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TO: Co-Chair London and Members of the Education Partnership Committee
FROM: Councilmember Desley Brooks
DATE: March 9, 2010

RE: **The Informational Report and Overview From PolicyLink On The U.S. Promise
Neighborhoods Initiative: A Primer and Planning Guide For Organizations
Interested In Replicating The Harlem Children's Zone Model**

Attached for your reference is a report prepared by PolicyLink. Angela Glover Blackwell, Founder and CEO of PolicyLink, will be available to present the report and answer questions.

Respectfully submitted,

A handwritten signature in black ink that reads "Desley Brooks".

Desley Brooks –Councilmember Dist. 6
Co-Chair of Education Partnership
Committee

Enclosed:
Attachments A, B, C, D, E

Item: _____
Education Partnership Comte.
March 9, 2010



Lifting Up What Works

PolicyLink

Founded in 1999, PolicyLink is a national research and action institute advancing economic and social equity by Lifting Up What Works.

Using research, analysis, and advocacy, PolicyLink partners with local and national organizations to achieve a society in which all people, including low-income people and communities of color, can participate and prosper.

We believe that the wisdom, voice, and innovation of those closest to the nation's challenges are critical to finding solutions to those challenges. By bridging the traditional divide between community leaders and policymakers, PolicyLink empowers communities to become effective advocates to connect hope to real change.

In America today, where you live largely determines your access to opportunity. PolicyLink works to ensure that all communities are "communities of opportunity" by connecting affordable housing options to high-quality schools, good jobs, and reliable public transit. PolicyLink also helps to ensure that all communities are healthy places with access to fresh fruits and vegetables in nearby grocery stores and opportunities for physical activities in safe, clean streets and parks.

An equitable society is one where all people can reach their full potential. Our advocacy efforts focus on this broad cross-section of issues because the pursuit of equity—just and fair inclusion for all—demands a multi-disciplinary, cross-sector approach.

The PolicyLink advocacy agenda is rooted in more than a decade of cultivating local leadership to resolve issues critical to their communities. During the organization's three national summits, representatives from more than 2,500 organizations from nearly 100 metropolitan and rural regions have come together to attempt to solve some of the nation's most intractable problems.

All Americans deserve access to the opportunities they need to thrive. PolicyLink helps build the bridge to an equitable America.

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Harlem Children's Zone

"An all-encompassing, all-hands-on-deck, anti-poverty effort that is literally saving a generation of children."

— President Barack Obama

OUR RESULTS

For the seventh year
in a row,

100%

of our Harlem Gems
pre-kindergartners
were assessed to be
"school ready"

100%

of third-graders
at our Promise
Academy charter
schools were at or
above grade level
on the statewide
math exam

87%

of eighth-graders
at our Promise
Academy charter
schools were at or
above grade level
on the statewide
math exam

57

trophies were won
by our chess team
in 15 tournaments
nationwide this year

92

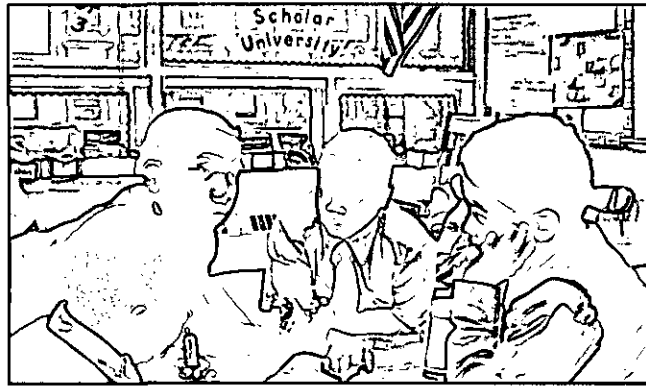
trophies in national
karate tournaments
were brought home
by our students
this year

90%

of our high school
seniors have been
accepted into
college

\$6.3M

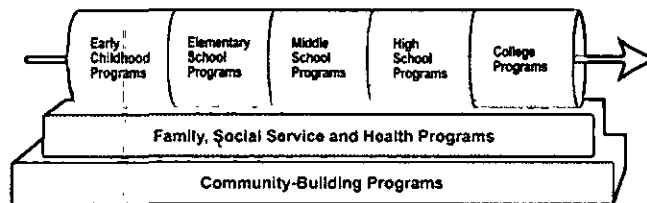
in scholarship
money was awarded
to our high school
seniors



The Harlem Children's Zone® is an acclaimed nonprofit that is breaking the cycle of generational poverty for thousands of children and families.

The organization's highly successful Harlem Children's Zone Project creates an interconnected pipeline of education and social-service programs for children, from birth through college, and works to strengthen the families and community around those children. The HCZ Project's unprecedented success led President Barack Obama to commit to creating 20 "Promise Neighborhoods" modeled on it.

THE HCZ PIPELINE TO SUCCESS



At the heart of our work is the desire to prevent another generation of children from being lost to poverty and all that comes with it: low academic achievement, violence, substance abuse, prison, illness. The agency operates two public charter schools as well as after-school and family-support programs in Central Harlem. HCZ continuously evaluates each of its programs to ensure that they are making progress toward our goal of getting thousands of Harlem's children into college and ready for the workplace.

HCZ President and CEO Geoffrey Canada is an internationally renowned advocate for children and has been called "one of America's best leaders" by *U.S. News and World Report*.

The success of the Harlem Children's Zone is a direct result of the generous support of people like you, so please consider donating to HCZ today.

HCZ BY THE NUMBERS

97 blocks in
Central Harlem

10,462 children served
in 2009

7,434 adults served
in 2009

\$75 million annual
budget (FY 2010)

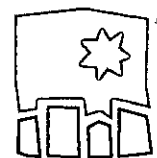
1,500 staff, including
1,000 part time

1,200 students at
Promise Academy charter
schools

491 students attending
college

\$7.3 million in tax funds
returned through free
tax-assistance program

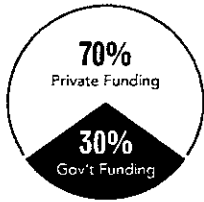
18 program sites and
2 K-12 charter schools



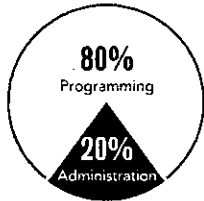
Harlem Children's
ZONE

www.hcz.org

HOW HCZ IS FUNDED

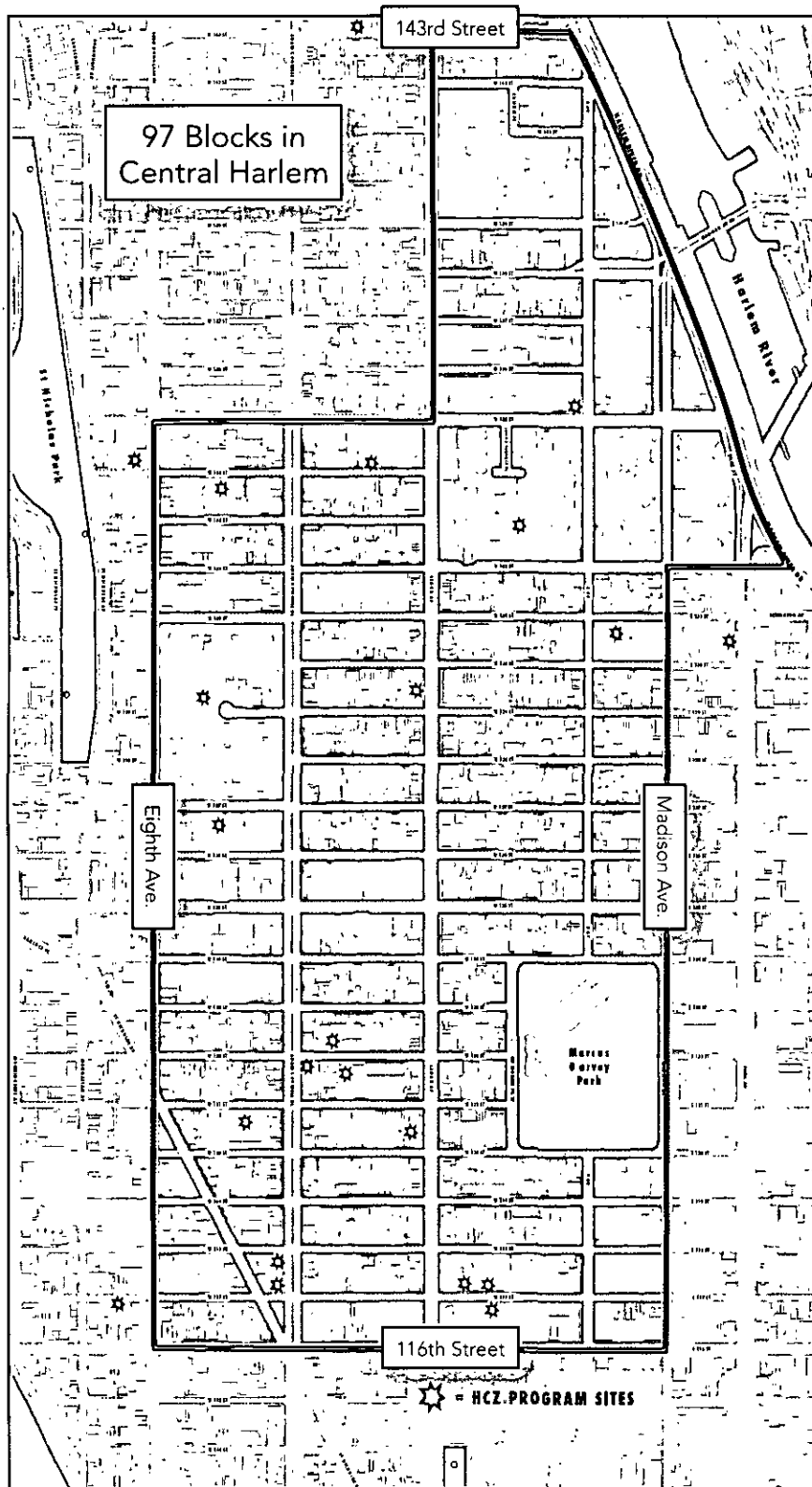


HOW FUNDING IS SPENT



\$5,000 vs \$50,000+

HCZ spends \$5,000 per child annually, while New York City spends more than \$50,000 each year to incarcerate an inmate.



Statistical Portrait of Harlem

- 73% of children are born into poverty
- 36% of adults have not completed high school
- 31.5% of families have annual income below \$15,000
- 76% of children are born to single mothers
- 44% obesity rate among school children
- 3 times the unemployment rate of the city and nation

Visit us at www.hcz.org
For more information, email info@hcz.org or call 212-360-3255
Development Office, 35 East 125th Street, New York, NY 10035



CHARITY NAVIGATOR
Your Guide To Intelligent Giving

HCZ has received seven consecutive 4-star ratings



**Promise Neighborhoods:
Recommendations for a National Children's Anti-Poverty Program
Inspired by the Harlem Children's Zone®
Revised May 18, 2009**

Opportunity

Create a comprehensive childhood anti-poverty program that is based on the application of five core principles that embodies the HCZ theory of change:

1. **Achieve Neighborhood Scale:** By focusing on an entire community and blanketing it with services, HCZ works to: a) transform the physical and social environments that impact child development; and b) reach thousands of children at a scale required to change the outcomes for the entire community, not just of a few children.
2. **Build Community:** HCZ engages residents, institutions, and stakeholders including schools, faith-based institutions, health care organizations, tenant and block associations, cultural organizations and corporations, to come together to rebuild the fabric of the community to be a supportive place for children.
3. **Create a Pipeline of Programs:** HCZ employs a pipeline of accessible, linked, best practice programs and high quality schools for children and young adults from 0-23 years old, starting when parents are pregnant and finishing when children graduate from college. The pipeline is enveloped by programs that serve families and the larger community as they have crucial impacts on child development. This integrated pipeline and supports ensure that children cannot fall through the cracks at any point.
4. **Evaluate:** Program outcomes are consistently tracked and evaluated, to create a feedback loop that cycles data back to program management to improve and refine program offerings. Having evaluation in-house builds organizational capacity by keeping the intellectual capital within HCZ staff.
5. **Cultivate Organizational Culture:** HCZ focuses on developing a culture of passion, accountability, leadership, and teamwork.

Recommended Promise Neighborhoods Program Core Mission/Purpose: The Promise Neighborhoods program must provide poor children with every possible chance to succeed through the combined development of high-quality, comprehensive, coordinated, neighborhood-based programs for children, youth, young adults, and parents, combined with efforts to rebuild the fabric of the community.

Program: Over time, each designated Promise Neighborhood would create a pipeline of accessible, linked, best practice programs and high quality schools for neighborhood children and young adults, starting when parents are pregnant and finishing when children graduate from college. The pipeline should be enveloped with additional programs to support parents, families, and the larger community.

Getting Started: Each Promise Neighborhood would build the comprehensive pipeline starting from the program(s), the age group(s), and/or the geographic area in which the lead agency and any partners are already strongly established.

Eligible Places: To become a Promise Neighborhood, an applicant would have to show the proposed area has a childhood poverty rate of at least 30%, with additional indicators of childhood disadvantage, or a childhood poverty rate of at least 40%. Neighborhoods would be defined using social, economic, and geographic boundaries that need not be restricted by census tract boundaries. A minimum number of children would need to reside in the neighborhood. (HCZ started the HCZ Project in a 24 block area where 3,000 children live and now serves over 8,000 annually in the 97 block HCZ and an additional 2,000 in its programs outside this catchment area.).

Eligible Anchor Entities: To become the responsible anchor entity of a Promise Neighborhood, an entity would need to be a nonprofit, with a 501(c)(3) designation. Several organizations could apply as a partnership, but one organization would be designated as the lead and have responsibility for overall accountability and coordination. The experience of a proposed anchor entity would be evaluated based on neighborhood-related factors such as: evidence of long-term engagement in the community; evidence of vision and capacity to launch successful initiatives; and an ability to partner with organizations, corporations, and community leaders.

Leadership and Staffing: The anchor applicant and supporting organizations would have a positive track record and experience in direct service work, specifically towards combating childhood poverty.

Program Design and Structure: Applicants would clearly articulate their program goals and show how they plan to adhere to the Harlem Children's Zone five core principles of:

- 1) achieving neighborhood scale;
- 2) building community;
- 3) creating a pipeline of high-quality, coordinated, accessible programs;
- 4) evaluating programs to facilitate continuous improvement; and
- 5) cultivating an organizational culture of passion, accountability, leadership and teamwork.

Federal Leadership and Oversight: As part of the Department of Education (DOE), we recommend that the Promise Neighborhoods program have the following characteristics:

- Multifaceted and Comprehensive Approach – DOE must provide a clear identity, leadership, and ethos for the Promise Neighborhoods program by ensuring that it is as multi-faceted as the HCZ model itself. This would involve a comprehensive approach that is place-based and integrates child and youth services, early childhood programs, education, college and career preparation parent education, social work services, and community building programs.
- Accountability - Leadership for the program should report directly to the Secretary of Education to ensure that the program receives attention, does not get lost in the government bureaucracy, and has the needed flexibility not available if it is made to fit in a narrowly defined program area.
- Cross-agency Advisors – As a way to ensure a cooperative, multifaceted approach, DOE should create and request a mandate for an interagency advisory role for several other departments including the Federal Department Heads of the Departments of: Housing and Urban Development, Labor, Health and Human Services, and the Environmental Protection Agency. This interagency group should develop the requests for proposals; as well as conduct grant review, approval, and allocation processes for implementation of the Promise Neighborhoods program.
- Access to and Coordination with Other Federal Programs – Promise Neighborhoods will need to coordinate with and access other federal programs such as: Head Start, Child and Adult Care Food Program, 21st Century Schools, Title V (after-school), National Endowment for the Arts, Workforce Investment Act, and YouthBuild USA.

These programs' resources will be needed in addition to the funds provided for participating in the Promise Neighborhoods program. A streamlined process will be required for Promise Neighborhoods to access the range of appropriate federal programs and revenue streams for a comprehensive approach.

Technical Assistance Provider(s): High quality technical assistance providers would support planning, development, implementation, and cross-site learning. There is important knowledge of promising practices and peer networks related to Promise Neighborhoods outside of government. To tap field experience and leadership, DOE should contract with an intermediary to do training, technical assistance, and evaluation.

Promise Neighborhood Grants: Federal funding for Promise Neighborhoods would be awarded in phases. First, an applicant must submit a Letter of Intent for a planning grant based on one of three categories of readiness to launch a Promise Neighborhood:

- 1) "Ready" – those organizations that have a multi-year plan that adheres to the five core principles and are ready to implement or whose operations are already adhering to the five core principles;
- 2) "Capacity Builders" – those organizations that are in advanced stages of preparing a 10-year plan that adheres to the core principles, are already providing services, but are not yet operating under the core principles, and who need to build capacity and/or need to re-align their programs and mission to meet the Promise Neighborhood principles; and
- 3) "Planners" – those organizations that need significant time to create a 10-year plan to meet the Promise Neighborhood principles, in addition to building capacity and beginning implementation.

In addition to the Letter of Intent, an applicant would submit a commitment letter from a funder(s) or partner(s) willing to provide matching resources for an approved Promise Neighborhood. Of those organizations who received a planning grant, 80 organizations would be eligible to apply for the next application phase by articulating how they would meet eligibility criteria, serve children through high-quality programs/services in its beginning stages, and provide a plan for how it would build out the pipeline of services over time to serve 65 percent of all children ages 0-23 within the geographic boundaries of the designated Promise Neighborhood (either by growing the program to provide more services to more children or expanding their service area to include more children).

Federal Funding: Promise Neighborhoods requires a commitment of long-term, sustainable funding to realize positive outcomes. DOE should determine reasonable short-term, intermediate, and long-term outcomes, and educate and seek support in Congress for funding over multiple years. Each local Promise Neighborhood will need to combine the resources it receives from the national program with funds from other federal programs, as well as with local and state resources, and philanthropic contributions.

The first year grant would be part of a 10-year grant award process for those in the first two categories ("ready" and "capacity builders") and it would be a six-month grant (with extensions up to 12-months) for those who are in the "planners" category. Initial grant awards would range from up to \$500,000 for "planners" to up to \$20 million for those prepared to or who are already fully implementing the Promise Neighborhoods program. Applicants in the "ready" and "capacity builders" categories would be required to have secured multi-year matching private funds of at least one-third of their federal grant award.

A federal categorical grant with a minimum 10-year commitment would include, but not be limited to support for:

- Direct programs and services to children and families
- Capacity building
- National and local evaluation systems, including building human capital within local staff
- Technical assistance and peer learning for local sites

- Information technology and database systems to develop national and local technology infrastructures, including the building, staffing, and content management of a national website and database system
- Administrative overhead for federal management and oversight.

Selection Criteria: Applicants would be selected based on criteria linked to the core principles, community needs, the potential impact of proposed programs, the breadth and comprehensiveness of the proposed programs, and the ability to provide effective pathways to post secondary education.

Continuous Improvement and Evaluation: Success of the Promise Neighborhoods program is contingent upon ongoing tracking of the program, feedback about its performance, assessment of its impact, and the ongoing use of this information over time to determine and implement needed program adjustments. Both local and national assessments would be required in order to serve the needs of each Promise Neighborhood and to examine the impact of the interplay of programs over time on children's lives.

Research on Modeling a National Program on HCZ

For almost two years, PolicyLink and the Harlem's Children's Zone have conducted extensive research to examine the possible directions and components for a national Promise Neighborhoods program. This has included:

- Quantitative research and analysis of child poverty data for major U.S. cities;
- Geographic Information System (GIS) mapping of poverty data for major U.S. cities;
- Modeling of potential child poverty characteristics and sizes for a Promise Neighborhoods program in major cities;
- Meetings with experts on a range of policy issues to review and discuss research;
- Interviews with service providers in poor rural communities and with rural poverty experts;
- Scan of smaller cities and rural areas to review child poverty and GIS data;
- Research on several federal programs to explore potential governance, funding, staffing, and implementation issues; and
- Review of HCZ information—practices, lessons learned, data, and history—relevant for a potential national Promise Neighborhoods program.

Based on this research, we have developed our recommendations for a national Promise Neighborhoods program.

Conclusion

The HCZ model of multifaceted, comprehensive best practice approaches for education, health, and social services for children from birth through college graduation holds the framework, the inspiration, and the principles for a new national paradigm of place-based initiatives to help poor children succeed. PolicyLink and HCZ provide this summary and stand ready to help shape the development of a National Promise Neighborhoods Program.

Contact Information

PolicyLink

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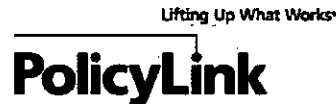
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Harlem Children's Zone

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A Results Focus for the *Promise Neighborhoods* Initiative

The attached framing document, "*Focusing on Results in Promise Neighborhoods: Recommendations for the Federal Initiative*" is a discussion paper jointly authored by the Harlem Children's Zone (HCZ), PolicyLink, and The Center for the Study of Social Policy, with contributions by Child Trends. This draft is being released at the "*Changing the Odds*" conference to advance the discussion about how a focus on results would contribute to the federal initiative.

The document recommends that the central focus of *Promise Neighborhoods* be on achieving a core set of results for poor children and families. These overarching results should drive the planning, design, start-up activities, program implementation, and evaluation of the individual sites and the overall initiative. The paper describes the partnership between the three organizations and the research we commissioned Child Trends to conduct on the results for children and families that most contribute to the overall goals of *Promise Neighborhoods* as well as the availability and usefulness of data to track progress against those results.

A summary of this research and a suggested results framework are included in the paper. The framework is built around four overarching results for *Promise Neighborhoods*: 1) *children are healthy and prepared for school entry*; 2) *children and youth are healthy and succeed in school*; 3) *youth graduate from high school and college*, and 4) *families and neighborhoods support the healthy development, academic success and well-being of their children*. The tables attached to the paper recommend an approach of identifying core results for the initiative, to be pursued by all sites, and optional results, which could be selected based on local need, capacities and priorities.

We hope that this document sparks discussion of the importance of a strong results focus in *Promise Neighborhoods* and will be helpful to the development of the federal initiative. A final version of the paper will be available on the Harlem Children's Zone (www.hcz.org), PolicyLink (www.policylink.org), and The Center for the Study of Social Policy (www.cssp.org) websites by mid-December.

The draft report from Child Trends titled, "*Outcomes and Indicators for Children: An Analysis to Inform Discussions about Promise Neighborhoods*," was an important source of information for the above discussion paper. It is a synthesis of research about the factors contributing to children's healthy development, academic success, and college graduation. It also contains a literature review and a list of references that supports the research. When final, that paper will be available at: www.childtrends.org.

We welcome your feedback and comments. To reach us, please email us at:
resultsframework@policylink.org and/or resultsframework@cssp.org.



**FOCUSING ON RESULTS
IN PROMISE NEIGHBORHOODS**

Recommendations for the Federal Initiative

*A Discussion Paper
by
Harlem Children's Zone
PolicyLink
The Center for the Study of Social Policy*

*With Support in Preparation of the Paper from
The Annie E. Casey Foundation*

FOCUSING ON RESULTS IN PROMISE NEIGHBORHOODS

Recommendations for the Federal Initiative

Promise Neighborhoods is a proposed federal initiative inspired by the approach and achievements of the Harlem Children's Zone. Its purpose is to help selected local communities dramatically improve outcomes and opportunities for children and families, at scale, in defined neighborhoods. The initiative will necessarily be diverse in its application, reflecting local needs and context. Looking ahead to this variation, and given the importance of what *Promise Neighborhoods* seeks to achieve for so many children, families, and communities, keeping the ultimate, desired results at the forefront of all aspects of the initiative is essential.

To that end, Harlem Children's Zone, PolicyLink, and the Center for the Study of Social Policy have come together to propose that *the central focus of Promise Neighborhoods should be on achieving a core set of results for poor children and families*. Success for individual sites, as well as for the overall initiative, will require that these results drive planning and design, start-up activities, program implementation and evaluation.

Having clearly defined results drive the work of *Promise Neighborhoods* has important advantages:

- The rigorous pursuit of results for children and families is a formidable and sustainable force for change:
 - It allows multiple stakeholders to focus on common goals and aspirations that bridge diverse constituencies and points of view; collaborate across professional and political boundaries; mobilize joint action; and sustain efforts over time.
 - It produces data and information that: (1) let local stakeholders know how and whether the initiatives are making a difference for children, families, and communities; and (2) make policymakers (and public and private funders) more willing to invest.
 - It allows comparison of progress among interventions, over time, and among sites, making it possible to select the programs and strategies that are most likely to produce positive outcomes in a specific context.
 - It creates incentives for local initiatives to identify and characterize the populations that need to be reached and served in order to achieve, ultimately, community-wide and population-level changes for children.
- Driving with results for children and families means:
 - **Measurement matters.** Measurable goals are identified that are clearly stated, meaningful and ambitious.
 - **Data matter.** Data systems are in place, with the capacity to capture, store and access data for community planning, decision-making and accountability.

- **Performance matters.** Initiatives are judged by the results achieved, not merely by good efforts.

This approach places accountability for improving the well-being of children and families at the center of all aspects of the initiative. It aims to assure that:

- Results-based accountability is used as a framework for initiative planning proposals.
- A focus on the desired results – and “mapping backward” from those results to choose evidence-informed program strategies – is the frame used for assessing the likely strength of proposed interventions.
- Federal investments will build local capacity to implement a results-based approach. To achieve desired results for children and families over a decade, communities need: (1) broad-based alliances of public and private stakeholders sharing a commitment to the same results (including local government, community-based organizations, schools, business, philanthropy, parents and other partners); (2) capacity to collect, analyze and use data; (3) ability to coordinate multiple funding sources; and (4) capacity to mobilize public will. Federal support for strengthening communities’ capacity in these and other ways will not only contribute to *Promise Neighborhoods*’ success, but can help create each community’s “platform of capacity” to achieve results that will be a lasting legacy of the initiative.
- Evaluation of *Promise Neighborhoods* will augment on-going, real time tracking of progress toward results and reflect each community’s choices of the priorities and sequence of results they elect to work on, within a national framework.

The remainder of this paper describes in more detail the implications of this approach for the conceptualization and development of *Promise Neighborhoods*.

A Results Framework for the Initiative

We recommend that *Promise Neighborhoods* define and use a results framework that is anchored in four overarching results. These results are the central statements of what the initiative will achieve for children and families. They reflect a “pathway” or “pipeline” for children’s healthy development and academic success. They culminate in the ultimate goal of college graduation (or success in obtaining another rigorous post-secondary credential). And, these four overarching results, we believe, communicate simply and clearly what *Promise Neighborhoods* strives to achieve – assuring that:

- ***Children are healthy and prepared for school entry***
- ***Children and youth are healthy and succeed in school***
- ***Youth graduate from high school and college, and***
- ***Families and neighborhoods support the healthy development, academic success, and well-being of their children.***

These four overarching or end results must be further supported by more specific results statements, some defined as “core” and others viewed as “optional”, but all of which are strongly linked to the overarching results.

1. **Core results for all sites:** A core set of results would be established that would be used by all communities selected as *Promise Neighborhoods*.
 - **These results would be those that are most central to achieving the initiative’s overarching, long term goals and are within the initiative’s purview**, that is, assuring that children served by the initiative, and eventually all children in the defined community area, are healthy and prepared for school, succeed in school, and graduate from high school and obtain a college degree or other rigorous form of post-secondary credential.
 - These results would be **selected based on what is known about the factors that most contribute to children’s overall healthy development, academic success, and success in adult life.**
 - The results framework would include **results related to family well-being, since research and experience have shown that children’s well-being is inextricably linked to families’ parenting capacity and economic security.** This approach recognizes that addressing family needs – supporting the two generations (or more) within a family – can be an important avenue for ensuring children’s healthy development and school success.
 - The core results to be used by all local initiatives would be a **manageable number.** Experience indicates that communities do better when their efforts are oriented to fewer, clearly-defined results, around which strong consensus can be forged, rather than an unmanageable laundry list of desirable outcomes.
 - The core results would have to be **achievable and measurable by indicators**, through which both long-term and interim progress can be regularly tracked.
2. **Additional results, chosen by sites:** In addition to the core results to be used by all *Promise Neighborhoods* communities, local sites could select other results based on local priorities and needs. These additional results should also meet the test of having a demonstrable link to contributing to *Promise Neighborhoods’* goals of promoting children’s healthy development, school success, high school graduation, and completion of post-secondary education or credentialing.
3. **Indicators and measures of progress toward the results:** To enable communities to gauge their progress toward achieving results, to provide a basis for program improvement, and to promote cross-site evaluation, federal guidance would suggest indicators, of two types. The first would be indicators that allow communities to track progress year to year (and in shorter increments of time as well). The second would be indicators of *capacity to achieve the results* (for example, an indicator to assess quality of teaching would be a *capacity indicator*, known to be of critical significance in improving students’ academic success). In addition to indicators specified by federal guidance, sites could propose additional indicators that reflect local needs and data sources.

4. **Setting targets for success and closing gaps in results:** Using a results framework allows local communities to set targets for achievement. Targets make a clear statement about a community's aims and ambitions to improve results for their children over a period of time.

It is helpful to express some targets in terms of "closing the gaps in results" that often exist between children and families in *Promise Neighborhoods* and children and families in the city, region, or state as a whole. Attention to closing gaps will ensure that *Promise Neighborhoods* expands opportunities for the children and families who otherwise face the greatest barriers to success. We recommend that as part of initial planning and on-going implementation, *Promise Neighborhoods* sites be asked to analyze their neighborhood data, as well as for the larger jurisdictions and regions within which they are located, and set targets related to:

- Closing the gaps in health, academic success, and college entry/graduation between children and families served within *Promise Neighborhoods* and children and families in the city, the school district, or the region.
- Closing the gaps that exist in terms of racial, ethnic, or language acquisition disparities for children and families in *Promise Neighborhoods*, thereby assuring that all children in the neighborhood area are provided the opportunities and supports needed to succeed.

In some instances, merely closing the gap in results between *Promise Neighborhoods* and the city or county as a whole will not be sufficiently ambitious. For example, educational achievement for children citywide or countywide may not be adequate. In these cases, *Promise Neighborhoods'* targets should exceed the rates of success for the city or county as a whole.

Recommended Results for Promise Neighborhoods

To illustrate a results framework, and to recommend possible core results for *Promise Neighborhoods*, Harlem Children's Zone, PolicyLink, and CSSP, with essential assistance from Child Trends, took the following steps:

- We reviewed what Harlem Children's Zone, other place-based initiatives, and states and localities have previously found to be important and achievable results for children and families, related to the goals of *Promise Neighborhoods*.
- We identified the four overarching results for children and families stated earlier in this paper. Recognizing that achieving these end results of the initiative will require many years and involve achieving other results along the way, we identified and analyzed a more extensive list of 21 child, family, and neighborhood results that, taken together, would help assure progress toward the initiative's four big goals. Child Trends, a nationally recognized research and policy institute, was asked to review the research related to these results and analyze them with regard to:
 - The "power" of each result, in terms of how strongly it was associated with achieving the four overarching results of *Promise Neighborhoods*, that is, children's healthy early development, academic success, high school graduation, and college entry/graduation.
 - The availability and utility of data to track progress against those results.

- The ability to allow comparison to other standards, citywide or statewide, so that the gaps between children in the target neighborhoods and in other jurisdictions can be identified, as described above.
- The ease and relative cost for local communities to obtain the needed data.

Child Trends' report on these results, *"Outcomes and Indicators for Children: An Analysis to Inform Discussions About Promise Neighborhoods"*, is now complete and is an important synthesis of research about the factors contributing to children's healthy development, academic success and college graduation.

- We consulted about the results framework with a group of practitioners, academics, foundation leaders and experts in child development, education, health, community change and other disciplines. They provided input into which of the "candidate" results seemed most central to the long-term goals of *Promise Neighborhoods*, and we modified the framework accordingly.
- PolicyLink, CSSP, and Harlem Children's Zone staff then recommended, from among the 21 candidate results, 12 which we suggest be considered as "core" results for use in the *Promise Neighborhoods* initiative. These results would be those for which all *Promise Neighborhoods* communities would be held accountable. The remaining results identified in this list could be optional for communities – perhaps part of a menu that could be chosen by local communities as appropriate.
- While all of the results contribute to long-term outcomes for children, experience from Harlem Children's Zone and other initiatives suggests that there will be variation in how much a children-, youth-, family-, and community-focused intervention can influence each of the results. The core results shown in Table 1 are thus those for which there is strong evidence of their contribution to the overarching results of *Promise Neighborhoods* **and** they are considered amenable to the influence of a local *Promise Neighborhoods* effort. For example, the core result related to families' economic security, *families are connected to education, training and income supplements aimed at living above the poverty level*, emphasizes linking families to the services and opportunities that help lift incomes – an achievable result for a local *Promise Neighborhoods* initiative.

Some communities are also well-positioned to address the additional important results included among the optional list shown in Table 2. A community's incorporation of one or more of these additional results is a positive augmentation of their local initiative, as long as it does not dilute or detract from (but instead clearly contributes to) achieving the overarching results for *Promise Neighborhoods*.

- No community should be expected to aim for or achieve all of the core results at the start, since they span a period of child development from early childhood to college graduation. However, over time, as communities put in place the full pipeline of opportunities, services, and supports for children, they would adopt more and more of these core results.

A summary of this research is included in the framing paper as: "Attachment A, Table 1: Recommended Results Framework and Core Results for *Promise Neighborhoods*." The corresponding table lists the overarching results recommended for the *Promise Neighborhoods*

initiative, as well as a candidate list of the core results that local sites should be held accountable for achieving. "Attachment A, Table 2: Optional Results for *Promise Neighborhoods*" describes other indicators of well-being that, while important for children and families, should be optional and not be required results for all local sites. We believe that adoption of this framework will significantly contribute to the successful development of *Promise Neighborhoods*.

Local Capacity to Collect and Use Data

For local communities to use results as outlined here, *Promise Neighborhoods*' funding and technical assistance should incentivize and support the expansion of local communities' capacity to collect and use data in a way that supports a results orientation. The ability to analyze needed data at the neighborhood level, continuously track progress of supports and interventions, and "course correct" based on what the data show, requires new data capacity and analytic skills at the local level.

Since data capacity will need to be a core capacity of each *Promise Neighborhood*, support for that capacity should be included as part of *Promise Neighborhoods*' planning grants and implementation funding. Federal guidance and funding can:

- Help each site **develop the capacity and infrastructure that systems, institutions, and agencies need to collect, analyze, and use data** to gauge progress toward results.
- **Require the disaggregation of data by population groups in the neighborhoods**, so that the progress within the neighborhood can be tracked to ensure that disparities by race, ethnicity, language capacity, and other factors can be addressed and reduced (as described above, in terms of closing gaps).
- **Support training for a wide range of community stakeholders** in the effective use of data and in results-based community planning and program implementation. Training in the consistent, coherent application of a results framework (for example, the Results-Based Accountability approach) equips community leaders to accelerate local planning and implementation.
- **Require annual, public reporting of results and progress** by each *Promise Neighborhoods* to their local constituencies, public and private funders, and other stakeholders, including community residents.

Building a Stronger Base for Evaluation

With local communities using a consistent results-orientation as part of program planning, management and implementation, evaluation of *Promise Neighborhoods* will be richer and more robust. Evaluation is then not an after-the-fact assessment of what succeeded (or didn't). Instead, evaluation investments can be paired with the investments in local data and learning resources that allow "real time" feedback on the progress of interventions and continuously inform program development and implementation. The combination of continuous tracking of results being achieved for children and families, and of the efficacy of interventions, along with additional process and impact evaluative studies, will yield a more current and complete picture of the effect of *Promise Neighborhoods* investments and more immediate "lessons learned" for other communities.

Linking to Other Initiatives and Funding Sources

Promise Neighborhoods' focus on a core set of essential results for children and families heighten the importance of linking to other federal, state, and local initiatives and funding sources. None of the core results likely to emerge for *Promise Neighborhoods* can be accomplished by any one system operating alone or by any one funding source, even as augmented by the federal funding provided directly through *Promise Neighborhoods*.

We recommend that federal guidance for the initiative:

- Require **up-front commitment and alignment of key players** at federal, state, and city levels of government to advancing the work of *Promise Neighborhoods*—specifically, recognizing and signing off on the desired results (that is, the indicators of health, academic achievement, school success, and family economic success that are likely to be part of the core results of *Promise Neighborhoods*).
- Identify and **specify key areas of federal and state funding and policy** where coordinated deployment of funds is important for achieving the results sought through *Promise Neighborhoods*—for example, specific links required with child health programs, employment and training legislation, ARRA funding streams, federal education funding sources, Choice Neighborhoods, etc.
- Develop provisions for **waiver authority to allow blended funding** in support of evidence-informed local strategies for achieving desired results, and outline a process that will **expedite requests from *Promise Neighborhoods*** for changes or exemptions from federal funding or policy constraints, with such exemptions tied to specified results to be accomplished.

Attachment A

**Table 1
Recommended Results Framework
and Core Results for *Promise Neighborhoods***

Table 1 below identifies the four overarching results and the twelve core results that are proposed as a framework for Promise Neighborhoods. The core results are those improvements in the well-being of children, youth, families and neighborhoods seen as most central to achieving Promise Neighborhoods' end goals and thus would be required results sought by all Promise Neighborhoods communities. Table 2 includes an additional list of nine results which are also viewed as important contributors for achieving the initiative's goals, but which would be optional for communities.

OVERARCHING RESULTS OF THE INITIATIVE	CORE RESULTS	STRENGTH AS A PREDICTOR OF ONE OR MORE OVERARCHING RESULTS ¹	INDICATORS SUGGESTED BY CHILD TRENDS' ANALYSIS
Children are healthy and prepared for school entry	A. Children have no untreated health conditions or avoidable developmental delays at time of school entry	Strong Predictor	<i>Percent of children with selected preventable chronic health conditions or avoidable developmental delays at school entry.</i>
	B. Children are ready for school learning (socially, cognitively, emotionally) at the time of school entry	Strong Predictor	<i>Percent of young children deemed "ready" according to local measures of school readiness. Percent of young children read to frequently by family members.</i>
Children and youth are healthy and succeed in school	C. Children demonstrate achievement of grade level proficiency in major subjects, especially reading and arithmetic at 3 rd grade and subsequently	Strong Predictor	<i>Percent of students achieving proficiency according to NAEP Assessments at fourth grade. Percent of students achieving proficiency according to state and local assessments at 3rd or 4th grade and 8th grade.</i>
	D. Children are not chronically absent from school	Strong Predictor	<i>Percent of children missing 3 or more days of school in the past month.</i>
	E. Children and youth are physically, mentally, emotionally healthy	Strong Predictor	<i>Percent of students in grades 9-12 who responded negatively to the following indicators:</i> <ul style="list-style-type: none"> • <i>"Felt sad and hopeless for more than two weeks" in the past 12 months</i> • <i>Seriously considered suicide in the past 12 months</i> • <i>Smoked cigarettes in the past 30 days</i>

¹*These assessments of the strength of each outcome in relation to the overarching results are based on review and synthesis of research literature by Child Trends.*

OVERARCHING RESULTS OF THE INITIATIVE	CORE RESULTS	STRENGTH AS A PREDICTOR OF ONE OR MORE OVERARCHING RESULTS ¹	INDICATORS SUGGESTED BY CHILD TRENDS ¹ ANALYSIS
			<ul style="list-style-type: none"> • <i>Drank alcohol in the past 30 days</i> • <i>Are obese</i> • <i>Ate fruits and vegetables less than 5 times a day in the past 7 days</i> • <i>Drank soda at least once a day in the past 7 days</i>
Youth graduate from high school and college	F. Youth graduate from high school	Strong Predictor	<i>Percent of 9th-grade class who earned high school diplomas.</i>
	G. Youth enroll in college and remain after one year	<i>Not analyzed by Child Trends</i>	
	H. Youth graduate from college or achieve a rigorous post-secondary credential <i>(Note: Discussion is needed here about the acceptable standard of post-secondary credential to assure that it represents the same high expectations as college graduation)</i>	<i>Not applicable: college graduation is itself an end goal of the initiative</i>	<i>Percent of youth aged 25-29 who have obtained a 2-year or 4-year post-secondary degree.</i>
Families and neighborhoods support the healthy development, academic success and well-being of their children	I. Families are connected to supportive networks and needed services	Moderate Predictor	<i>Percent of children living in neighborhoods that provide social support.</i> <i>Percent of children participating in organized out-of-school activities.</i> <i>Percent of low-income families receiving SNAP benefits.</i>
	J. Families are connected to education, training and income supplements aimed at living above the poverty level	Strong Predictor	<i>Percent of families above the federal poverty threshold.</i> <i>Percent of families receiving SNAP benefits.</i> <i>Percent of families receiving EITC or other tax credits.</i>

OVERARCHING RESULTS OF THE INITIATIVE	CORE RESULTS	STRENGTH AS A PREDICTOR OF ONE OR MORE OVERARCHING RESULTS ¹	INDICATORS SUGGESTED BY CHILD TRENDS ¹ ANALYSIS
	K. Children live in families that provide structure, nurturance, high expectations	Strong Predictor	<i>Percent of families who eat meals together, who have rules regarding television watching, where parents read to the child, and where there is good parent-child communication.</i>
	L. Children and youth are free from abuse and neglect	Strong Predictor	<i>Rate of child abuse and neglect (substantiated victims).</i>

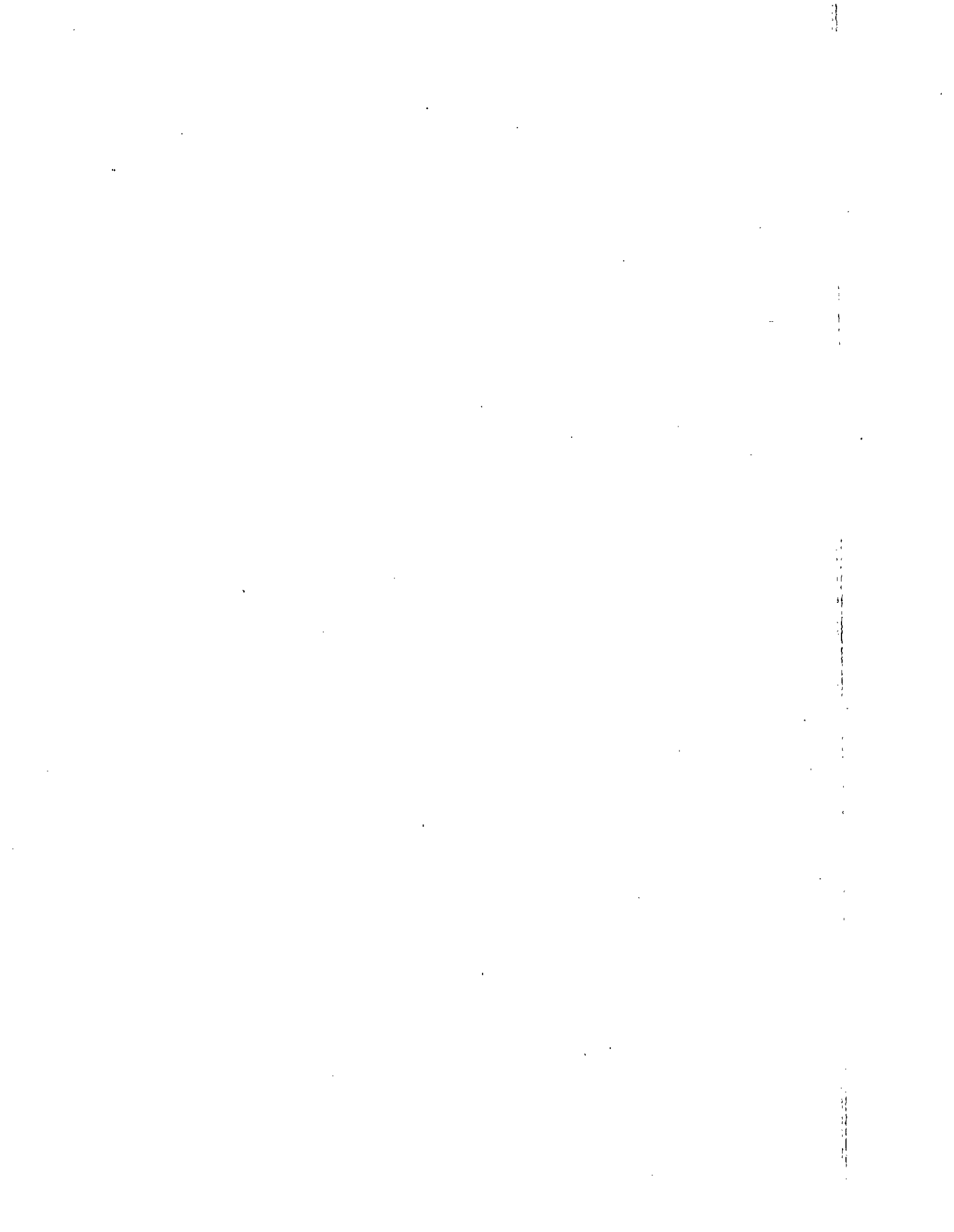
Table 2
Optional Results for *Promise Neighborhoods*

The results shown in the table below, organized by the four overarching results recommended for Promise Neighborhoods, are also important predictors of achieving the end goals of the initiative. It is expected that not all communities will be able to work on these, but for communities that can, these would be regarded as strong additions to the results framework guiding their work.

OVERARCHING RESULTS OF THE INITIATIVE	OPTIONAL RESULTS <i>Important results for possible selection by communities, subject to local priorities and capacity</i>	STRENGTH AS A PREDICTOR OF ONE OR MORE OVERARCHING RESULTS²	INDICATORS SUGGESTED BY CHILD TRENDS' ANALYSIS
<i>Children are healthy and prepared for school entry</i>	M. Births are healthy and well-timed	Strong Predictor	Percent of births not low birth weight, not very pre-term, and the mother is married and at least 20 years old.
<i>Children and youth are healthy and succeed in school</i>	N. Children are in schools where income- and race-based reading gaps are eliminated by third grade	Strong Predictor	Percent of schools making progress toward eliminating gaps associated with income and race in NAEP reading proficiency at fourth grade.
	O. Youth are active participants in civic life	Moderate Predictor	Percent of youth volunteering in the community.
	P. Children and youth avoid violent mortality	Strong Predictor	Rate of child violent death.
<i>Youth graduate from high school and college</i>	Q. Youth are prepared for or engaged in productive careers	Strong Predictor	Percent of youth ages 25-29 who are enrolled in school or employed.
<i>Families and neighborhoods support the healthy development, academic success and well-being of their children</i>	R. Youth are prepared for parenting before they become parents	Strong Predictor	Percent of parents who are age 20 or older, have at least a high school education, are married, and one or both parents are employed.
	S. Fewer children and youth live apart from their families	Strong Predictor	Percent of children in foster care, or otherwise living apart from their biological/adoptive parents.
	T. Families live in safe and decent housing	Moderate Predictor	Percent of families with children living in unsafe, unstable, or overcrowded housing.

²These assessments of the strength of each outcome in relation to the overarching results are based on review and synthesis of research literature by Child Trends.

OVERARCHING RESULTS OF THE INITIATIVE	OPTIONAL RESULTS <i>Important results for possible selection by communities, subject to local priorities and capacity</i>	STRENGTH AS A PREDICTOR OF ONE OR MORE OVERARCHING RESULTS²	INDICATORS SUGGESTED BY CHILD TRENDS' ANALYSIS
	U. Neighborhoods are safe and free of violence or crime	Moderate Predictor	Rates of violent and property crimes.



FY2010 Promise Neighborhoods Budget description:

This new initiative would provide competitive, 1-year planning grants to non-profit, community-based organizations to support the development of plans for comprehensive neighborhood programs, modeled after the Harlem Children's Zone, designed to combat the effects of poverty and improve education and life outcomes for children, from birth through college. The core idea behind the initiative is that providing both effective schools and strong systems of support to children and youth in poverty and, thus, meeting their health, social services, and educational needs, will offer them the best hope for a better life. Grantees that develop promising plans and partnerships would be eligible to receive implementation grants the following year. The Department will encourage grantees to coordinate their efforts with programs and services provided by other Federal agencies, including the Departments of Housing and Urban Development, Health and Human Services, Justice, and the Environmental Protection Agency.

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(Elementary and Secondary Education Act of 1965, Title V, Part D, Subpart 1)

FY 2011 Authorization (\$000s): To be determined ¹

Budget Authority (\$000s):

<u>2010</u>	<u>2011</u>	<u>Change</u>
\$10,000	\$210,000	+\$200,000

¹ The GEPA extension expired September 30, 2008. The program is funded in FY 2010 through the Fund for the Improvement of Education: Programs of National Significance (ESEA Title V, Part D, Subpart 1), which is authorized in FY 2010 through appropriations language. Authorizing legislation is sought for FY 2011.

PROGRAM DESCRIPTION

In fiscal year 2010, the Congress provided initial funding for Promise Neighborhoods under the Fund for the Improvement of Education: Programs of National Significance. The Administration proposes to authorize Promise Neighborhoods as a separate program in fiscal year 2011. Promise Neighborhoods will provide competitive grants to community-based organizations to support the development of a feasible, sustainable plan that combines a continuum of effective community services, strong family supports, and comprehensive education reform to improve the educational and life outcomes for children and youth, from birth through college. The core belief behind this initiative is that providing both effective, achievement-oriented schools and strong systems of support will offer children the best hope for a better life.

The purpose of the Promise Neighborhoods program is to significantly improve the educational and developmental outcomes of children in our most distressed communities and to transform those communities by (1) supporting efforts to improve child outcomes that are shared, communicated, and analyzed on an ongoing basis by leaders and members of the community; (2) identifying and increasing the capacity of community-based organizations that are focused on achieving results for children; (3) building a continuum of academic programs and community supports with a strong school or schools at the center; (4) integrating programs so that solutions are implemented effectively and efficiently across agencies; and (5) working with local governments to build the infrastructure of policies, practices, systems, and resources to sustain and "scale up" proven, effective solutions across the broader region, beyond the initial neighborhood. Each Promise Neighborhood grantee will serve a high-need geographic area, as demonstrated by multiple signs of distress. Each grantee will have as a goal attaining a dramatic increase in the number of children and youth from the service area who successfully enter college, though grantees will also pursue a range of comprehensive supports to reach that goal and other intermediate goals.

Funds will support 1-year planning grants that will enable grantees to conduct activities to facilitate the development of a feasible plan for providing a continuum of services and supports

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appropriate to the needs of children and youth within the target neighborhood. The Department will shortly announce specific allowable activities for planning grantees through a Notice Inviting Applications.

Upon successful completion of a plan, the planning grantees and other qualified entities with a feasible plan would be eligible to apply for funding for implementation grants. In order to demonstrate successful completion of a plan, grantees would have to prove their ability to build effective partnerships with schools, nonprofit organizations, foundations, local agencies, and State agencies and, through those partnerships, bring a variety of resources to the program, including matching funds. The Department will encourage grantees to coordinate with other Federal agencies, notably the Departments of Housing and Urban Development, Health and Human Services, and Justice, in order to leverage additional resources and address additional community needs that limit the ability of children and youth to succeed educationally. The Department intends to require applicants for planning and implementation grants to have a demonstrated, positive track record in direct service work, specifically work that improves outcomes for families in poverty.

FY 2011 BUDGET REQUEST

The Administration requests \$210 million in 2011 for Promise Neighborhoods. The program is included in the Administration's ESEA reauthorization proposal for Supporting Student Success. Fiscal year 2011 funds would support a new cohort of planning grants as well as the first 5-year implementation grants. The 2011 request for this program reflects enactment of the Administration's ESEA reauthorization proposal. However, if the ESEA is not reauthorized prior to the 2011 appropriation, the Administration would still seek \$210 million in fiscal year 2011 for Promise Neighborhoods, an increase of \$200 million compared to the fiscal year 2010 appropriation.

Promise Neighborhoods supports the goal of all children and youth having access to high-quality educational opportunities, effective community services, and strong systems of family support necessary to address their fundamental needs so that they enter school prepared to learn and succeed in school, college, and beyond. Promise Neighborhoods will build on the experiences of the Harlem Children's Zone (HCZ) project, a comprehensive, place-based, anti-poverty program, begun in the 1990s, that is achieving impressive results for disadvantaged children and youth who live in the 97-block zone. The HCZ model espouses five principles for success: (1) serve an entire neighborhood comprehensively and at a large enough scale to have an impact on all children in the region; (2) create a pipeline of support for children, from birth through college; (3) build community among residents, institutions, and stakeholders, who help to create the environment necessary for children's healthy development; (4) evaluate program outcomes and use the data for program improvement; and (5) cultivate a culture of success rooted in passion, accountability, leadership, and teamwork.¹

¹*Whatever it Takes: A White Paper on the Harlem Children's Zone*,
<http://www.hcz.org/images/stories/HCZ%20White%20Paper.pdf>.

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The HCZ project offers comprehensive services that address the needs of children and youth in the “zone” or identified region from before the time they are born through such time as they are able to attend and succeed in college and beyond. At the center of HCZ are two charter schools that set high standards for students and staff and enjoy considerable flexibility regarding important operational elements. In addition, HCZ offers services that include prenatal care, health screenings and health care, employment counseling, financial services, and “Baby College” (a program of parenting workshops for parents of children ages 0-3). The evidence suggests that students in HCZ schools are achieving at significantly higher levels in reading and math than other similarly situated students. Harvard University economics professor Roland Fryer, Jr. and Harvard graduate student Will Dobbie’s 2009 assessment of the outcomes of students in the HCZ found that the HCZ produced significant gains for their students; the “HCZ is enormously successful at boosting achievement in math and ELA [English/Language Arts] in elementary school and math in middle school.”¹ HCZ students are also showing success in their college acceptance and college-going rates, as well as their abilities to obtain financial aid in the form of grants and scholarships.

In 2009, the HCZ held its first national conference, hosting more than 1,400 people from 100 communities across the country and still turning away hundreds of others eager to learn from HCZ’s leaders. Since the President announced his goal of establishing Promise Neighborhoods, the Department has received a major outpouring of expressions of interest in applying for grants and requests for information for the program. The Department anticipates funding up to 20 planning grants in both 2010 and 2011, as well as up to 10 implementation grants in 2011. While the demand for grants is expected to far exceed the available funding, the Administration’s goal is to make significant investments in a small number of communities that are able to demonstrate their capacity to plan and implement comprehensive high-quality education reforms and community supports for all children and youth in an identified geographic region, improve academic outcomes, sustain their efforts and partner commitments, and expand the programs to reach beyond the originally defined Promise Neighborhood.

The proposed legislation would also authorize the Department to reserve up to 5 percent of the total appropriation for national leadership activities, such as evaluation, technical assistance, including supporting “communities of practice,” and peer review.

¹Will Dobbie and Roland G. Fryer, Jr., “Are High-Quality Schools Enough to Close the Achievement Gap? Evidence from a Bold Social Experiment in Harlem” (working paper, National Bureau of Economic Research, Cambridge, Massachusetts, April 2009).

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PROGRAM OUTPUT MEASURES (\$000s)

	<u>2009</u>	<u>2010</u>	<u>2011</u>
Number of new awards:			
Planning	0	18-20	18-20
Implementation	0	0	10
Funding for new awards:			
Planning	0	\$9,250	\$9,250
Implementation	0	0	\$198,500
Evaluation and Technical Assistance	0	\$500	\$1,750
Peer review of new award applications	0	\$250	\$500

PROGRAM PERFORMANCE INFORMATION

Performance Measures

The Department has established the following performance measure for planning grantees: the percentage of planning grantees that produce a high-quality plan as measured by their receiving at least 90 percent of 100 possible points in the subsequent competition for an implementation grant. The Department is in the process of developing performance measures for implementation grantees that will yield data on the impact of the program as measured through academic and community support indicators.