

Core Service Report

Adult / Child Mentoring Programs

Consumer Category:
Age

Primary Consumer Group:
**Children and Youth Needing
Developmental Opportunities**



February 2007

TABLE OF CONTENTS

Companion Reports	ii
Acknowledgements	ii
Snapshot.....	iii
I. Foreword.....	1
Introduction	1
Methodology	1
II. The Core Service Environment	3
Core Service Environment.....	3
Public Policy Issues.....	4
III. The Core Service Consumers	6
Definition Of Target Population	6
Demographic Characteristics	6
Realized Access To Service	9
IV. The Core Service Delivery	10
Core Service Definition	10
Background On Core Service.....	10
Funding Of Core Services.....	14
Identified Revenues.....	17
Reimbursement/Cost	18
V. What Works; What Doesn't.....	19
Impact On Individuals/Families	19
Impact On Community	23
Accreditations/Standards/Certifications	23
VI. Gap Analysis	24
VII. Summary	27
References.....	28
Attachments	30
Attachment 1: Researcher Team	30
Attachment 2: Technical Notes	31
Attachment 3: Actual Consumer Demographics.....	39
Attachment 4: Actual Consumer Zip Codes.....	41
Attachment 5: Profile Of Core Service Providers – 2005.....	43
Attachment 6: Providers And Functions – 2005.....	45
Attachment 7: United Way - First Call For Help Requests – 2000-2004.....	46
Attachment 8: United Way - First Call For Help Requests – 2000-2004: Unmet Need	47
Attachment 9: Service Site Index	49
Attachment 10: Map	50

COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

ACKNOWLEDGEMENTS

We are grateful to the multiple public and private funders, provider agencies, experts in the various fields of interest, and staff of United Way of Greater Cleveland for their assistance, support, information, and insight.

This report was written by a team under contract with MCS Consulting Service, LLC, including the following in alphabetical order:

- Renée Aten, Aten Enterprises
- Jennifer Forshey, IntelliSolve, Inc.
- Carey Wiant Nyberg
- Marlene C. Stoiber, MCS Consulting Service, LLC
- Jacqueline Kirby Wilkins, IntelliSolve, Inc.

This report reflects the comments from reviewers and United Way Community Investment Committee cluster volunteers.

Suggested Citation: MCS Consulting Service. (2007). Core service report: Adult/child mentoring programs. United Way of Greater Cleveland. Available at <http://uws.org>

SNAPSHOT

AIRS Code Level I: Individual & Family Life

AIRS Code Level II: Individual & Family Support Services

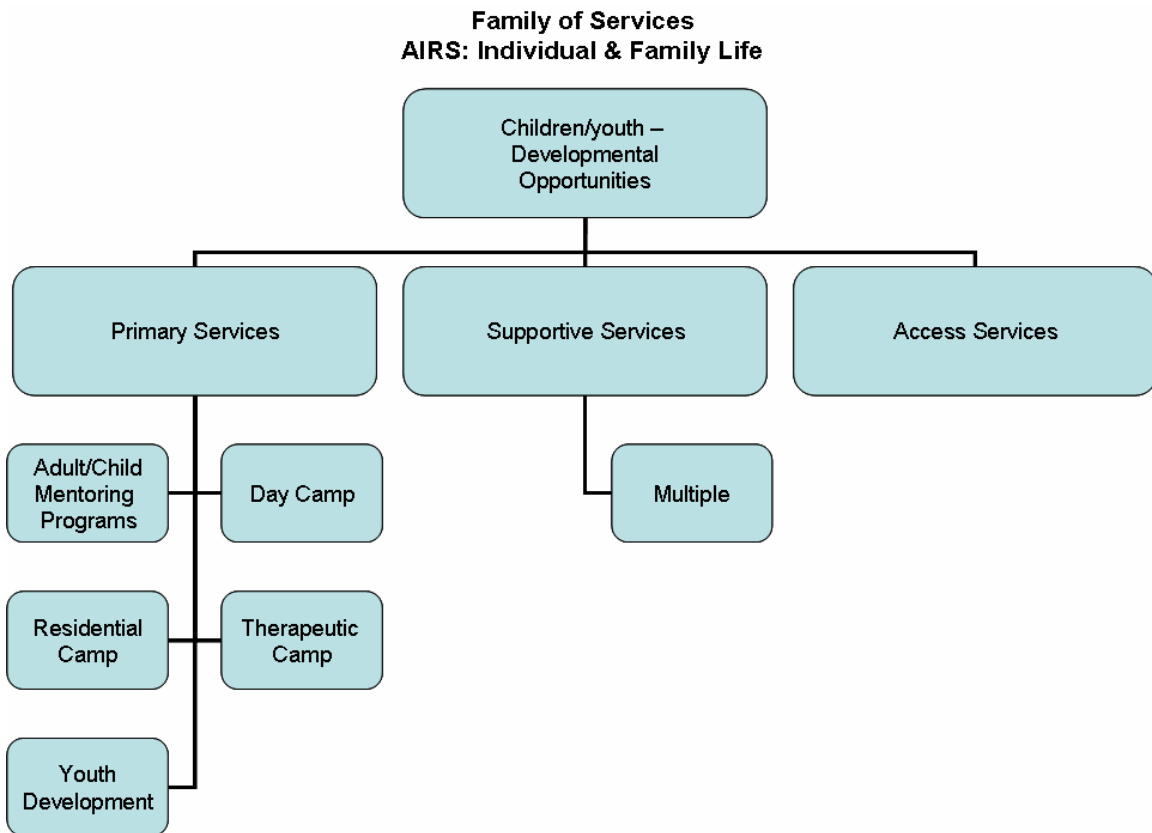
Core Service: Adult/Child Mentoring Programs PH-140.500-05

Investment Committee: Strong Families = Successful Children

Cluster: Youth Development

AIRS Definition: Programs like Big Brothers or Big Sisters that provide male or female adult companionship, guidance, and/or role models for youth (men or women) who are from families in which adult figures of the same sex are absent or available on a limited and inadequate basis, or who are troubled and at risk for delinquency. Also included are programs in which people in their teens provide companionship for younger children.

The Adult/Child Mentoring Program is part of a family of services for children and youth needing developmental opportunities. It is one of five services for this consumer group. (See figure below.)



Core Service Environment

Mentoring is often viewed as a remedy to help troubled children and youth get back on track. It also provides an opportunity for successful adults to give back to their communities. Mentoring provides children with a non-parental companion who can provide emotional support, advice, and guidance about topics that children might be reluctant or fearful to discuss with their parents. These relationships may be critically important for at-risk youth since these children are often from single-parent families that live in neighborhoods lacking positive outlets or role models. Providing children with positive, caring adult relationships is thought to increase the likelihood that they will become successful adults (Jekielek, Moore, Hair, and Scarupa, 2002).

In his 2003 State of the Union address, President George W. Bush called on Congress to provide \$450 million over three years to recruit and train one million mentors for disadvantaged middle-school children and children whose parents are in prison.

The Mentoring for Success Act and the Promoting Safe and Stable Families Act both contain important provisions for supporting mentoring.

Core Service Consumers

The target population addressed in this core service summary is at-risk youth ages 5-17 below poverty who need adult companionship, guidance, and/or role models. (\$20,650 for a family of four in 2007)

The Commonwealth Fund Survey (McLearn, et al., 1998) found that youth in mentoring relationships were often growing up in difficult family circumstances.

Nearly half of the boys and girls in mentoring relationships (45 percent) were growing up in families with serious financial problems: more than one in three (38 percent) came from families that were struggling financially, and another 7 percent came from families that were financially desperate. When asked about other problems in the youth's home, nearly one-third (32 percent) of mentors report that the youth's parents appear to have had serious problems with alcohol and drug abuse, mental health problems, trouble with the law or domestic violence.

Furthermore, young people in mentoring relationships were often growing up without the benefit of two parents. Barely half (56 percent) of mentored young people lived with two-parent families.

A look inside the lives of American children reveals the following (Federal Interagency Forum on Child and Family Statistics 2003):

- In 2002, 69 percent of children under age 18 lived with two married parents, down from 77 percent in 1980.
- In 2001, the birthrate for adolescents, age 15 to 17, declined to 25 births per 1,000 females, the lowest rate ever recorded.
- From 2001 to 2002, reported use of drug and/or alcohol use declined or remained stable depending on age groups.

- Five out of every 100 young adults enrolled in high school in October 1999 left school before October 2000 without successfully completing a high school program. This number jumps to 11 out of every 100 for African Americans and nearly 24 out of every 100 for Hispanics.

Roughly one in four Cleveland children lives in a household with no working parents. Despite income growth among the highest earners during the 1990s, Cleveland has far more low-income households than middle- or higher-income households.

In 2000, there were 47,213 children and youth ages 5 to 17 years below poverty in Cuyahoga County. This number is expected to drop to 40,722 by 2015 because of shifts in the population.

Core Service Delivery

The definition of the core service for this report is: programs that provide male or female adult companionship, guidance, and/or role models for young men or women from families in which adult figures of the same sex are absent or available on a limited and inadequate basis, or who are troubled and at risk for delinquency. Also included are programs in which those in their teens provide companionship for younger children.

Mentoring is one component of a comprehensive intervention (Jekielek et al., 2002):

Warm and close relationships with caring adults, supervision, and positive role models are the common resources and investments—or "inputs"—that mentoring interventions contribute to youth development. However, programs have varying components that also contribute to youth development, such as life skills training, academic tutoring, financial aid for college, and a community service requirement. Mentors are often recruited from the community. Mentees are always at-risk youth.

There are both community-based and school-based mentoring programs. For community-based mentoring, time and location of meetings are determined by the mentor and mentee, whereas school-based meetings only occur during regularly scheduled sessions at the schools. Other strategies are utilized to achieve goals: intergenerational mentoring, community service, a classroom-based life-skills curriculum, and workshops for parents. Some activities are structured, others are unstructured. Most programs have guidelines for the expected frequency of contact (Jekielek et al., 2002).

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 23 adult/child mentoring program providers operating from 27 different sites, 1 of which is government run and 22 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way of Greater Cleveland funded 1 provider. FCFH call data shows no change in the number of total requests for adult/child mentoring programs in the county: from 77 in 2000 to 77 in 2004, with a 12 percent increase in Cleveland (34 to 38 requests) and a 9 percent decrease in the suburbs (43 to 39 requests). Over the same five-year period, United Way - First Call for Help had 449 requests for information about adult/child mentoring programs. Of these requests, they were able to make referrals to 87 percent of callers.

Major sources of government funding for mentoring programs include Community Development Block Grant, Mentoring Children of Prisoners Program (Department of Health and Human Services),

direct allocations to Boys and Girls Clubs of America through the Omnibus Appropriations Bill, and the Mentoring Program as part of Safe and Drug Free Schools (Department of Education). There has been a growing trend in identified local foundation donations that have been allocated to fund mentoring programs. In 2002, close to \$500,000 was granted and since then local contributions have tripled to over \$1.5 million dollars. Local core service providers are optimistic that the children of Cuyahoga County will continue to benefit greatly from similar donations in the future.

Between calendar years 2002 and 2004, Community Development Block Grant funding for adult/child mentoring in Cuyahoga County has increased from \$0 in 2002 to over \$44,000 in 2004.

As of May 11, 2006, over \$1.8 million in revenues for adult/child mentoring programs has been identified in countywide. Seventy-nine percent of the revenues are from foundations. Government contributed 2 percent of identified revenues and federated organizations 1 percent. United Way of Greater Cleveland accounted for 17.5 percent of identified revenues from both Investment Committee allocations and designations.

A study by Public/Private Ventures (P/PV) found that the average cost of maintaining a Big Brother Big Sister (BBBS) match for one year was about \$1,000 (Tierney and Grossman, 1995 in Fountain and Arbretton, 1998).

What Works; What Doesn't

School-based mentoring may be most effective at improving or maintaining behaviors and relationships in the school context where they occur as opposed to relationships outside of school, such as those with parents and other adults. Community-based programs have been shown to have wider effects on drug and alcohol initiation, school attendance and performance, and family relationships (Tierney and Grossman, 2000).

Mentoring programs of short duration can do more damage than good. Youth who participated in mentoring relationships of short durations (three to six months) experienced no significant improvement in academic, social, and substance use outcomes. Those in even shorter mentoring relationships felt less confident about completing their school work and had a substantially lower sense of self-worth (Jekielek, Moore, Hair, and Scarupa, 2002).

Poorly supervised or planned programs are less successful and are likely to disband due to loss of interest. Lack of training for the mentor also tends to diminish the quality of the relationship (Jekielek, Moore, Hair, and Scarupa, 2002).

The average annual cost incurred by individual mentors (Big Brother or Big Sister) is \$1,174. Cohen (1998) reports the monetary values of saving youth who might be at-risk of becoming career criminals, heavy drug users, or high school dropouts. Taking the lower estimates and focusing on short-term benefits, the present value of a being a heavy drug user is \$370,000. For a high-school drop-out, the social cost is approximated at \$49,000. For a career in juvenile crime, the present social cost is \$80,000.

Gap Analysis

The estimated universe of possible consumers for adult/child mentoring programs is 9,443 including both realized (1,728) and unrealized (7,715) access.

I. FOREWORD

INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community's safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of "safety net" services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn't work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

II. THE CORE SERVICE ENVIRONMENT

CORE SERVICE ENVIRONMENT

Interest in mentoring is at an all-time high. According to Mentoring.org, over 17 million children in the United States—nearly half of the youth population—want or need a mentor to help them reach their full potential. The demand far exceeds the supply. There are 2.5 million youngsters in formal mentoring relationships, leaving 15 million still in need of mentors (Mentoring.org, n.d.).

Mentoring is often viewed as a remedy to help troubled children and youth get back on track. It also provides an opportunity for successful adults to give back to their communities. A 2002 Child Trends research brief reported on its study of ten nationwide and locally based mentoring programs. The research found that mentoring can be an effective tool for enhancing the positive development of youth. Mentored youth are likely to have fewer absences from school, better attitudes toward school, fewer incidents of hitting others, less drug and alcohol use, more positive attitudes toward their elders and toward helping in general, and improved relationships with their parents (Jekielek, Moore, Hair, and Scarupa, 2002).

Mentoring provides children with a non-parental companion who can provide emotional support, advice, and guidance about topics that children might be reluctant or fearful to discuss with their parents. These relationships may be critically important for at-risk youth since these children are often from single-parent families that live in neighborhoods lacking positive outlets or role models. Providing children with positive caring adult relationships is thought to increase the likelihood that they will become successful adults (Jekielek, Moore, Hair, and Scarupa, 2002).

A 2005 study of over 2,000 children from a national data set found that over 70 percent reported having had a mentor. The duration of mentoring relationships ranged from one to 26 years, with a mean of 9.1 years. More than 40 percent of mentors were found to be family members. Roughly 26 percent of the mentors were teachers or guidance counselors, while the remaining mentors were coaches, religious leaders, employers, neighbors, coworkers, friends' parents, doctors or therapists, and others (DuBois and Silverthorn, 2005).

The demands on programs that offer mentoring services will increase as interest in mentorship grows. The National Mentoring Database lists more than 4,500 organizations that provide mentoring activities (DuBois and Silverthorn, 2005).

As the number of immigrants rises, there will be increased demands for mentors capable of handling the challenges of mentoring a child from a different country. Today, one in five children in the United States is a child of immigrants. By 2040, one in three children are projected to be from immigrant families. Since immigrant parents often work long hours, their children's progress is often unmonitored. Mentors are needed to bridge the gap and provide immigrant youth with structure and supervision (Mentoring.org, n.d.).

PUBLIC POLICY ISSUES

NATIONAL

Federal Laws and Regulations

Mentoring Program and the Mentoring for Success Act

In 2001, the Mentoring for Success Act was introduced and was eventually folded into the No Child Left Behind Act of 2001. The act created the Department of Education's Office of Safe and Drug-Free Schools and Communities' Mentoring Program. These grants can support recruiting, screening, and training of mentors, as well as hiring and professional development of mentoring coordinators, and support staff. Community- and faith-based organizations as well as schools are eligible to apply for funding.

Specific funding information is included in Section IV.

Mentoring Children of Prisoners Program and the Promoting Safe and Stable Families Act

The Promoting Safe and Stable Families Act governs the Mentoring Children of Prisoners Program (MCOP). Originally enacted in 2001 and reauthorized in 2006, the act grants the U.S. Department of Health and Human Services authority to fund programs to mentor children of prisoners. The program's goal was to find a mentor for the more than 100,000 children (between the ages of 10 and 14) of incarcerated parents. The final legislation authorized \$67 million in discretionary funds for grants to provide mentoring services in both FY 2002 and FY 2003, and such sums as necessary in succeeding years. The actual FY 2003 appropriation of \$10 million fell short of the authorization level. The individual grants were limited to \$5 million and were made available to state and local governments, community-based and faith-based organizations, and tribes or tribal groups where there were significant numbers of children of incarcerated parents. Grantees were required to use non-federal resources to make a minimum 25 percent in-kind or cash match for the first two years and a minimum 50 percent match thereafter (Stoltzfus and Spar, 2002). The 2006 reauthorization affects the MCOP by creating a three year phased-in demonstration project for mentoring vouchers that would range from no more than \$5 million in the first year to \$15 million in year three. The current site-based grant program will receive the bulk of funding and is guaranteed to be funded at no less than \$25 million.

Specific funding information is included in Section IV.

Foster Care Mentoring Act

The Foster Care Mentoring Act of 2005, introduced by Louisiana Senator Mary Landrieu, seeks to match more foster care youth with mentors. Specific provisions of the Landrieu bills would forgive a portion of student loans for mentors in long-term, intensive relationships with foster youth (Mentoring.org, n.d.). The Foster Care Mentoring Act would provide \$15 million in grants to states to develop or expand statewide academic mentoring program for children in foster care. In addition, the legislation authorizes \$4 million to fund a national coordination and media campaign aimed at the need to get involved in the life of a waiting child. Finally, under the legislation, eligible students who have completed at least one year of graduate or post-graduate work will be recruited to serve as mentors to children living in foster care. Participating college and graduate students would be eligible to have their student loans discharged up to \$2,000 for every 200 hours they serve as

mentors to children living in foster care. This bill was proposed in a previous session of Congress. Sessions of Congress last two years, and at the end of each session all proposed bills and resolutions that haven't passed are cleared from the books. This bill never became law.

Volunteer Background Checks

According to MENTOR:

Mentoring organizations and other youth-serving organizations across the country often rely on criminal background checks as part of the screening process for potential volunteers and employees. These background checks help protect children by ensuring that volunteers and employees do not have a criminal record that would preclude them from working with young people. Under current law, volunteer organizations can only obtain FBI background checks through their states. Each state sets its own rules and regulations governing access to background checks, leading to inconsistencies from state to state. Many states don't even allow volunteer organizations to access FBI checks, which forces organizations to rely on less thorough state or local background checks. Even when FBI checks are accessible, they are often very costly and the turnaround time can be slow.

Many mentoring organizations and other youth-serving organizations have come to rely on the SafetyNET pilot program, launched in 2003, for the criminal background checks required as part of the volunteer screening process. SafetyNET enables mentoring organizations to access FBI fingerprint background checks for prospective mentors at a cost of \$18, with a turnaround time of three to five business days. The pilot program has screened over 10,000 volunteers as of June 2005. Approximately, 7.5 percent of potential volunteers were found to have criminal records—including some with serious arrest and conviction records for rape, murder, and child abuse. The current program was set to expire at the end of January 2006, but a bill is pending that will extend the program until June 2008 (MENTOR, n.d.)

III. THE CORE SERVICE CONSUMERS

DEFINITION OF TARGET POPULATION

The target population addressed in this core service summary is at-risk youth ages 5-17 below poverty who need adult companionship, guidance, and/or role models. (\$20,650 for a family of four in 2007)

DEMOGRAPHIC CHARACTERISTICS

Mentees

In a review of evaluations of several mentoring programs, Jekielek et al. (2002) found that mentees were typically considered to be from an at-risk youth population, which was defined in different ways. For example, they found that youth served by the Big Brothers/Big Sisters Program (BB/BS) came from low-income families and single-parent families. Another program, RAISE, focused on children from elementary schools in impoverished neighborhoods. Linking Lifetimes served young offenders and teen mothers. The SAS program was open to motivated, low-income students with average grades. Most targeted youth ranged from about fourth grade through high school. Ages varied even within a program. Nationwide, African-American and Latino boys often sit on “ready to be matched” lists for more than six months (Phyllis Harris, personal communication, October 25, 2006).

In the Commonwealth Fund 1998 National Survey of Adults Mentoring Young People (McLearn et al., 1998), mentors reported that 8 of 10 young people in mentoring relationships had one or more problems that could jeopardize their success in school, health, or development. In addition, mentors reported that nearly a quarter of young people in mentoring relationships (23%) had 5 or more problems. The 5 most prevalent problems were negative feelings about themselves (55%), poor relationships with family members (49%), poor grades (42%), associating with the wrong crowd (41%), and getting into trouble at school (36%). In addition, mentors reported that approximately one of four mentees had problems with substance abuse, skipping school, and getting into trouble outside of school. About one of 10 young people had run away from home, been physically or sexually abused, or had experienced an eating disorder. Unfortunately, there was no comparable national data for statistical comparison to determine whether mentored youth had more problems than average youth. However, compared with national data, youth in mentoring relationships were more likely to be a member of a minority group and less likely to be reared in a two-parent family.

The Commonwealth Fund Survey (McLearn, et al., 1998) also found that youth in mentoring relationships were often growing up in difficult family circumstances.

Nearly half of the boys and girls in mentoring relationships (45%) were growing up in families with serious financial problems: more than one in three (38%) came from families that were struggling financially, and another 7 percent came from families that were financially desperate. When asked about other problems in the youth’s home, nearly one-third (32%) of mentors report that the youth’s parents appear to have had serious problems with alcohol and drug abuse, mental health problems, trouble with the law or domestic violence.

Furthermore, young people in mentoring relationships were often growing up without the benefit of two parents.

Barely half (56 percent) of mentored young people lived with two-parent families. However, youth in two-parent homes were less likely to have a mentor than were youth in other living arrangements (they made up 68 percent of the population but only 56 percent of the mentored youth). Youth who lived with neither parent were the most likely to have had a mentor (they comprised only 5 percent of the youth population and 12 percent of the mentored population).

Although many youth in mentoring relationships were judged to be at risk, they were regarded by their mentors to be quite resilient. Nearly two-thirds (65 percent) of youth were judged by their mentor to be motivated to be good students, with very few (9 percent) being juvenile offenders or having gotten themselves or another pregnant (7 percent). And nearly half (48 percent) of all mentees were judged by their mentor as being “gifted students.” However, one in five (21 percent) have been held back in school.

A look inside the lives of American children reveals the following (Federal Interagency Forum on Child and Family Statistics, 2003):

- In 2002, 69 percent of children under age 18 lived with two married parents, down from 77 percent in 1980.
- In 2001, the birthrate for adolescents, age 15 to 17, declined to 25 births per 1,000 females, the lowest rate ever recorded.
- From 2001 to 2002, reported use of drug and/or alcohol use declined or remained stable depending on age groups.
- Five out of every 100 young adults enrolled in high school in October 1999 left school before October 2000 without successfully completing a high school program. This number jumps to 11 out of every 100 for African Americans and nearly 24 out of every 100 for Hispanics. The percentage of young adults who left school each year without successfully completing a high school program decreased from 1972 through 1987. Despite year-to-year fluctuations, the percentage of students dropping out of school each year has stayed relatively unchanged since 1987 (NCES, 2001).

Mentors

The Commonwealth Fund 1998 National Survey of Adults Mentoring Young People (McLearn et al., 1998) found that:

Mentoring is a relatively prevalent community volunteer activity for adults who wish to help children or young people with nearly one-third of adults (31 percent) having been a mentor at some point in his or her life. One of seven (14 percent) adults was currently mentoring a child of any age; just under half of these adults, or 7 percent of American adults, are currently mentoring a youth age 10 to 18. The vast majority of these mentoring relationships (83 percent) were formed through informal connections, and thus the adults were not a part of a formal mentoring program; 17 percent of adults were mentors through associations with formal mentoring programs.

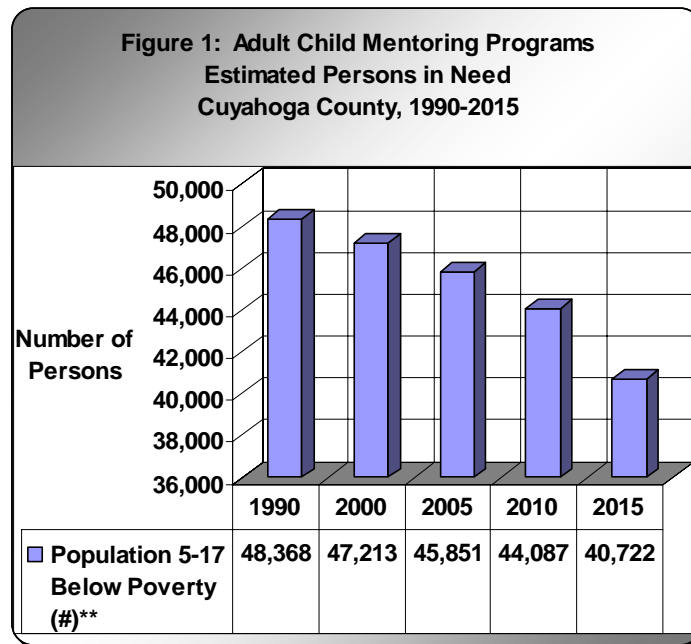
In addition:

The mentors were more likely than were adults who had never mentored to be college educated, have higher annual family income, and to have had a mentor when they were growing up. One of three mentors (32 percent) was college educated and four of 10 (44 percent) had incomes above \$35,000 ... No gender or racial differences existed among adults who mentored as compared with those who did not mentor, but adults who mentored tended to be younger than those who had not mentored. Only 6 percent of those who mentored were 65 years old or older as compared with 17 percent of adults who had never mentored.

Adults who were not mentors were asked to give the most important reason they were not. By far, the most common answer was that they did not feel they had enough free time to mentor (61 percent). In addition, 9 percent were not interested; 6 percent did not feel qualified; and 6 percent did not know how to get involved in mentoring.

Estimate of Persons in Need

In 2000, there were 47,213 children and youth ages 5 to 17 years below poverty in Cuyahoga County. These are the youth considered at risk and assumed to be in need of adult/child mentoring programs. This number is expected to drop to 40,722 by 2015 because of shifts in the population. (See Figure 1.)



Sources:
 * US Census: 1990, STF 1 (P11); 2000, SF3 (P8); 2005-2015, Ohio Department of Development, (July, 2003). Note: Age 5-17 in 2005-2015 was prorated from ages 5-19 using ratios from 2004 American Community Survey age group data.
 ** U.S. Census 2000, SF3 (P8): Other years prorated using 2000 proportion of "Population 5-17 Below Poverty" to "Total Population 5-17" (18.4%)

It is recognized that this is a conservative estimate of persons in need of adult/child mentoring programs because there may also be children above poverty who need this service. However, it is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

REALIZED ACCESS TO SERVICE

Realized access to service is represented by the numbers of consumers actually served. It includes the actual number of consumers reported by agencies funded by United Way and by government funders which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service and does not represent the children being mentored informally.

In FY 2004, United Way funded 1,646 persons for the adult/child mentoring program. The City of Cleveland Community Development Block Grant program funded 82 actual annual consumers in 2004. (See Attachment 3.)

Agencies funded by United Way reported they served 55 percent males and 45 percent females in FY 2004. Countywide, 51 percent of persons ages 5 to 7 below 100 percent of poverty were male and 49 percent female in 2000.

In 2000, according to the U.S. Census, 26 percent of the county's total 5-17 population below 100 percent of poverty were Caucasian, 67 percent African American, and 1 percent Asian. United Way funded consumers were 40 percent Caucasian, 53 percent African American, and 0.2 percent Asian.

While 8 percent of the county's 5-17 population below 200 percent of poverty was Hispanic, 3 percent of those funded by United Way were of this ethnic background.

Income data was unknown for consumers funded by United Way for this core service.

Geographically, 56 percent of UW consumers were from the City of Cleveland and 41 were from the suburbs. Sixty-seven percent of the county's 5 to 17 year population below 100 percent of poverty resided in Cleveland and 33 percent in the suburbs. (See Attachment 4.)

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of the core service for this report is: programs that provide male or female adult companionship, guidance, and/or role models for young men or women who are from families in which adult figures of the same sex are absent or available on a limited and inadequate basis or who are troubled and at risk for delinquency. Also included are programs in which those in their teens provide companionship for younger children.

BACKGROUND ON CORE SERVICE

The typically stated outcomes of mentoring programs are positive educational outcomes, reduced drug and alcohol use, promotion of self-esteem, and assisting youth to develop into healthy and successful adults. According to Jekielek et al. (2002):

The foundation of this approach is that if caring, concerned adults are available to young people, these young people will more likely become successful adults themselves (Scales and Leffert, 1999; Furstenberg, 1993; Rutter, 1987 in Jekielek et al., 2002). Coleman's (1988 in Jekielek et al., 2002) theory suggests that, besides financial investments, parents have human capital—cognitive skills and experience (such as educational and employment experience)—that they can invest in their children. When parents are involved in their children's lives and have established strong bonds of trust and affection (or "social capital"), this creates a legacy of human capital skills that one generation passes on to the next.

There are times when a person other than a parent (a mentor) is a critical resource as a supplement or substitute for what a parent will not or cannot provide (Jekielek et al., 2002). This support can include instrumental support (provision of basic needs such as financial support), emotional regulation, esteem enhancement, cognitive appraisal, and emotional support (Munsch and Blyth, 1993 in Jekielek et al., 2002). Mentors can be teachers and role models, and often support and enable youth in various endeavors (Hendry, Roberts, Glendinning, and Coleman, 1992 in Jekielek et al., 2002). Children and youth can discuss subjects they might not feel comfortable discussing with their parents (Allen, Aber, and Leadbeater, 1990 in Jekielek et al., 2002).

Perhaps the single most important protective factor for development among at-risk children is a positive relationship with at least one caring adult (Scales and Gibson, 1996 in Jekielek et al., 2002). Indeed, research has found that high-risk youth who establish ties with a supportive adult in addition to their parents were significantly more likely to develop into competent and autonomous young adults (Rhodes, Ebert, and Fischer, 1992 in Jekielek et al., 2002).

Bowlby (1982 in Jekielek et al., 2002) offers three reasons why mentoring is needed:

- Some features of contemporary society limit young people's access to adults: the growing isolation of many youth in poor communities; high rates of divorce and single parenting; and, in some communities, few institutions and activities to support youth and their families.
- Youth who experienced unsatisfactory or rejecting parental relationships may develop fears and doubts about whether others will accept and support them—fears and doubts that a successful mentoring experience might allay.
- Even youth with strong positive parental relationships experience the typical “stress and storm” of adolescence and may potentially benefit from the support of another caring, concerned adult.

Mentoring is one component of a comprehensive intervention (Jekielek et al., 2002):

Warm and close relationships with caring adults, supervision, and positive role models are the common resources and investments—or “inputs”—that mentoring interventions contribute to youth development. However, programs have varying components that also contribute to youth development, such as life skills training, academic tutoring, financial aid for college, and a community service requirement. Mentors are often recruited from the community. Mentees are always at-risk youth.

There are both community-based and school-based mentoring programs. For community-based mentoring, time and location of meetings are determined by the mentor and mentee, whereas school-based meetings only occur during regularly scheduled sessions at the schools. Other strategies are utilized to achieve goals: intergenerational mentoring, community service, a classroom-based life-skills curriculum, and workshops for parents. Some activities are structured, others are unstructured. Most programs have guidelines for the expected frequency of contact (Jekielek et al., 2002).

Sources of recruitment include members of the community, older adults, college students, or employees of local businesses or health institutions. Most mentoring programs screen applicants intensively to ensure safety and a good match. Screening includes interviewing the potential mentor, reviewing personal references, and checking police records. Some pay small stipends.

Most mentoring programs specify a time and frequency commitment for mentor-mentee meetings. According to Jekielek et al. (2002), meeting frequency ranges from three times a week to weekly, with more frequent phone contact. Activities can be both structured and unstructured. Activities can be social (eating a meal together, attending a sporting event), or academic (helping with homework). There can be planned activities that the mentor and mentee attend with other pairs or structured tutoring sessions. Other activities include college application assistance and SAT preparation (SAS). Many programs offer mentoring as one component of a comprehensive intervention. All of the programs in Jekielek et al.'s (2002) study had set procedures, including availability of program staff, training of mentors, and continuous support and supervision of mentor-mentee relationships. Research supports the value of these practices.

The programs described previously reflect community-based mentoring programs. Recently, the number of school-based mentoring programs has increased, and less research is available to evaluate their outcomes. Herrera et al. (in Jekielek et al., 2002) compared the characteristics of school-based

programs to those of community-based programs. School-based programs took about two hours a week after school at the school.

Mentors in both community- and school-based programs received the same amount of pre-match and post-match training. School-based mentors spent more time working on academics or doing homework with their mentees. School-based mentors also had more contact with teachers than did community-based mentors. Programs based in schools delivered half the number of mentor-mentee contact hours as did community-based programs, and were therefore less expensive. The majority of mentors in both community- and school-based programs reported being emotionally and instrumentally supportive of their mentees. Based on these preliminary findings, Herrera et al. indicated that school-based mentoring programs may have the potential to help shape positive youth outcomes. They should therefore be rigorously evaluated.

In a review of lessons about mentoring, Sipe (1998) discusses the importance of orientation and pre-match training, ongoing supervision and support of matches by staff, and other strategies that help realize the potential of successful relationships between mentor and mentee. The orientation and pre-match training help mentees and mentors share a common understanding of their respective roles and help mentors develop realistic expectations of what they can accomplish. The amount and focus of training ranges from minimal orientation, to program procedures and requirements, to a requirement of several hours of training on program rules, youth's backgrounds, theories of adolescent development, active listening skills, and other problems mentors typically encounter.

Ongoing supervision and support of matches by staff is important, especially for sustaining the frequency of contact between mentor and mentees (Sipe, 1998). It can also help mentors deal with their frustration as they begin to form a relationship with youth whose backgrounds and difficulties are often very different from their own. Mentor support groups can also help with this.

Other strategies that maximize the potential for successful relationships include establishing regular meeting times for the mentor and mentee; paying stipends to offset the cost of activities (movies, bowling, renting videos, going out for breakfast or dinner, and attending games); publication of monthly calendars of low-cost events; plus soliciting and distributing free tickets to various community events (Sipe, 1998).

The most effective recruitment strategy seems to be word of mouth (Sipe, 1998). Programs that use mass media advertising as a recruitment strategy—especially television advertising—typically attract far more youth wanting a mentor than adults who can realistically make a mentoring commitment. Programs do make use of faith-based congregations, service organizations, local businesses, and colleges for recruitment. Research shows, however, that the demands of their academic schedules often make it difficult for college students to keep up with the demands of a mentoring relationship (Tierney and Branch, 1992 in Sipe, 1998).

Local Resources for Mentoring

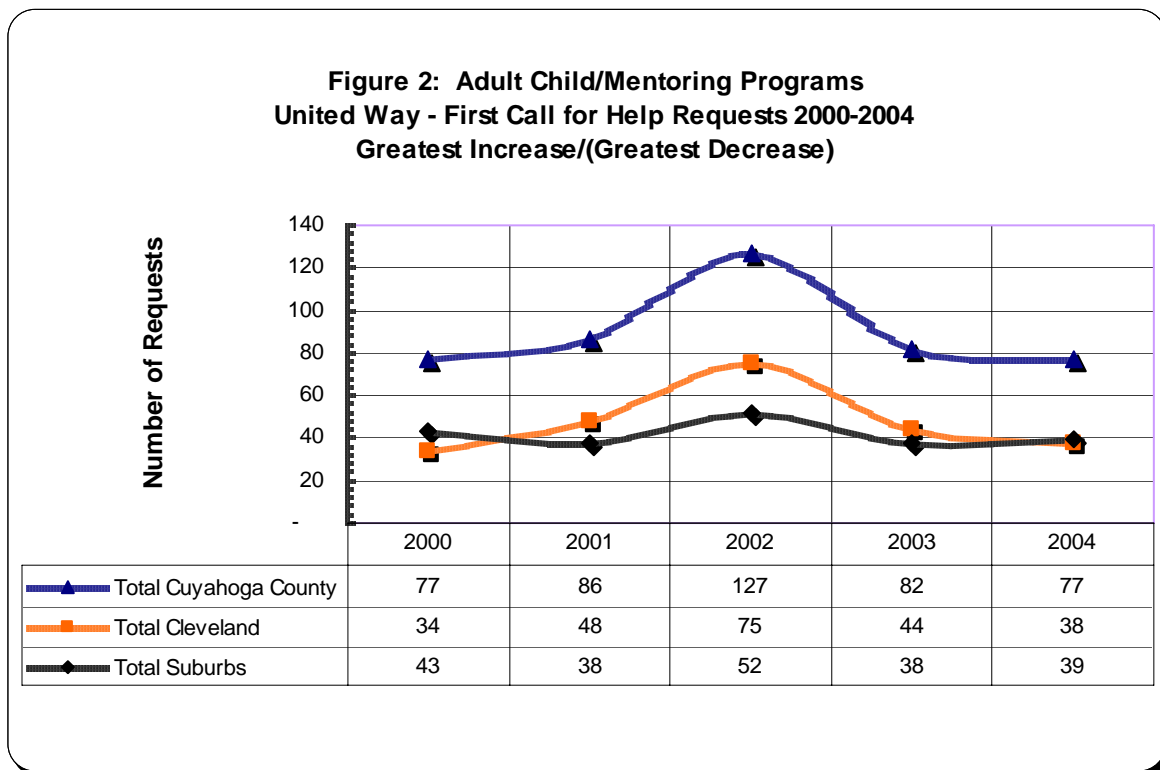
The Cuyahoga County Department of Workforce Development offers free programs for children between the ages of 14 and 21 that include job readiness, college training, or mentoring and leadership development.

The Cuyahoga County Criminal Justice Service Agency recently announced the availability of funding under the Byrne Memorial Justice Assistance Grant program for proposals from community-based agencies to prevent and reduce involvement in the juvenile justice system, and the risk of delinquency for children ages 12 to 18. Community-based prevention could include mentoring, academic recovery, or job and career preparation.

United Way - First Call for Help Call Data

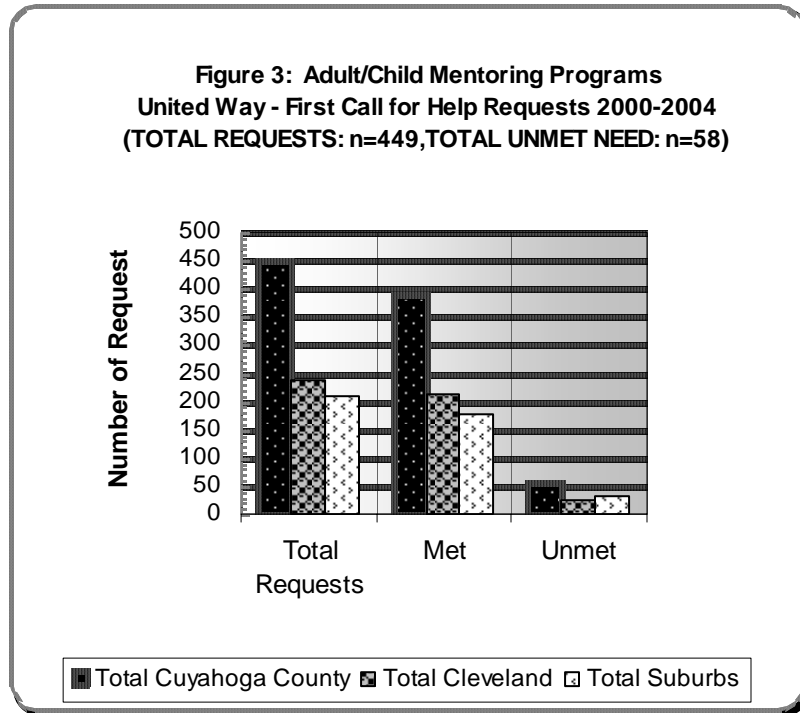
Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 23 adult/child mentoring program providers operating from 27 different sites, 1 of which is government and 22 are nonprofit. The various programs offer services such as youth mentoring, youth skill development, independent living skills, gardening, transitional assistance, school to work programs, academic enrichment, and mental health services, just to name a few. The focus of these programs is to provide companionship, role models, and guidance for troubled or at-risk children. The service facilities are dispersed throughout Cleveland and the inner-ring suburbs. In FY 2004 (July 2003 to June 2004), United Way of Greater Cleveland funded one provider. (See Attachments 5 and 6.)

United Way - First Call for Help call data shows a curvilinear pattern for the number of total requests for adult/child mentoring programs in the county: from 77 in 2000 up to 127 in 2002; back down to 77 in 2004 (0 percent increase), with an 12 percent increase in Cleveland (34 to 38 requests) and a 9 percent decrease in the suburbs (43 to 39 requests). (See Figure 2.) (See Attachment 7.)



- Over the same five-year period, United Way - First Call for Help had 449 requests for information about adult/child mentoring. Since United Way - First Call for Help began, 239 calls have been placed from within Cleveland and the remaining 210 calls came from individuals living in the suburbs. Countywide FCFH was able to make referrals to 87 percent of callers; however, 13 percent of all Cuyahoga County callers (58) had an unmet need, meaning there was no agency to which to refer the caller. Callers from the City of Cleveland had a 10 percent unmet need rate and from the suburbs, 16 percent.

(See Figure 3 and Attachment 8.)



FUNDING OF CORE SERVICES

Major Government Funders

The major government funders of adult/child mentoring programs include the following:

- Community Development Block Grant (CDBG);
- Mentoring Children of Prisoners Program (Department of Health and Human Services);
- Omnibus Appropriations Bill; and
- Safe and Drug Free Schools Mentoring Program (Department of Education).

Community Development Block Grant (CDBG) –City of Cleveland

Community Development Block Grant funds are intended to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for low- and moderate-income persons. The U.S. Department of Housing and Urban Development (HUD) determines the yearly amount of federal funds that cities and counties are entitled

to through a formula based upon population, growth lag, poverty level, age of housing, and overcrowding. CDBG provide federal funding for neighborhood improvement projects that are locally initiated. Cleveland City Council determines allocations. City CDBG funding has been trending downward: from \$31.2 million in FY 2002 to \$24.6 million in FY 2006. Funding for mentorship programs from city CDBG has increased from \$0 in FY 2002 to \$44,200 in FY 2004.

Mentoring Children of Prisoners Program

As noted in Section II, the purpose of the Mentoring Children of Prisoners program, established in 2003, is to make competitive grants to applicants serving urban, suburban, rural, or tribal populations with substantial numbers of children of incarcerated parents and to support the establishment and operation of mentoring programs. The grant is sponsored by the Administration for Children and Families, Families and Youth Services Bureau through the U.S. Department of Health and Human Services. Projects funded under this program must link children with mentors, incorporate the elements of positive youth development, and partner with private businesses, nonprofit, community-based, state, and local entities to support and enhance mentoring programs. This may include connecting children and families to additional support services. Funding supports the recruitment, screening, and training of mentors, identification of children, matching children with suitable adult mentors, and supporting and monitoring the mentoring relationship. Those eligible to apply for funding under this grant competition include faith- and community-based organizations, tribal governments or consortia (federally and non-federally recognized), and state or local governments, as well as nonprofit organizations in areas where substantial numbers of prisoners' children live. Eligible applicants must apply to establish new mentor programs or expand existing mentor programs. Collaboration among eligible entities is strongly encouraged (Administration for Children and Families, Families and Youth Services Bureau, n.d.)

The president's FY 2007 budget requests \$40 million for the Department of Health and Human Services' Mentoring Children of Prisoners program, currently funded at \$49 million. MENTOR, a national nonprofit advocacy organization focusing on mentoring, has advocated that Congress support the inclusion of \$80 million for mentoring in the FY 2007 appropriations bill: \$40 million for mentoring programs in the U.S. Department of Education (described below), and \$40 million for Mentoring Children of Prisoners. This would make \$20 million available for new mentoring program grants, as well as continue funding support for current grant recipients. However, House and Senate versions of the Labor-HHS appropriations bill followed the president's requested funding levels. Mentoring Children of Prisoners (HHS) and Mentoring Programs (ED) were funded at the president's requested level of \$40 million (a decrease of \$10 million from FY 2006) and \$19 million (a decrease of \$31 million from FY 2006) respectively (MENTOR, 2006). Specific amounts from this funding source allocated within Cuyahoga County were not identified.

Omnibus Appropriations Bill

The 2006 Omnibus Appropriations Bill, passed by Congress and signed by President Bush, included an \$85 million appropriation for Boys and Girls Clubs of America (BGCA). Over the last decade, Congress has appropriated almost \$600 million to BGCA (BGCA, 2006). Specific amounts from this funding source allocated within Cuyahoga County were not identified.

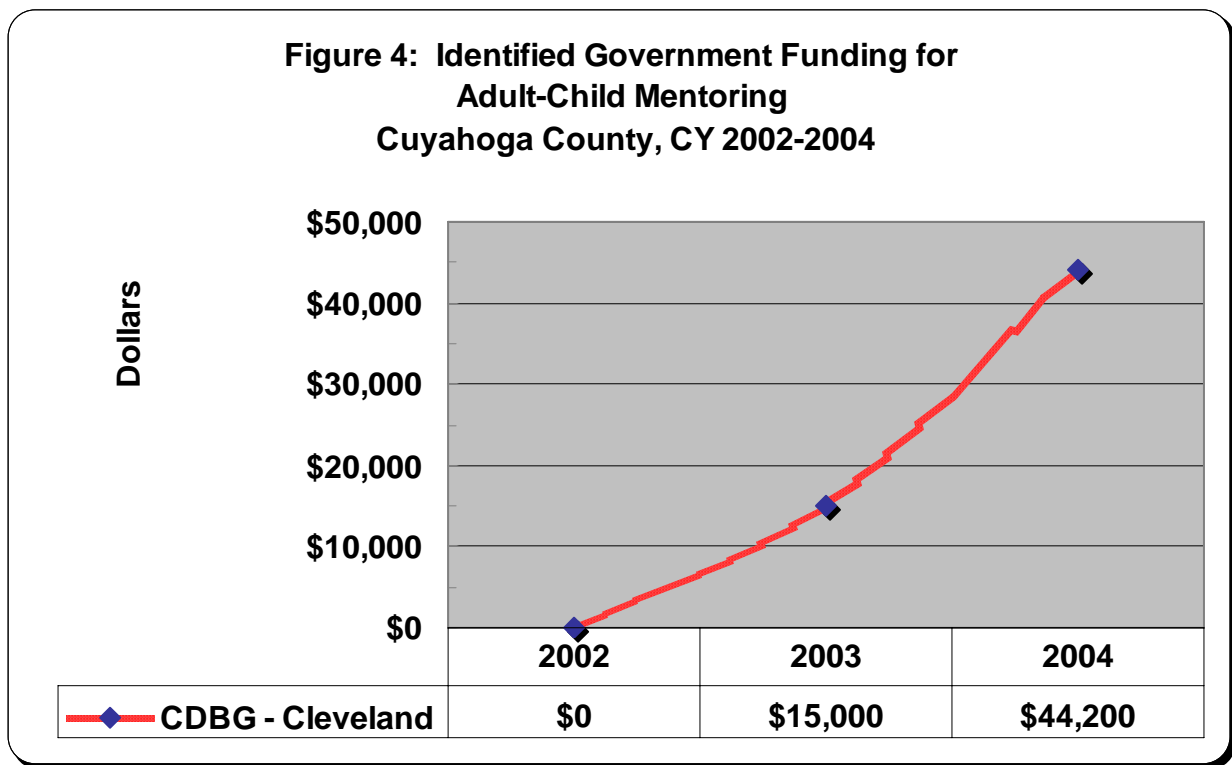
Safe and Drug Free Schools Mentoring Program

As noted in Section II, the Mentoring Program, part of the Safe and Drug-Free Schools, provides assistance to promote mentoring programs for children with the greatest need. The discretionary/competitive grant is administered by the U.S Department of Education's Office of Safe

and Drug Free Schools. Grants are provided to programs that: 1) assist such children in receiving support and guidance from a mentor; 2) improve the academic performance of such children; 3) improve interpersonal relationships between such children and their peers, teachers, other adults, and family members; 4) reduce the dropout rate of such children; and 5) reduce juvenile delinquency and involvement in gangs by such children. Schools and nonprofit community-based organizations can apply. Grant funds must be used to support school-based mentoring programs and activities to serve children with the greatest need in one or more of grades 4 through 8 living in rural areas, high-crime areas, or troubled-home environments, or who attend schools with violence problems. Appropriations are as follows: fiscal year 2004 - \$49,705,000, fiscal year 2005 - \$42,219,593, fiscal year 2006 - \$48,813,930 (Department of Education, 2006). The president’s FY 2007 budget proposes a phase-out of the Department of Education’s mentoring program grants, requesting only \$19 million to support the final year of funding for current grant recipients (down from \$50 million). After this fiscal year, funding for these mentoring programs would be eliminated, discontinuing this important source of financial support for mentoring organizations nationwide. The Department of Education has indicated it will eliminate mentoring programs in next year’s budget. With the appropriations committee going along with the 60 percent cut in funding, it does not look promising for next year’s budget either (Mentor, 2006). Specific amounts from this funding source allocated within Cuyahoga County were not identified.

Trends of Identified Government Funders in Cuyahoga County

Between calendar years 2002 and 2004, Community Development Block Grant funding for adult/child mentoring in Cuyahoga County increased from \$0 in 2002 to over \$44,000 in 2004. (See Figure 4.)



Source: City of Cleveland CDBG

There has been a growing trend in local foundation donations for mentoring programs. In 2002, close to \$500,000 was donated and since then local contributions have tripled to over \$1.5 million dollars.

IDENTIFIED REVENUES

As of May 11, 2006, over \$1.8 million in revenues for adult/child mentoring programs has been identified in countywide. (See Table 1.) This includes information from foundations; federated fundraising organizations; regional, county and municipal government; and United Way of Greater Cleveland.

Seventy-nine percent of the revenues are from foundations, 2 percent from government, 1 percent from federated agencies, and 17.5 percent from United Way of Greater Cleveland.

Table 1: Identified Revenue for Core Services: Countywide and United Way of Greater Cleveland Adult/Child Mentoring Programs, 2003/2004.

Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)			0.00%	109,181	10.98%
1525 Foundation		15,000			
Cleveland Foundation, The		1,307,000		14,251	
Deaconess Community Foundation		35,000		10,000	
Gund Foundation, The George		50,000			
Jennings Foundation, Martha Holden		23,900			
Murphy Foundation, The John P		13,000			
O'Neill Foundation, The William J. and Dorothy K.				10,000	
Saint Ann Foundation		10,000		10,000	
Other Private Foundations - Not Elsewhere Classified		15,000		29,150	
Total - Foundations & Trusts		1,468,900	78.99%	73,401	7.38%
Total - Special Events - Growth			0.00%	226,018	22.74%
United Black Fund of Greater Cleveland		22,000			
Total - Federated Fundraising Organizations		22,000	1.18%	0	0.00%
Justice Affairs				12,317	
Subtotal Cuyahoga County Funding Sources		0	0.00%	12,317	1.24%
Community Development Block Grant	2004	44,200			
Subtotal City of Cleveland Funding Sources		44,200	2.38%	0	0.00%
All Other Funding - Not Elsewhere Classified				75,000	
Subtotal Other Govt Funding Sources		0	0.00%	75,000	7.55%
Total - Contracts/grants from government organizations		44,200	2.38%	87,317	8.78%
Private Pay/Fee for Service				11,857	
Total - Program Service Fees		0	0.00%	11,857	1.19%
Total - Investment Income			0.00%	161,782	16.28%
Subtotal Non - UWGrCle Support		1,535,100	82.55%	669,556	67.36%
Total - UWGrCle designations applied to program		57,893	3.11%	57,893	5.82%
Total - UWGrCle investment committee allocation		264,506	14.22%	264,506	26.61%
John K. Mott Youth Fund Distribution Grant		2,000		2,000	
Total - Special UWGrCle grants applied to programs		2,000	0.11%	2,000	0.20%
Subtotal UWGrCle Support - 4001, 4701 & 4703		324,399	17.45%	324,399	32.64%
Total Support/Revenue		1,859,499	100%	993,955	100%

REIMBURSEMENT/COST

A study by Public/Private Ventures (P/PV) found that the average cost of maintaining a Big Brother Big Sister (BBBS) match for one year was about \$1,000 (Tierney and Grossman, 1995 in Fountain and Arbreton, 1998). The per-student cost to operate the Sponsor-A-Scholar program was about \$1,500 in 1996 (Johnson, 1998 in Fountain and Arbreton, 1998 in Grossman, 1999). And most hospital youth mentoring programs spend between \$2,500 and \$3,000 per student per year, although some spend as little as \$1,000 per student and one spends about \$10,000 per student (Harwood et al., 1998 in Fountain and Arbreton, 1998 in Grossman, 1999). These are all rough estimates of cost per youth derived by dividing total program budgets by the number of youth served. The authors note that more precise estimates of costs are needed so that program operators and funders can better understand how many matches can be effectively supported within available resources and how that may differ across different types of programs.

Building on the P/PV study, Fountain and Arbreton (1998 in Grossman, 1999) were the first to explore the costs of mentoring across a substantial number of mentoring programs.¹ Analysis of the sample of 52 mentoring programs concluded that these programs serve approximately 291 youth annually at a cost of \$1,114 per youth. The median program served about 150 youth at a cost of \$685 per youth. Most resources in mentoring programs were derived from United Way and special fundraising events. Moreover, the researchers found that programs were able to leverage donated goods, services, and volunteer time that are worth approximately \$1 for every \$1 in their budget.

The same study found that, on average, 185 individuals worked in the 52 mentoring programs, of whom eight were paid staff and the balance was volunteers. Since most of the volunteers worked only a couple of hours per week, the average program was staffed with fewer than five FTE paid staff and 11.5 FTE volunteers. This amounted to 61 youth per FTE paid staff, and 25 youth per FTE volunteer. Paid staff spent 80 percent of their time on administrative activities while volunteers spent 75 percent of their time meeting with youth. One full time equivalent match support special can adequately manage 80-120 matches per year. This would allow monthly contact to monitor the development of the relationship (per personal communication with Phyllis Harris, October 25, 2006).

¹ The authors noted that their database was not nationally exhaustive, but that it was a very large database of mentoring programs. At the time of their research, they did not know how many other mentoring programs there were in the United States. Despite limitations, they believe that their sample is a critical starting point for future research.

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

What Works

Outcomes of Big Brothers/Big Sisters

A child's relationship with his or her family is positively impacted by involvement in Big Brother/Big Sister (BBBS) programs. Children are nearly 40 percent less likely to lie to their parent(s) when involved in the program and the decreased incidence of anti-social activities is bound to have a healthy effect on children and families, likewise with improved school attendance.

A study was performed with 959 youth (487 treatments and 472 controls) to determine the impact of participating in Big Brothers/Big Sisters. Outcome areas included antisocial activities, academic performance, attitudes and behaviors, relationships with family, relationships with friends, self-concept, and social and cultural enrichment. Between 4 and 10 outcomes were considered for each outcome area. The impact estimates, presented in Table 2, represent a comparison of the average experience of treatment group members with the average experience of control group members. Overall impact estimates were calculated by comparing all treatments to all controls. A negative net impact indicates that the treatment value is lower than the control value; a positive net impact indicates that the treatment value is higher than the control value. Subgroup impacts compare the treatment youth in that subgroup with the control youth in the same subgroup. Only impacts that were found to be statistically significant at a 0.10 level of confidence are reported here. Taken together, the results show that having a big brother or big sister offers tangible benefits for youth. At the conclusion of the 18-month study period, little brothers and little sisters were less likely to have started using drugs or alcohol, felt more competent about doing schoolwork, attended school more, got better grades, and had better relationships with their parents and peers than they would have had they not participated in the program.

Table 2
Net Impact of Participation in BBBBS

Outcome	Follow-up control mean	Impact of participation in BBBBS ³ (% change)
<i>Anti-social activities:</i>		
Drugs: Initiating drug use	11.47%	-45.8
Alcohol: Initiating alcohol use	26.72%	-27.4
Violence: No. of times hit someone	2.68%	-31.7
Theft: No. of times stole something	0.26%	-0.3
Crime: No. of times damaged property	0.20%	-0.2
<i>Academic outcomes:</i>		
Grade point average	2.63	3.0
Scholastic competence ^b	16.36	4.3
Skipped class	1.39	-36.7
Skipped day of school	0.90	-52.2
<i>Family relationships:</i>		
Summary measure of the quality of the parental relationship	70.65	2.1
Trust in the parent	23.79	2.7
Lying to the parent	3.72	-36.6
<i>Peer relationships:</i>		
Emotional support	12.51	2.3

Source: Tierney et al. (2000, Tables 10 and 16); Grossman and Tierney (1998, Tables 6 and 7). ³Impacts are estimated 18 months after application, relative to similar non-program youth. Impacts are statistically significant at 90% confidence level, except for theft and crime. ^bPerceived ability to complete schoolwork.

Mentoring Models

There are two predominant mentoring models: 1) school-based mentoring (SBM) and 2) community-based mentoring (CBM). While community-based mentoring has a longer history, school-based mentoring is showing considerable promise. Research into the differences between the two models yielded the following conclusions (Herrera, Sipe, & McClanahan, 2000):

- SBM focuses more on academic activities; CBM engages more in social activities.
- SBM forges relationships with teachers; CBM fosters relationships with parents.
- SBM influences school outcomes; CBM influences social outcomes.
- SBM serves children with academic problems; CBM tends to serve delinquent youth.
- SBM attracts or targets older adults and youth mentors; CBM attracts or targets mentors between the ages of 22 and 49.
- SBM attracts or targets more minority mentors; CBM attracts more Caucasian mentors.
- SBM costs less and uses fewer full-time staff than CBM.

School-based mentoring does not solely focus on academics. A 2004-published study of SBM programs found that 64 percent of mentors engaged in “some” or “a lot” of social activities and a similar percentage (65 percent) frequently talked about personal issues or problems (Herrera 2004).

SBM may be most effective at improving or maintaining behaviors and relationships in the school context where they occur as opposed to relationships outside of the school, including those with parents and other adults. Community-based programs have been shown to have wider effects on drug and alcohol initiation, school attendance and performance, and family relationships (Tierney and Grossman, 2000).

Characteristics of High Quality Programs in the Core Service

Child Trends undertook a review of ten youth mentoring programs to assess the effects of mentoring on a child's educational achievement; health and safety; and social and emotional development. The researcher noted that many of the programs offered complimentary services such as parent workshops that might have contributed to the outcomes. The evaluation produced the following findings (Jekielek, Moore, Hair, & Scarupa 2002):

- Youth experienced positive academic returns, such as fewer unexcused absences, a better chance of going on to higher education; and better attitudes toward school.
- With regard to youth health and safety, mentoring programs show promise in the prevention of substance abuse.
- Participating in mentoring promotes positive social attitudes and relationships but does not consistently improve young people's perception of their worth.

Not all mentoring programs have equal value. The study of ten mentoring programs found that the following characteristics lead to the most positive outcomes (Jekielek et al., 2002):

- *Longer Duration, Better Results.* The evaluation found that the longer the mentoring relationship, the better the outcome for the child. A Big Brother Big Sisters analysis found that a relationship that lasted for more than 12 months led children to feel more confident about completing their school work, skipped fewer school days, had higher grades, and were less likely to use drugs or alcohol.
- *More Frequent Contact, Better Results.* Frequent contact with the mentored youth led to significantly better outcomes, such as higher grades, college attendance, greater confidence in school work, and less initiation of drug use.
- *Relationship between Parents and Mentor, Better Results.* A further study found that when a mentor creates a relationship with the youth's parents, the child was one and a half times more likely to enroll in college and three times more likely to be attending college two years after high school graduation.
- *Build a Good Relationship.* Youth who believe they have a positive, high-quality relationship with their mentor have the best academic and social development results.
- *The Least Shall Be First.* Significant gains in academic achievement were experience most by youth who had the fewest resources at their disposal. Those who were least motivated and had the lowest grade point averages improved their school grades significantly and were more likely to attend college than their non-mentored peers. Those who entered the program with good grades remained on a plateau.
- *Structure, Supervision, and Training.* Mentoring programs with structure and high levels of planning between the youth and their mentors yield the most positive results. Furthermore, mentor training both before and after youth placement appears to lead to longer lasting relationships. The importance of structure and training is also supported in the literature for adult basic education.

- *Put the Child First.* Programs adopting a “developmental” mentoring approach instead of a “prescriptive” approach tended to produce longer lasting and more satisfying relationships. The developmental approach requires mentors spend significant time getting to know their youth. They must also have flexible expectations of the relationship and take cues from the youth as to their activities.

Matching Issues:

Although programs vary tremendously in the way they match youth with mentors, research has not been able to isolate the best strategy for pairing. Some programs attempt to replicate natural mentoring by facilitating group activities and allowing participants to match themselves. Other programs go to great lengths to create matches in which youth and mentors share as many characteristics as possible, both in demographic characteristics and in attitudes and interests. But the failure rate of matches remains high in many programs. And research has consistently shown that the mentor’s behavior is far more important to the success of the relationship than the manner in which the match is made. (Johnson, 1998; Sipe, 1996 in Grossman, 1999)

This also applies to matching of mentors and mentees on the basis of age, race, and gender. Preference of the mentor and mentee in terms of demographic characteristics, attitudes, and activities has been found to positively impact their relationship. Typically most youth served in mentoring programs are minorities while most mentors are white. Research has found no significant differences between same-race and cross-race matches in terms of frequency of meetings and longevity of the relationship. Perception of similarity on dimensions other than race can positively impact youth’s satisfaction with their mentors. At the same time, sometimes parents prefer same-race matches for philosophical reasons (Grossman, 1999).

What Doesn’t Work

Mentoring programs of short duration can do more damage than good. Youth who participated in mentoring relationships with short durations (three to six months) experienced no significant improvement in academic, social, and substance use behaviors. Those in even shorter mentoring relationships felt less confident about completing their school work and had a substantially lower sense of self-worth (Jekielek, Moore, Hair, and Scarupa, 2002 in Grossman, 1999).

Frequent contact with one’s mentor is critical. When frequent contact is lacking and the child rarely sees or speaks to his or her mentor, the child experiences no benefits from program participation. In fact, these children exhibit lower self-esteem than non-participants (Jekielek, Moore, Hair, and Scarupa, 2002 in Grossman, 1999).

While successful mentoring programs are structured and planned to facilitate high levels of interaction between children and their mentors, poorly supervised or planned programs are less successful because they are likely to disband due to loss of interest. Lack of training for the mentor also tends to diminish the quality of the relationship (Jekielek, Moore, Hair, and Scarupa, 2002 in Grossman, 1999).

A prescriptive approach to mentoring has not proven effective, especially compared to a developmental approach where mentors have the chance to get to know their child and have flexible expectations. The prescriptive approach tends to fail because the mentor viewed his or her goals as more important and

required the child to take equal responsibility for maintaining the relationship and assessing its progress (Jekielek, Moore, Hair, and Scarupa, 2002 in Grossman, 1999).

IMPACT ON COMMUNITY

The average annual cost incurred by individual mentors (big brother or big sister) is \$1,174. Cohen (1998) reports the monetary values of saving youth who might be at-risk of being career criminals, heavy drug users, or high school dropouts. Taking the lower estimates and focusing on short-term benefits, the present value of a being a heavy drug user is \$370,000. For a high-school drop-out, the social cost is approximated at \$49,000. For a career in juvenile crime, the present social cost is \$80,000.

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

Agreed-on standards that can be used for assessments of mentoring programs do not yet exist. To the extent that the field can develop a set of benchmarks, the more likely it is that programs and their funders will be able to infer the potential effects of their mentoring programs. Sipe (1998; in Grossman, 1999) has taken the first steps toward providing the field with standards that can be applied across program types.

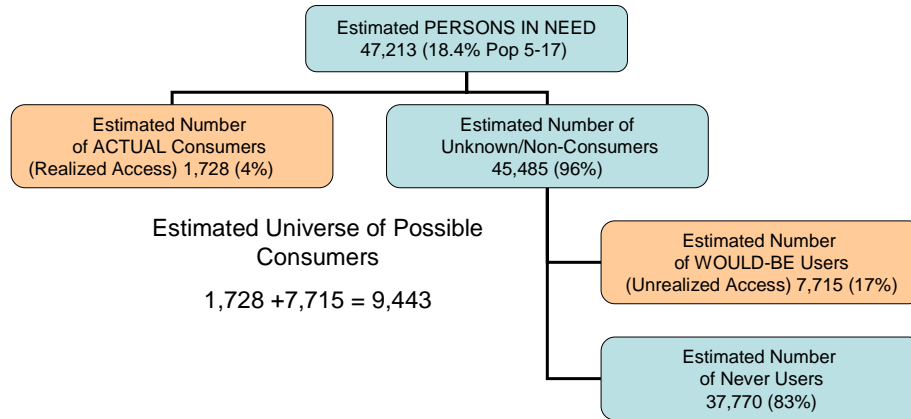
Big Brothers/Big Sisters must comply with national service delivery standards to remain part of the national federation.

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for Adult/Child Mentoring Programs:

- A conservative estimate of those in need of adult/child mentoring programs is 47,213, the number of Cuyahoga County youth 5 to 17 years old and below poverty in 2000.
- Based on available information about actual consumers, approximately 1,728 have realized access to adult/child mentoring programs. This is the sum of persons estimated to have received mentoring services funded by United Way (1,646) and The City of Cleveland Community Development Block Grant (82). ($1,646 + 82 = 1,728$)
- This leaves a net estimate of 45,485 youth who are either receiving services from unaccounted-for sources or are not receiving adult/child mentoring. ($47,213 - 1,728 = 45,485$)
- Assuming that 20 percent of youth find mentors through the formal social service system, the estimated universe of possible consumers is 9,443 ($47,213 \times 20\% = 9,443$).
- Subtracting those with realized access from the possible consumers results in 7,715 youth who would use the service if there were a sufficient supply and they knew about it. These are the would-be users—or those with unrealized access. ($9,443 - 1,728 = 7,715$)
- The estimated universe of possible consumers for adult/child mentoring programs is 9,443 including both realized (1,728) and unrealized (7,715) access. (See Figure 5.)

Figure 5: Consumer Estimates
Adult/Child Mentoring Programs



Many low income children in need of adult/child mentoring service live in single parent families, have academic problems, and are first time juvenile offenders. Big Brothers/Big Sisters of Cleveland (BBBS) suggest that the reasons for the discrepancy between need and participation are lack of capacity, unawareness of service, and waiting lists. There are not enough men volunteering; 80 percent on waiting lists are African-American boys from the east side. Each staff member at BBBS handles 150 clients. BBBS is able to serve an estimated 3,000 youth; however the actual service count was 1,700 clients (BBBS of Greater Cleveland, 2005).

Service Site Index

Countywide, there are 27 service sites for adult/child mentoring programs. This is a ratio of 350:1 possible consumers (estimated 9,443 total) to one service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of mentors available on a daily basis. It is only capturing whether there is a possibility of being mentored. The lower the ratio, the greater is the chance of receiving mentoring.

The ratios on the Service Site Index range from a high of 51:1 in zip code 44105 Cleveland/NewburghHts/GarfieldHts), a high minority area, to a low of less than 1:1 in zip code 44040 (Gates Mills/Mayfield Village). In addition to 44105, only three other zip codes have ratios greater than 40 consumers to one service site: 44102 (Cleveland/Brooklyn, 49:1) and 44104 (Cleveland, 43:1). (See Attachment 10 for map.)

Service Capacity

Across programs, youth desiring mentors nearly always outnumber the adults volunteering their services; locating sufficient numbers of adults represents a major challenge for most programs (Sipe, 1996; Network Training and Research Group, 1996; McPartland and Nettles, 1991 in Sipe, 1998 in Grossman, 1999).

Various estimates exist of the number of youth who could benefit from a mentoring relationship. Regardless of whether that number is 5 million or 15 million, program operators and researchers alike agree that many more youth than are currently being served could benefit from having a mentor. But the research to date has not been able to determine how many adults are willing and able to serve as mentors. At the same time, numerous communities have undertaken efforts to develop wide-scale programs, but none has yet been successful in reaching their goals. (Grossman, 2002)

Most mentoring relationships develop through informal contacts between the adult and youth through neighborhood, church, or family connections rather than through formal programs. According to Grossman (1999 in Grossman, 2002), approximately eight of 10 (83 percent) adults who have mentored young people in the last five years had initiated the relationship through informal contacts. Among informal mentors, 19 percent are family-based relationships, and 81 percent of mentor-mentees are not related. Only 5 percent of all informal matches began through a sport or other extracurricular activity. Over half of the mentors (56 percent) stated that they were mainly responsible for starting the mentoring relationship; 16 percent said the youth was mainly responsible for starting the relationship.

VII. SUMMARY

In summary, there are several major findings from the research on adult child mentoring:

- Mentoring is often viewed as a remedy to help troubled children and youth get back on track. It also provides an opportunity for successful adults to give back to their communities. Mentoring provides children with a non-parental companion who can provide emotional support, advice, and guidance about topics that children might be reluctant or fearful to discuss with their parents.
- Mentoring Children of Prisoners Program (Department of Health and Human Services) and the Mentoring Program (Department of Education) are the two main sources of federal funding for mentoring programs; however, both of these programs have sustained significant cuts in recent years.
- There has been a growing trend in identified local foundation donations that have been allocated to mentoring programs between 2002 and 2004.
- Between calendar years 2002 and 2004, Community Development Block Grant funding for adult/child mentoring in Cuyahoga County has increased from \$0 in 2002 to over \$44,000 in 2004.
- As of May 11, 2006, over \$1.8 million in revenues for adult/child mentoring programs has been identified in countywide.
- SBM may be most effective at improving or maintaining behaviors and relationships in the school context where they occur as opposed to relationships outside of the school, including those with parents and other adults. Community-based programs have been shown to have wider effects on drug and alcohol initiation, school attendance and performance, and family relationships (Tierney and Grossman, 2000).
- Mentoring programs of short duration can do more damage than good.
- Poorly supervised or planned programs are less successful and are likely to disband due to loss of interest. Lack of training for the mentor also tends to diminish the quality of the relationship.
- The estimated universe of possible consumers for adult/child mentoring programs is 9,443 including both realized (1,728) and unrealized (7,715) access.
- Countywide, there are 27 service sites for adult/child mentoring programs. This is a ratio of 350:1 possible consumers (estimated 9,443 total) to one service site countywide.

REFERENCES

- Administration for Children and Families, Families and Youth Services Bureau. (n.d.). Mentoring Children of Prisoners Program. Retrieved January 24, 2007 from http://www.acf.hhs.gov/programs/fbci/progs/fbci_mcp.html
- Anderson, R.M. (1995, March). Revisiting the behavioral model and access to medical care: Does it matter? *Journal of Health and Social Behavior*, 36(1): 1-10.
- Belfield, C. (2003). *Estimating the rate of return to educational investments: A case study using the Big Brothers Big Sisters mentoring program*. New York, NY: National Center for the Study of Privatization in Education,
- Berube, A., Prince, R., & Smith, H. (2003). *Cleveland in focus: A profile from Census 2000*. Washington, DC: Brookings Institute. Retrieved on August 24, 2005 from <http://www.brookings.edu/es/urban/livingcities/Cleveland.pdf>
- Big Brothers Big Sisters (BBBS). Website. Available from <http://www.bbbsa.org>
- Bowling Green State University, (Fall 2002 to Spring 2003). Northwest Ohio Special Education Consortium Project. Available at <http://www.hostscorp.com/research/downloads/research%20documents/BGSU%20Study%2020023.pdf>
- Boys and Girls Clubs of America. (2006). Our core promise: 2005 annual report. Retrieved January 24, 2007 from <http://www.bgca.org/whoweare/documents/2005AnnualReport.pdf>
- Cohn, E. & Addison, J.T. (1998). The economic returns to lifelong learning. *Education Economics*, 6:309–346.
- Dubois, D., & Silverthorn, N. (2005). Natural mentoring relationships and adolescent health: Evidence from a national study. *American Journal of Public Health*, 95(3): 518-524.
- Federal Interagency Forum on Child and Family Statistics. (2003). *America's children: Key national indicators of well-being, 2003*. Federal Interagency Forum on Child and Family Statistics, Washington, DC: US Government Printing Office.
- Grossman, B., ed. (1999, June). Contemporary issues in mentoring. Retrieved on August 24, 2006 from http://www.ppv.org/ppv/youth/youth_publications.asp?section_id=7#pub21
- Helping One Student to Succeed (HOSTS). (n.d.). Website. Retrieved on August 24, 2006 from <http://www.hostscorp.com/about/>
- Herrera, C. (2004). School-based mentoring: A closer look. Public/Private Ventures. Retrieved on August 12, 2006 from http://www.ppv.org/ppv/publications/assets/180_publication.pdf

- Herrera, C., Sipe, C., & W. McClanahan. (2000). Mentoring school-age children: Relationship development in community-based and school- based settings. Public/Private Ventures. Retrieved on August 12, 2006 from http://www.ppv.org/ppv/publications/assets/34_publication.pdf
- Jekielek, S.M., Moore, K.A., Hair, E.C., & Scarupa, H.J. (2002). Mentoring: A promising strategy for youth development. Child Trends Research Brief. Retrieved on September 2, 2006 from <http://www.childtrends.org/Files/MentoringBrief2002.pdf>
- Jekielek, S.M., Moore, K.A. and Hair, E.C. (2002). Mentoring programs and youth development: A synthesis. Edna McConnell Clark Foundation. Child Trends. Retrieved on May 31, 2006 from <http://12.109.133.224/Files/MentoringSynthesisFINAL2.6.02Jan.pdf>
- MENTOR. (n.d.). Background checks: Reform the system and protect your mentees. Retrieved January 24, 2007 from http://www.mentoring.org/take_action/background/
- MENTOR. (2006). Save federal funding for mentoring. Retrieved January 24, 2007 from http://www.mentoring.org/take_action/funding/
- Mentoring.org. (n.d.). Website. Available from http://www.mentoring.org/program_staff/evaluation/2002_national_poll.php
- One Hundred Black Men of Greater Cleveland. (n.d.). Website. Available from <http://www.100blackmencleveland.org/>
- The Commonwealth Fund. (1998). Survey of adults mentoring young people. Princeton Survey Research Associates, 1998.
- Tierney, J.P. & Grossman, J.B. (2000). Making a difference: An impact study of Big Brothers Big Sisters. Philadelphia: Public/Private Ventures. Retrieved on September 3, 2006 from http://www.ppv.org/ppv/publications/assets/111_publication.pdf
- U.S. Census. (n.d.). Website. Available from <http://www.census.gov>
- U.S. Department of Education, National Center for Education Statistics, 2001. (2001). Dropout rates in the United States: 2000. NCES 2002-114, by P. Kaufman, M.N. Alt, & C.D. Chapman. Washington, DC. Available from http://nces.ed.gov/pubs2002/droppub_2001/
- Wan, T.H., Odell, B.G., & Lewis, D.T. (1982). *Promoting the well-being of the elderly: A community diagnosis*, New York: The Halworth Press.

ATTACHMENTS

Attachment 1: Researcher List

MCS CONSULTING SERVICE

CORE SERVICE RESEARCH TEAM

Co-Lead Consultants

Marlene C. Stoiber, Ph.D. President, MCS Consulting Service, LLC
Bette S. Meyer, M.A.

Research Team

Renee Aten, CFRE, Aten Enterprises, Associate, MCS Consulting Service, LLC
Edwin A. Balcerzak, Ph.D., Associate, MCS Consulting Service, LLC
Louis B. Burroughs, M.S.U.S., Associate, MCS Consulting Service, LLC
Elsie Day, J.D., Associate, MCS Consulting Service, LLC
Jennifer M. Forshey, M.P.P., IntelliSolve, Inc.

Karen Gillooly, M.Ed., IntelliSolve, Inc.
Sue E. Grant, Ella & Associates, IntelliSolve, Inc.
Gary Harris, B.A., M.B.A., IntelliSolve, Inc.
Jeffry D. Harris, M.P.A., J.D., IntelliSolve, Inc.
Kristen Haskell, M.A., Associate, MCS Consulting Service, LLC

Dion Lau, B.A., Associate, MCS Consulting Service, LLC
Kitty Leung, M.S.S.A., Associate, MCS Consulting Service, LLC
Marcy Hunt- Morse Ph.D., Ella & Associates, IntelliSolve, Inc.
Carey Wiant Nyberg, M.U.P., Associate, MCS Consulting Service, LLC
RNR Consulting, Inc.

Jeremy Shapiro, Ph.D., IntelliSolve, Inc.
Jennifer Slusser, J.D., IntelliSolve, Inc.
Sarah Stilgenbauer, M.N.O., Associate, MCS Consulting Service, LLC
Kola Sunmonu, Ph.D., Associate, MCS Consulting Service, LLC
Jamie Watkins, B.A., IntelliSolve, Inc.

Jacqueline Kirby Wilkins, Ph.D., CFLE - President/Director, IntelliSolve, Inc.
Debra Zanglin, Ella & Associates, IntelliSolve, Inc.

Thanks to *The Center for Community Solutions* for providing multiple sources of information.

Attachment 2: Technical Notes

Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services, however, seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county’s Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses “Paratransit” as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses “Mental Health Drop-in Centers.”

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is

much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

Foundation Funding

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

Federated Funding Sources

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

Government Funding

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

Medicaid Funding

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

Entered as Aggregate Total Under Appropriate AIRS Level

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

Entered as Aggregate Total Under Third Party Payee/Direct Bill

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

United Way of Greater Cleveland Funding

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

United Way Agency Revenues

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

Consumer and Financial Data: Caveats

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

All Core Services

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range. The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

Gap Analysis Methodology & Limitations

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of

consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
 - In some cases data was “unknown,” defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
 - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, “missing” represents data funders/providers were unable to provide.
 - There was no check of the accuracy of data submitted by agencies.
 - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
 - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
 - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of “unknown/non-consumers”:* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of “would-be users” (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.
- *Estimate of number of “never users”:* This is the difference between the estimated number of unknown/non-consumers and would-be users.
- *Estimate of “universe of possible consumers”:* This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market

analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

Service Site Index

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

Specific Service Issues

Senior Services

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be

60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

References

Anderson, Ronald M. (1995, March). Revisiting the behavioral model and access to medical care: Does it matter? *Journal of Health and Social Behavior*, 36(1): 1-10.

Wan, Thomas T. H., Odell, Barbara Gill, & Lewis, David T. (1982). *Promoting the well-being of the elderly: A community diagnosis*. New York: The Halworth Press.

Attachment 3: Actual Consumer Demographics

Core Service: Adult/Child Mentoring PH-140.500-05					
PERIOD	Total Population (%) [*] 1/1/2000-12/31/2000	Estimated Persons in Need		Actual Number/Percent of Consumers by Funding Source <small>****</small>	
		Total Population 5-17 (%) ^{**} 1/1/2000-12/31/2000	Total Population 5-17 Below Poverty Level (%) ^{***} 1/1/2000-12/31/2000	UW Program Report Data Cuy Cnty Only 100% (%) 7/1/2003-6/30/2004	CDBG (%)
		TOTAL	1,393,978	256,467	47,213
Percent		18.4%	18.4%		
GENDER					
Male	47.2%	51.1%	51.0%	54.6%	0.0%
Female	52.8%	48.9%	49.0%	45.4%	0.0%
Unknown Data ^{*****}				0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%
RACE^{*****}					
White alone	67.1%	58.0%	26.0%	40.0%	0.0%
Black or African American alone/combo	27.9%	36.4%	67.4%	53.0%	0.0%
Asian alone/combo	2.1%	1.9%	1.0%	0.2%	0.0%
American Indian and Alaska Native alone/combo	0.7%	0.8%	0.8%	0.0%	0.0%
Native Hawaiian and Other Pacific Islander alone/combo	0.1%	0.0%	0.0%	0.0%	0.0%
Some other race alone/combo	2.1%	2.9%	4.7%	6.9%	0.0%
Unknown Data ^{*****}				0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%
HISPANIC^{*****}	3.3%	4.7%	7.8%	2.9%	0.0%
AGE					
0-4	6.5%		N/A	0.0%	0.0%
5-9	7.3%	39.7%	N/A	2.2%	0.0%
10-14	7.1%	38.7%	N/A	63.5%	0.0%
15-19	6.4%	34.6%	N/A	34.3%	0.0%
20-34	19.1%		N/A	0.0%	0.0%
35-54	29.3%		N/A	0.0%	0.0%
55-64	8.7%		N/A	0.0%	0.0%
65-74	7.8%		N/A	0.0%	0.0%
75+	7.8%		N/A	0.0%	0.0%
Unknown Data ^{*****}				0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%
INCOME^{*****}					
Average Household Size	2.4	N/A	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	0.0%	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	0.0%	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	0.0%	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	0.0%	0.0%
\$30,000 and above	61.5%	N/A	N/A	0.0%	0.0%
Unknown Data ^{*****}				100.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%
Totals	100.0%	N/A	0.0%	100.0%	100.0%

Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census SF1 (P1); SF4 (PCT 144)
** U.S. Census 2000, SF3 (P8)
*** U.S. Census 2000, SF3 (P8)
****Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
***** The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone", all racial categories are "... alone or in combination with some other race". This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of "total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category which may result in more conservative estimates for children and the "old old" which may actually have larger proportions of persons in the lower income categories.

Attachment 4: Actual Consumer Zip Codes

Core Service: Adult/Child Mentoring PH-140.500-05						
		Estimated Persons in Need			Actual Number/Percent of Consumers by Funding Source ****	
	City/Town (% Cleveland)	Total Population (%) [*]	Total Population 5-17 (%) ^{**}	Total Population 5-17 Below Poverty Level (%) ^{***}	UW Program Report Data (%)	CDBG (%)
Period		1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004	7/1/2003-6/30/2004
TOTAL		1,393,978	256,467	47,213	1,646	82
Percent			18.4%	18.4%		
44017	Berea	1.4%	1.2%	0.4%	0.9%	0.0%
44022	Bentleyville	1.3%	0.9%	0.2%	0.0%	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.0%	0.0%	0.0%
44070	North Olmsted	2.4%	2.4%	0.5%	0.7%	0.0%
44101	Cleveland (100%)	0.0%	0.0%	0.0%	0.0%	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	4.3%	9.4%	5.0%	0.0%
44103	Cleveland (100%)	1.8%	2.4%	6.1%	3.4%	0.0%
44104	Cleveland (100%)	2.1%	3.0%	9.1%	5.4%	0.0%
44105	Cleveland/NewburghHts/GarfieldHts	3.9%	4.8%	9.1%	5.4%	0.0%
44106	Cleveland/Cleveland Hts (60%)	2.3%	1.8%	3.7%	12.6%	0.0%
44107	Lakewood/Cleveland	4.0%	3.3%	2.1%	8.1%	0.0%
44108	Cleveland/Bratenahl (90%)	2.6%	3.4%	7.4%	4.8%	0.0%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.5%	5.2%	4.1%	0.0%
44110	Cleveland/East Cleveland (98%)	1.9%	2.3%	4.1%	3.8%	0.0%
44111	Cleveland (100%)	3.1%	2.8%	2.0%	1.9%	0.0%
44112	East Cleveland/Cleveland	2.4%	2.9%	6.5%	5.1%	0.0%
44113	Cleveland (100%)	1.4%	1.2%	3.6%	1.5%	0.0%
44114	Cleveland (100%)	0.3%	0.1%	0.1%	0.2%	0.0%
44115	Cleveland (100%)	0.6%	0.7%	2.9%	1.7%	0.0%
44116	Rocky River	1.5%	1.3%	0.1%	0.2%	0.0%
44117	Euclid/Cleveland	0.9%	0.7%	0.5%	0.5%	0.0%
44118	ClevelandHts/UniversityHts/ShakerH	3.2%	3.1%	1.5%	2.5%	0.0%
44119	Cleveland/Euclid (50%)	1.0%	0.8%	0.4%	0.5%	0.0%
44120	Shaker Hts/Cleveland	3.4%	3.7%	5.3%	3.4%	0.0%
44121	University Hts/South Euclid	2.5%	2.5%	1.0%	1.5%	0.0%
44122	Beachwood/Highland	2.5%	2.5%	0.9%	0.9%	0.0%
44123	Euclid	1.3%	1.2%	0.6%	0.8%	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	2.2%	0.5%	0.6%	0.0%
44125	Valley View/Garfield Hts	2.1%	2.0%	1.2%	1.0%	0.0%
44126	Fairview Park/Cleveland	1.2%	1.1%	0.2%	0.7%	0.0%
44127	Cleveland (100%)	0.6%	0.9%	2.1%	1.3%	0.0%
44128	Warrensville Hts/Cleveland	2.4%	2.4%	2.5%	3.4%	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	2.0%	0.6%	0.9%	0.0%
44130	Parma/Cleveland	3.8%	3.0%	1.3%	0.9%	0.0%
44131	Independence/Seven	1.5%	1.3%	0.2%	0.1%	0.0%
44132	Euclid	1.1%	1.0%	0.7%	0.9%	0.0%
44133	North Royalton	2.0%	2.1%	0.2%	0.4%	0.0%
44134	Parma/Cleveland	2.9%	2.6%	0.7%	0.8%	0.0%
44135	Cleveland/Linndale (90%)	2.0%	2.0%	1.9%	4.5%	0.0%
44136	Strongsville	3.1%	3.4%	0.3%	0.2%	0.0%
44137	Maple Hts/Cleveland	1.9%	2.0%	0.8%	1.6%	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.1%	0.3%	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	2.1%	0.3%	0.0%	0.0%
44140	Bay Village	1.1%	1.2%	0.3%	0.4%	0.0%
44141	Brecksville	1.0%	1.0%	0.1%	0.1%	0.0%
44142	Brookpark/Cleveland	1.5%	1.5%	0.7%	0.5%	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.6%	0.4%	0.9%	0.0%
44144	Brooklyn/Cleveland	1.6%	1.2%	0.5%	1.0%	0.0%
44145	Westlake	2.3%	2.2%	0.2%	0.2%	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	2.0%	1.0%	1.0%	0.0%
44147	Broadview Hts	1.1%	1.2%	0.2%	0.4%	0.0%
44149	Strongsville	0.0%	0.0%	0.0%	0.1%	0.0%
Unknown Cuyahoga County Zip Codes*****					2.9%	0.0%
Missing*****					0.0%	100.0%
Unknown*****					0.0%	0.0%
Total Cuyahoga County		100.0%	100.0%	100.0%	100.0%	0.0%
Total Known Cleveland		30.5%	30.7%	67.3%	56.2%	0.0%
Total Known Suburbs		69.5%	69.3%	32.7%	40.9%	0.0%
Unknown & Missing					0.0%	100.0%



Attachment 4: Actual Consumer Zip Codes (continued)

* U.S. Census SF1 (P1)
** U.S. Census 2000, SF3 (P8)
*** Cuyahoga County data only SF3 (PCT50)
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

Attachment 5: Profile of Core Service Providers – 2005

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
Total Number of Organizations	23	1
Number of Organizations by Type		
Nonprofit	22	1
For-profit	-	-
Government	1	-
Other	-	-
Total Number of Service Sites	27	-
Number of Service Sites per Organization		
1	20	-
2 – 5	3	-
6 – 10	-	-
11+	-	-
Geographical Location of Service Sites, by ZIP Code		
44017 – Berea		
44022 – Bentleyville	-	-
44040 – Gates Mills/Mayfield Village	-	-
44070 – North Olmsted	1	-
44101 – Cleveland	1	-
44102 – Brooklyn/Cleveland	-	-
44103 – Cleveland	-	-
44104 – Cleveland	1	-
44105 – Newburgh Hts/Garfield Hts	1	-
44106 – Cleveland Hts/Cleveland	-	-
44107 – Cleveland/Lakewood	2	-
44108 – Cleveland/East Cleveland	-	-
44109 – Cleveland/Brooklyn Hts	2	-
44110 – Cleveland/Bratenahl	2	-
44111 – Cleveland	-	-
44112 – Cleveland/East Cleveland	1	-
44113 – Cleveland	2	-
44114 – Cleveland	2	-
44115 – Cleveland	1	-
44116 – Rocky River	4	-
44117 – Cleveland/Euclid	-	-
44118 – Euclid/University Hts	-	-
44119 – Cleveland/Euclid	3	-
44120 – Cleveland/Shaker Hts	-	-
44121 – University Hts/South Euclid	3	-
44122 – Orange/Warrensville Hts	-	-
44123 – Euclid	1	-
44124 – Pepper Pike/Mayfield Village	-	-
44125 – Valley View/Garfield Hts	-	-
44126 – Cleveland/Fairview Park	-	-
44127 – Cleveland	-	-
44128 – Cleveland/Warrensville Hts	-	-
44129 – Cleveland/Brooklyn/Parma	-	-
44130 – Cleveland/Parma	-	-
44131 – Seven Hills/Brooklyn Hts	-	-
44132 – Euclid	-	-

Attachment 5: Profile of Core Service Providers (continued)

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
44133 – North Royalton	-	-
44134 – Parma/Cleveland	-	-
44135 – Cleveland/Linndale	-	-
44136 – Strongsville	-	-
44137 – Maple Hts/Cleveland	-	-
44138 – Olmsted Twp/Olmsted Falls	-	-
44139 – Bentleyville/Glenwillow/Solon	-	-
44140 – Bay Village	-	-
44141 – Brecksville	-	-
44142 – Cleveland/Brookpark	-	-
44143 – Highland Hts/South Euclid	-	-
44144 – Brooklyn/Cleveland	-	-
44145 – Westlake	-	-
44146 – Walton Hills/Oakwood/Bedford	-	-
44147 – Broadview Hts	-	-
44149 – Strongsville	-	-

Attachment 6: Providers and Functions – 2005

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
100 Black Men Of Greater Cleveland	Academic Enrichment/Mentoring For Youth
Asian Services In Action	Youth Mentoring And Prevention
Bellefaire Jewish Children's Bureau	Child / Adult Companionship
Berea Children's Home And Family Services	Juvenile Court - Mental Health Services - Girls
Big Brothers/Big Sisters Greater Cleveland	Mentoring Services - High School & College Mentors, Mentoring Services - Mentors (Bigs) And Mentees (Littles), Becoming A Big Brother Or Big Sister (Volunteers)
Case Western Reserve University	College Preparation - East Cleveland Youth
Catholic Charities Services Of Cuyahoga County	After School Program With Congregate Meal
Children's Community Access Program	Mentoring
Clergy United For Juvenile Justice	Services For Adjudicated Or At-Risk Youth
Cleveland Municipal School District	Education - School To Work Program
East End Neighborhood House	Mentoring/Tutoring-Youth
Fairhill Center	Gardening – Intergenerational, Mentoring
HUMADAOP	Tutoring And Mentoring For Latino Adolescents
Jamaican Assn. Of Greater Cleveland	Transitional Assistance - Jamaicans & West Indians
Junior League Of Cleveland	Mentoring
Men Of Brick	Youth Skill Development And Mentoring
Merrick House	Mentoring
Prison Fellowship Ministries	Youth Mentoring
Rotsky Foundation For Mentors - The	Mentoring
Shaker Heights Youth Center	Youth Mentoring
St. Ignatius High School	Mentor – Youth
Vocational Guidance Services	Independent Living Skills Development
Youth Opportunities Unlimited	Youth Mentoring

Bold represents agencies funded by United Way for this service.

Attachment 7: United Way - First Call for Help Adult/Child Mentoring Requests – 2000-2004: Greatest Increase/Greatest Decrease

PH-140.500-10 Adult/Child Mentoring								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change*	Avg. #
		2000	2001	2002	2003	2004	00&04	Calls 00-04
44113	Cleveland	1	1	2	3	4	300%	2
44110	Cleveland/East Cleveland	1	1	7	1	4	300%	3
44111	Cleveland	1	3	3	1	3	200%	2
44135	Cleveland/Linndale	1	2	6	1	3	200%	3
44137	Maple Hts/Cleveland	3	3	1	4	6	100%	3
44121	University Hts/South Euclid	1	4	1	1	2	100%	2
44123	Euclid	0	0	2	0	3	N/A	1
44122	Beachwood/Highland Hills/Shaker Hts.	0	0	0	0	2	N/A	0
44133	North Royalton	0	0	0	0	2	N/A	0
44022	Bentleyville	0	0	0	0	1	N/A	0
44129	Brooklyn/Parma/Cleveland	0	0	0	0	1	N/A	0
44103	Cleveland	0	5	6	1	1	N/A	3
44114	Cleveland	0	0	2	0	1	N/A	1
44115	Cleveland	0	1	2	2	1	N/A	1
44117	Euclid/Cleveland	0	0	3	2	1	N/A	1
44070	North Olmsted	0	0	0	1	1	N/A	0
44146	Walton Hills/Oakwood/Bedford	0	1	1	2	1	N/A	1
44140	Bay Village	1	0	0	0	0	(100%)	0
44141	Brecksville	1	0	0	0	0	(100%)	0
44106	Cleveland/Cleveland Hts	5	3	4	5	0	(100%)	3
44143	Highland Hts/Richmond Heights	2	1	1	0	0	(100%)	1
44138	Olmsted Twp/Olmsted Falls	1	0	0	0	0	(100%)	0
44134	Parma/Cleveland	3	2	0	0	0	(100%)	1
44125	Valley View/Garfield Hts	3	1	5	0	0	(100%)	2
44145	Westlake	2	0	0	0	0	(100%)	0
**Total Cuyahoga County		77	86	127	82	77	0%	90
**Total Cleveland		34	48	75	44	38	12%	48
**Total Suburbs		43	38	52	38	39	(9%)	42

* Extremely high percentages are due to low numbers.

** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.

Attachment 8: United Way - First Call for Help 2000-2004: Unmet Need

PH-140.500-10 Adult/Child Mentoring					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44138	Olmsted Twp/Olmsted Falls	1	0	1	100%
44124	Pepper Pike/Mayfield Hts./Lyndhurst	1	0	1	100%
44116	Rocky River	1	0	1	100%
44144	Brooklyn/Cleveland	3	1	2	67%
44136	Strongsville	3	1	2	67%
44134	Parma/Cleveland	5	2	3	60%
44125	Valley View/Garfield Hts	9	4	5	56%
44017	Berea	2	1	1	50%
44070	North Olmsted	2	1	1	50%
44143	Highland Hts/Richmond Heights	4	3	1	25%
44130	Parma/Cleveland	8	6	2	25%
44135	Cleveland/Linndale	13	10	3	23%
44128	Warrensville Hts/Cleveland	19	15	4	21%
44119	Cleveland/Euclid	5	4	1	20%
44105	Cleveland/Newburgh Hts/Garfield Hts	30	24	6	20%
44107	Lakewood/Cleveland	10	8	2	20%
44111	Cleveland	11	9	2	18%
44103	Cleveland	13	11	2	15%
44112	East Cleveland/Cleveland	21	18	3	14%
44109	Cleveland/Brooklyn Hts	22	19	3	14%
44104	Cleveland	33	29	4	12%
44137	Maple Hts/Cleveland	17	15	2	12%
44102	Cleveland/Brooklyn	30	27	3	10%
44118	ClevelandHts/UniversityHts/ShakerHts	21	19	2	10%
44110	Cleveland/East Cleveland	14	13	1	7%

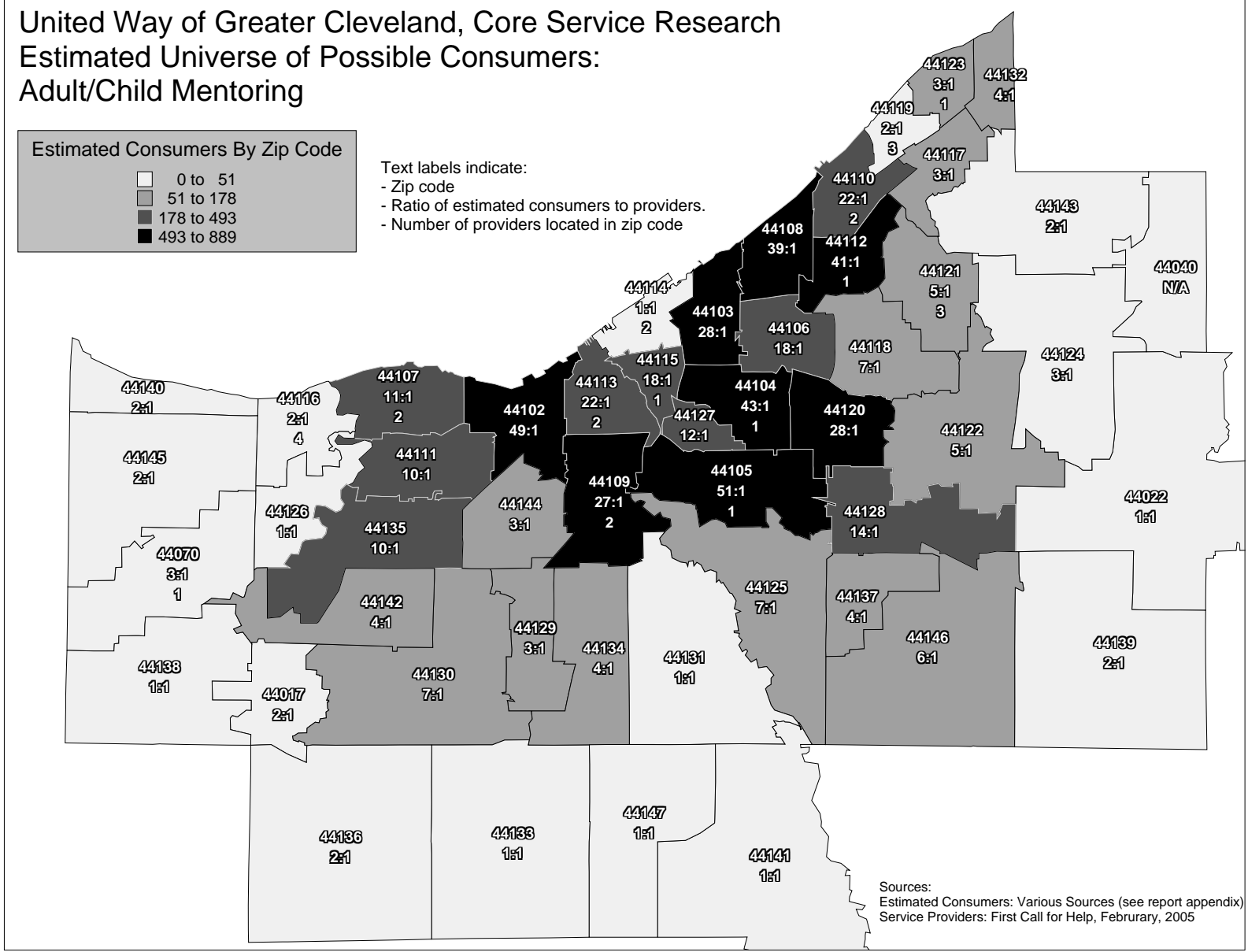
Attachment 8: United Way - First Call for Help Adult Child Mentoring Programs Requests 2000-2004: Unmet Need (continued)

PH-140.500-10 Adult/Child Mentoring				
United Way - First Call for Help Requests 2000-2004				
Unmet Need				
Zip Code	TOTALS 00-04			%
	Requests	Met	Unmet	Unmet
* Total Cuyahoga County	449	391	58	13%
* Total Cleveland	239	214	25	10%
* Total Suburbs	210	177	33	16%
FCFH DATA NOTES				
<p>Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)</p> <p>Unmet = service request for which there was no referral.</p> <p>Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.</p> <p>* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.</p>				

Attachment 9: Service Site Index

Core Service: Adult/Child Mentoring Service Site Index									
Zip	Number of Sites*****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 5-17 (#)**	Estimated Persons in Need - Youth 5 to 17 Below Poverty***	Estimated Universe of Possible Consumers per Geographical Area****	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for	Potential Service ACCESSIBILITY by Service Consumers per Geographical Ratio of CONSUMERS to Service SITES
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/2005	
TOTAL	27			1,393,978	256,467	47,213	9,443	27	350:1
Percent					18.4%	18.4%	20.0%		
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	1,796	257	51	17	3:1
44105	1	Cleveland/NewburghHts/GarfieldHts (75%)	African Am 61.9%	54,834	12,428	4,298	860	17	51:1
44106	-	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	4,732	1,738	348	19	18:1
44110	2	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	5,878	1,950	390	18	22:1
44120	-	Shaker Hts/Cleveland	African Am 76.7%	47,349	9,474	2,506	501	18	28:1
44103	-	Cleveland (100%)	African Am 80.2%	25,348	6,083	2,902	580	21	28:1
44108	-	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	8,679	3,507	701	18	39:1
44112	1	East Cleveland/Cleveland	African Am 95.2%	33,222	7,394	3,051	610	15	41:1
44104	1	Cleveland (100%)	African Am 97.5%	28,904	7,790	4,308	862	20	43:1
44115	1	Cleveland (100%)	African Am 98.4%	8,186	1,866	1,384	277	15	18:1
44114	2	Cleveland (100%)	Asian 20.3%	3,891	217	62	12	15	1:1
44109	2	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	8,898	2,465	493	18	27:1
44102	-	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	11,031	4,447	889	18	49:1
44113	2	Cleveland (100%)	Hispanic 23.5%	19,466	3,107	1,686	337	15	22:1
44017		Berea		19,005	3,048	185	37	17	2:1
44022	-	Bentleyville		17,720	2,201	74	15	17	1:1
44040	-	Gates Mills/Mayfield Village		2,883	526	0	0	19	N/A
44070	1	North Olmsted		34,081	6,170	236	47	17	3:1
44101	1	Cleveland (100%)		-	0	0	0	17	N/A
44107	2	Lakewood/Cleveland		56,710	8,543	970	194	11	11:1
44111	-	Cleveland (100%)		42,967	7,251	933	187	19	10:1
44116	4	Rocky River		21,122	3,291	61	12	8	2:1
44118	-	ClevelandHts/UniversityHts/ShakerHts		45,279	7,999	691	138	19	7:1
44119	3	Cleveland/Euclid (50%)		13,493	2,028	186	37	15	2:1
44121	3	University Hts/South Euclid		35,185	6,499	457	91	17	5:1
44122	-	Beachwood/Highland Hills/ShakerHts		34,883	6,319	418	84	17	5:1
44123	1	Euclid		18,363	2,977	283	57	17	3:1
44124	-	Pepper Pike/MayfieldHts/Lyndhurst		40,334	5,542	230	46	15	3:1
44125	-	Valley View/Garfield Hts		29,876	5,242	554	111	15	7:1
44126	-	Fairview Park/Cleveland		17,196	2,804	103	21	17	1:1
44127	-	Cleveland (100%)		8,403	2,190	1,004	201	17	12:1
44128	-	Warrensville Hts/Cleveland		33,612	6,074	1,185	237	17	14:1
44129	-	Brooklyn/Parma/Cleveland		29,658	5,026	294	59	17	3:1
44130	-	Parma/Cleveland		53,615	7,765	637	127	17	7:1
44131	-	Independence/Seven Hills/BrooklynHts		20,666	3,311	99	20	17	1:1
44132	-	Euclid		15,322	2,593	321	64	15	4:1
44133	-	North Royalton		28,685	5,453	111	22	15	1:1
44134	-	Parma/Cleveland		40,396	6,555	337	67	17	4:1
44135	-	Cleveland/Linddale (90%)		28,561	5,046	891	178	17	10:1
44136	-	Strongsville		43,858	8,737	151	30	15	2:1
44137	-	Maple Hts/Cleveland		26,107	5,128	374	75	17	4:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	3,256	48	10	15	1:1
44139	-	Bentleyville/Glenwillow/Solon		22,231	5,478	164	33	15	2:1
44140	-	Bay Village		16,076	3,137	139	28	15	2:1
44141	-	Brecksville		13,676	2,438	68	14	15	1:1
44142	-	Brookpark/Cleveland		21,132	3,779	318	64	17	4:1
44143	-	Highland Hts/Richmond Heights		23,730	4,082	181	36	15	2:1
44144	-	Brooklyn/Cleveland		21,805	3,011	259	52	17	3:1
44145	-	Westlake		31,972	5,634	115	23	15	2:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	5,003	463	93	15	6:1
44147	-	Broadview Hts		15,954	2,958	112	22	15	1:1

* U.S. Census 2000, SF1 (P1)
 ** U.S. Census 2000, SF3 (P6)
 *** Cuyahoga County data only, SF3 (PCT50)
 **** Including both realized and unrealized access, the estimated universe of possible consumers for Adult/Child Mentoring Programs is 9,443 youth ages 5-17. This assumes that 20 percent of youth access mentoring service through the formal social service delivery system (47,213 x 20% = 9,443).
 ***** United Way - First Call for Help, February 2005





**United Way of
Greater Cleveland**

1331 Euclid Avenue
Cleveland, Ohio 44115

uws.org/CoreServicesPlanning