quality. However, the data does begin to highlight potential insights into this relationship. Funding sources and challenges may have the biggest influence on the quality of summer interventions when funding sources and challenges targets the human capital in the classroom, either through salaries, hiring practices, or trainings. Through this relationship, funding may be impacting the quality indicators of prior interaction between students and teachers, differentiated and advanced-skills instruction and adequate contact hours through the strategies of the alignment of school-year and summer curriculum, and the pairing of academics and enrichment activities. The relationship between funding and staffing raises a potentially more significant issue of the role of quality educators as an independent indicator of program quality. The quality of community-based summer interventions and the relationship between funding and quality prompt several questions for future research, which will be discussed in Chapter 5.

# Chapter 5: Discussion

In this chapter, I first discuss the overarching findings of the study by answering my research questions. Next, I reflect on how this study corroborates and extends resource dependence theory. Finally, I discuss the implications for future research and policy.

## Supporting Research Question 1: Funding Challenges

To secure and maintain funding for their community-based academic summer interventions serving low-income students, administrators, staff members, and board members were faced with five funding challenges, including revenue volatility, goal displacement, pressure for accountability, the need for resource diversification, and access to funding streams, because of their dependence on external providers for funding. However, the most pervasive challenges were revenue volatility and the pressure for accountability. Revenue volatility was experienced by each of the community-based organizations and, as a result, created the need for resource diversification to counterbalance the fluctuations and changes in funding sources. The pressure for accountability stemmed from the external providers for funding and from the larger climate of accountability in education. I arrange my discussion around the five funding challenges, but focus on revenue volatility and the pressure for accountability.

*Revenue volatility* was a pervasive challenge for each of the community-based summer interventions. Interviewees described revenue volatility affecting their programs in three ways: the loss or potential loss of a funding source, the reduction in funding from a funding source, and the changes in rules to receive funding. These effects appeared to stem from government funding and private contributions. For example, SuperKids described the loss of funding from the local city government, while Activate anticipated losing the funding of its state-level Americorps grant. Horizons anticipated losing its grant for STEM programming received from its national organization, and experienced losses in funding from family foundations. The BGCH-E reported reductions in its funding from the BGCA and family foundations, both of which funded administrative and building costs for the summer intervention.

Horizons and Activate appeared to grapple with this challenge more than SuperKids and the BGCH-E. Interviewees of SuperKids suggested that revenue volatility was not as pervasive as in the other programs because, perhaps, of their long-standing relationships with their funding sources, larger program size, and urban location. Further, SuperKids largest funding source, the 21st CCLC grant, appeared to be very stable, as suggested by its 10 year support of SuperKids. Overall, the BGCH-E experienced revenue volatility, but the summer program was shielded from revenue volatility because of its reliance on commercial revenue, which was its most stable source of funding. Annually, Horizons and Activate were piecing their funding together to meet their funding goals. Their smaller size, in terms of program and surrounding communities, may have increased their revenue volatility.

*Resource diversification* was an often relied upon strategy in response to the revenue volatility experienced by the community-based summer interventions. However, the need for resource diversification increased the work load for the administrators, staff members, and board members of the summer programs. Administrators discussed the challenges of balancing the grant applications and reporting requirements for multiple funders. They highlighted the importance of time, a resource that was often lacking, to manage the demands from government funding, private contributions, and grass-roots efforts. The need for resource diversification was both an important strategy for revenue volatility and a funding challenge.

Interviewees highlighted necessary adaptations to process and structure as a response to the demands for evaluations and research from their external providers. More specifically, they reported the *pressure for accountability* from their external funders and from the broader climate of accountability in education. Even though the summer interventions were not directly tied to the school system, they were designed to help the schools by minimizing the summer learning gap for their low-income students. Interviewees of SuperKids, Activate, and Horizons discussed increasing their link to the school system by utilizing the same curriculum as the surrounding school systems. The broader climate of accountability in education carried over into the community-based summer interventions that served low-income students from the local public schools. The BGCH-E appeared to be the exception because of the program's athletically-focused history and reliance on commercial revenue to support the summer intervention. This research suggests that necessary changes in process and structure can be initiated from sources other than external providers. For community-based summer interventions, the trends in the education field were also driving the pressure for accountability.

*Access* was identified as a challenge because of location and limited human capital. Horizons and Activate both struggled with access to funding because of their rural locations. Horizons also struggled with access to funding because of its resource misalignment between its human capital and funding needs.

Interviewees discussed *goal displacement* as a challenge in relying upon external providers for funding. Goal displacement was more evident on the programs' activities, specifically in the addition of STEM programming and curriculum, and less evident on the missions of the organizations. Administrators and board members worked hard to stay true to their missions. As Froelich (1999) observed in her review on non-profits:

> …non-profit organizations maintain strong commitments to central purposes in spite of the distractions of resource acquisition, behavior influenced not only by demands of resource providers, powerfully guided by organization's history, norms, leadership, and culture (pp. 263-264).

Data support Froelich's findings. When faced with funding challenges, personnel of three of the community-based summer interventions appeared to value the quality of their program and worked to resist mission drift in their quests to secure and maintain funding.

Data suggest that the one exception to mission drift resistance was the BGCH-E. As described in the findings section, interviewees added educational activities to their athletic activities and, thus, expanded their goals to include academic achievement to minimize the summer learning gap. The original goals for the BGCH-E were not discarded, but expanded to create more learning opportunities for the students who attended the summer program. In the case of the BGCH-E, the challenge may be more accurately described as goal expansion and not goal displacement.

**Supporting Research Question 2: The Role of Internal Capacity**

The community-based summer interventions drew upon their social and human capital more than their other sources of internal capacity to deal with the challenges of funding. The programs utilized their human and social capital differently because of their program characteristics, including program location, type of organization, and program size, and different funding sources. I arrange my discussion on internal capacity around the four programs to illustrate what factors explain their different responses to the funding challenges of revenue volatility and the pressure for accountability.

The response of SuperKids to its funding challenges can be explained by the combination of its funding sources and program characteristics. As a grass-roots organization, SuperKids relied upon human capital to respond to the pressure for accountability from its government grants and national foundation grants, which appeared to be accessed because of SuperKids' large student population and urban location. The administrator recognized the changing nuances in the applications and reporting requirements in grants for the 21st CCLC initiative and national foundations. Further, the administrator implemented the student evaluation because she recognized the trends in the broader field of education. In addition, SuperKids had the opportunity to develop social networks with state-wide organizations because of its location in Baltimore to address its revenue volatility. SuperKids' social capital helped identify new potential funding sources for the summer intervention.

For Horizons, its national affiliation, its reliance on community support through individual donations, family foundations, and fundraiser events, and its small size in a rural community help explain its use of human and social capital. Horizons drew upon board members and its national organization to mediate revenue volatility and the pressure for accountability, respectively. More specifically, community members and family foundations that were identified by board members were relied upon to mobilize support when funding goals were not met. Organizational freneticism created an atmosphere of frenzy where board members became nimble fundraisers to ensure the continued support of the program. Board members could tap into funding through their connections with community members, community organizations, and family foundations because of the small size of the program and the surrounding community. Therefore, Horizons' board members were vital human capital that mediated the volatility of their funding sources through networking and community connections.

Although Horizons mediated some of its revenue volatility through its board members, Horizons experienced a resource misalignment where insufficient human capital resulted in a dearth of new funding sources. The board members recognized their resource misalignment by splitting the Executive Director position and hiring someone who had more expertise and knowledge of fundraising. The board members hoped to mediate their revenue volatility and the pressure for accountability by increasing their human capital to find new funding sources and negotiate through the grant and reporting requirements.

Horizons' national organization was another vital internal resource. In this case, the national organization was a funding source through competitive grants. Perhaps and maybe just as importantly, the national organization aided Horizons in responding to the trends in funding for summer interventions. The national organization required evaluations from its affiliates, but it supported the affiliates with its student evaluations through the reading specialist who administered the evaluations and through technical support. Thus, Horizons' social capital, in the form of its national affiliate, was a significant resource to mediate the pressure for accountability from the broader field of education and its funders.

Activate's characterizations as a grass-roots organization and as a small program in a rural community were factors in the types of human and social capital utilized to mediate its funding challenges. Similar to SuperKids, Activate had to rely upon its human capital to respond to the pressure for accountability because it was a grass-roots organization. The expertise of the administrator was important in writing grant applications and responding to the reporting requirements of Activate's grants, both the Americorps grant and the state-level grants that funded administrative support and office space for Activate. Further, the staff members were instrumental in developing the student evaluation because, in contrast to Horizons, Activate did not have an umbrella organization that provided the student evaluations. Additionally, the passion and hard work of the administrator and staff members were important resources to reach out to community members and local businesses when funding needs were not met. When faced with revenue volatility, the administrators and program staff became productive and nimble fundraisers. Community connections were important resources because of Activate's size and location in a rural county.

For BGCH-E, interviewees described revenue volatility for the entire organization, but not for the summer intervention because of their reliance on commercial revenue to fund the summer program. To mediate revenue volatility in the organization, the BGCH-E relied upon its human capital where the Executive Administration could access funding from the BGCA and larger foundations, while the branch managers could access funding from the local businesses and community members. The BGCH-E's reliance on commercial revenue, a stable and unrestricted funding source, appeared to shield the summer intervention from challenges of revenue volatility and the pressure for accountability.

**Supporting Research Question 3: Effect of Funding Sources and Challenges**

Four findings emerge in answering the supporting research question on the relationship between funding sources and challenges and the quality indicators for community-based summer interventions. First, this research demonstrates that funding sources and challenges do relate to the quality indicators of summer programs, specifically to the quality indicators of prior interaction between students and teachers, adequate contact hours, and classroom instruction. Second, this research highlights two questions: the identification of additional quality indicators, such as staffing, for summer interventions, and the expansion of our understanding of the relationship between funding and existing quality indicators, such as parental involvement. Third, this research underscores the difficulty of the transferability of the quality indicators from school-based academic summer interventions to community-based academic summer interventions. Finally, this research highlights issues of implementation surrounding the quality indicators, specifically differentiated and advanced-skills instruction. My discussion on supporting research question 3 is arranged around the four findings.

Interviewees described examples of the relationship between funding sources and the quality indicators, specifically classroom instruction. Horizons' national organization funded the reading specialist for the Horizons' program. The reading specialist was instrumental in addressing the quality indicator of differentiated instruction for the students. The reading specialist provided differentiated instruction outside the classroom and supported the classroom teachers in differentiating instruction inside the classroom.

Funding sources were related to the quality indicator of differentiated instruction through staffing, specifically funding for a reading specialist.

The data provided many more examples of funding challenges relating to the quality indicators of summer interventions. Funding challenges were related to adequate contact hours through the pairing of enrichment and academic activities, one of the strategies employed by summer programs to increase attendance rates. More importantly, funding challenges were related to staffing, staff training, and salaries that limited the programs' abilities to meet the quality indicators of prior interaction between students and teachers, classroom instruction, and contact hours (through the alignment of school-year and summer curriculum). Overall, funding sources and challenges targeted staffing through salaries and trainings that, in turn, were related to the quality indicators of summer interventions.

The relationship between funding and staffing highlights the potential for an independent quality indicator that was not in the effectiveness literature. Staffing was not one of the quality indicators in the effectiveness literature, but the relationship between funding challenges and staffing was a theme through the data. Administrators and board members of Activate and SuperKids utilized volunteers or college interns, respectively, as their primary classroom teachers to lower costs. In the case of SuperKids, this decision also impacted classroom instruction where a prescribed curriculum was used to facilitate the use of college interns. The combination of low and stagnant teacher salaries may have limited Horizons' ability to attract school-year teachers to work during the summer. The staffing decisions of the community-based summer interventions may have had a direct impact on the level of quality of the summer programs. Future research is needed to determine if staffing should be an independent quality indicator for summer interventions.

More research is needed on the relationship between funding and parental involvement. Interviewees attributed their inability to address parental involvement to program design, not funding issues. Additional data may ascertain whether the lack of parental involvement was an organizational issue, a funding issue, or a combination of the two. Administrators may believe they do not have the time to implement parental involvement because of organizational freneticism and fragmentation, but what would happen if the programs received funding to hire a parent coordinator? Further, parental involvement may be implemented differently because of the design of the community-based summer interventions. For example, in a summer intervention where students attend for multiple summers, as in the case of Horizons, parental involvement can be nurtured over multiple years. On the other hand, in a summer intervention where students are recruited from a large number of schools and attend for one summer, as in the case of SuperKids, parental involvement would need to be implemented in a short time period. The implementation of parental involvement may involve additional funding and creative planning that is related to the structure of the program.

The effectiveness literature used to determine the quality indicators for summer interventions highlights one dilemma: what is the transferability of quality indicators for school-based academic summer interventions to community-based academic summer interventions? Researchers identify prior interaction between students and teachers as one indicator of quality that increases the academic achievement of students. In a school context, prior interaction was the use of school-year teachers for school-based summer interventions. Is the same definition of prior involvement appropriate for community-based summer interventions? Would consistency, whether though site supervisors, mentor teachers, support staff or administrators, achieve the same quality goals for community-based summer interventions as school-year teachers did for school-based summer interventions? Future effectiveness research should develop a definition of prior involvement between students and teachers for community-based academic summer interventions, which may or may not be similar to the definition for school-based academic summer interventions.

Data pinpoints issues around implementation of quality indicators, particularly differentiated or advanced-skills instruction. I relied upon the interviewees to determine whether classroom instruction was differentiated or advanced-skills instruction, but my data did not capture the actual levels of differentiated or advanced-skills instruction in the classroom. My approach glossed over issues of implementation and did not capture differences in implementation between classrooms and teachers. Additionally, my data did not capture whether the perception of classroom instruction was translated into practice at all.

This research highlights the potential significance of investing in the human capital of classroom teachers to increase the quality of community-based summer interventions. In addition, the findings emphasize the research that is required to expand our understanding of the relationship between funding sources and challenges and the quality indicators of summer interventions; research that may expand our definition of quality indicators of community-based summer interventions and the relationship between funding and quality.

**Main Research Question: Funding of Academic Summer Programs**

To answer my main research question, I present a revised version of my conceptual framework that guided my research (see Figure 3). Bolded text in the figure highlights the main findings of this research. I italicized internal resources and quality indicators that generated additional questions for future research or were not examined because of data constraints. Below, I discuss the different components that contribute to my conceptual framework: funding streams, challenges of dependence on external providers, program characteristics, internal capacity of community-based summer interventions, and quality indicators of summer interventions.

How do community-based organizations secure and maintain funding to support academic summer interventions serving low-income students? First, the community-based organizations rely upon resource diversification to fund their academic summer interventions serving low-income students. As indicated by the bold text in the box for funding streams, the summer programs utilized some combination of government funding, private contributions, and grass-roots efforts to secure and maintain funding. Resource diversification was an important strategy in funding the community-based summer interventions.

The most pronounced funding challenges were revenue volatility, particularly for smaller programs that relied upon family foundations and community support, and the pressure for accountability that stemmed from the funders and the larger climate of accountability in education. Programs also experienced funding challenges because of the need for resource diversification, goal displacement, and access to funding, but these


*Figure 3.* Conceptual Framework Revisited

Bolded text highlights main findings, while italicized text highlights areas for future research.

challenges were not as widespread or prevalent as revenue volatility and the pressure for accountability.

The community-based summer programs drew on human and social capital to mediate the challenges of funding. Data illustrates the different types of human and social capital relied upon by each community-based summer intervention where the differences reflected the characteristics of the programs and the funding sources. Although interviewees described utilizing fiscal capital and informational resources to mediate their funding challenges, these internal resources were not consistently targeted to aid in the securing and maintaining of funding.

Cultural capital and informational resources are internal resources that should be considered for future studies (as indicated by the italicized text in Figure 3). Additional research on cultural capital may provide further insights into the challenges of securing and maintaining funding. Given the importance of social capital and relationships with the community, cultural capital, which refers to building relationships with diverse demographics, may also be an important mediating factor. Future research may want to examine the role of cultural capital in funding summer interventions and the interaction between social capital and cultural capital.

The role of informational resources should be explored further. The data for this research did not capture the role of websites and social media on the funding of community-based summer interventions. Foundations' websites may be increasing their visibility and, in turn, the ease in which community-based summer interventions can identify potential funders. With this increased visibility, foundations may be receiving more applications from community-based summer interventions. Social capital, through board members' connections to foundations, may be even more vital to access grants from foundations.

Data highlighted the program characteristics of program location, type of community-based organization, program size, and years in operation as mediating the demands from external providers. Both program size and years in operation were not defined in the literature review or used to create a purposeful sample, but they surfaced in the study as contributing to the types of human and social capital utilized by the community-based summer interventions to mediate their funding challenges. Governance structure and program location were related to the funding challenges and had been identified in the literature review and used to create a purposeful sample.

When insufficient funds were sustained and maintained, funding challenges were related to the quality of the summer programs through staffing in the classrooms. This research demonstrates the importance of investing in human capital in the classroom to potentially increase the quality of the summer programs. Figure 3 shows four areas that need further exploration: parental involvement, prior interaction between students and teachers, classroom instruction, and staffing. Staffing was not one of the quality indicators in the effectiveness literature, but data highlights the funding challenges related to the staffing of community-based summer interventions. I discuss the future research questions related to quality indicators in the last section.

This exploratory research developed three larger propositions for how we might think about the funding of community-based summer interventions. First, this research highlights the importance of examining both the demands of external providers and the broader climates that organizations are operating in when studying the challenges of securing and maintaining funding. Second, this research highlights the value of both program characteristics and internal capacity in mediating how community-based summer interventions respond to the demands of external providers. Finally, this research underscores our limited understanding of the quality indicators for summer interventions. Some evidence suggests a connection between funding and quality indicators, particularly with respect to classroom instruction, contact hours and, maybe, staffing, but more work is need on this relationship.

**Revisiting Resource Dependence Theory**

Resource dependence theory informed my research on the funding of community-based summer interventions because of the theory's emphasis on external providers controlling key resources as well as the response of organizations to the demands of the external providers for those key resources. Through their dependence on key resources, organizations may decide to comply with, adapt to, or avoid the demands from the external providers. In exchange for key resources, organizations accept the demands and restrictions placed on them by the external providers. Alternatively, organizations can avoid resource dependence by taking control of the key resources; taking control of the rules of trade between themselves and the external organizations; or by "develop[ing] an organization which is dependent on a variety of exchanges and less dependent on any single exchange" (Pfeffer & Salancik, 2003, p. 109). Finally, organizations can take more control by altering or managing their interdependence with the external providers. For example, organizations' personnel can file anti-trust suits or merge with organizations that also are dependent on the key resource or control the key resource as well as manage interdependence through cooptation or organizational growth (Pfeffer & Salancik, 2003).

Pfeffer and Salancik (2003) contend that organizations are not affected by all occurrences in their environment, because organizations are “loosely-coupled” with their environment. Administrators’ decisions about the types of funding streams to utilize may be important ways in which they can control the demands with which they chose to comply. However, large government funding and private contributions as well as federal education policy appear to be driving the trends and demands on summer interventions. Interviewees identified several demands placed upon them for funding, such as more detailed grant applications and reports, increased accountability through the use of student evaluations, and increased utilization of research to justify their summer programs. These demands were felt by all four community-based organizations despite their primary funding sources. This finding mirrors Froelich’s (1999) research on non-profit organizations where she describes a trickle-down effect from large foundations. In her research, the trickle down-effect was evident in goal displacement, while, in this research, the trickle-down effect was evident in the changes in the process and structure of the community-based summer interventions through student evaluations and research-based justifications. Further, the trickle down effect was not just from funders, but also from the broader field of education.

For community-based summer interventions that typically rely on external providers for their funding, interviewees suggested that it is difficult to avoid the demands placed upon them by external funders. The ultimate avoidance would be to rely exclusively on commercial revenue, but this appears to be hard for three of the four summer programs. They are in the business of providing educational programs to lower-income youth and, except in the case of the BGCH-E, do not have a reliable source of commercial revenue. Parent fees are implemented, but they are a comparatively small source of revenue. Instead, they are meant to be symbolic gestures for the parents to "buy-in" to the summer programs and increase attendance rates. Unlike many non-profit organizations described by Froelich (1999), community-based summer interventions appear to have limited reliance on commercial revenue.

Of the tactics to reduce dependence described by Pfeffer and Salancik (2003), interviewees identified resource diversification as their most prevalent tactic to reduce dependence on any one type of external provider to secure and maintain funding for their summer programs. They reported that resource diversification helped increase stability in their funding because when one funding stream was cut or decreased then administrators may be able to fill in the gap with other funding streams. Consequently, administrators dispersed dependence across multiple external providers. In light of the revenue volatility experienced by the interviewees, this practice may be important in the sustainability of funding for summer programs. However, resource diversification imposes additional costs on the summer interventions through the coordination of multiple sources, multiple grant applications, and multiple reporting requirements. Community-based summer interventions that rely upon resource diversification must possess the internal capacity to balance the demands of multiple funders.

According to Pfeffer and Salancik (2003), organizations can also manage their dependence on external providers through organizational coordination, such as joint ventures, cooptation, and associations, coalitions, or cartels. Community-based summer interventions were most likely to utilize cooptation. Pfeffer & Salancik describe cooptation as a "less direct method of restricting another's control…in which members of the controlling organization are invited to participate in various activities of the vulnerable organization" (p. 110). For community-based summer interventions, the addition of board members from external providers was an important method of cooptation. Interviewees of the BGCH-E and Horizons discussed strategically adding board members to increase their ties to particular funding streams. Through cooptation, community-based summer interventions hoped to access new funding streams for their programs.

Pfeffer and Salancik (2003) stress that organizational survival and success may be contingent on internal resources used to respond to the changing demands from external providers. Interviewees supported this tenet in their discussions on their internal capacity in securing and maintaining funding for their summer programs. Data provided examples of human, social, and fiscal capital and informational resources that were important tools in negotiating demands from external providers. The community-based summer interventions utilized their internal capacity, particularly human and social capital, to be more effective in their responses to the demands from their funders. As mentioned earlier, the internal capacity of community-based summer interventions becomes even more important in light of the importance of resource diversification and balancing the demands from multiple funders. The community-based summer interventions were active partners in the relationship between organizations and external providers through their internal capacity.

## Implications for Future Research and Policy

This study has several implications for future research and policy needs surrounding the funding of community-based summer interventions. First, given the potential for summer interventions to decrease the achievement gap, better information on what factors constitute a quality program in a variety of school and non-school settings is warranted. Currently, the literature on the effectiveness of summer programs in increasing the academic achievement of participants is limited to a few studies on school-based summer interventions. Additional research could help answer questions on the transferability of quality indictors for school-based summer interventions to community-based summer interventions. For example, does parental involvement, prior interaction between students and teachers, and smaller class size look the same in both types of summer interventions? Future studies should build on the existing findings by strengthening the data on what constitutes a quality summer interventions and should tease apart the differences in quality indicators for community-based versus school-based summer interventions.

Second, as noted in the literature review, research is limited on the cost of implementing summer interventions. Currently, two studies examine the costs of running quality summer interventions with one study reporting the costs for extending after school programs into the summer months (Grossman et al., 2009) and the other research reporting the costs for large urban summer programs (McCombs et al., 2011). Additional research is needed on the cost of running summer programs that are not extensions of after school programs and smaller summer programs as well as summer interventions located in rural areas. This dissertation suggests that community-based organizations *can* secure sufficient resources to implement summer interventions that address some of the quality indicators, but the cost is not clear. Both administrators and policymakers may find additional cost information valuable in designing and funding future summer interventions.

Third, little is known about the costs of the different dimensions of quality identified in the effectiveness literature. Interviewees discussed that the quality of their summer interventions were undermined by funding challenges. They cited examples of funding challenges limiting the quality of their staff and their ability to pair academics with enrichment activities. What would it cost to attract school-year teachers to community-based summer interventions? What is the cost of implementing additional enrichment activities? A deeper understanding of the total costs and the breakdown of specific quality indicators would be helpful to practitioners designing summer interventions or deciding whether or not to implement a quality indicator.

Fourth, additional research of the funding of community-based summer interventions in different states and locations is merited. Since this research is based on four programs in one state, researchers may want to test these findings with community-based summer interventions in different contexts. Summer interventions that are located in different states or cities may have access to more extensive networks or funding streams that alter the challenges of securing and maintaining funding. Further, researchers may uncover different funding streams or combinations of funding streams in which administrators rely upon to fund their summer programs that were not utilized by these four community-based summer interventions, such as NCLB’s supplemental educational services or other sources of commercial revenue.

Fifth, administrators and board members interviewed for this study reported that their organizations have not implemented long-term strategic plans for funding their summer interventions. Researchers should think about examining the consequences of not implementing long-term strategic plans for funding as well as provide examples or best practices of summer interventions that have designed and implemented successful long-term strategic plans, particularly in light of the revenue volatility and organizational freneticism reported by the interviewees. Understandably, administrators and staff members' concentration, attention and energy are focused on their day-to-day operations and short-term funding, but concrete examples of long-term strategic plans may be helpful in improving the stability of summer interventions.

Sixth, more research is needed on the internal capacity of community-based summer interventions, specifically on the role of cultural capital and informational resources. As discussed earlier, this study design was insufficient to examine the role of cultural capital in the funding of summer interventions. Future research could examine the ways program staff, administrators and board members build relationships with the diverse demographics of the target population that aids in funding. Given the importance of social capital, cultural capital, with its emphasis on relationships and community, may also be a vital mediator in the funding of summer interventions. Informational resources also should be further examined. I did not capture all aspects of informational resources in this study. Future research should examine the role of technology and social media in the identification of new funding for summer interventions.

Finally, future research should examine the challenges of funding summer interventions using alternative theories. In using resource dependence theory, I may be inflating the role of internal resources and program characteristics in the funding of community-based summer interventions. Other theories may identify additional explanations or propositions for the challenges of securing and maintaining funding. For example, researchers could use institutional theory to study the funding of community-based summer interventions. And, as a result, research may argue that student evaluations are implemented by summer interventions because of isomorphism (i.e., conforming to the norms of the education field) not because of the pressure for accountability. Researchers may expand our understanding of how community organizations secure and maintain funding by using alternative theoretical frameworks.

In designing future policy for summer interventions, policymakers may want to explore avenues and funding that address the instability of funding as reported by interviewees. Although administrators of SuperKids were confident in the stability of their 21st CCLC grant, other research suggests that may not always be the case (Szekely & Padgette, 2006). Further, board members discussed the instability around larger foundations deciding to fund other programs or change their funding priorities and around smaller foundations where changes in personnel may decrease funding. Policymakers may want to explore ways to support smaller summer programs and rural summer programs that are effective in raising the academic achievement of low-income students and minimizing the summer learning gap. Finally, policymakers might consider creating funding streams to strengthen the human capital of community-based summer interventions. Investments in human capital could contribute to both the financial stability of the community-based organizations as well as potentially increase the quality of the summer interventions

Community-based academic summer interventions appear to be feasible options to help address the summer learning gap and achievement gap between higher- and lower-income students. Administrators, staff, and board members piece their funding together through government funding, private contributions, and grass-roots efforts and, as a result, experience challenges of revenue volatility, goal displacement, necessary adaptations to process and structure, a need for revenue diversification, and access to funding streams. Their internal capacity aids in their quests for funding as well as in their responses to their challenges of funding. At the end of the day, this research demonstrates that community-based summer interventions can secure and maintain funding to implement summer programs, but the funding challenges appear to limit the quality indicators implemented by the summer interventions.

# Appendix A: Interview Protocols

**Semi-Structured Interview Guide: Board Members**

*Personal Background:*

- How long have you been a board member with this summer intervention?
- Describe your role as a board member.

*Program Description:*

- Please describe the summer intervention.
    - Program goals: short-term, intermediary, long-term?
    - Student population?
    - Program focus?
    - Day-to-day structure of summer program?
- Please describe the governance structure of the program.
    - What are the responsibilities of the board?
    - How is the board involved with the summer program?
- How is the governing board involved with finding and securing funding for the summer program?

*Funding:*

- How do you find information about funding for your summer intervention?
- What factors/criteria do you take into account when deciding whether or not to apply for funding?
- What are your primary funding sources?  Who makes these decisions?
    - Are primary funding sources restricted or unrestricted?
    - Renewable or one-time grants?
- How stable are your funding sources from year to year?
- What is the long-term strategic plan for the summer program, specifically, for funding of the summer program?
- What are your biggest challenges in securing funding?
- How have funding sources evolved over the past five years?
- How do you see them evolving over the next five years?
- Please describe the requirements for your primary funding sources?
    - Who is responsible for meeting requirements? (e.g., evaluations, reporting?)
- Why did you decide/not decide to apply for federal funding, specifically 21$^{st}$ CCLC grants and supplemental educational services approval?
- Please describe the relationship between the summer program and the community at-large.
- What are your biggest challenges in maintaining your funding?
- How has the summer program evolved over the past five years?
    - What, if any, effect has state and federal policy had on your summer program?
    - NCLB?
- Where do you see the program heading over the next five years?
- Have your funding sources influenced your summer program? (mission, goals, target population)? How?

- How has the out-of-school time (or summer intervention) field evolved over the past 5 years? To what extent is this a result of funding considerations?
- How does funding affect the quality of your summer intervention?
- If your funding goals are not reached, how has your program coped?
    - What program components have you kept? Dropped?
    - How did you decide?
- Hypothetically, if your summer program had unlimited resources, what would you implement?

**Semi-Structured Interview Guide: Administration**

*Professional Background:*

- Please describe your professional background (e.g., education, experience).
- How long have you worked with this summer intervention?
- What is your role with the summer intervention?
    - How much time do you spend on programmatic and administrative duties?
    - If applicable, how much time do you spend on the after school and summer programs?
    - Is this a full-time position?

*Program Description:*

- Please describe the summer intervention.
    - Student population: number served, demographics, grades, etc.?
    - Program focus?
    - Program goals: short-term, intermediary, long-term?
    - Hours and days during the summer?
    - Year-round component?
    - Parental involvement?
- What does a typical day and week look like for a student participating in the summer intervention?
    - Academics?
    - Field trips?
    - Other activities?
- Please describe your staff for the summer program.
    - Number of full-time employees? Qualifications?
    - Number of part-time employees? Qualifications?
    - Number of volunteers? Qualifications?
    - What trainings (if any) do the staff participate in?
- Please describe your evaluation process.
    - What are you measuring?
    - What are you hoping to get out of the evaluation?
    - What is the history of your evaluation process?
    - Who is responsible?

*Funding:*

- What is your strategy in looking for and applying for funding?
    - How do you learn about new funding sources?
    - What factors do you take into consideration when applying for funding?
- Please think about your primary funding sources:
    - Type?
    - Amount received?
    - Restricted or unrestricted?
        - Used for?
    - Renewable or non-renewable?
    - Length of funding cycle?

    - Evaluation requirements?
    - Staffing requirements?
    - Other requirements?
- Why did you decide/not decide to apply for federal funding, specifically 21st grants and supplemental educational services approval?
- What are your biggest challenges in securing funding for your summer intervention?
- Please describe your long-term strategy for funding?
    - How secure are your funding sources?
    - How do you plan on replacing non-renewable funding sources?
    - Five years from now?
- How have funding options changed over the past 5 years?
- How do you see funding options evolving over the next 5 years?
- Who is responsible for securing funding?
- How much of your time do you spend on securing funding for the summer intervention?
    - Role of board members?
    - Role of other administrative staff?
    - Role of other community members?
- How much of your time do you spend on maintaining funding?
    - Reporting?
    - Monitoring student outcomes? (e.g., collection, data entry, analyzing)
- What are the requirements for your funding? (e.g., proposals, reports, staff, student outcomes)
- Is your summer intervention part of a nationally-affiliated organization?
    - If so, what types of support do they provide?
    - How do they aid in funding for the program?
- What are your biggest challenges in maintaining your funding?
- How has funding decisions impacted your program? (e.g., mission, goals, day-to-day)
- In your opinion, how has the program evolved over the past five years?
    - Day-to-day operations?
    - Staff?
    - Target population?
    - Evaluation requirements?
    - Focus or goal?
    - To what extent is this evolution a result of funding considerations?
- How do you anticipate your program evolving over next five years?
- What has been the effect of state and federal policy/funding on your summer program?
- How does funding affect the quality of your summer intervention?
- When your funding goals are not reached, how do you cope?
- How do you decide which program components are indispensable? Dispensable?
- Hypothetically, if your summer program had unlimited resources, what program components would you implement?

**Semi-Structured Interview Guide: Staff Members**

*Professional Background:*

- Please describe your professional background (e.g., education, experience).
- How long have you worked with this summer intervention?
- What is your position with the summer intervention?
  - Is your position full-time or part-time?
  - If part-time, what do you do during the school year?
  - If full-time, what is your role with the summer intervention outside of the summer?
- What qualifications did you need to meet to work with the summer intervention?

*Program Description:*

- Please describe the summer program.
  - Student population: numbers served, demographics, grades, etc.?
  - Program focus?
  - Program goals: short-term, intermediary, long-term?
- What are the day-to-day operations of summer program?
  - Academics?
  - Field trips?
  - Other activities?
  - Supplies you received?
  - Supplies you didn't receive?
- How do you evaluate your students?
  - How often?
  - Skills evaluated?
- What training did you receive before this year's program?
- In your opinion, how has the program evolved over the past five years? What has been the impetus for this evolution?

*Funding Sources:*

- I'm interested in the relationship between funding and summer interventions, including how funding affects the day-to-day operations of the program. Have you seen any "trickle-down" affects of funding decisions in the classroom?
- Hypothetically, if your summer program had unlimited resources, what would you implement?

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