The Mechanics of City-School Initiatives:

Transforming Neighborhoods of Distress & Despair into Neighborhoods of Choice & Promise

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The **Center for Cities & Schools (CC&S)** at the University of California, Berkeley works to promote high quality education as an essential component of urban and metropolitan vitality to create equitable, healthy and sustainable cities and schools for all.

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This brief introduces HUD and others to the Center for Cities & Schools' (CC&S) 10 PLUS Mechanics of Change*, an evidence-based framework for building healthy, equitable and sustainable communities through integrated city-public school initiatives that simultaneously leverage innovations in the built environment, educational practice and governance policies.*

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Introduction

The U.S. Secretary of Housing and Urban Development's (HUD) Secretary Shaun Donovan has made it clear that advancing "social and economic justice" in our nation's cities will require "building communities in a more integrated and inclusive way." Transforming distressed neighborhoods into vibrant and desirable communities necessitates more than housing redevelopment: "a HOPE VI development that is surrounded by disinvestment, by failing schools or by other distressed housing has virtually no chance of truly succeeding." HUD realizes that it must link "housing interventions more closely with intensive school reform and early childhood innovations." In the Obama administration, HUD is now "standing shoulder-to-shoulder" with the Department of Education. As a result, federal policy is catching up with local practice: "Example after example in communities across the country has shown us that the correlation between successful housing and good schools is not just a theory - it's practice."[i]

These major developments make it clear that uniting urban planning and educational reform for transformative change is no longer a radical idea but a practical imperative; one that promises to move us as a nation from pockets of positive change to sustainable systems of opportunity that serve all families.

"Uniting urban planning and educational reform for transformative change is no longer a radical idea but a practical imperative."

For the past five years, UC Berkeley's *Center for Cities & Schools* (CC&S) has worked to both integrate urban planning, educational reform, and policymaking and include youth and other marginalized groups in local and regional efforts aimed at building healthy, equitable and sustainable communities. Our work is built upon a three-legged stool for effective city-school collaboration: (1) leverage bricks and mortar investments for innovative built environments; (2) implement and align systemically grounded innovations in education; and (3) institutionalize innovations in collaborative policymaking.

CC&S's *PLUS* (Planning and Learning United for Systemic Change) *Leadership Initiative* has been a major engine of such work. PLUS is a multi-year initiative designed to prepare current and future educational, community, and civic leaders in the San Francisco Bay Area region; develop collaborative, mutually-beneficial policies and practices; and to facilitate comprehensive systems-change across city government and school districts. PLUS aims to achieve equitable, positive outcomes for all students, families, and communities.

This policy brief introduces HUD and others to our evidence-based framework for action: the *10 PLUS Mechanics of Change*. Grounded in lessons learned from both nationally recognized policies and practices and the hard-won results of Bay Area initiatives, our *10 PLUS Mechanics of Change* explain the nuts and bolts of city-school district initiatives for community and school transformation. We illustrate the tools and strategies in our framework by describing the experience of three PLUS collaborations. The brief ends with a set of recommendations for how HUD and other agencies can support local and regional efforts to transform neighborhoods of distress and despair into neighborhoods of choice and promise.

Building an Evidence-Based Foundation from Nationally Recognized Policies and Practices

In this section we survey a number of nationally recognized policies and practices that have influenced both CC&S's thinking and the work of PLUS participants. In doing so, we establish an evidence-based foundation for our *10 PLUS Mechanics of Change*.

- **From Local Approach to National Model: The Harlem Children's Zone.** Geoffrey Canada, founder and CEO of the acclaimed nonprofit organization Harlem Children's Zone (HCZ), is now leading much of the national conversation on the importance of pursuing a "place-based" approach coupled with "people-based" strategies for educational improvement that expands beyond elementary school to students' and families' entire lives. Canada and HCZ are committed to do "whatever it takes" to provide all children in Harlem with the resources and support they need to succeed from before birth through college. With an annual budget of nearly $60 million, HCZ serves more than 10,000 young people in a 97-block neighborhood of Harlem by offering essential services and support systems to parents, students and families. The Obama administration's proposed "Promise Neighborhoods" initiative in the US Department of Education aims to replicate the success of the HCZ in poverty-stricken areas of twenty U.S. cities.[ii] Neighborhoods of promise are future oriented: they invest in and leverage all resources today in order to create new opportunities for residents and their children tomorrow.

- **Community Schools and Full Service Schools** offer a model of school and community improvement through increasing resources and services to address the needs of the "whole child" to better prepare them to succeed in school. Common strategies include providing medical, social, and other services *inside* schools, creating what has come to be known as "full-service" or "community" schools. The Coalition for Community Schools, a national research and advocacy organization, has made tremendous strides in creating community schools in underserved neighborhoods all across the country. As the Coalition notes, "[The community school's] integrated focus on academics, health and social services, youth and community development, and community engagement leads to improved student learning, stronger families and healthier communities."[iii] John Sugiyama, Superintendent of Emery Unified School District and PLUS participant, explains what this model has meant to his team: "The Emeryville Center of Community Life really takes 'community schools' to the next level. It's not about building or renovating schools and creating spaces for a variety of other services to come in to support the education of the children. It's really about creating a true community center that is designed to provide a rainbow of services to all residents in the community. In this sense it's not about a physical facility per se; it's really about the concept of how you transform a community to really meet the needs of the entire community and to really impact the quality of life."

  > **"It's not about building or renovating schools and creating spaces for a variety of other services to come in to support the education of the children. It's really about creating a true community center that is designed to provide a rainbow of services to all residents in the community."**
  >
  > **- John Sugiyama,**
  > ***Superintendent***
  > **Emery Unified School District**

- **P-16 ("preschool through college") educational** strategies aim to close the ever-widening achievement gap.[iv] Governors in seventeen states have established P-16 Councils to foster "unprecedented collaboration between all segments of the business community, higher education, and the K–12 system" in an effort to align the K–12 system with higher education systems and the current needs of the workforce to promote better articulation amongst all stakeholders."[v] Philanthropies such as the MacArthur Foundation in Illinois and EducationQuest Foundation in Nebraska have funded the development of high quality

childcare and preschool programs that support an individual's learning trajectory from "birth to college."[vi] The P-16 movement is an important reminder that families will choose to stay in neighborhoods that provide lifelong trajectories of educational opportunity for their children and that other families will choose to move into neighborhoods that promise as much.

- **Career and Technical Education (CTE)** – ***combining preparation for both college and careers*** – builds on more than two decades of research and policies. High schools no longer track some students directly into entry-level work; instead, preparing all students for postsecondary education is a nearly universal goal. CTE is a strategy that prepares students for college while at the same time supports the development of work-related skills and connects students to learning opportunities in communities and workplaces outside of school through internships, apprenticeships, career academies, and other innovative strategies.[vii] In addition to support from federal, state, and local educational agencies, many large foundations have recently made CTE a top priority. For example, the Irvine Foundation has invested more than $11 million in ten school districts to develop "multiple pathways" across California. The multiple pathways approach to high school education combines academic learning and career skills to give students the intellectual and real-world experience they need for success in college, career, and life.[viii] CC&S's own award winning Y-PLAN (Youth-Plan, Learn, Act, Now) initiative, a university-community partnership at UC Berkeley,[ix] and the national Youth Leadership by Design Initiative, a HUD program from 1999 to 2005 modeled on Y-PLAN, build on many of the same principles behind CTE.

- **Smart Growth & Regional Equity** movements offer insight to school and neighborhood improvement from a broader scale. Smart growth emerged out of a history of "public planning and development policies that encouraged rapid, low-density suburban growth, often at the expense of central cities, older suburbs, rural communities, and their low-income residents."[x] The smart growth movement has set forth a community and regional land use framework for curbing suburban sprawl through more dense and efficient land use planning, emphasizing reinvestment in cities and inner suburban communities with existing infrastructure. Smart growth advocates focus on creating a mix of housing types, multi-modal transportation, and retail in all communities to encourage walking and bicycling and preserve open space. Increasingly, the smart growth movement has also focused on the role of schools in metropolitan growth and on how designing neighborhood-oriented schools can foster healthier neighborhoods and more robust school-community connections. The regional equity movement provides a framework that enhances the efforts of smart growth advocates and aims to redirect regional, state, and federal growth management policies through a lens of social and economic justice for low income communities and communities of color. PolicyLink, a national think tank and leader of the movement, notes that at its core, "regional equity seeks to ensure that individuals and families in all communities can participate in and benefit from economic growth and activity throughout the metropolitan region— including access to high-performing schools, decent affordable housing located in attractive neighborhoods, living wage jobs, and proximity to transit and important amenities, such as supermarkets and parks."[xi] Leaders like Doug Shoemaker, Director of the San Francisco Mayor's Office of Housing, understand that innovation on the local level is not enough: "there is a profound need to have a conversation at the regional level…but our systems of governance don't provide us with the opportunity to have that conversation." Smart growth and regional equity provide such a framework to focus on regional dynamics of growth and equity.

> **"Substandard, inequitable, and unsustainable communities are legacies of a specific moment in history and we have to do something about them because they are overwhelming."**
>
> **- Doug Shoemaker, *Director***
> **SF Mayor's Office of Housing**

- **School-Oriented Community Development** is a bricks-and-mortar strategy that prioritizes the rehabilitation and/or new construction of schools as a centerpiece to new housing development, making it more appealing to a mix of residents. Several leading affordable housing developers such as McCormick, Baron, and Salazar in conjunction with their nationally recognized nonprofit arm, Urban Strategies, have utilized the national HOPE VI program to focus specifically on the redevelopment of elementary schools as a means to create vibrant mixed-income housing communities in a number of cities including St. Louis and Atlanta. The nonprofit organization Enterprise Community Partners (ECP) has documented many of these successes – providing "existing proofs" that housing redevelopment and education can have a positive, mutually beneficial relationship.[xii] This movement highlights the importance of inviting the private sector to participate in integrated initiatives.
- **Schools as Centers of Community.** Developed largely by nationally recognized urban planners and designers, this approach to planning strategically locates schools in neighborhoods so that they are easy to get to and act as central public spaces for events and community building. A school's convenient location for families and communities enables more walking and bicycling to school and likely also means that more people can come to the school to access services, programs, and/or activities housed there. In effect, the schools as center of community concept combines the ideas of smart growth advocates about efficient land use with the service provision perspective of community schools.[xiii] The BEST collaborative, funded by the Ford Foundation, provides model policies for building high performing school facilities in all communities. The schools as centers of community movement is an important example of how planning and community development practice is increasingly aware of the complex and reciprocal relations between the built environment and learning opportunities.

Having surveyed some of the developments that have been especially influential on our thinking, we now introduce the three city-public school initiatives partnering with the PLUS Leadership Initiative to illustrate our framework for action. While based in the Bay Area, these initiatives and communities reflect many common challenges and socio-economic contexts identified in neighborhoods with concentrated poverty across the nation.

The PLUS Leadership Initiative is a multi-year effort sponsored by the Walter and Elise Haas Fund, the Stuart Foundation, and the national BEST Collaborative. PLUS leverages the resources of CC&S and the Graduate School of Education, Department of City and Regional Planning, and Haas School of Business Center for Nonprofit and Public Leadership at UC Berkeley to support innovative city-school initiatives. Now in its fifth year, PLUS is not a "model" program offering itself for replication, but rather a strategy that aims to facilitate and document comprehensive systems-change. The diverse experiences - successes and setbacks - of participating city-school district teams have grounded and refined CC&S's framework for action. While PLUS involves a growing number of teams throughout the Bay Area region, the following descriptions feature three initiatives that represent a diverse range of small and large urban districts, cities and socio-economic contexts.

The Emeryville Center of Community Life (ECCL) in Emeryville, California aspires to be a "21st-century urban place where we will play, learn, grow, and come together as a community. By offering a variety of educational, recreational, cultural, and social opportunities, as well as services and programs that support lifelong learning and healthy lifestyles, the Center will transform the quality of life of all Emeryville citizens."[xiv] Emeryville is a 1.2 square mile, bustling urban city of about 10,000 residents in the heart of the San Francisco Bay Area, wedged between Berkeley, Oakland, and the Bay. While the city boasts tremendous resources from large companies such as Pixar and Novartis, city leaders and residents refer to the "two Emeryvilles," describing a great divide between the newer, wealthier "loft dwellers" and longer-standing residents, primarily families of color who reside in older homes in the lower income areas.

Emery Unified School District (EUSD) serves about 800 students at its two schools—Anna Yates Elementary and Emery Secondary School. By contrast to the relative wealth of the city overall, approximately 80 percent of EUSD students qualify for free or reduced-price meals. Likewise, while the City is quite racially diverse, EUSD is 89 percent students of color, with the majority of students identifying as Black or African American. Working to get past a recent state takeover for fiscal mismanagement and low academic performance, EUSD is seeking to improve its educational system significantly by becoming a far more integral part of the city revitalization efforts and is improving academically in the process. The Emeryville Center of Community Life is a project that has and continues to be jointly visioned, planned, developed, funded, and managed by the City and the District.

"Schools will become Centers of Community Life that invest in our community and create connections across the differences that would otherwise divide us."
- Emeryville Center for Community Life

The Nystrom United Revitalization Effort (NURVE) in Richmond, CA is a collaborative effort of more than a dozen key city stakeholders spearheaded by Bay Area Local Initiatives Support Corporation (LISC). Partners include the City of Richmond, Richmond Housing Authority (RHA), Richmond Children's Foundation (RCF), West Contra Costa Unified School District (WCCUSD), local neighborhood councils, and community residents. Launched in 2001, NURVE aims to revitalize the economy and improve quality of life in the area surrounding the Nystrom Elementary School and Dr. Martin Luther King, Jr. Community Center and Park (Santa Fe and Coronado neighborhoods) through over $218 million in capital building projects, programming and community partnerships, and greater connections between stakeholders. The area was historically a site of great industrial, economic, and social progress during World War II – and home to the nation's first child care center built to support women ship yard workers, better known as "Rosie the Riveters." Today, Nystrom is one of the poorest communities in California with a high school graduation rate of only 28 percent. Despite the odds, NURVE is bringing the community together to improve conditions for all residents to succeed in school and beyond through the development of district supported elementary- and high- charter schools, the renovation of the local Nystrom public elementary school, 210 units of affordable housing, new recreational park space and rehabilitated community center.

"Imagine safe, diverse and thriving communities where kids walk to quality schools, people of all ages enjoy parks, community facilities and winding trails, and quality housing – regardless of income – meet the needs of all families."

- NURVE

The HOPE SF Initiative in San Francisco, CA seeks to transform San Francisco's most distressed public housing sites into vibrant, thriving communities. Modeled on the national HOPE VI initiative, San Francisco is revitalizing eight of the most distressed public housing developments in the city into mixed-income developments that include new affordable and market-rate homes, as well as parks and other public amenities for residents and neighbors alike. Launched in 2007 by Mayor Gavin Newsom, and now driven by the Mayor's Office of Housing and the San Francisco Housing Authority, HOPE SF represents a unique opportunity to take a systemic approach to educational improvement and housing redevelopment, aiming to lift housing, security, and educational quality for all students and families. The initiative recognizes that all families need and deserve the opportunity to have safe, high quality housing and neighborhoods and good educational options. They also recognize that creating vibrant and successful mixed-income communities requires high quality educational options for all families. To this end, city leaders are working with the San Francisco Unified School District (SFUSD) to create vibrant communities for all of San Francisco's families, starting with the Hunters View revitalization, the first HOPE SF site located in the Bay View/Hunters Point neighborhood.

"HOPE SF aims to rebuild our most distressed public housing sites, while increasing affordable housing and ownership opportunities, and improving the quality of life for existing residents and the surrounding communities."

- HOPE SF

After five years of research and collaborative practice with PLUS city-school district teams, CC&S has identified a set of recommendations and related tools and strategies that can be used in the difficult yet necessary work of building communities in more integrated and inclusive ways. We present the elements of the framework in a particular order, but in practice they are often overlapping, flexible, and iterative. Systemic change ultimately depends on adapting, aligning, and implementing strategies in response to needs and circumstances of each city and local educational agencies and organizations.

ONE

Cultivate visionary leadership at all levels, across all agencies, and identify a "champion" to harness ideas, energy, and concerns, and mobilize collective resources.

Leadership among all stakeholders is essential and requires time and cultivation. Further, a designated entity or person capable of offering a united voice is critical to effective collaboration. Many leaders may intuitively know greater collaboration would be beneficial, however, both the decades and history of isolated, "silo" practices of civic and educational professionals and agencies and the need to invest in planning and preparation should not be underestimated.

TOOLS & STRATEGIES	**Third-party intermediaries** can play important roles to **build capacity** (e.g., conducting training, coaching, professional development; establishing regional learning networks; and/or situating local work in broader national contexts through research and documentation).

EXAMPLES

- In Emeryville, visionary leadership in the city and school district worked to ensure that all levels of staff understood and shared the vision of the Emeryville Center for Community Life. They called on university partners to hold convenings, create information sheets, and meet with a range of stakeholders to increase their capacity and that of their staff around this integrated vision.
- In Richmond, Bay Area LISC has served as a champion of NURVE, providing support to city and school district staff, mobilizing key resources, and raising more than $10 million in funding. They also supported the unique role and leadership of the Richmond Housing Authority to lead this unique and comprehensive effort.
- In San Francisco, the HOPE SF initiative started at the top – as a mayoral vision. Closely aligned with this is the bold vision of the San Francisco Unified School District (SFUSD), which emanates from the Superintendent's Office. HOPE SF also leveraged university partners to help frame their message in relationship to education, and partnered with Enterprise Community Partners to support their fundraising and capital campaign.

TWO

Create and formally adopt a shared vision for the collective future of urban revitalization and education. An explicit and public vision statement provides the basis of a "story" from which all stakeholders can work and allows for consistent communication of goals across silos. The formal adoption of that vision by governing bodies (e.g., boards of education and city councils) ensures the sustainability of and commitment to that shared mission.

TOOLS & STRATEGIES	**Integrated master planning and joint grant writing** create forums for stakeholders to work together, identify the win-win early on, lay out a plan for work moving forward, and grapple with important questions to formalize the shared vision and mission for future collaborative work.

EXAMPLES

- In Emeryville, the vision for the Center of Community Life emerged from a shared commitment to provide comprehensive services to all youth in the city. The creation of the Youth Services Master Plan in 2002 launched a joint city and school district visioning process, laying the foundation for the ongoing planning processes, strategic plans, and conceptual master plans for the Center of Community Life. The City-Schools Committee, a formal governing body made up of all city council and school board members, formally adopted the Youth Services Master Plan and voted to approve and adopt all these plans and vision statements.

- In Richmond, joint fund-raising and collaborative grant writing for renovation of the parks and community center inspired the development of a mission statement for the NURVE project. Formal city-school meetings and yearly agreements continue to build on this common vision.

- In San Francisco, the mayor put out a vision for HOPE SF, and simultaneously the superintendent developed a bold vision for SFUSD through their Beyond the Talk strategic plan and balanced scorecard. With support from a local foundation, the developer of the first HOPE SF site in the Hunters View community worked with the city and school district to commission an education master plan for HOPE SF and have used this plan to refine their respective visions to incorporate each other's goals.

THREE

Maximize all physical infrastructure and resources. Strategic, coordinated capital investments are needed to foster good urban design that enhances safety while maximizing connectivity and access. Coordinated capital investments can also leverage physical improvements to local school facilities as part of larger redevelopment strategies.

TOOLS & STRATEGIES	Integrated master plans provide a framework for optimizing physical infrastructure and point to specific implementation strategies such as, **joint use of school and community facilities,** the **strategic co-location** of programming, and **quality urban design** that promotes safe physical paths between facilities and foster connectivity.

EXAMPLES

- In Emeryville, the Emeryville Center of Community Life is a groundbreaking development that will be an innovation in design, construction, and management of joint community and school facilities. This small city project has had statewide implications recently by securing state legislative changes to the California Education Code that allow for the city and district to "co-house" their programming in one building.

- In Richmond, the NURVE project rests on the idea that coordinated investments in capital projects catalyze neighborhood revitalization and facilitate relationship- and community-building. Facilitated by Bay Area LISC, the Richmond City Manager's Office, Richmond Housing Authority, Department of Parks and Recreation, school district, and local nonprofits are working to create one cohesive campus as part of NURVE. City and school district architects worked together and revised their designs to ensure that the urban design and building orientation could facilitate joint use of parks and school facilities.

- In San Francisco, the Mayor's Office of Housing and the SFUSD are working together to ensure that all new housing redevelopment, school renovations, and park/community space development are aligned and prioritize joint use of HOPE SF local school and community facilities to provide extended educational opportunities for residents.

FOUR

Create formal agreements that hold the shared vision, articulate mutual accountability, and ensure sustainable collaboration. Formal written agreements are the vehicle to sustain the vision, ideas, and agreements crafted among partners amidst constant political change, including the all-too-frequent leadership and staff turnover in public agencies. Agreements evolve and must be updated over the life of the project, formalizing planning, implementation, and maintenance phases across physical development and programming/service provision.

TOOLS & STRATEGIES

A variety of formal, binding and non-binding agreements are available for cross agency collaboration and serve a range of purposes, depending on the local context.

- **Memorandum of Understanding (MOU)** is a very general term that describes almost any written agreement between multiple parties. It "is not meant to be binding and it does not hinder the parties from bargaining with a third party."[xv]
- **Joint Use Agreement** is a type of MOU and is specific to facilitating joint construction, operation, and maintenance of a facility.[xvi]
- **Joint Powers Authority** is the creation of an entirely new public agency that combines the powers of both parties and allows for greater independence.

EXAMPLES

- In Emeryville, the original Youth Services Master Plan laid out roles and responsibilities for city agencies and the school district. Additionally, the city has a formal lease with the district for the District's play fields and gymnasium space for after-school and evening city-run recreation programs. Each subsequent conceptual plan for the Center for Community Life points to the management of the ECCL. Finally, as the planning for the ECCL is entering its final phase, city and district leaders are actively researching the types of governance structures necessary for the operation and maintenance of the ECCL in perpetuity.

- In Richmond, stakeholders continue to document and refine their roles and responsibilities through MOUs between agencies. In addition, partners have developed joint use agreement for the park and renovated local elementary school that are part of NURVE.

- In San Francisco, the Education Strategic Plan for HOPE SF Hunters View, lays out the shared responsibilities between city agencies and SFUSD. At the first HOPE SF site, Hunters View, the city and a nonprofit after school provider have a lease on SFUSD land that is adjacent to the local elementary school, called YouthPark. The HOPE SF team has hired a third-party to facilitate a process on how to renew and/or transform that arrangement to maximize the school and community facilities.

FIVE

Establish a robust interagency communications strategy that aligns internal communications, shared decisionmaking, and interagency data systems. Sharing information across educational, planning, and redevelopment agencies can be tremendously challenging and frustrating, and yet ongoing and updated information is critical for collaborative policymaking. Specifically, data sharing can be challenging given issues of confidentiality, disparate tracking methods, and different technology. Despite this, all agencies must be empowered with the most updated and complete data to make informed, data-driven policy decisions.

TOOLS & STRATEGIES	A clear communications strategy that includes **working groups, task forces, and/or joint committees** is critical for ongoing information sharing and ongoing collaboration. **Information technologies** (e.g., online project management software) and shared or aligned **data systems,** such as SchoolPower, are ways that city agencies and districts can track data in a single system.

EXAMPLES

- In Emeryville, the City-Schools Committee, made up of all school board and city council members, meets monthly and is an operating committee fielding all partnership and joint decision-making issues. Furthermore, the superintendent and the city manager have a standing weekly meeting to brief each other on activities and strategize about major collaborative projects.

- In Richmond and other neighboring cities such as San Pablo, community-based organizations and social service providers are aligning data with the West Contra Costa Unified School District using the latter's new data tracking system, SchoolPower. Further, NURVE has set up the Policy Advisory Committee, a working group of all city agencies, the district, elected officials, and local neighborhood councils to meet at least quarterly around the NURVE project.

- In San Francisco, the Interagency Council out of the Mayor's Office serves as a hub to connect city agencies. Agencies and partnering development firms also meet regularly with SFUSD policy director and staff. SFUSD and key school site staff have also joined developer meetings to trouble shoot issues as they arise, specifically on the first HOPE SF site at Hunters View.

SIX

Provide comprehensive social service support systems that are aligned to educational needs and opportunities. Across the nation, researchers and practitioners are recognizing the need for aligned education and social service systems that address all needs of the child – twenty-four hours a day, seven days a week - throughout their lifetime. Access to high quality education, mental and physical health services, after-school programming, academic enrichment, and cultural activities are critical to success of children and families.

TOOLS & STRATEGIES	Access to these services can happen through a number of venues – in and off of a school site. For example, a school may partner with a county health department to **bring a mobile health/eye clinic** to school sites. **Local community-based organizations and city and county agencies may have services and programming for students adjacent to or nearby the school building.** Finally, some schools adopt **a full-service or community-school model**, whereby a range of social and health services are housed in the school building itself.

EXAMPLES

- In Emeryville, the district currently partners with a local university to bring mental health and nursing services onto campus. Master of Social Work and Nursing students participate in their college and graduate level field work placements at Emery Secondary Schools. Ultimately, the Emeryville Center of Community Life will house all social services, recreation and academic activities in one large complex, fostering seamless integration and maximizing accessibility for students and families.

- In Richmond, the local high school partners with the county to bring a mobile health van to the school site. Furthermore, the county and high school leadership are developing plans to bring more comprehensive social services on-site to support students and families. At the NURVE site, a community-supported agriculture food program has started at Nystrom Elementary, providing much needed access to fresh fruits and vegetables and a teaching tool for elementary school children.

- In San Francisco, the Department of Children, Youth and their Families funds the vast majority of community-based organizations that provide services in and out of schools. Increasingly, as part of their funding requirements, these organizations are asked to align and support academic outcomes of students they serve. In the first HOPE SF site, Hunters View, the city funds "Parent University," which supports parents in childcare, social services, and school readiness.

SEVEN

Prepare all students for college and future careers. In far too many low-income communities of color, college-going rates are low – and graduation rates even lower. Special attention to creating a "college-going culture," providing rigorous and relevant curriculum, and supports for students from pre-school through college are critical to ensuring the success of all students.

TOOLS & STRATEGIES	**Leverage existing evidence-based educational reform strategies** and investments that prepare students for college and career-oriented trajectories. Work with local schools and districts to ensure that curriculum content aligns with college requirements and that all students gain access to high quality elementary, middle and high school opportunities. **Partnering with local universities** and **implementing "P-16" initiatives** are other opportunities for connecting young people to college and career.

EXAMPLES

- In Emeryville, the Board of Education recently passed a new set of goals that align K-12 course content and admission standards to California colleges and universities for all students in the district. In addition to in-class academic activities, the district partners with local businesses such as Novartis and Pixar for internships and mentor programs.

- In Richmond, the West Contra Costa Unified School District is implementing the Multiple Pathways programs of study "that connect learning in the classroom with real-world applications outside of school. Pathways integrate rigorous academic instruction with demanding technical curriculum and work-based learning—all set in the context of an industry sector."[xvii]

- In San Francisco, the SFUSD office of 21st Century Learning offers a range of program and school site supports from pre-school to college. Programs such as Career Technical Education (CTE) have longstanding partnerships with San Francisco City College and San Francisco State University that facilitate access to higher education opportunities. The HOPE SF initiative is creating an internship/jobs pipeline with each of the development teams for youth at each of the development sites. Finally, like Emeryville, the SFUSD Board of Education passed a policy that requires all high schools to align grades 9-12 course content to admission standards of California colleges and universities.

EIGHT

Engage children and youth authentically in the policymaking and planning for the revitalization of their neighborhoods. Young people offer unique and important perspectives and insights into what makes a joyful, healthy, and vibrant place to live and learn. Further, engagement in real public policy questions cultivates young people as civic leaders and exposes them to new college and career opportunities. Such engagement also leads to greater levels of ownership and "buy in" to redevelopment efforts as young people are often more than 50 percent of a community and too often feel alienated from such processes. Finally, this kind of engagement provides academically rigorous educational experiences and can be connected to young people's schoolwork and college preparation.

TOOLS & STRATEGIES	**Initiatives such as Y-PLAN,** a nationally recognized university-community collaborative to engage youth in city planning and development, **among other national projects,** offer (1) authentic problems for young people to grapple with; (2) opportunities for shared decisionmaking with adults; and (3) success for individuals and institutions, which ensure sustained involvement.

EXAMPLES

- In Emeryville, Y-PLAN has engaged more than seventy-five students in the visioning and development of the Emeryville Center of Community Life, along with a range of other city and regional planning and revitalization projects. Out of this work, the city and district have restructured several working committees to include youth representation.

- In Richmond, for the past two years, local high school students have grappled with questions of open space and safety of the NURVE project through Y-PLAN initiative. Students have subsequently formed an advisory council to continue participating in decisionmaking with the mayor and community members.

- In San Francisco, 3rd and 4th grade students at the local elementary school, Malcolm X Academy, engaged in community mapping and developed visions and design proposals for the Hunters View HOPE SF revitalization project, which they presented to the development team and city and school district leaders. Subsequent to this work, the Mayor's Office of Housing has launched a citywide youth engagement strategy for all of the HOPE SF sites.

NINE

Coordinate a consistent external communications strategy to the public. Once a shared vision is established, it is essential to communicate agreed upon strategies and detailed plans to the broader community to gain buy-in, maintain public accountability, and sustain support. Materials and outreach strategies must reach diverse people – teachers, parents, residents, business owners, young people, etc. – in multiple venues and locations.

TOOLS & STRATEGIES	**Leverage existing lines of communication across agencies to multiple constituencies** – e.g. housing developers can outreach to local parent-teacher associations (PTAs), while schools and districts can outreach to tenant associations. Interactive w**ebsites, regular newsletters, and well-advertised accessible public meetings** provide avenues for transparency and feedback with city leaders.

EXAMPLES

- In Emeryville, the Emeryville Center of Community Life has a new website that details the history, current concept, key contact information for leaders, and meeting announcements. The City-Schools Committee meetings and subcommittee meetings are publicly accessible and announced city- and school-wide, and broadcast on community television.

- In Richmond, the city spent much of 2009 developing a website for the NURVE project that would allow residents to follow the progress of all of the capital projects – housing, parks, schools, etc. – from one website, instead of tracking down information across the many public agencies involved. The regular Policy Advisory Committee meetings are open to all interested, and city staff regularly attends local neighborhood council meetings to share the most updated information about the NURVE project.

- In San Francisco, the district has created an interactive website for their strategic plan (http://beyondthetalk.org) that allows parents and community members to post questions and comments, with staff responding promptly. The HOPE SF team is considering this as a model as they move forward with their strategic communications plan. Furthermore, the Hunters View HOPE SF development team and SFUSD worked together to leverage venues for sharing information. The district provided information to the public housing tenants' association and the development team created FAQ sheets on the development project for teachers and parents at the nearby elementary school.

TEN

Incorporate ongoing research and assessment to guarantee a constantly improving and transparent system. Evaluations must inform the whole process and not simply provide post-project feedback. Outcomes should be defined collaboratively and reinforce the interconnectedness of the project while also addressing traditional indicators of success (e.g., promotion and graduation rates). Finally, assessments should focus not only on discrete tangibles but also on process and relationships as benchmarks of success.

TOOLS & STRATEGIES	**On-going formative and summative evaluations** by university partners, firms, or nonprofit intermediaries and cross agency **internal assessment systems** will support ongoing collaborative work. Most importantly, on-going assessments can hold diverse stakeholders mutually accountable to one another and identify areas for improvement to stakeholders and the public. For example, each of these three case studies have partnered with the PLUS Leadership Initiative and prioritized documenting the processes and outcomes.

EXAMPLES

- In Emeryville, the city and district have welcomed in a number of graduate students to study and support the work of the Emeryville Center of Community Life.
- In Richmond, the City has partnered with the local university business school to develop an assessment and a strategic plan for moving forward on NURVE.
- In San Francisco, the HOPE SF team has hired an outside evaluator. They have also incorporated questions that connect education to the broader development process. Similarly, the district's balanced scorecard process, which measures success on meeting the goals of the strategic plan, includes outcomes around civic engagement and connection to community.

We stand at a unique and historic crossroads, calling us to move beyond strategies that foster isolated pockets of positive change and toward the creation of sustainable systems of opportunity that serve all families.

As described in this brief, the work of CC&S proceeds from the recognition that the relationship between the conditions for learning and the vitality of neighborhoods is a two-way street. Both educators and city leaders in urban revitalization must recognize their mutual impact and collective power to structure success for all young people and families in and outside of school. While charter schools and other local and community innovations increasingly offer exciting alternatives to traditional education, the fact remains that they only account for 2.4 percent of our nation's school children. This being the case, systemic change ultimately depends on redoubling our efforts to inspire and hold accountable the local schools and districts that are responsible for educating 86 percent of our nation's children.[xviii]

To this end, we propose that local and national policymakers build on lessons learned from coast to coast – from the Harlem Children's Zone to the San Francisco Bay Area city–school partnerships to the many innovative and important initiatives in between. The *10 PLUS Mechanics of Change* provides a framework of action that can inform the work of cities and school districts seeking to move past the national conversations into local action.

With the complex and reciprocal relations between places, people, and policies in mind, we conclude this brief by suggesting how HUD and other federal agencies can encourage and support city-school initiatives and align their work to the three-legged stool of effective city-school collaboration.

(1) Leverage bricks and mortar investments for innovative built environments.

The federal government can incentivize city and school leaders to break from decades of isolated practices and policies and come together to think in new ways about how educational and community facilities and environments can provide physical and social pathways to opportunity for all residents. Education does not stop at the gates of schools; our physical neighborhood environments structure access to learning opportunities and set the conditions for all students to be prepared and ready to learn. Innovative and strategic land use decisions among diverse stakeholders make this possible.

What HUD Can Do:

- Support local integrated master planning processes to align goals and strategies
- Prioritize projects that incorporate the joint use of school and community facilities to increase educational supports, physical activity, and community programs/amenities.

(2) Align future redevelopment to systemically grounded innovations in education.

After a century of "tinkering toward utopia" in educational reform, communities and their school districts are starting to embrace the idea that preparing all students to succeed in the 21st century requires both local innovations and system-level changes that reflect the fact that learning happens before, during, and after school bells ring.[xix] A student's ability to do well in his or her education demands that he or she has the right conditions for learning – both in and outside of school buildings. All students need and deserve an education that is engaging, rigorous, and relevant, starting in preschool (or before) and extending all the way through college.

What HUD Can Do:

- Ensure all Federal Notice Of Funding Availability (NOFA) and subsequent applications align with priorities of Department of Education funding to a)maximize local coordination with traditional and alternative education systems and b) leverage local educational foundation support to schools and districts
- Require local social service plans that are aligned to educational goals and district-wide resources and service provision
- Support innovative planning and development processes that authentically incorporate young people and educational stakeholders

(3) Institutionalize innovations through collaborative policymaking.

Ultimately, a transformation in the paradigm of cities and schools requires systemic change, but this change is a function not just of the individual capacities within our public agencies. As Oakland Superintendent Anthony Smith says, "It's not just a personal responsibility or an institutional responsibility, it's a system responsibility." This calls on all individual actors – leadership, staff, and community leaders alike to become clear and passionate about changing the status quo, to break down the silos that currently structure policies and policymaking practice, and to have the courage to make mistakes and keep trying to get it right.

What HUD Can Do:

- Fund ongoing formative and summative assessments that incorporate aligned benchmarks of educational and neighborhood improvement
- Support local capacity-building for leadership to learn how to work collaboratively and develop mutually beneficial policies and practices
- Fund local collaborations with demonstrated capacity of shared agreements, governance structures, and mutually beneficial policies and practices while inspiring new partnerships through planning grants

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Notes

[i] From "Prepared remarks for Secretary of Housing and Urban Development Shaun Donovan at the Brookings Institution Metropolitan Policy Program's Discussion - 'From Despair to Hope: Two HUD Secretaries on Urban Revitalization and Opportunity'," located at www.hud.gov/news/speeches/2009-07-14.cfm.

[ii] Promise Neighborhoods: Recommendations for a National Children's Anti-Poverty Program Inspired by the Harlem Children's Zone®, PolicyLink and Harlem Children's Zone (2009).

[iii] Coalition website - http://www.communityschools.org/index.php?option=content&task=view&id=6&Itemid=27. Additional information on community schools: Martin J. Blank, Atelia Melville, and Bela P. Shah, *Making the Difference: Research and Practice in Community Schools* (Washington, DC: Coalition for Community Schools, 2003); James G. Cibulka and William J. Kritek, eds. *Coordination Among Schools, Families, and Communities: Prospects for Educational Reform* (Albany: State University of New York Press, 1996); Robert L. Crowson and William L. Boyd, Coordinated Services for Children: Designing Arks for Storms and Seas Unknown, *American Journal of Education* 101 (1993): 140-179; Joy Dryfoos, Jane Quinn, and Carol Barkin, *Community Schools In Action: Lessons From A Decade Of Practice* (Oxford: Oxford University Press, 2005); Joy Dryfoos, *Full-service: A revolution in health and social services for children, youth and families* (San Francisco: Jossey-Bass, 1994).

[iv] "By bringing everyone to the table and coordinating the efforts of many groups throughout the community, P-16 councils (consisting of representatives from education, business, government, and the community) have achieved successes that no institution could have realized acting on its own. By taking a data-driven and student-centered approach, P-16 teams have implemented academically rich curricula and common approaches to professional development. They also have identified institutional barriers and formulated creative strategies to smooth the transition from elementary to middle school, middle to high school, and high school to college." Dennis McGrath, *Convergence as Strategy and as Model: Linking P-16 Education Reform and Economic Development* (Knowledge Works Foundation, Ohio, 2008).

[v] *Executive Summary: A Framework for Closing California's Academic Achievement Gap*, California Department of Education (2008), p. 5.

[vi] For more information on linking childcare and economic development see: http://www.lincc-childcare.com/Content/10005/resources.html

[vii] For more information on the evolution of CTE and related research see: J. Oakes and M. Saunders, eds., *Beyond Tracking* (Harvard Education Press, 2008); D. Stern and D. Wagner, eds, *International Perspectives on the School-to-Work Transition* (Cresskill, NJ: Hampton Press, 1999). D. Stern, N. Finkelstein, J. R. Stone III, J. Latting, and C. Dornsife, *School to Work: Research on Programs in the United States* (London and Washington: Falmer Press, 1995); D. Stern, M. Raby, and C. Dayton, *Career Academies: Partnerships for Reconstructing American High School* (San Francisco: Jossey-Bass, 1992).

[viii] See Irvine Foundation - http://www.irvine.org/grantmaking/grantmaking-programs/youth/multiplepathways.

[ix] Deborah L. McKoy and Jeffrey M. Vincent, Engaging Schools in Urban Revitalization: The YPLAN (Youth – Plan, Learn, Act, Now!), *Journal of Planning Education and Research* 26 (2007): 389-403, 2007.

[x] Funders' Network for Smart Growth and Livable Communities, *Regional Equity and Smart Growth: Opportunities for Advancing Social and Economic Justice in America* (2004), p.1. Additional references on smart growth and schools include: Constance E. Beaumont with Elizabeth G. Pianca, *Historic Neighborhood Schools in the Age of Sprawl: Why Johnny Can't Walk to School* (Washington, DC: National Trust for Historic Preservation, 2002); Council of Educational Facility Planners International, Inc. and U.S. Environmental Protection Agency, *Schools for Successful Communities: An Element of Smart Growth* (Scottsdale, AZ: Council of Educational Facility Planners International, 2004); Reid Ewing and William Greene, *Travel and Environmental Implications of School Siting* (Washington, DC: US Environmental Protection Agency, 2003). Local Government Commission, *New Schools for Older Neighborhoods: Strategies for Building Our Communities' Most Important Assets* (Washington DC: National Association of Realtors, 2002).

[xi] *Regional Equity and Smart Growth*, p.1.

[xii] Jill Khadduri, Heather Schwartz, and Jennifer Turnham, "Reconnecting Schools and Neighborhoods: An Introduction to School-Centered Community Revitalization" (Enterprise Community Partners, 2007). Additional references include: Paul C. Brophy, *Making the School-Housing Connection Work: A Briefing Paper for the Enterprise Foundation's Real Estate Leadership Council* (Columbia, MD: The Enterprise Foundation, 2004); Connie Chung, Connecting Public Schools to Community Development, *Communities & Banking*, Winter (2005), 10-16; Jill Khadduri, Jennifer Turnham, Anne Chase, and Heather Schwartz, *Case Studies Exploring the Potential Relationship Between Schools and Neighborhood Revitalization. Prepared for Office of Public Housing, U.S. Department of Housing and Urban Development* (Cambridge, MA: Abt Associates, Inc., 2003); and Tony Proscio, *Schools and Community and Development: Erasing the Boundaries* (Columbia, MD: The Enterprise Foundation, 2004).

[xiii] See *Smart Schools, Smart Growth: Investing in Education Facilities and Stronger Communities*, a joint working paper by Policy Analysis for California Education and Center for Cities & Schools (2009); Deborah L. McKoy and Jeffrey M. Vincent, Housing and Education: The Inextricable Link, in James Carr and Nandinee Kutty, eds., *Segregation: The Rising Costs for America* (Routledge, 2008); Richard W. Riley, "Schools as Centers of Community," Speech delivered to the American Institute of Architects annual meeting, Washington, D.C., October 13, 1999. Available online: http://www.ed.gov/Speeches/10-1999/991013.html; and Steven Bingler, *What if…New Schools, Better Neighborhoods, More Livable Communities* (Los Angeles: The Metropolitan Forum Project and New Schools, Better Neighborhoods, 1999).

[xiv] http://www.emerycenter.org/html/background/index_background.html

[xv] Byron Garner, *Blacks Law Dictionary*, 8th Edition (2004).

[xvi] Tom Rizzuti, Tom Silva, and Mel Roop, *Joint Use Agreements: A How To Guide*. California Association of School Business Officials, Sacramento, CA (1997).

[xvii] From ConnectEd's website and the Coalition for Multiple Pathways http://www.connectedcalifornia.org/coalition/.

[xviii] According to recent National Center for Education Statistics data, of school-aged children in the US, 88 percent attend public school. Of those students, 2.4 percent attend a public charter school. . See http://nces.ed.gov/

[xix] David Tyack and Larry Cuban, *Tinkering toward Utopia: A Century of Public School Reform* (Harvard University Press, 1995).s