Why a Coalition for Policy Cohesion?

By not moving aggressively to increase policy cohesion, limited resources often are expended unwisely. The negative impact is not just on those experiencing problems, but on society as a whole.

*All* youngsters, *all* families, *all* neighborhoods are affected by the fragmented and marginalized nature of policies for addressing barriers to development and learning.
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Preface

There is growing concern about serious flaws in policies and practices at all levels aimed at preventing and correcting learning, behavior, emotional, and health problems. Some policies and practices try to increase collaboration within schools, among schools, between schools and community agencies, and among agencies at local, state, and federal levels. Such initiatives mean to enhance cooperation and eventually increase integrated use of resources. The hope is that cooperation and integration will lead to better access and more effective and equitable use of limited resources. Another implicit hope is that collaboration will enhance the amount and range of available services and lead to comprehensive approaches. And, of course, all of this is meant to improve results.

However, if collaboration is to play a major role in improving how we address barriers to development and learning, initiatives must use all available resources to evolve the type of comprehensive, integrated approaches that are essential for meeting the complex needs of the society and its citizens. To these ends, policy must do more than raise standards and hold agencies accountable for results. Policy must also (a) ensure resource mapping and analyses encompass all systems and resources used to address barriers to development and learning, (b) establish mechanisms for systemic change that reflect sound theories of change and that are effectively linked, and (c) upgrade and provide inservice training keyed to all involved parties.

Initiatives must also do more to involve families and the resources of schools, neighborhoods, and institutions of higher education. With respect to families, policies and practices stressing parent involvement do not go far enough; true involvement requires outreach and support designed to mobilize the many families who are not easily involved. Neighborhood resources include much more than health and social agencies. Policy thinking must expand to encompass all systems and resources used to address barriers to development and learning, and (c) upgrade and provide inservice training keyed to all involved parties.

Those involved in school and community reforms recognize that institutions of higher education currently are part of the problem (e.g., because of the inadequacy of professional preparation programs and professional continuing education programs, what they don’t teach undergraduates, what they don’t focus on in pursuing research). To achieve more than a marginal involvement of these mega-resource institutions requires policy, models, and structural changes that ensure the type of truly reciprocal relationships necessary to produce progress in confronting the pressing educational, social, and health concerns confronting our society.
Policy also fails to deal with the problems of “scale-up” (e.g., system-wide replication of promising models, institutionalizing systemic changes. In particular, major policies for reform and restructuring seldom link vision for change with how to effect such changes and rarely provide adequate funds for capacity building to accomplish widespread scale-up.

All this underscores that developing comprehensive, integrated approaches to address barriers to learning and promote healthy development continues to be a low priority in both policy and practice. Also, there is no explicit policy framework to guide policy makers in this arena. Policy makers must come to understand how to realign policy horizontally and vertically to create a cohesive framework. Then, they must use it to restructure the education support programs and services that schools own and operate and weave school owned resources and community owned resources together into comprehensive, integrated approaches for addressing barriers to learning and enhancing healthy development.

Implicit in calls for agency collaboration, state cabinet structures focusing on children and families, integration of programs and services, school-community partnerships, school-wide planning, and so forth is the realization that current policies and resources are fragmented and marginalized. It is increasingly evident that the success of such reforms is dependent on the restructuring of existing policies in ways that go beyond calling for collaboration and offering waivers. Existing policies must be revisited with the intent of realigning them to enhance policy cohesion and clarifying major gaps that must be filled. To these ends, organizations concerned with strengthening youth, families, and neighborhoods must work together in new ways. Thus, the need for a Coalition for Cohesive Policy in Addressing Barriers to Development and Learning -- which was established in 1998.

With a view to clarifying next steps for Coalition action, the steering committee was convened in April 1999. It has fallen to us to distill and integrate the group's consensus. In doing so, we recognize that such a range of input is always filtered through a personal lens; thus, we apologize for any errors of omission or commission. Such errors and other proposed improvements to this document will be made based on feedback received from participating organizations over the next few months.

Howard Adelman & Linda Taylor
More on:

**Why a Coalition for Cohesive Policy in Addressing Barriers to Development and Learning?**

The coalition was created to focus on the critical need to enhance policy cohesion (including filling policy gaps) related to addressing barriers to development and learning.

The coalition’s view is that:

> Positive results for youth, families, and neighborhoods require actions that can improve policy cohesion and comprehensiveness in addressing barriers to learning and enhancing healthy development.

While every organization has specific interests, coalition participants recognize that many organizations share facets of their agenda and have overlapping functions. Thus, they are interested in working more closely around areas of common concern.

Linked by the common aims of fostering policy integration and filling policy gaps related to addressing barriers to development and learning, the coalition’s mission is to pursue actions that

> foster changes in existing policies at local, state, and national levels to align them in ways that enhance cohesiveness among initiatives for strengthening youth, families, and neighborhoods and encourage flexibility in use of resources

> encourage new policy and practice that can fill intervention gaps and help overcome factors that hamper establishment of comprehensive approaches for addressing barriers to learning, enhancing healthy development, and enabling the attainment of high standards of performance.

Note: The School Mental Health Project at UCLA is providing facilitation and support in the initial phases of the coalition’s development.
Coalition Background

At the 1997 national summit on addressing barriers to student learning (focused on *Closing Gaps in School/Community Policy and Practice*), fundamental concerns were underscored regarding the critical need to fill policy gaps and enhance policy cohesion. This led to a proposal for creation of a policy-oriented coalition of organizations who have a stake in addressing barriers to development, learning, and teaching. The notion was that such a coalition could generate mechanisms to prepare and implement a strategic plan to foster policy integration and close policy gaps.

To help establish the coalition, the School Mental Health Project/Center for Mental Health in Schools at UCLA offered to play a catalytic role and provide technical support (e.g., bringing leaders together, facilitating creation of a steering group, providing support for planning). Organizations were identified and contacted; volunteers were solicited for a steering committee. In early March 1998, a strategic planning meeting was held in DC with those members of the steering committee who could attend. A working draft of the group’s report was prepared and circulated for feedback and revision to all steering committee members in late March, and the report was revised and circulated in May. A statement of the coalition’s purpose and vision, an exploration of guiding principles, and a set of first step recommendations were outlined in the report (see Appendix A). The recommendations were pursued from May 1998 through March 1999. Progress on first steps is reviewed in this document.

As planned, the steering committee was convened again in April 1999 to plan next steps. With a view to facilitating participation, meetings were held in two sections of the country (in D.C. on April 5th and in Los Angeles on April 12th). The agenda for the meeting reflected feedback over the year that indicated strong interest in the coalition identifying a specific area of focus for the immediate future that reflected an overlapping area of concern among coalition participants. Several possibilities were suggested (e.g., enhancing the priorities of local boards of education related to addressing barriers to student learning, focusing on the ESEA reauthorization, zeroing in on early education and the 21st Century Learning Centers initiatives). As was done previously, once the schedule for the meeting was finalized, all coalition participants were informed so that any who may wished to attend could do so. In addition to those on the current Coalition list, a few other key folks who have a stake in the matters under discussion were invited to provide the Steering group with some invaluable input. The occasion was also used to inform others about the coalition and invite them to join.

As you will see, the meeting was used as a time to decide on a focus the coalition can realistically pursue over the next year and to begin a strategic discussion for how to have a meaningful impact.

This first draft of this report integrates the work done at each meeting and is being sent to all participants for feedback which will then be incorporated to arrive at a consensus plan.
Progress on First Activities

Below is a brief progress update on the activities outlined by the steering committee last year:

(1) **Generate a Set of Principles to Guide Analyses of and Foster Policy Cohesion.** The appendices in the May revision of the last Steering Committee report reflect the work done on this task. Next steps will emerge from the Coalitions work this coming year.

(2) **Approach U.S. Dept. of H&HS Re. Need for Coordination Among its Various School-Based Health Care Initiatives.** Work on this matter continues. Julia Lear headed a group which met with the Dept. and made a few specific suggestions. From the coalition’s perspective, however, there still is not enough emphasis on the need for enhancing cohesiveness related to HRSA school-based health initiatives and their relationship to CDC school health initiatives. With respect to CDC, the folks in New Mexico did organize an interchange at the CDC meeting in Atlanta. It was agreed that a mechanism was needed to generate greater cohesion among CDC state infrastructure grants for coordinated school health programs, the MCHB state infrastructure grants for mental health in schools, and other related state initiatives. We should continue to encourage this effort to address the cohesion problems inherent in the fragmented policy approach to these matters.

(3) **Establish Regular Communication with the Emerging Coalition for Community Schools.** This coalition is meeting regularly and making good organizational progress. They are establishing a website (maintained by the National Center on Community Education). They are helping to disseminate the mapping of school-community initiatives authored by Atelia Melaville, with Martin Blank as project director (work prepared by the Institute for Educational Leadership and the National Center for Community Education with support from the Mott Foundation). Copies of the document have been sent to each member of the Coalition for Cohesive Policy. If a copy did not find its way to you, please let the Coalition facilitators know.

(4) **Communication Infrastructure.** Creation of the Coalition’s listserv and website has been delayed until the summer to ensure a proper kickoff. The May 1999 report from the steering committee meetings will be used as a focal point for the initial exchange.

(5) **Gather and Circulate Info about Existing Policy Initiatives, Trends, New Models.** Coalition participants responses have tended to focus on problems they have had in pursuing a wide range of initiatives related to their organization. The message that has emerged is that policymakers at all levels continue to deal with proposed initiatives in an ad hoc manner. Locally, the example of boards of education emerged as a critical focal point for concern along these lines.

(6) **Gather and Analyze Data on the Impact of Policy as it Plays Out at a School.** The School Mental Health Project at UCLA is working with the Center for Healthier Children, Families, and Communities to develop the methodology for gathering data on this matter.
Recommendations for Next Steps

The steering process yielded three basic recommendations.* At this point in time, there is consensus that the coalition can make a meaningful contribution by

developing a *model* for a *policy statement* framing a cohesive approach to addressing barriers to development and learning,

developing a self-study instrument that embodies what is involved in operationalizing a cohesive approach to addressing barriers to development and learning,

convening a small expert panel to explore feasible ways to raise local school boards’ awareness of (a) the degree to which a lack of policy cohesion hinders their efforts to address barriers to student learning and (b) strategies for enhancing policy cohesion.

The rationale and next steps related to each of these recommendations are outlined below:

**Develop a Model for a Policy Statement framing a Cohesive Approach**  
This is a critical juncture in reforming school and community efforts to address barriers to development and learning. The lack of policy cohesion is hindering effective reform in schools and neighborhoods. There is a clear need to provide models of policy statements that can guide movement toward greater cohesion and that are oriented to the local level.

The idea is to provide policy language as a “road map”/framework to put in front of various bodies (such as legislatures and school boards) to help clarify both what the problem is and what is needed to improve the situation. Such a model also would be a referent for coalition participants as they develop their future policy recommendations.

Once the model policy statement is developed, the coalition would focus on a creating a multi year plan of action for itself designed to put and keep such a model in front of policy makers in ways that encourage establishment of essential reforms.

*Developed during the steering committee meetings and follow-up discussions.*
Next steps in pursuing this recommendation is for one or more work groups to use the lens of addressing barriers to development and learning to:

1. initiate a process to elicit information from a wide spectrum of organizations at the national, state, and local levels to (a) identify existing policies and (b) clarify what each group views as needed in terms of policy cohesion;

2. with a view to identifying priorities for change, analyze input to clarify (a) what current policy covers and doesn’t cover, (b) what would be ideal, and (c) various points along the continuum from the current state of affairs to what would be ideal;

3. circulate findings and analyses to Coalition participants and identified others for review and revision;

4. draft of model policy statement and circulate it to Coalition participants and identified others for review and revision;

5. disseminate the statement to a wide range of stakeholders;

6. convene a meeting to develop a multi year plan of action for keeping such a model in front of policy makers in ways that encourage establishment of essential reforms. (In connection with such strategic planning, it was emphasized that the workgroup include participants with sophistication in social marketing. It was also stressed that the Coalition should begin the process of compiling outcome evaluation findings and other related data that will support the call for reforms.)
Develop a *Self-study Instrument*  
**Operationalizing a Cohesive Approach**

In conjunction with developing a model for a policy statement, there is a need to develop a self-study instrument that embodies what is involved in operationalizing a cohesive approach to addressing barriers to development and learning.

Such an instrument can be used by organizations, agencies, schools, communities, and others to both enhance both their understanding of what is and what might be -- with a view to clarifying desirable changes in policy and practice.

Next steps in pursuing this recommendation is for one or more work groups to:

1. draft of self-study instrument and circulate it to Coalition participants and identified others for review and revision,
2. disseminate the instrument to a wide range of stakeholders.

Convene Expert Panel to Explore How to Raise Local School Boards’ Awareness of their Policy Cohesion Problem

At the local level, school boards need to revisit the many fragmented and marginalized policies that are reducing the impact of programs and services designed to enable learning by addressing barriers to learning.

They need to move beyond dealing in an ad hoc manner with policy and funding related to addressing barriers to learning.

They need to ensure that policies and practices are woven together into a cohesive whole and are thoroughly integrated as an essential facet of all initiatives to raise student achievement.

The specific objectives of the panel would be twofold:

(a) explore the feasibility of drawing the attention of boards to these matters in ways that are likely to lead them taking steps to improve cohesive policy and practice in addressing barriers to learning

(b) outline basic strategies for how the coalition could effectively broach the problem with boards.

The next step in pursuing this recommendation would be for a work group to convene such a panel and then circulate its conclusions to Coalition participants and identified others for review and subsequent planning.
Appendix A

Coalition for Cohesive Policy in Addressing Barriers to Development & Learning: Purpose & Vision

One of the ironies when policy makers call for collaboration is that so little attention is given to forming collaborations to affect policy. It is increasingly evident that there is a critical need to fill policy gaps and enhance policy cohesion related to addressing barriers to development and learning.

While every organization has specific interests, many share facets of their agenda, have overlapping functions, and want to work more closely around areas of common concern. The organizations participating in the Coalition are linked by the common aims of fostering policy integration and filling policy gaps related to addressing barriers to development and learning. During 1998, through suggestions made at the steering committee meeting and subsequent feedback on drafts, a consensus was developed for statements of vision and mission and an accompanying framework of guiding principles and assumptions.

A Growing Vision

A great deal of existing educational, social, health, and other human services policy intends to redress restricted opportunities that arise from economic inequities. One aim is to minimize external and internal barriers that interfere with youngsters’ learning at school; a related aim is to promote healthy physical, social, and emotional development and well-being. For the most part, policy initiatives have been and continue to be developed in a piecemeal fashion. This produces considerable fragmentation of programs and services, hampers effective use of resources, and interferes with achieving desired results.

The coalition was formed specifically to work for greater policy cohesion and will analyze existing initiatives from the perspective of how they address barriers to development and learning and how better results can be achieved through enhancing policy cohesion and filling gaps in policy and practice. Building on perspectives about major policy concerns and dimensions (see Appendix C) and principles that have been developed for efforts to integrate services, the coalition has begun to generate a set of principles to guide analyses of and foster policy cohesion.

At this point, our vision centers around the view that:

Positive results for youth, families, and neighborhoods require actions that can improve policy cohesion and comprehensiveness in addressing barriers to learning and enhancing healthy development.
Underlying Assumptions

We believe that viewing public policy through the lens of how barriers to development and learning are addressed will provide an invaluable analysis of the strengths, weaknesses, and gaps of existing initiatives.

We believe that enhancing intervention effectiveness in addressing barriers to development and student learning requires policy that

is cohesive and flexible

provides the resources necessary for transforming the nature and scope of intervention efforts so that comprehensive, multifaceted, integrated approaches are developed

creates necessary infrastructure and provides for effective capacity building to ensure appropriate implementation of comprehensive, multifaceted, integrated approaches

provides the resources necessary for implementing widespread scale-up.

We believe that inadequate policy support related to any of these matters means that the aim of enhancing intervention effectiveness on a large-scale will not be achieved.

Furthermore, we believe that a comprehensive vision for addressing barriers to development and learning encompasses a commitment to strengthening families, youth, and neighborhoods and requires the combined resources and decision making of families, schools, communities, and the many disciplines that are involved in providing programs and services.

We believe that interventions to address barriers to learning must be comprehensive, multifaceted, and integrated -- encompassing overlapping systems of prevention, systems of early intervention, and systems of care.

We believe that interventions must be designed in ways that ensure they are asset-based and can still appropriately meet designated needs. This requires consistent and appropriate consideration of differences, diversity, and disability and use of the least intrusive, disruptive, and restrictive procedures necessary to accomplish the best results.

We believe that appropriate evaluation and accountability for results is an integral part of capacity building and, in the early stages of program development, must involve short-term benchmarks. Then, within a reasonable time frame, the emphasis must shift to indices of major results -- especially enhanced school performance.
Some Guidelines for Thinking About Principles in Addressing Barriers to Development and Learning

In a synthesis of key principles for effective frontline practice, Kinney, Strand, Hagerup, and Bruner (1994) caution that care must be taken not to let important principles simply become

*the rhetoric of reform, buzzwords that are subject to critique as too fuzzy to have real meaning or impact . . . a mantra . . . that risks being drowned in its own generality.*

With this caution in mind, it is helpful to review the following phrases. They are offered simply to provide a sense of the philosophy guiding efforts to address barriers to development and learning.

- A focus on improving systems, as well as helping individuals
- Full continuum of interventions
- Activity clustered into coherent areas
- Comprehensiveness
- Integrated/cohesive programs
- Systematic planning, implementation, and evaluation
- Operational flexibility and responsiveness
- Cross disciplinary involvements
- Deemphasis of categorical programs
- School-community collaborations
- High standards-expectations-status
- Blend theory and practice
- Family-centered, holistic, and developmentally appropriate
- Consumer-oriented, user friendly
- Consumers should contribute
- Tailor to fit sites and individuals
- Embody social justice/equity
- Account for diversity
- Respect and appreciation for all parties
- Partnerships in decision making/shared governance
- Build on strengths
- Clarity of desired outcomes
- Accountability
- Self-renewing


(cont. on next page)
The following list reflects guidelines widely advocated by leaders for reform.

An infrastructure must be designed to ensure that enabling activity

- includes a focus on prevention (including promotion of wellness), early-age interventions, early-after-onset interventions, and treatment for chronic problems,
- is comprehensive (e.g., extensive and intensive enough to meet major needs)
- is coordinated-integrated (e.g., ensures collaboration, shared responsibility, and case management to minimize negative aspects of bureaucratic and professional boundaries),
- is made accessible to all students (including those at greatest risk and hardest-to-reach),
- is of the same high quality for all,
- is user friendly, flexibly implemented, and responsive,
- is guided by a commitment to social justice (equity) and to creating a sense of community,
- uses the strengths and vital resources of all stakeholders to facilitate development of themselves, each other, the school, and the community,
- is designed to improve systems and to help individuals, groups, and families and other caretakers,
- deals with the child holistically and developmentally, as an individual and as part of a family, and with the family and other caretakers as part of a neighborhood and community (e.g., works with multigenerations and collaborates with family members, other caretakers, and the community),
- is tailored to fit distinctive needs and resources and to account for diversity,
- is tailored to use interventions that are no more intrusive than is necessary in meeting needs (e.g., the least restrictive environment)

facilitates continuing intellectual, physical, emotional and social development, and the general well being of the young, their families, schools, communities, and society,

- is staffed by stakeholders who have the time, training, skills and institutional and collegial support necessary to create an accepting environment and build relationships of mutual trust, respect, and equality,

- is staffed by stakeholders who believe in what they are doing,

- is planned, implemented, evaluated, and evolved by highly competent, energetic, committed and responsible stakeholders.

Furthermore, infrastructure procedures should be designed to

- ensure there are incentives (including safeguards) and resources for reform,

- link and weave together (1) enabling activity that is owned by the schools and (2) community public and private resources,

- interweave the Enabling Component with the Instructional and Management Components of school and community,

- encourage all stakeholders to advocate for, strengthen, and elevate the status of young people and their families, schools, and communities,

- provide continuing education and cross-training for all stakeholders,

- provide quality improvement and self-renewal,

- demonstrate accountability (cost-effectiveness and efficiency) through quality improvement evaluations designed to lead naturally to performance-based evaluations.
Appendix B

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Appendix C

Some Frameworks to Guide Analyses of Policy Related to Addressing Barriers to Development and Learning

For purposes of analysis, policy can be seen as a purposive course of action aimed at dealing with a matter of concern. Public policy is a course of action carried out by institutions and people who staff them. The process of developing policy is political, but not limited to the enactment of laws, regulations, and guidelines. That is, while much policy is enacted by legally elected representatives, policy often emerges informally because of the way people in institutions pursue a course of action each day. Decisions not to act also constitute policy making.

McDonnell and Elmore (1987) categorize alternative policy "instruments" (mechanisms that translate substantive policy goals into actions) as (1) mandates -- defined as rules governing the action of individuals and agencies, intended to produce compliance, (2) inducements -- the transfer of money to individuals or agencies in return for certain actions, (3) capacity-building -- the transfer of money for the purpose of investment in material, intellectual, or human resources, and (4) system-changing -- the transfer of official authority among individuals and agencies to alter the system by which public goods and services are delivered. This framework has been used to study the effects of education reform policies and the specific question "Under what conditions are different instruments most likely to produce their intended effects?" The answer to this question is seen as requiring understanding of "why policymakers choose different instruments; how those instruments operate in the policy arena; and how they differ from one another in their expected effects, the costs and benefits they impose, their basic operating assumptions, and the likely consequences of their use."

A great deal of discussion in recent years focuses on whether policy should be made from the top-down or the bottom-up. Some argue that efforts to generate systemic changes must focus on the top, bottom, and at every level of the system.

The commitment and priority assigned to a policy generally is reflected in the support provided for implementing specified courses of action. Some actions are mandated with ample funds to ensure they are carried out; others are mandated with little or no funding; some are simply encouraged.
Designated courses of action vary considerably. More often than not policy is enacted in a piecemeal manner, leading to fragmented activity rather than comprehensive, integrated approaches. Relatedly, time frames often are quite restricted -- looking for quick payoffs and ignoring the fact that the more complex the area of concern, the longer it usually takes to deal with it. The focus too often is on funding short-term projects to show what is feasible -- with little of no thought given to sustainability and scale-up.

Those concerned with addressing barriers to development and learning have a role to play in both analyzing the current policy picture and influencing needed changes. Figures 1 through 4 provide some frameworks for mapping and generating questions in efforts to analyze the status of policy. Figure 1 outlines three dimensions: the purpose of the policy, its form, and the level of priority/degree of compulsion for carrying it out.

Figure 2 groups major policy and practice for addressing barriers to development and learning into five areas: (1) measures to abate economic inequities/restricted opportunities, (2) primary prevention and early age interventions, (3) identification and amelioration of learning, behavior, emotional, and health problems as early as feasible, (4) ongoing amelioration of mild-moderate learning, behavior, emotional, and health problems, and (5) ongoing treatment of and support for chronic/severe/pervasive problems. As a guide for ongoing analyses of policy and practice, these areas are presented in a framework organized as an intervention continuum ranging from broadly focused prevention to narrowly focused treatments for severe/chronic problems.

Figure 3 provides a grid for beginning to map the many initiatives that exist for addressing barriers to development and learning (including those aimed at strengthening schools, families, and neighborhoods).

Ultimately, the intent of policy initiatives focusing on ameliorating complex psychosocial problems should be to enhance the effectiveness of interventions. As current policy efforts recognize, one aspect of achieving this aim is the commitment to cohesiveness (or integrated effort) by improving agency and department coordination/collaboration. Another aspect involves efforts to enhance the nature and scope of intervention activity. Figure 4 outlines considerations related to the focus of prescribed changes, the forms of change that are intended, and the essential elements of capacity building to ensure change is accomplished.
Figure 1. Some major policy dimensions

**LEVEL OF PRIORITY/DEGREE OF COMPULSION**

- Encouraged (no mandate; no funding)
- Mandated with inadequate or no funding
- Mandated with appropriate funding

**PURPOSE**

- Development of model demonstrations
- Development of programs/infrastructure
- Systemic restructuring of infrastructure and program changes
- Systemic restructuring of institutionalization/sustainability

**FORM OF POLICY**

- Acts of legislative bodies & related regulations and guidelines
- Procedural guidelines and standards related to an institution’s mission, goals, and objectives
- Procedural guidelines and standards related to a department, unit, or other specific facet of an organization
- Informal standards, mores, etc. shaping the actions of those in an organization, community or other social context

**OTHER DIMENSIONS**

- Comprehensiveness = piecemeal (fragmented) action \( \rightarrow \) comprehensive (integrated) action
- Degree of flexibility in administering policy = none \( \rightarrow \) full waivers granted as appropriate
- Length of funding = brief \( \rightarrow \) long-term
- Requirement of in-kind contribution (buy-in) = none \( \rightarrow \) designated percentage (kept constant or with proportion shifting over time)
**Figure 2.** Addressing barriers to development and learning: A continuum of five fundamental areas for analyzing policy and practice.

- **Prevention**
  - Measures to *Abate* Economic Inequities/Restricted Opportunities
  - Broadly Focused Policies/Practices to Affect Large Numbers of Youth and Their Families
  - **Primary Prevention and Early Age Interventions**
    - Identification and Amelioration of Learning, Behavior, Emotional, and Health Problems *as Early as Feasible*
  - Narrowly Focused Policies/Practices to Serve Small Numbers of Youth and Their Families
  - **Intervening Early-After Onset**
  - Ongoing Amelioration of mild-moderate Learning, Behavior, Emotional, and Health Problems
  - Ongoing Treatment of and Support for Chronic/Severe/Pervasive Problems
Figure 3. Framework outlining areas of interest in addressing barriers to development and learning (including strengthening schools, families, and neighborhoods)

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**Level of Initiatives**
- National (federal/private)
- State-wide
- Local
- School/neighborhood

**Questions:**

*What are the initiatives at the various levels?*

*How do they relate to each other?*

*How do they play out a school site and in a neighborhood?*
**Figure 4.** Example of a dimensional framework for analyzing intervention policy at national, state, and local levels.

**FORM OF CHANGE**

- Adding on a bit more of the same
- Upgrading scope and quality
- Adding more and upgrading scope and quality
- Transformation of approaches

**Policy ensures that there will be**

1. Clear delineation of intervention prototype model & its underlying rationale
2. Effective leadership for implementing intervention and for the change process
3. An effective intervention infrastructure
4. Appropriate development of key components & elements
5. Sufficient stakeholder development for all involved parties
6. Delineation of a scale-up model and effective leadership & infrastructure for scale-up
7. Appropriate evaluation & accountability for results

**FOCUS OF PRESCRIBED CHANGES**

- Enhancing system operational processes
- Enhancing the substance of what the system is doing
- Enhancing both processes & substance