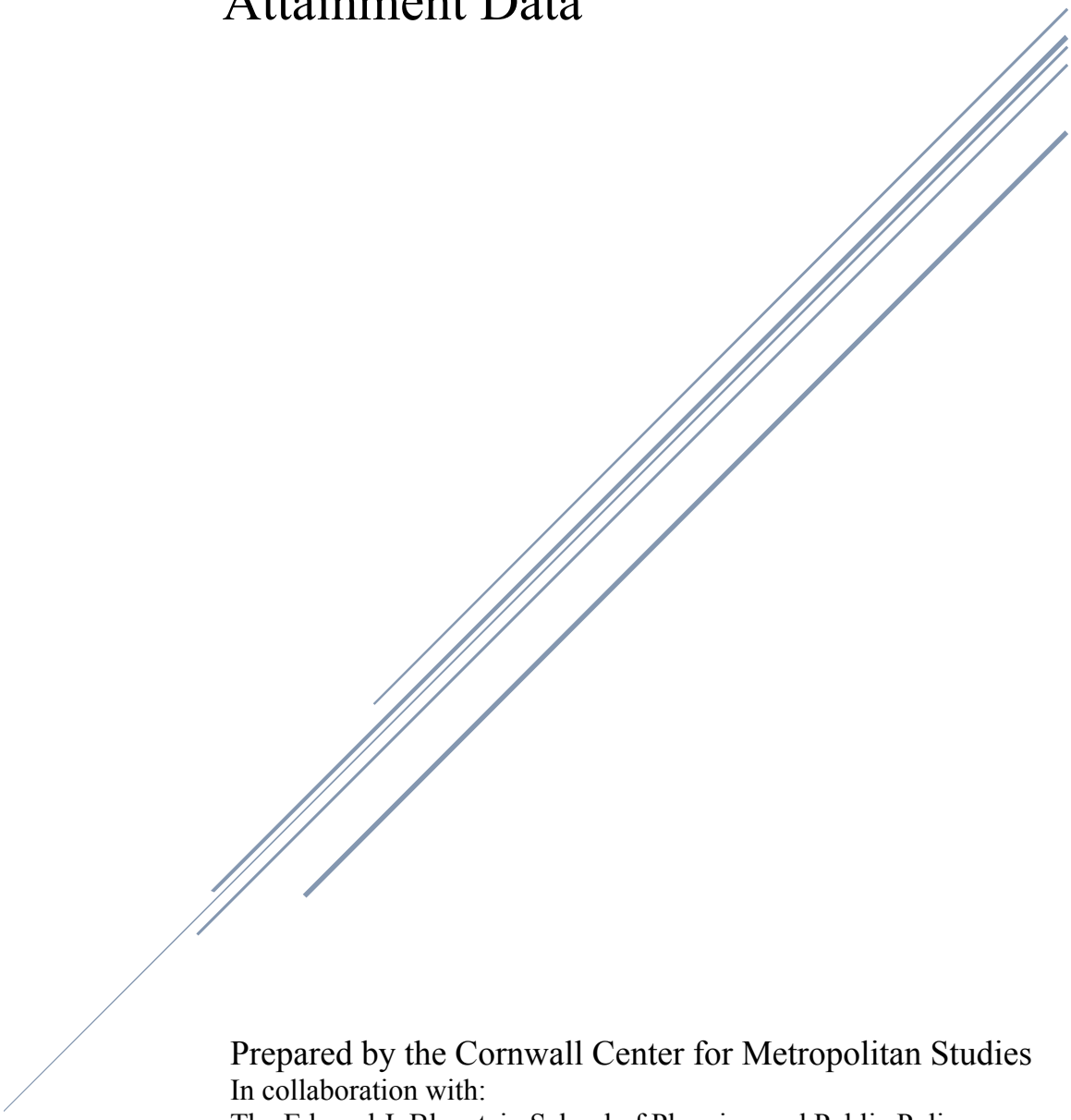
NEWARK - City of Learning

An Assessment of Postsecondary Attainment Data



Prepared by the Cornwall Center for Metropolitan Studies
In collaboration with:
The Edward J. Bloustein School of Planning and Public Policy
and Newark City of Learning Collaborative

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Abstract

Problem:

The Cornwall Center, in conjunction with the NCLC, asked the Bloustein Practicum team to research four aspects of postsecondary readiness and success programming in Newark and nationwide. The four components of our project were 1) an analysis of postsecondary readiness and attainment data in Newark, 2) an inventory scan and analysis of current college readiness programs in Newark, 3) analysis of two college readiness programs that existed in Newark in the recent past, and 4) case studies of Promise programs in other cities. The purpose of this project was to create a data platform from which the Collaborative could create policies, goals, and benchmarks to increase postsecondary attainment among Newark residents.

Methodology:

The Bloustein Practicum team used a variety of primary and secondary research sources and techniques to complete their tasks. For the first section, analysis of postsecondary readiness and attainment data in Newark, the team collected data from postsecondary institutions and the New Jersey Department of Education about Newark students, broken down where possible by high schools, race, sex, age, and various educational milestones or indicators. The team also analyzed a recent draft report about postsecondary readiness and attainment in Newark. For the inventory scan of existing college readiness programs, the team created an online survey and sent it to known providers in the city. For the third section, the team used semi-structured interviews to gather information about the two programs that no longer operate in Newark. Finally, the team used internet research and interviews to learn about Newark demographics and compile case studies of Promise Programs in four other cities: Kalamazoo, MI; Syracuse, NY; Pittsburgh, PA; and New Haven, CT.

Salient Findings:

The Bloustein Practicum Team has identified four salient findings that inform our recommendations. First, the secondary data that the team acquired was rarely comparable across institutions because the datasets did not contain quite the same sets of information. Second, while the existing college readiness programs provide excellent services and outcomes for middle and high school students, these programs do not address the needs of students transitioning into college very well. Third, college readiness programs need stable funding sources so that they are not in jeopardy of closing if a particular funding source becomes unavailable. Finally, the Promise Programs that are the most successful are the ones where there is a designated entity to manage all of the overarching components such as data collection and analysis, coordination between collaborators, and centralized strategic planning.

Recommendations:

The Bloustein Practicum Team has identified four recommendations from our analyses. First, it is imperative that the NCLC and other college readiness providers in Newark strengthen multilevel partnerships. Second, the Collaborative and its member organizations must improve their strategic planning processes. Third, there is a need for stronger non-academic college readiness programming in Newark. Finally, the NCLC and its partners need to streamline access to data and ensure compatibility and consistency across data collected and shared. These four recommendations and corresponding best practices will help the NCLC improve postsecondary attainment in Newark.

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Preface: Methodology and Introduction to Newark

The following is information on the overall mission and execution of this project and it contains an introduction to Newark as a city in its current state.

Introduction to Project/ Methodology

This report has been prepared in furtherance of the objectives of the Newark "City of Learning" Community Collaborative. The project was conceived and designed by staff with the Joseph C. Cornwall Center for Metropolitan Studies. The project was executed by a Practicum team of seven graduate students from the Edward J. Bloustein School of Planning and Public Policy.

The Newark "City of Learning" Community Collaborative (NCLC) was created to increase postsecondary attainment in the City of Newark, New Jersey. NCLC's primary objective is to increase the proportion of Newark adult residents with high quality postsecondary degrees and credentials from 13% to 25% by 2025. NCLC combines leadership from several sectors — government, education, philanthropy, corporate, neighborhood and community-based organizations — to strengthen and promote college readiness, access, and attainment for Newark residents. NCLC has a postsecondary attainment goal for Newark of 25,000 Newark adults with bachelor's degrees by 2025. Reaching this milestone will enhance Newark's regional competitiveness, improve the local economy, and create a better quality of life for city residents.

The Joseph C. Cornwall Center for Metropolitan Studies is a part of the Rutgers-Newark campus. The Cornwall Center facilitates research and learning exchanges among scholars and stakeholders in the public, private, and non-profit sectors to address urban and metropolitan challenges. It engages in applied research covering Newark as the core city, and the region in which Newark is embedded. Research is concentrated in the following areas: economic development, neighborhood security, health, and education. The Cornwall Center works closely with communities, philanthropy, and the public sector to use appropriate research methods to increase the body of knowledge in urban and regional policy development. One of the founding goals of the Cornwall Center is to link faculty and the community in ways that lead to improved research and community outcomes.

The Edward J. Bloustein School of Planning and Public Policy prepares students for both public and private sector careers, teaching and research professions, and service at all levels of government. Students are trained in the areas of political processes, public health, employment and social policy, human services, urban redevelopment, and regional development and planning, among others. As a critical resource to government at every level, the school sponsors research, provides expert analysis, and educates tomorrow's civic leaders. The Bloustein School's two-year Master of Public Policy Program is designed to fill the need for highly trained individuals to work on complex public policy problems. Students develop and refine their competence in analytic and quantitative skills, forming a thorough understanding of the political institutions and processes through which public policies are formulated and implemented.

Scope of the Project

This research project examines the components of existing college readiness, access, retention, and completion programs available to high school students and young adults. The project concentrates on the linkage between college readiness and postsecondary attainment.

The project starts with a robust scan of college readiness programs, as well as the collection of a wide array of high school and postsecondary data. Bloustein Practicum associates worked directly with key stakeholders who are defining a college access pipeline for Newark residents. Both the project and this resulting report, are designed to establish the base for wider discussion and articulation of a plan to help Newark's young people gain access to higher education and upward mobility.

This project will inform future efforts to develop a focused agenda through transparent and sustained discussion. The information and data compiled in this report establish a baseline for creating a shared data system to measure progress. In the future, NCLC and the Cornwall Center will use this information to develop a highly structured process that leads to effective decision making for three critical issues: K-12 to college alignment, adult learners, and economic development. For each issue, targeted data will be used to inform a variety of coordinated approaches, such as creating a college-going culture in schools, and encouraging a district-wide culture of sharing best practices.

One of the initial strategies to effect change in postsecondary outcomes is to build a multifaceted data platform to track information across a spectrum of neighborhood and educational data. This includes gathering information from primary schools, colleges, and workforce development systems. This data platform will be managed by the Cornwall Center and will track inputs and outcome indicators that correspond with postsecondary degree attainment and success. The information gathering process for developing this report initiates communication among partners, and is the first step in the development of a shared language for Newark college access programs. This project also engages various new stakeholders, thereby expanding the reach of the collaboration.

Project Objective

The objective is to assist college access service providers by assessing their capabilities, determining common measures of effectiveness, and adding their collective information to the proposed data platform. To compile the data in this report, the research team convened these providers, including university-based college access programs and non-university-based nonprofit organizations that are committed to college access and success. In the future, the collaborative will work with these entities to develop progress reports so that the public and key stakeholders can assess progress.

Project Description

The project plan consists of four parts, each with separate deliverables, and a final report that represents the research and analysis. The Cornwall Center staff connected the research team with key agencies, organizations, nonprofits, and individuals for the purposes of data collection, interviewing, and analysis.

The project is broken down into four separate deliverables: 1) aggregate data collection, 2) an inventory scan of existing Newark programs, 3) in-depth case studies of former Newark programs, and 4) in-depth case studies and analytical framework. The report concludes with recommendations.

Part One – Aggregate Data Collection

The report collects data vital to understanding some of the challenges that the city faces as it attempts to develop effective college-ready students. This includes indicators that affect the percentage of postsecondary degree attainment in the city of Newark, including postsecondary readiness, enrollment, persistence, and attainment. The report presents the data for each indicator and analyzes gaps in data.

Part Two – Inventory Scan of Existing College Readiness Programs

The project develops a comprehensive scan and inventory of college readiness throughout the city of Newark. The scan of existing Newark programs has an emphasis on high school to postsecondary transitions, including:

- Newark Public School administered programs
- Community-based programs
- University and community college-based programs

The inventory of programs will include a description of each program, target ages, criteria for participation, number of participants enrolled, and outcomes based on program intent. The college readiness indicators measured include GPA, SAT scores, and high school graduation rates for students transitioning to college; on-time graduation rate for high school students; and college enrollment and retention rates. Outcome indicators for adult learners include enrollment rate into two- and four-year colleges for target populations; rate of persistence from first year to second year for two- and four-year institutions for target populations; and graduation rate from two- and four-year institutions for target populations.

Part Three – Case Studies of Former Newark Programs

The report focuses on two of Newark's former programs with services geared toward postsecondary attainment. The report creates two in-depth narratives focused on two historical programs in Newark.

- Project GRAD
- READY Program

The report identifies how and why these programs were created, the stakeholders involved in development and implementation, indicators of success, and details regarding program conclusion.

Part Four – In-depth Case Studies and Analytical Framework

Postsecondary initiatives have been developed and implemented in cities throughout the United States. Various versions of the "Promise Model" have been implemented throughout the United States. This model creates support mechanisms that drive a college-to-degree attainment pipeline. Major cities, like the ones list below, have created a citywide collaborative to tackle this issue. The report contains in-depth case analyses of four cities with Promise Model-type programs. These cities, and their programs, are as follows:

- Kalamazoo, Michigan "Kalamazoo Promise"
- Syracuse, NY "Say Yes to Education"
- New Haven, Connecticut "New Haven Promise"
- Pittsburgh, Pennsylvania "Pittsburgh Promise"

Project Conclusion & Recommendations

The report concludes with four recommendations, including discussions of best practices for implementation and related considerations, for delivering an effective and comprehensive post-secondary citywide initiative. The aim is to increase the percentage of post-secondary attainment in the city of Newark. The recommendations stem from best practices and cases but fit the target population and demographics of the city of Newark.

Introduction to Newark

Newark is the largest city in the Garden State, located in the most economically powerful metropolitan region in the United States approximately 10 miles from Manhattan. The city has recently been marketed as undergoing a renaissance due to the redevelopment of its downtown and nearby neighborhoods. Newark is blessed with a fine harbor that has developed into a major container port, it is the site of one of the nation's primary international airports, and it serves as the primary transportation hub for the entire state. On the other hand, the city has suffered from the implementation of nearly every unsound planning concept of the twentieth century, including massive urban renewal. [1] In fact, it was urban renewal that led to the wholesale destruction of enormous amounts of affordable housing units in Newark that were never fully replaced despite the construction of huge public housing projects.[2] However, there is reason to be hopeful. The right development can capitalize on Newark strategic location as its "gateway" location makes it accessible and attractive.[3] Having multiple actors in Newark focus on public investment and an educated workforce would increase the possibilities for Newark's prosperous future.

In order to understand the majority-minority city (the term refers to cities in which national minorities are numerically a majority) current education issue it is important to provide a brief socio-economic background description of the city. Newark was the first city in New Jersey and among the earliest in the United States to begin an urban renewal program under the 1949 Title I Act of the Federal Housing Authority.[4] In the late 1940s and early 1950s, Newark underwent a transformation known in urban planning as "slum clearance" as the key to revitalization in which it demolished central-city housing and destroyed existing

[1] Virtullo-Martin, Julia. "Gateway Newark". *The New York Times*. October 22, 2006, accessed April 19, 2014.

[2] Ibid.

[3] Ibid.

[4] Zayas, Ana Y." The Fell that Sells Newark: From Aggressive" City to Neoliberal-Friendly Emotional Regime." In Street therapists race, affect, and neoliberal personhood in Latino Newark. Chicago: The University of Chicago Press, 2012. 45-76.

infrastructure.[5] In 1967, Newark experienced riots due to several factors that included: "police brutality, political exclusion of blacks from city government, urban renewal, inadequate housing, unemployment, poverty, and rapid change in the racial composition of neighborhoods."[6] Post-riot disturbances also resulted in racial tensions in schools between the growing Puerto Rican community and African Americans.[7] The increase of Latin American migrants and U.S. born Latinos during the 1980s halted further population declines in the city and created an opportunity to promote Newark as a multicultural city.[8]

In 2010, Newark had the largest number of Latino (93,746) and Black (145,085) residents of any municipality in the Garden State.[9] According to the American Community Survey (2008-2012) Newark has 276, 478 people in which about 50 percent are black, 33 percent are Latino, and 13 percent are white. First-generation immigrants are a noticeable part of Newark's community making up 27 percent of its total population. Eighteen percent of the city's residents are noncitizens. Additionally, in terms of languages spoken at home, children from 5 to 17 years of age are more likely to speak English than Spanish. However, a larger percentage of adults speak Spanish: 22 percent of adults 18 to 64 years.

Newark has a fairly young population: 26 percent of the population consists of children under the age of 17. In terms of educational attainment (which will be further detailed in this report), 35 percent of Newark residents graduated from high school or obtained a GED and 30 percent never obtained a high school degree.

New Jersey suffered greatly from the great recession and lost about 260,000 jobs.[10] It has recovered just 37 percent of those jobs, lagging behind its neighboring states: New York (which has recovered 172 percent of the jobs lost) and Pennsylvania (which has recovered 78 percent of the jobs lost), as well as the nation as a whole (which has recovered 95 percent of the jobs lost).[11] Newark has suffered as well, as the unemployment rate is 12 percent, which is well above the national (7 percent) and the state (7.8) rates, according to February 2014 data.[12] Working-age black males have been impacted heavily in the post-recession period; considering that in 1970 75.3percent of them were employed, in 1990 65.4 percent were

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[5] "The Newark Metro: Planning, Slum Clearance and the Road to Crisis in Newark." The Newark Metro: Planning, Slum Clearance and the Road to Crisis in Newark. http://www.newarkmetro.rutgers.edu/print.php?ID=173 (accessed April 20, 2014).

[6] Bigart, Homer. "Newark Rito Deaths at 21 as Negro Sniping Widens; Highes May Seek U.S. Aid." New York Times. July 16, 2967. Print.

[7] Zayas, Ana Y." The Fell that Sells Newark: From Aggressive" City to Neoliberal-Friendly Emotional Regime." In Street therapists race, affect, and neoliberal personhood in Latino Newark. Chicago: The University of Chicago Press, 2012. 45-76.

[8] Ibid.

[9] Wu, Sean-Yuan. "Growing New Jersey Minority Population Reaches Majority in Some Municipalities". NJ Labor Market Views, Issue 7. Labor Market Research & Demographic Research. http://lwd.dol.state.nj.us/labor/lpa/pub/lmv/LMV_7.pdf

[10] "NJ lost 1,300 jobs in March; Unemployment rate rises." Asbury Park Press. http://www.app.com/article/20140417/NJBIZ/304170056/New-Jersey-jobs?nclick_check=1 (accessed April 19, 2014).

[11] New Jersey Policy Perspective, April 22, 2014.

[12] Data from U.S. Bureau of Labor Statistics. Last updated: Apr 18, 2014

employed, in 2010 only 54.5 of the workforce were employed compared to 75 percent of white males.[13]

Graph A: Unemployment Rate Overview: Newark, New Jersey, and United States

Source: U.S. Bureau of Labor Statistics

During the Great Recession many students witnessed their parents losing their jobs and they also faced the hardships of obtaining a job with only a high school diploma: 16 percent of those who graduated during the recession era are employed.[14] In general, only 3 in 10 high school graduates are employed full-time compared to college graduates who are employed at nearly twice that rate.[15] Given the consequences of the Great Recession to the state's economy and at its effect on Newark, we have all the more reason to invest in, and establish, an educated workforce where urban youth view college education as necessary and achievable. Newark has established postsecondary programs to increase educational attainment in the city. Some of these programs are discussed in the next section.

[13] Levine, Marc V. "Race and Male Employment in the Wake of the Great Recession: Black Male Employment Rates in Milwaukee and the Nation's Largest Metro Areas 2010". *University of Wisconsin-Milwaukee: Center for Economic Development*. January 2012. http://www4.uwm.edu/ced/publications/black-employment_2012.pdf 19.

[14] Van Horn, Carl et al. "Left Out. Forgotten? Recent High School Graduates and the Great Recession. WorkTrends. Americans' Attitudes about Work, Employers, and Government". *John J. Heldrich Center for Workforce Development, Edward J. Bloustein School of Planning and Public Policy*. June 2012. http://www.heldrich.rutgers.edu/sites/default/files/content/Left_Out_Forgotten_Work_Trends_June_2012.pdf

[15] Ibid.

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Part I: Educational Attainment Statistics in Newark

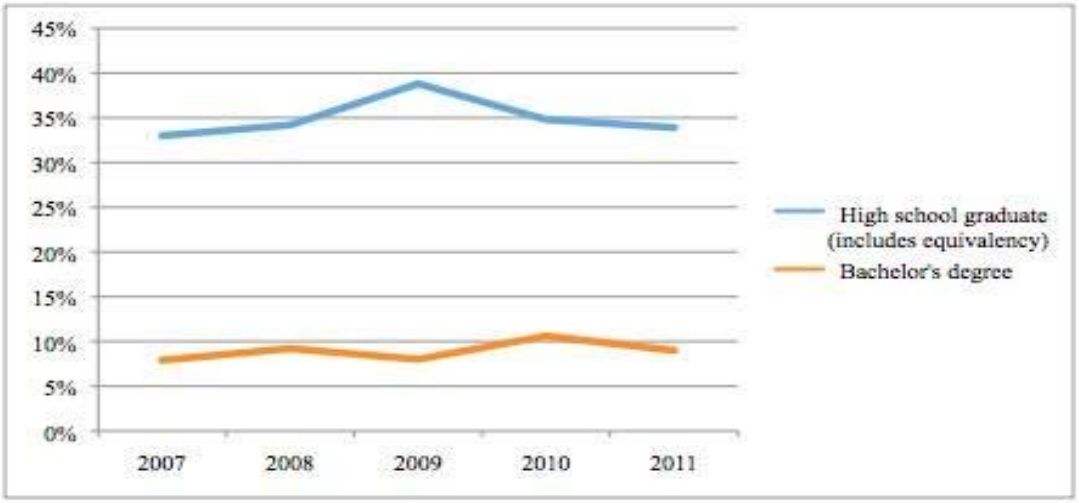
The following is an analysis of educational attainment statistics in Newark, NJ from 2007 to 2013.

Introduction

The purpose of this section is to provide data that will assist the NCLC. Data on educational attainment in Newark is extremely important in education, as it allows readers, policy makers, and grant-givers to become acquainted with the current situation in Newark and the need for change. In order to move any initiatives forward, data transparency is essential. Data is vital to understanding some of the challenges that Newark faces as it attempts to develop effective college-ready students.[16] The data we will present can be used to jump start conversations and help make progress in Newark's communities and will drive our group's overall, concluding recommendations.

The importance of quality education in a child's development is known. Research has shown the positive impacts of increasing one's education, including improved health and well-being and higher incomes.[17] New demands from the labor market make higher education crucial today. According to the Bureau of Labor Statistics, "total employment is expected to increase by 20.5 million jobs from 2010-2020," and "jobs requiring a master's degree are expected to grow the fastest, while those requiring a high school diploma will experience the slowest growth."[18] Higher education provides more opportunities to further a student's career and opens the door to opportunities that were previously closed off. Only 9% of Newark's residents hold a bachelor's degree.[19] As seen in the graph below, this statistic has stayed fairly consistent for the past decade.

Graph I-A. Percent of Newark Population 25 and over with Educational Attainment



Source: American Community Survey 2007-2011, *Census Bureau*.

[16] "Using Data to Advance Postsecondary System Change Agenda," *OMG Center for Learning Collaborative*, November 2013.

[17] "Fast Facts: Income of Young Adults," *National Center for Educational Statistics*, http://nces.ed.gov/fastfacts/display.asp?id=77; David M. Cutler, Adriana Lleras-Muney,, "Education and Health: Evaluating Theories and Evidence," *National Bureau of Economic Research*, July 2006.

[18] "Frequently Asked Questions Draft," *Newark, City of Learning Collaborative*.

[19] "Educational Attainment Data," American Community Survey 2007-2011, *Census Bureau*, accessed March 2014.

Districtwide, only 67% of high school students graduated in 2013, compared to New Jersey's total of 87%.[20] Newark students are falling behind. These low educational attainment statistics have prompted the formation of the NCLC. To improve these statistics, baseline data must be collected to provide a clear picture of what is occurring in Newark.

Definitions of Indicators and Postsecondary Data Terms

In order to fully understand the statistics in our report, the indicators and terms are defined below. Several of the definitions were taken from our own experience in with the data and research, while other have been taken from a direct source.

- Admission – the acceptance of an application from a student, which allows them to enroll and attend the higher institution.

- Cohort – first-time ninth graders in a school district. Students that transfer in after the beginning of the school year are assigned to the cohort that the student would have been in if he or she was in the school as an entering freshman. A cohort formula divides the number of students receiving a diploma by the number of first-time ninth graders who entered four years earlier. Cohorts are used to evaluate graduation rates in New Jersey. The evolution of how to calculate graduation rates will be expanded on later in this report.

- Comprehensive Schools – educational institutions that accept all students and do not make any differentiation between students in admittance. Commonly referred to as public schools.

- Enrollment – a student has accepted the postsecondary institution's admission offer, and he or she has scheduled the required amount of classes for a certain semester to be considered a student.

- FAFSA – Stands for Free Application for Federal Student Aid. This is a form prepared by college students that determines their eligibility for federal student aid, which would include Pell Grants, student loans, and work-study. We will be looking at the percentage of students at each high school that completes the FAFSA. This indicator shows us how knowledgeable students are about what the process is for attending college. There is low awareness about and there are low take-up rates for the FAFSA nationwide. If a student fills out the FAFSA, he or she is more likely to attend college because the student is more likely to have awareness of the amount of aid for which he or she qualifies.[21] The FAFSA can be very intimidating for students and parents, as it is lengthy and requires tax return information. Also, the FAFSA opens up in January

[20] "Educational Attainment Data,"American Community Survey 2007-2011, Census Bureau

[21] Eric P. Bettinger, Bridget Terry Long, Philip Oreopoulos, and Lisa Sanbonmatsu. "The Role of Application Assistance and Information in College Decisions: Results from the H&R Block FAFSA Experiment." *Quarterly Journal Of Economics* 127, no. 3 (2012): 1205-1242.

of the college entry year. Therefore, students must apply for college before knowing if they will be able to afford it.[22] Lack of education around the FAFSA leads to lower college matriculation.

- Magnet Schools – public schools that attract top-ranked students through a competitive application process.[23]

- Matriculation – when an enrolled student earns credit hours to degree attainment. A student can be enrolled in the institution, but not earning credits towards the degree (i.e. non-matriculation).

- Postsecondary Readiness – students' knowledge, skills, and preparation for enrolling, persisting, and graduating from college or their preparation for pursuing other career training paths. In this report, the graduation rate and the dropout rate are our indicators for postsecondary readiness.

- Postsecondary Enrollment – the number of individuals enrolling in college after their high school education. In this report, the percentage of those completing the FAFSA, the college enrollment rate of graduating school cohorts, and the change in postsecondary enrollment by targeted population will be our indicators for postsecondary enrollment.

- Postsecondary Persistence – a matriculated student continues from one semester to the next or one year to the next.

- Postsecondary Attainment – a student is awarded with a degree or certificate for completing the required amount of credit hours for the degree.

Background

This section provides background educational information on the city of Newark and the role that data can play in helping to improve postsecondary attainment in Newark. The section provides previously collected data gathered in the *Postsecondary Outcomes for Newark School Graduates (2004-2011): College Matriculation Persistence and Graduation Draft*

[22] Eric P. Bettinger, Bridget Terry Long, Philip Oreopoulos, and Lisa Sanbonmatsu. "The Role of Application Assistance and Information in College Decisions: Results from the H&R Block FAFSA Experiment." *Quarterly Journal Of Economics* 127, no. 3 (2012): 1205-1242.

[23] "Best High Schools: Magnet School," U.S. News and World Report, April 2013 http://www.usnews.com/education/best-high-schools/national-rankings/magnet-school-rankings

Report completed by the Newark Public School Research Consortium, Rutgers University-Newark. The report examines the differences in matriculation and graduation rates for Newark high school students, and their enrollment and persistence in higher education. It has been identified that there are large gaps in educational attainment among Newark residents. This section also includes information on the postsecondary institutions where data was gathered and a demographic snapshot.

Demographic Background of NPS Students

The *Post Secondary Outcomes Report* examines demographic change for Newark public high school graduates between 2004 and 2007, or four graduation cohorts. Results indicated that:

- Girls were more likely to graduate than boys.
- 61.2% of all high school students were black students, with 28.4% Hispanics as the second largest group.
- 57.2% were "economically disadvantaged," i.e. eligible for free/reduced school lunches
    - The percentage of "economically disadvantaged" students has been declining over the past several years.
    - This statistic (57.2%) may be a low estimate as the New Jersey Report Cards reports a different estimate of about 75-80%.

Postsecondary Matriculation Background Data

The report found that the majority (88.1 %) of Newark Public Schools' (NPS) students who attend college are staying in New Jersey, with the second largest portion attending postsecondary schools in Maryland. Below is a table of the distribution found in the report for NPS students attending New Jersey colleges.

Table I-A. Most Common College and Universities attended by NPS Graduates

	4-year Schools		**2-year Schools**	
Rank	*Institution*	*% Matric*	*Institution*	*% Matric*
	Any 4-Year School	53.3	Any 2-year School	62.1
1	Kean University	5.4	Essex County College	50.0
2	Rutgers-Newark	5.3	Union County College	7.1
3	Rutgers-New Brunswick	5.2	Hudson County College	1.6
4	Bloomfield College	4.5	All other 2-year schools	6.9
5	Montclair State University	4.2		
6	Jersey City University	3.0		
7	William Paterson University	3.0		
8	Berkeley College	2.9		
9	NJIT	2.7		

10	University of Phoenix	2.1		
11	Fairleigh Dickinson	1.5		
12	Seton Hall	1.1		
	All other 4-Year schools	19.6		

Source: *Postsecondary Outcomes for Newark School Graduates (2004-2011): College Matriculation Persistence and Graduation* draft report.

Based on the table above, the majority of NPS graduates attend Rutgers-Newark and Essex County College (ECC), with a large portion of students attending ECC. Both of these schools reside in the Newark, making it more convenient for Newark graduates. It is important to note, however, that Seton Hall and NJIT are not attended in the same proportions.

In the draft report's analysis of matriculation rates, the data highlights apparent declines (58.6% down to 50.6%) in those who matriculated to postsecondary institutions. However, these are underestimates. According to the report, because students delay matriculation in postsecondary institutions for several years, this would undervalue the number of students who actually go on to matriculate and attain degrees.[24]

Postsecondary Attainment Background Data

The data below from the *Post Secondary Outcomes Draft Report* indicates that degree attainment has been on the decline across all types of degrees.

Table I-B. The percent of NPS graduates who attained a degree or certificate by graduation cohort

Cohort	**N**	**Any Degree**	**Associate's**	**Bachelor's**	**Master's**
2004	1,947	15.1	4.3	11.8	1.1
2005	2,001	14.0	3.3	11.1	0.5
2006	2,139	10.8	2.7	8..3	0.2
2007	2,207	7.4	2.3	5.3	0.0
2008	2,342	1.8	1.5	0.3	0.0
2009	2,422	2.0	1.0	0.0	0.0
2010	2,219	0.0	0.0	0.0	0.0
2011	1,947	0.0	0.0	0.0	0.0
All years	17,224	6.0	1.8	4.4	0.2

Source: *Post Secondary Outcomes for Newark School Graduates (2004-2011): College Matriculation Persistence and Graduation* draft report.
Note: Cohorts 2010 and 2011 are 0% because they have not graduated yet.

[24] "Postsecondary Outcomes for Newark School Graduates (2004-2011): College Matriculation Persistence and Graduation" Draft Report, *Newark Public School Research Consortium,* Rutgers University- Newark, last modified 2011.

More fine-grained data presented in the report reveals that graduates from magnet schools were the largest contributor to bachelor's degrees (64.3%) and graduates from comprehensive schools (62.3%) were the largest contributor to associate's degrees. However, overall, NPS graduates were more likely to earn a bachelor's degree than an associate's degree.

The research our team has conducted expands on the data reported in *Post Secondary Outcomes Draft Report.* Our analysis includes similar information such as high school graduation rates and enrollment data. In addition, we include persistence, transfer, and attainment data that focuses on Rutgers-Newark and Essex County College — the two most commonly attended colleges by Newark public school graduates (NPS graduates). The majority of our data will be disaggregated by race, gender, and high school when possible.

Our report will present the data we collected from various sources, in addition to our documentation of the process we went through to collect the data and any gaps within the data. The hope is that providing information on our process will provide a more well-rounded picture of Newark. This analysis will provide more insight into what is occurring with Newark high school graduates and where efforts to assist NPS students might be focused. Our discussion will focus on data gaps and future indicators that can improve on the baseline data, as well as overall observations from the data.

Data Analysis

Postsecondary Readiness

This section presents the data used as indicators for postsecondary readiness. These indicators are graduation and dropout rates. The following 12 schools were used in our postsecondary readiness and postsecondary enrollment analysis:

- American History High School
- Arts High School
- Barringer High School
- Central High School
- East Side High School
- Malcolm X. Shabazz High School
- Newark Vocational High School
- Science High School
- Technology High School
- University High School
- Weequahic High School
- West Side High School

We focused our analysis on public high schools. Some of the data that we received included charter schools, and some did not. Therefore, in order to be consistent, we evaluated data based on the public high schools that all data had in common. We excluded more recent institutions such as Bard High School, Fast Track Success Academy, and Newark Bridges

High School as their data may not be as complete as the rest of the institutions. All of the complete data is provided to the Cornwall Center in conjunction with this report.

Graduation Rate Analysis

New Jersey has gone through various ways of calculating the high school graduation rate. Previously, New Jersey calculated graduation rates from aggregated data.[25] The National Governors Association introduced the 4-year adjusted cohort graduation rate in 2005 in an attempt to have all states use the same calculation of graduation rates. Therefore, New Jersey introduced a new graduation rate calculation in 2011 that calculates school, district, and state graduation rates with the adjusted cohort calculation. The formula is as follows:

$$\left\{ \frac{\text{\# of 2007 cohort members who earned a regular diploma through summer 2011}}{\text{\# of first-time ninth graders in fall 2007 (starting cohort) plus students who transferred in, minus students who transferred out, emigrated, or died during school years 2007-08, 2008-09, 2009-10, 2010-11, and through summer of 2011.}} \right\}$$

Thus, the graduation rate is the percent of students who graduate from high school with a regular diploma in the standard number of years — four years. Students who graduate in less than four years are counted with their assigned four-year cohort, not in their actual graduation year.

Statewide

New Jersey's statewide graduation rate is often praised. The 2013 adjusted cohort graduation rate was 87.50% statewide. This statistic is disaggregated by race below:

Table I-C. New Jersey's Statewide Graduation Rate, 2013

Subgroup	**Four Year Graduation Rate**
White	93.14
Black	76.38
Hispanic	78.62
Asian	95.93
American Indian	76.06
Native Hawaiian	91.73
Two or More Races	88.83
Statewide Total	**87.50**

Source: "Adjusted Cohort Graduation Rate Information," *NJ Department of Education.*

The graduation rates of black students in New Jersey is almost 20 percentage points lower than the graduation rate of white students. With over 60% of the student population in Newark

[25] "Adjusted Cohort Graduation Rate Information," NJ Department of Education.

consisting of black students, the overall Newark graduation rate is expected to be lower than the state's.

Districtwide

Newark's districtwide graduation rate is much lower than the statewide graduation rate. The data available from NJ Department of Education includes adjusted cohort graduation rates from years 2011 to 2013. Therefore, displayed below, is the districtwide graduation rate for Newark from 2011 to 2013, disaggregated by race.

Table I-D. Newark Districtwide Graduation Rate, disaggregated by race

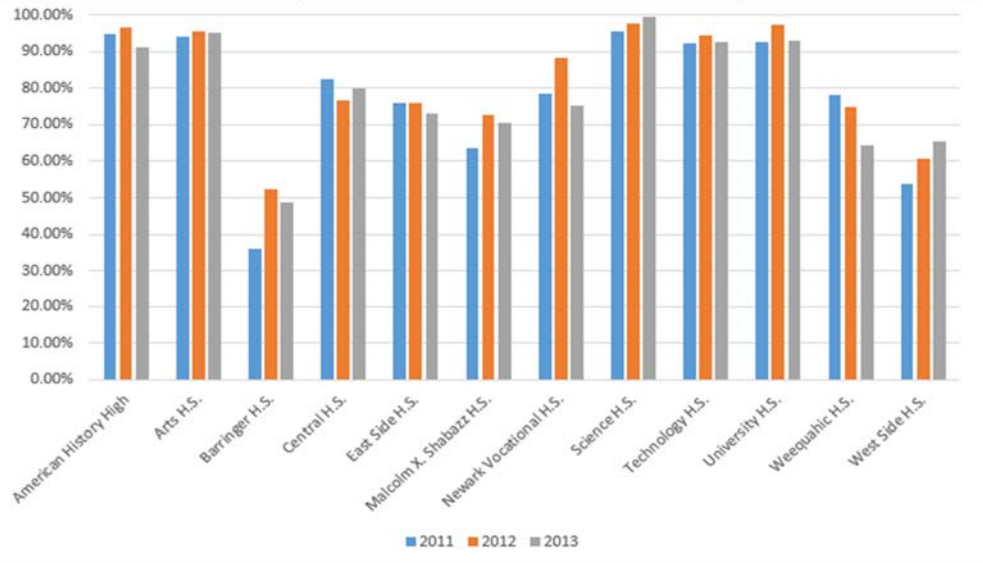
Race	**2013**	**2012**	**2011**
White	79.02	82.32	
Black	66.92	67.66	
Hispanic	66.31	67.86	
Districtwide All Races	**67.70**	**68.72**	**61.26**

Source: "Adjusted Cohort Graduation Rate Information," *NJ Department of Education.*

The table above indicates that Newark's graduation rate is 20 percentage points below New Jersey's statewide graduation rate. No information was available for the following populations in Newark: Asian, American Indian, Native Hawaiian, or two or more races. Data disaggregated by race was not available for year 2011.

The following graph displays the graduation rate at Newark high schools between years 2011 and 2013.

Graph I-B. Newark High School Graduation Rates by Adjusted Cohort, 2011 to 2013



Source: "Adjusted Cohort Graduation Rate Information," *NJ Department of Education.*

Furthermore, Table I-E. displays the graduation rates at each public high school in Newark from years 2010 to 2013.

Table I-E. Newark High School Graduation Rates

School Name	**2013 Adjusted Cohort Grad Rate**	**2012 Adjusted Cohort Grad Rate**	**2011 Adjusted Cohort Grad Rate**	**2010 Adjusted Cohort Grad Rate**
American History H.S.	91.04%	96.61%	94.83%	100%
Arts H.S.	95.21%	95.49%	93.91%	99.20%
Barringer H.S.	48.89%	52.25%	35.91%	92.10%
Central H.S.	80.08%	76.68%	82.61%	95.50%
East Side H.S.	73.02%	76.06%	75.83%	96.90%
Malcolm X. Shabazz H.S.	70.51%	72.58%	63.66%	96.20%
Newark Vocational H.S.	75.31%	88.41%	78.57%	100%
Science H.S.	99.38%	97.66%	95.41%	99%
Technology H.S.	92.62%	94.40%	92.31%	99%
University H.S.	93.04%	97.35%	92.68%	100%
Weequahic H.S.	64.46%	74.88%	78.28%	94.20%
West Side H.S.	65.47%	60.57%	53.71%	91.10%

Source: "Adjusted Cohort Graduation Rate Information," *NJ Department of Education.*

The graduation rate decreased dramatically for many institutions between 2010 and 2011 due to the adoption of a new graduation rate formula. However, this change does not account for the decrease in graduating students between the 2012 and 2013 cohorts. For example, Weequahic High School saw a decrease of 10% between 2012 and 2013. The most significant increase was at West Side High School with almost a 5% increase.

Dropout Rate analysis

Students who drop out of school remain in the cohort number but do not count as graduates. A student is a dropout when he or she has terminated his or her education before graduation. In the following situations the student would be counted as a dropout:[26]

[26] "Frequently Asked Questions on Adjusted Cohort Graduation Rate and Documentation of Transfers," NJ Department of Education.

- Left school to get a GED;
- Has not shown up for 10 consecutive days and/or his or her whereabouts are unknown;
- Purported to be homeschooled but produced no documentation; or
- Entered the high school in the senior year then did not show up after a period of time. Once the school district accepts a transferred student ID (SID) or assigns a new SID to a student at any time, that school owns the student's records.

The dropout data that we were able to access came from the NJ Department of Education.[27] The NJ Department of Education provides raw numbers of how many students dropped out each year. There are also various "NJ School Performance" reports on the NJ Department of Education website that contain dropout rates. The information obtained from these reports is represented below for the 2012-2013 school year.

Table I-F. Schoolwide Dropout Rates 2012-2013

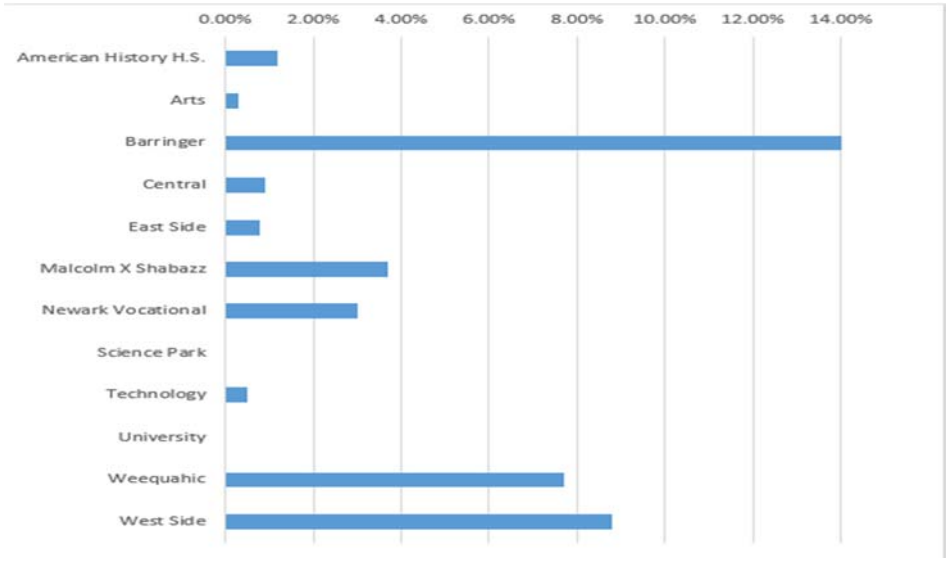
School	**Dropout Rate**
American History H.S.	1.2%
Arts H.S.	.3%
Barringer H.S.	14%
Central H.S.	.9%
East Side H.S.	.8%
Malcolm X Shabazz H.S.	3.7%
Newark Vocational H.S.	3%
Science Park H.S.	0%
Technology H.S.	.5%
University H.S.	0%
Weequahic H.S.	7.7%
West Side H.S.	8.8%

Source: "2012-2013 School Performance Reports," *NJ Department of Education.*

This information is presented in graph form below. It is clear from the percentages above and the graph presented below that there are a wide range of dropout rates between the public schools in Newark, ranging from 0% to 14%.

Graph I-C. Schoolwide Dropout Rates 2012-2013

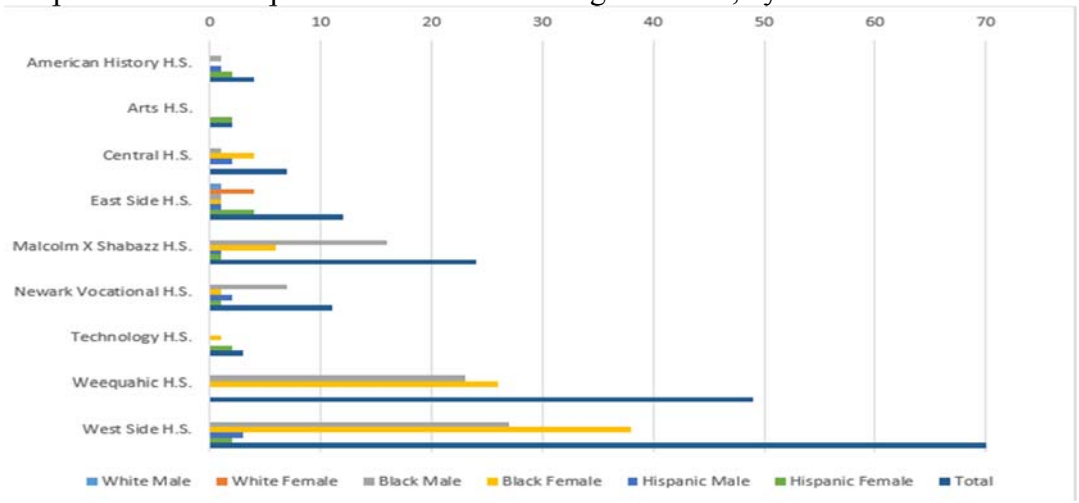
[27] "2012-2013 Dropouts," NJ Department of Education.



Source: "2012-2013 School Performance Reports," *NJ Department of Education.*

The following dropout information is raw data from the NJ Department of Education. Science High School and University High School did not have any dropouts. It is clear which schools' students are more likely to drop out based on this data. The first table is 2013 dropout numbers disaggregated by race. Since Barringer High School's information is much different from the rest of the schools' and therefore made it difficult to view on a graph, we presented Barringer by itself.

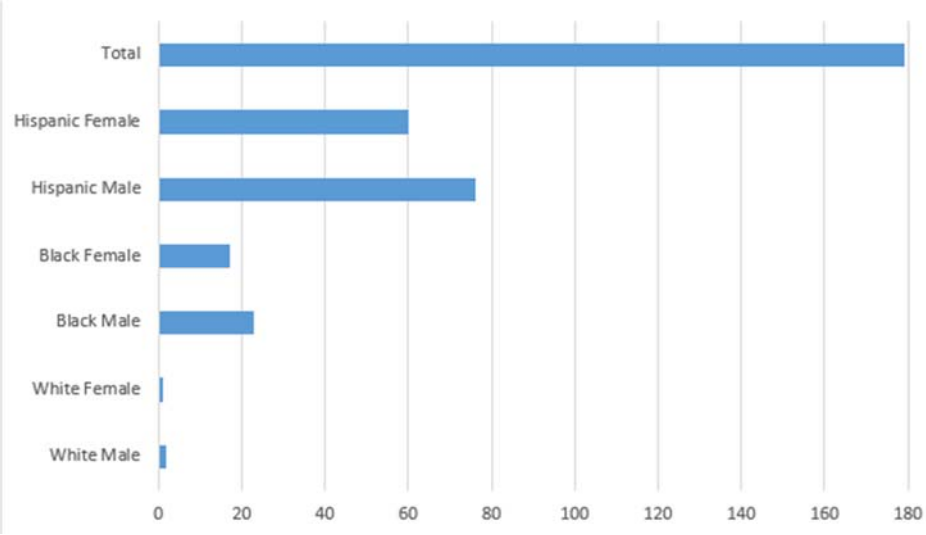
Graph I-D. Raw Dropout Data for Newark High Schools, by race 2012-2013



Source: "2012-2013 Dropouts," *NJ Department of Education.*

As seen in the above table, black females dropped out more frequently than black males at Central, Weequahic, and West Side high schools. The opposite is true at Barringer, as seen in the graph below.

Graph I-E. Barringer High School Raw Dropout Data, by race 2012-2013

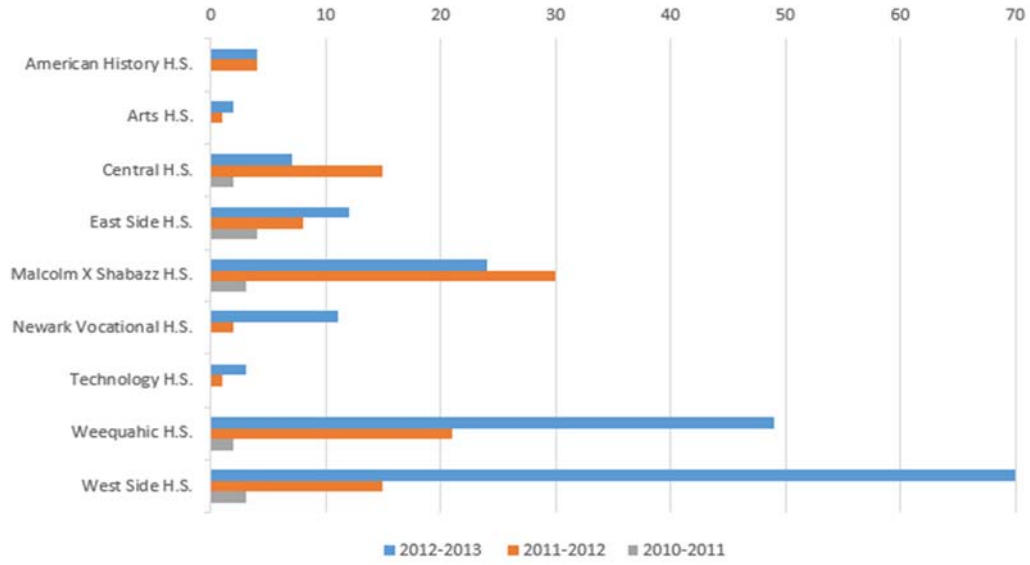


Source: "2012-2013 Dropouts," *NJ Department of Education*.

Males tended to drop out in greater numbers at Barringer than females in the 2012-2013 school year.

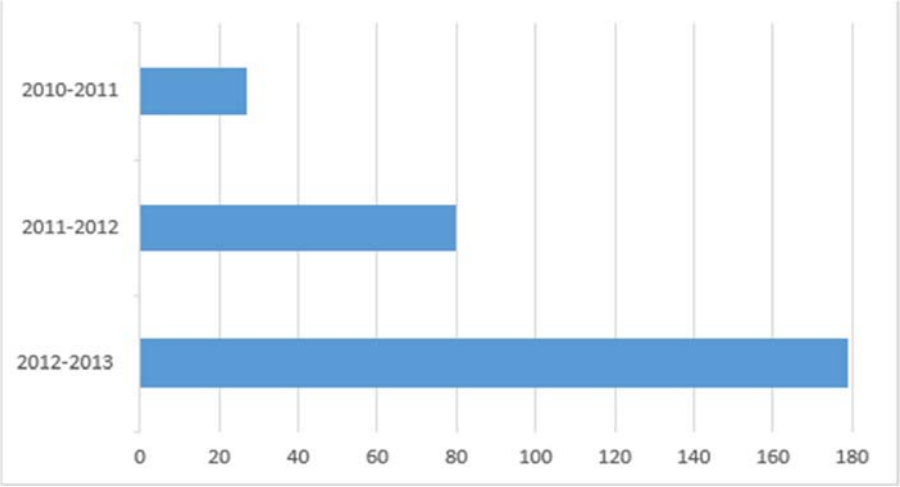
The following graph gives the raw number of dropouts for the past three school years, again with Barringer presented on its own.

Graph I-F. Raw Dropout Data for Newark High Schools, years 2010-2011, 2011-2012, 2012-2013



Source: "Fall Survey Collections, Dropouts," *NJ Department of Education.*

Graph I-G. Raw Dropout Data for Barringer High School, years 2010-2011, 2011-2012, 2012-2013

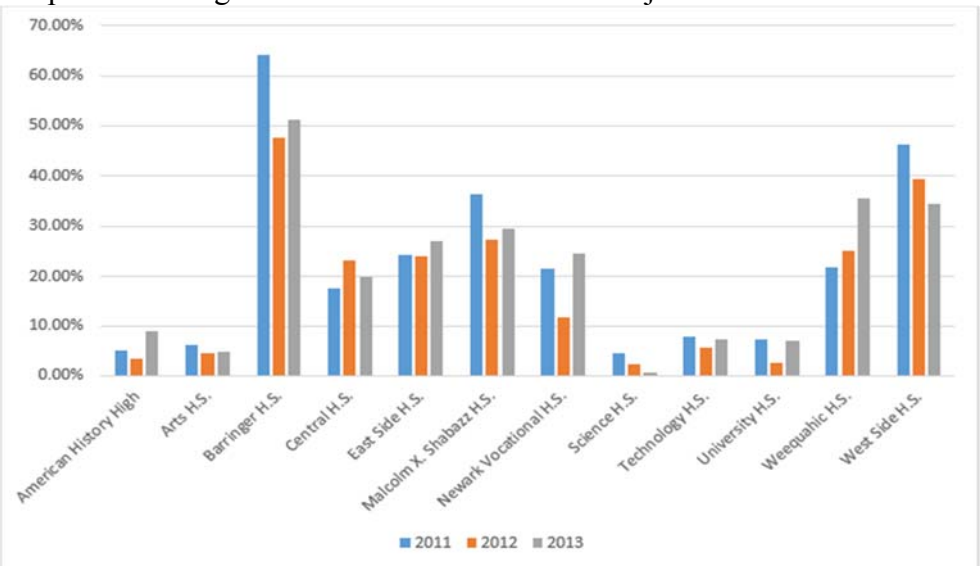


Source: "Fall Survey Collections, Dropouts," *NJ Department of Education.*

Barringer High School's dropout numbers have increased over the past three years, more than doubling throughout the 2011-2012 and 2012-2013 school years. According to NJ Department of Education's School Performance Report on Barringer High School, the dropout rate was 14% in the 2012-2013 school year.[28]

The information below represents the non-graduation rate for four-year cohorts in Newark. These are students who did not graduate with their cohort in four years, but they did not necessarily dropout; these students may graduate at a later date, beyond four years. The following graph shows the non-graduation rate for 2011 to 2013 four-year cohorts. This information is essentially the inverse of the graduation rates presented above.

Graph I-H. Non-graduation rate for 2011-2013 Adjusted Cohorts



Source: "Adjusted Cohort Graduation Rate Information," *NJ Department of Education.*

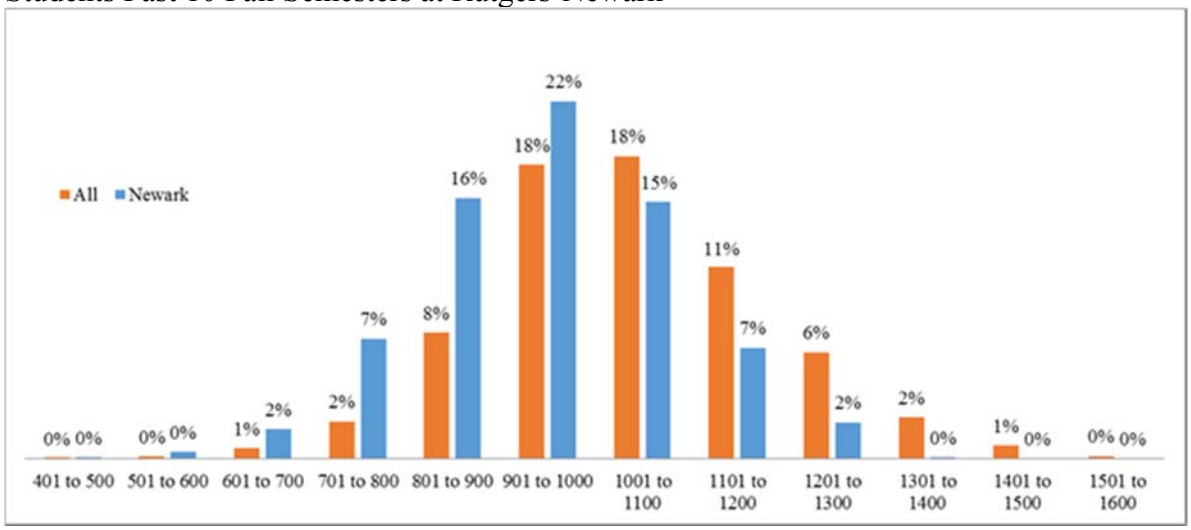
[28] "Barringer High School NJ School Performance Report," *NJ Department of Education*. http://www.state.nj.us/education/pr/1213/13/133570020.pdf.

According to the NJ Department of Education, 7,161 students dropped out in New Jersey during the 2012-2013 school year. Newark's total dropouts for the 2012-2013 school year were 653. Newark accounted for about 9% of New Jersey's total dropouts in the 2012-2013 school year. New Jersey has more than 590 school districts. In 2011-2012 there were 568 dropouts in Newark. This is a big jump from the data recorded for the 2010-2011 school year when only 62 students were reported to dropout in Newark.[29] The dropout rates are significant for Newark because of the negative effects that dropping out can have on an individual and, as a result, his or her community. High school dropouts are more likely to be involved with crime, live in poverty, receive government assistance, and have a lower income and poorer health.[30]

SAT Score Data

The following graph displays the SAT score distribution of NPS graduates for the past 10 fall semesters.

Graph I-I. SAT Compilation Score Distribution: Newark High School Graduates vs. All Students Past 10 Fall Semesters at Rutgers-Newark



Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark.

The data presented above shows the SAT score distribution for NPS graduates enrolled in Rutgers-Newark compared to the whole Rutgers-Newark population for the past 10 fall semesters. From the bar graph, it can be seen that Newark high school students have, on average, lower scores than the rest of the Rutgers-Newark population. More students from

[29] "Fall Survey Collections, Dropouts," *NJ Department of Education*. http://www.state.nj.us/education/data/drp/drp14/

[30] "High School Dropout Rates," *Child Trends Data Bank.* http://www.childtrends.org/?indicators=high-school-dropout-rates

Newark high schools are scoring on the lower range (601 to 1000) than students from the general population. It is important to keep in mind that while SATs are one component used in the evaluation of high school students, they are not the sole determination of postsecondary readiness.

Postsecondary Readiness Data Gaps

This data was obtained through a secondary source, the NJ Department of Education's website. Therefore, explanations were not provided for us, giving us a limited knowledge of what this data represents. Furthermore, the amount and types of schools in Newark are many. It is difficult to compare data from various types of schools — public, private, charter. The list of the 12 public schools that we decided to use in our data was based on comparisons across data provided by our sources.

The most glaring data gap is from the dropout data. We were unable to locate comprehensive dropout rates. The dropout rate data was not provided by the NJ Department of Education. Instead they had raw numbers of dropouts that would need to be divided by enrollment data at the high schools. In addition, the numbers provided were not consistent for each year. Therefore, the non-graduation rate, as seen in Graph I-H., only goes so far in telling a story about Newark students and postsecondary readiness. It is the reverse of the on-time graduation rate. Thus, what it does tell us is that there are many students in Newark who are, for some reason, not ready for a postsecondary life after four years in high school.

Postsecondary Enrollment

The postsecondary enrollment section will present FAFSA completion data and college enrollment rates. In order to be financially ready for college, many students rely on financial aid. If students are not filling out a FAFSA, they are not likely to attend college. Therefore, this first step is essential in getting students ready for to enroll in college. The enrollment data presented in this section is data for Rutgers University-Newark and Essex County College, two colleges that attract high numbers of NPS graduates.

FAFSA analysis

Below are statistics from each school for the 2012-2013 school year on FAFSA completion. An average of 38 applications were completed at each Newark high school through March 14, 2014. On the next page is the data from all schools through March 14, 2014.

Table I-G. Free Application for Federal Student Aid (FAFSA) Submissions by High School

	2014/2015 Cycle		2013/2014 Cycle					
	Through March 14, 2014		Through March 14, 2013		Through June 2013		Through December 2013	
Name	Apps Submitted	Apps Complete	Apps Submitted	Apps Complete	Apps Submitted	Apps Complete	Apps Submitted	Apps Complete
American History HS	38	35	30	29	36	33	43	42
Arts HS	58	51	66	58	98	91	114	107
Barringer HS	29	25	33	28	111	91	150	136
Central HS	58	51	68	61	105	97	139	131
East Side HS	56	48	74	60	123	109	187	160
Malcolm X Shabazz HS	24	21	33	29	73	65	104	90
Newark Vocational HS	19	17	29	27	68	59	82	73
Science Park HS	104	100	100	96	127	121	138	134
Technology HS	56	50	58	47	81	74	87	81
University HS	77	71	71	69	87	84	95	93
Weequahic HS	35	27	40	33	75	68	92	82
West Side HS	26	20	38	36	68	65	106	101

Source: "FAFSA Completion by High School," *Federal Student Aid – An Office of the U.S. Department of Education.*

The following table shows the completion rates at the high schools. The raw number of completed apps was divided by the 2013 cohort count.

Table I-H. 2013 FAFSA Completion Rates

Newark High School	Completion Rate
American History HS	62%
Arts HS	73%
Barringer HS	27%
Central HS	51%
East Side HS	36%
Malcolm X Shabazz HS	38%
Newark Vocational	43%
Science Park HS	82%
Technology HS	66%
University HS	80%

Weequahic HS	34%
West Side	33%

Source: "FAFSA Completion by High School," *Federal Student Aid – An Office of the U.S. Department of Education;* "Adjusted Cohort Graduation Rate and Documentation of Transfers," *NJ Department of Education.*

As seen in the table, the completion rates are in a wide range from 27% at Barringer to 82% at Science Park. Furthermore, these completion rates are comparable to graduation rates and enrollment rates at the high schools. The higher the FAFSA completion rate, the higher the graduation and enrollment rates. The data below is for NPS graduates' enrollment in Essex County College.

Table I-I. NPS Graduates' Enrollment in Essex County College in the Fall Semester of Each Year

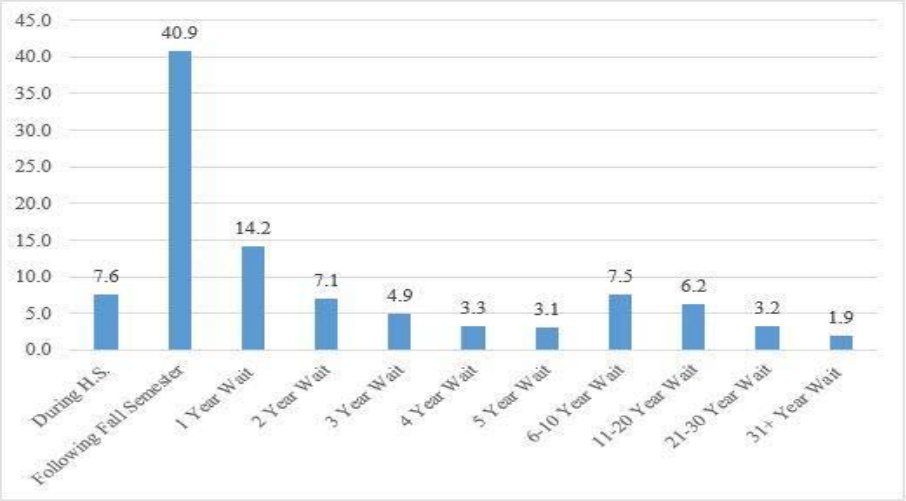
Cohort	**2007**	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**
# of students enrolled	1240	1294	1512	1387	1361	1374	1284

Source: Office of Planning, Research, and Assessment, Essex County College

Enrollment in ECC in the past several years has been fairly consistent, with the largest increase in the fall of 2009.

Graph I-J on the next page shows the Out of School (OTS) time for NPS graduates between high school and enrollment in ECC. OTS time is the amount of time between the student graduating high school and college. OTS time provides insight into how long students are waiting to continue education.

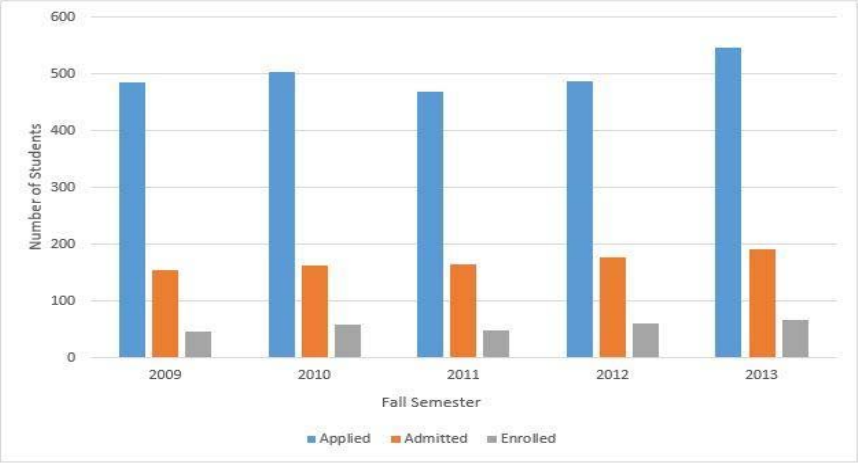
Graph I-J. Out of School Time Between Newark High School Graduation and Enrollment in ECC for Years 2007-2013



Source: Office of Planning, Research, and Assessment, Essex County College

Based on Graph I-J., the majority of NPS graduates are continuing their education the following fall semester, and even a good portion (7.6%) of students are taking ECC courses while in high school. The next largest portion are students waiting one year to enroll in ECC, 14.2% of NPS graduates. Within the data there were several outliers — including NPS graduates who waited 40-60 years to enroll in ECC. These were not taken out of the dataset because they did not skew the average. Therefore, the average OTS time between 2007 and 2013 was 3.64 years, with the most common incidence being students enrolling the following fall. The following graph displays the admission and enrollment number for NPS graduates at Rutgers-Newark.

Graph I-K. NPS Graduates who Applied, Admitted and Enrolled as First-Time Freshmen



Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

The largest drop off occurs from application to admittance. Many Newark high school students are applying to Rutgers-Newark but are not being accepted, and less than half of those admitted are actually enrolling in the institution. The table below details the application to admission yield rates for Newark students.

Table I-J. Application to Admission Yield Rate for NPS Students from the Past Five Semesters at Rutgers-Newark

	Newark		**Other- In State**	
Fall Semester	*First Year*	*Transfer*	*First Year*	*Transfer*
2009	32%	42%	64%	44%
2010	32%	36%	56%	49%
2011	35%	38%	57%	53%
2012	36%	44%	61%	50%
2013	35%	44%	56%	54%

Note: First Year includes readmit students
Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

The application to admission yield rate indicates how many are being accepted in comparison to how many applied from Newark high schools. The yield rates for first time freshman from Newark are low compared to those students from around the state. Even though the University resides in Newark, Newark high school students are not being accepted in similar proportions. Transfer application to admission rates are higher than first timers, but are similar to the rest of the state.

Table I-K., shows the summer melt rate for Rutgers-Newark students who attended Newark high schools. The summer melt rate is the number of first-time freshmen students who actually enrolled in Rutgers-Newark in the fall divided by the number of students who were admitted after the application process during high school. The term is coined "summer melt" because, after the summer, a number of students do not continue onto college the following fall.

Table I-K. Summer Melt Rate for First-Time Freshmen NPS Students at Rutgers-Newark

Fall Semester	**Admitted**	**Enrolled**	**Summer Melt Rate**
2009	154	46	30%
2010	162	59	36%
2011	165	49	29%
2012	176	60	34%
2013	191	66	35%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

Table I-K., shows the large drop off in the summer months. The summer melt rate has fluctuated, but has risen overall since 2009. There was a 24% increase in the amount of students admitted into Rutgers-Newark between 2009 and 2013. The amount of those enrolling has increased by 43%.

The table below displays NPS graduates' enrollment status at Rutgers-Newark for the past 10 fall semesters.

Table I-I. Undergraduate Enrollment from Newark High Schools by Enrollment Type Past 10 Falls

	Fall 2004	**Fall 2005**	**Fall 2006**	**Fall 2007**	**Fall 2008**	**Fall 2009**	**Fall 2010**	**Fall 2011**	**Fall 2012**	**Fall 2013**
First-Time Freshman	49	37	58	66	64	46	59	49	60	66
First-Time Transfer	24	22	32	35	39	38	37	41	56	39
First-Time Part-Time			5		1	1				
Part-Time Transfer	6	8	8	6	12	11	9	5	9	
Other	346	349	302	325	321	368	360	347	333	353
Total	425	416	405	432	437	464	465	442	458	458

Note: Other includes all other Newark students enrolled beyond the first year
Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

The table below shows the initial enrollment for the first fall semester of that cohort. This table represents the 100% enrollment in the persistence rates.

The following data is specific data on targeted populations of NPS graduates who have enrolled in Rutgers-Newark. Unfortunately, comparable data was not collected for Essex County College. The data was obtained from Rutgers-Newark's Office of Admission and is disaggregated by race/ethnicity, age, gender, and student status (full-time or part-time).

Table I-M. Rutgers-Newark Undergraduate Enrollment from Newark Schools by Gender

	Fall 2007	**Fall 2008**	**Fall 2009**	**Fall 2010**	**Fall 2011**	**Fall 2012**	**Fall 2013**
Men	35%	36%	37%	37%	36%	38%	36%
Women	65%	64%	63%	63%	64%	62%	64%
Gender - All	100%	100%	100%	100%	100%	100%	100%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

Table I-N. Rutgers-Newark Undergraduate Enrollment from Newark Schools by Age Range

	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011	Fall 2012	Fall 2013
18 - 21	50%	53%	49%	50%	48%	48%	47%
22 - 24	23%	23%	24%	22%	22%	22%	23%
25 - 34	16%	13%	15%	16%	18%	17%	17%
35 - 64	11%	11%	12%	11%	12%	12%	13%
	100%	100%	100%	100%	100%	100%	100%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

Table I-O. Rutgers-Newark Undergraduate Enrollment from Newark Schools by Race and Ethnicity

	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011	Fall 2012	Fall 2013
African American	45%	44%	48%	46%	46%	45%	47%
American Indian	0%	0%	0%	0%	0%	0%	0%
Asian	1%	2%	1%	2%	2%	2%	3%
Latino	32%	35%	33%	36%	37%	38%	36%
Other/Unknown	6%	5%	3%	3%	2%	2%	2%
Two or More	0%	0%	1%	2%	2%	3%	3%
White	15%	13%	13%	11%	10%	9%	8%
	100%	100%	100%	100%	100%	100%	100%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

Table I-P. Rutgers-Newark Undergraduate Enrollment from Newark Schools by Full-time and Part-time

	Fall 2007	Fall 2008	Fall 2009	Fall 2010	Fall 2011	Fall 2012	Fall 2013
Full-Time	78%	80%	80%	79%	82%	84%	83%
Part-Time	22%	20%	20%	21%	18%	16%	17%
	100%	100%	100%	100%	100%	100%	100%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

Females, students age 18-24 years old, African Americans, and full-time students dominate the enrollment numbers for NPS graduates who enroll in Rutgers-Newark. There are approximately twice as many females enrolled in Rutgers than males (36% vs. 64% in fall 2013). These numbers have stayed fairly consistent over the last several years. Latino students also make up the majority of those NPS graduates enrolled. The amount of white students has declined over the past few years — a 53% decline in white NPS graduate students enrolled in

Rutgers. There are still many students from 22-34 years old that are enrolled at Rutgers; as data will show later, many students are taking longer to finish school.

Postsecondary Enrollment Data Gaps

The first data gap to note is that the FAFSA data does not tell us what the atmosphere is at the corresponding high school. This information does not reflect the students' desire to attend college. Are students being made aware of the FAFSA? The responsibility of being informed about what resources are available to them in the college application process cannot solely be placed on the students.

Another gap to note is that enrollment data is not comparable between Rutgers-Newark and ECC because we were not provided the same type of data from both institutions. We cannot compare demographic information and student enrollment status from Rutgers-Newark to ECC because they are not the same type of demographic data. It is also hard to state that too few students are enrolling in the two Newark institutions as we do not know where else these students are applying and enrolling. Furthermore, we are unaware of where the Rutgers-Newark transfers are transferring from. They may be transferring from other in-state four-year colleges, Essex County College or other community colleges, or out-of-state colleges. We were able to obtain application and admission data for Rutgers, allowing us to calculate a summer melt rate. However, comparable data was not obtained from Essex County. Similarly, we obtained high school graduation dates from ECC and were able to calculate the out-of-school time for ECC, but not for Rutgers-Newark.

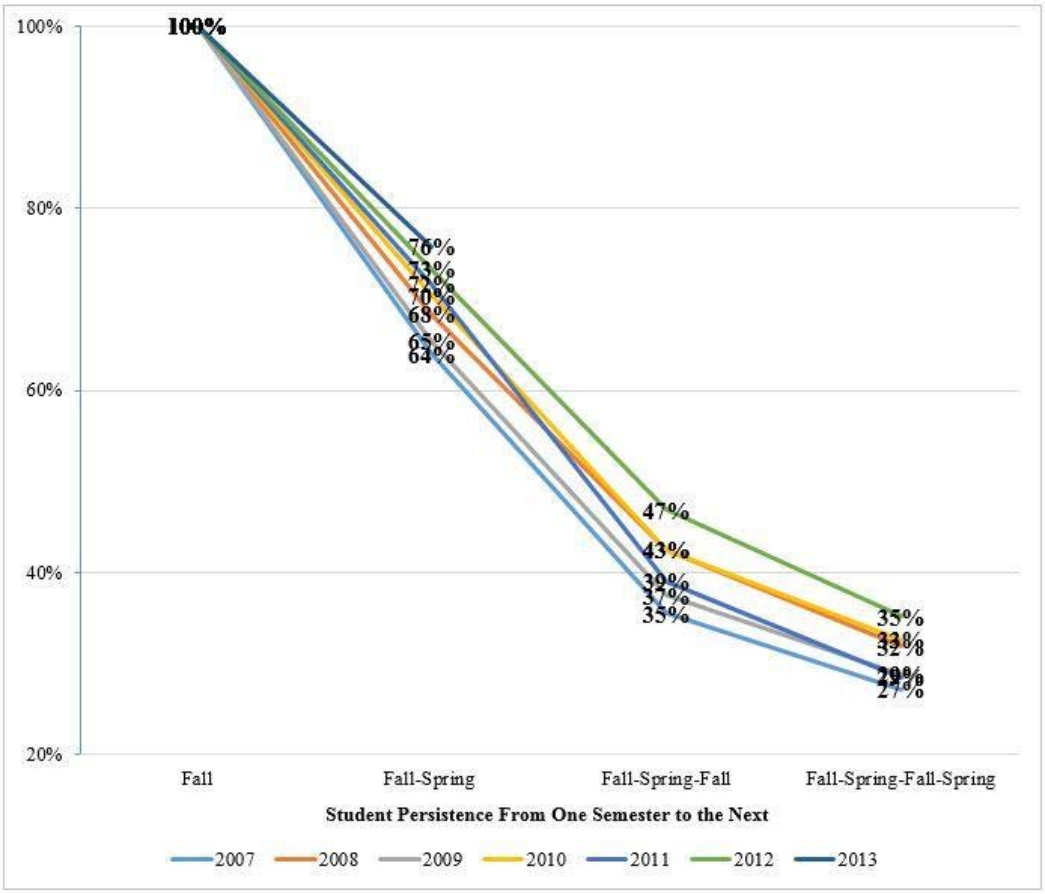
Postsecondary Persistence

This portion of our report presents data on the indicator of Postsecondary Persistence. Postsecondary persistence can be defined as whether or not a student remains enrolled in the institution from one semester to the next, progressing towards degree attainment in either a two-year or four-year college.[31] This indicator is measured through tracking enrollment data for each student in the beginning of each semester. When a student enters a given institution, he or she enters a cohort and is tracked each semester. True persistence rates from one semester to the next were only gathered for ECC.

The graph on the next page represents that data collected from ECC, showing the persistence rates for NPS graduates that were enrolled in ECC. The data tracks 2007-2013 student cohorts, persisting from each semester: fall, fall to spring, fall to spring to fall, and fall to spring to fall to spring.

[31] Evaluation for Learning Group, University of Pittsburgh- Sept. 27, 2012

Table I-Q. Persistence Rates for NPS Students Enrolled in Essex County College



Source: Office of Planning, Research, and Assessment, Essex County College

The graph above shows the percentages of students in each of the cohort years persisting from one semester to the next. Again, the number of students enrolled in that first fall semester of each cohort represents 100% in persistence rates, and declines from there. In each of the cohorts, there is a sharp drop off of about 24-36% of the students from the fall semester to the spring semester. An additional ~29% of the students did not persist from the fall to spring to fall semester. The rate of non-persistence slows down from fall-spring-fall and fall-spring-fall-spring. An average of 31% of students who initially enrolled in that fall semester, across all cohorts, persisted until that final spring semester.

Overall, persistence rates have improved from 2007 to 2013, with declines in persistence rates occurring in 2009. The highest fall to spring persistence rate occurred in 2013 and the lowest overall persistence rates occurred in 2007.

Postsecondary Persistence Data Gaps

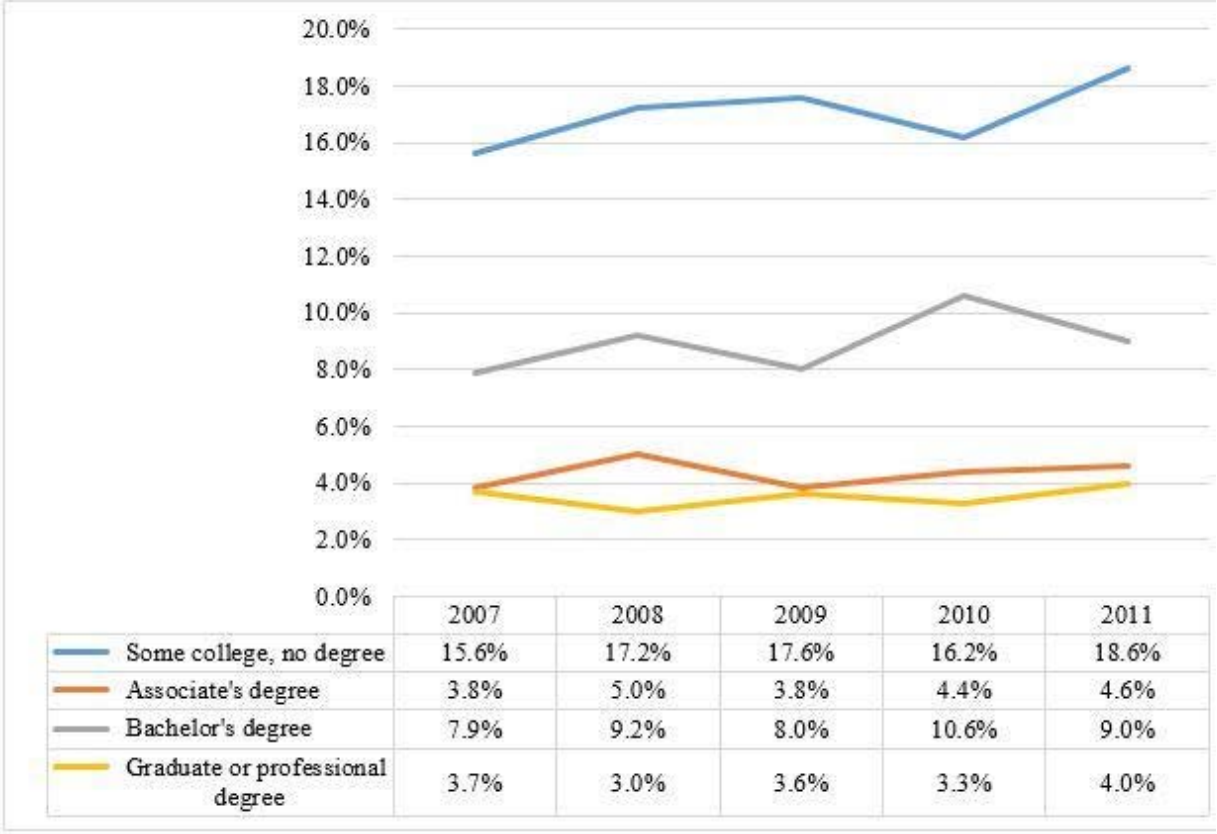
The most obvious data gap is that we do not have similar, comparable data for Rutgers-Newark. We were supplied with initial enrollment and final attainment for Rutgers, but not specific data on the number of students who persisted from one semester to the next.

However, the data received from ECC is not broken down by part-time/full-time student status. This would have given us a clearer picture of who is not persisting through college. We can see that many students are not persisting, but we do not know the reason behind non-persistence. There could be a myriad of reasons for not persisting. The data does not indicate whether they completed a degree, only took one course, or took a semester off and returned to school later.

Postsecondary Attainment

Contained in this section is the postsecondary attainment data — data that shows a student has matriculated through the higher education institution to where they receive an award (bachelor's, associate's, certificate, etc.) upon completion of the program (earned the required credit hours). This section presents general attainment data for the current Newark resident population from the Census Bureau's American Community Survey and specific data on NPS graduates who have graduated from Rutgers-Newark. The data focuses on awards attained in the City of Newark for a population of 25 years or older.

Graph 1-M. Degree Attainment for Newark Population 25 years old +



	2007	2008	2009	2010	2011
Some college, no degree	15.6%	17.2%	17.6%	16.2%	18.6%
Associate's degree	3.8%	5.0%	3.8%	4.4%	4.6%
Bachelor's degree	7.9%	9.2%	8.0%	10.6%	9.0%
Graduate or professional degree	3.7%	3.0%	3.6%	3.3%	4.0%

Source: American Community Survey 2007-2011, *Census Bureau*.

The graph above indicates that a large portion of Newark residents are not finishing their postsecondary education. These data points are consistent with low persistence rates seen in the previous section. More Newark residents are receiving bachelor's degrees rather than associate's degrees, with few going on to receive graduate degrees. Overall, there is a slight

trend upward, with a larger portion of Newark residents receiving degrees in 2011 than in 2007.

Table I-R., provides a more detailed look at how many NPS graduates are obtaining degrees from Rutgers-Newark.

Table I-R. Four or Six-Year Graduation Rate for NPS Graduates by Cohort Year

	Cohort Information		Completed Degree			
Cohort Year	Cohort Method Type	Cohort Size	In 4 Years	Rate	In 6 Years	Rate
Fall 2003	First-Time Freshman	40	7	18%	22	55%
	First-Time Transfer	29	14	48%	16	55%
Fall 2004	First-Time Freshman	49	4	8%	22	45%
	First-Time Transfer	24	8	33%	10	42%
Fall 2005	First-Time Freshman	37	5	14%	24	65%
	First-Time Transfer	22	6	27%	11	50%
Fall 2006	First-Time Freshman	58	11	19%	28	48%
	First-Time Transfer	32	12	38%	18	56%
Fall 2007	First-Time Freshman	66	7	11%	37	56%
	First-Time Transfer	35	26	74%	29	83%

Source: IPEDS/SURE, Central Office of Institutional Research and Academic Planning, Rutgers University-Newark

This tables provides graduation rates for first-time freshmen and transfer students who graduate from Rutgers-Newark for the last five recently graduated cohorts. Cohort sizes have increased over the last several years. Graduation rates are typically higher for transfer students than first-time freshmen, the trend is especially true for those who finish in four years. More students, both transfer and first-time freshmen, are graduating in six years rather than in four years. The difference in rates for first-time freshmen between four-year and six-year graduation is much larger than for transfer students.

Postsecondary Attainment Data Gaps

Unfortunately, graduation rates for ECC were not obtained, therefore we cannot make a comparison between Rutgers-Newark and ECC. This comparison would have been very informative to our analysis. We can see from the Rutgers-Newark data that more students are graduating later. However, we do not know whether the six-year graduation rate includes those who graduated in four years. This would skew the rates significantly. College dropout rates were not able to be calculated, because the data would lend to a non-graduation rate for those who did not graduate in four or six years. This would not be useful — students may be graduating in seven or eight years or more.

Challenges

While collecting the data, we encountered information hurdles. One obstacle was unawareness on the part of the data providers that we would be contacting them. This led to an unexpected allotment of time for explaining the project and our objective to the data provider, which took time away from data analysis. In addition, there was a lack of awareness among data sources and students about who had what. We also encountered large data gaps within our collection process that impacted the quality of analysis we were able to provide. Below are a few of the challenges our group faced in obtaining the data:.

- *Communication*
  Making initial contact was difficult because we had to go through formal channels in order to access the person who had access to the data. Once we got in touch with the person, he or she did not seem to anticipate this contact and therefore there was a lot of back and forth in understanding what exactly we were looking for from them.

- *Timeline*
  The timeline for the project was less than four months (a semester). We set out with a tight timeline. Therefore, as issues arose, we had to reset our timeline. We underestimated the number of setbacks we might encounter and did not build in a time cushion.

- *Scope*
  The scope of this practicum project may not have been realistic for the timeline that we were given. Fortunately, our practicum group was a large group with seven students. We were able to divide up the project into four parts, but even then the scope may have been too large.

- *Data gaps*
  When gathering the data there were inconsistencies with what was received. Similar data was not collected for both of the higher education institutions — Rutgers-Newark and ECC. This made comparing the data impossible for some indicators. There also was confusion as to which high schools' data should be included in the report. With the various types of schools (charter, private, public, adult education) it was difficult to make judgments about which data should be included. Therefore, a decision was made by the data team once it became clear that there was a common 12 public high schools in all of the data.

Discussion and Conclusion

As seen in the data presented in this report, students in Newark are not meeting the state's education standards and are therefore not ready for postsecondary success. The graduation rate is 20% lower than the state's graduation rate. Within that graduation rate, there is a wide range among the high schools. For example, Barringer High School has the lowest graduation rate with 48% and Science High School has a 99% graduation rate. Dropout rates are a mirror image of the graduation rates. The resources that are available for students to get to college are not being utilized (i.e. FAFSA). Many students are not making it to high school graduation

in Newark. In order to increase the number of college-educated residents, high school success is the first step.

Those students who make it past the first step of high school graduation are faced with the next challenge of enrolling and staying in college. The number of those admitted and enrolled in Rutgers-Newark has increased over time, but the summer melt rate has proportionally increased as well. The summer melt rate is concerning as it has consistently been in the 30% range. Thirty percent of the Newark students that are applying to Rutgers-Newark are not making it to college. Furthermore, more Newark students are enrolling at ECC than Rutgers-Newark, signaling that they are not prepared for or not interested in a four-year college out of high school.

Once the students make it to college, persisting to the end of their college career is a challenge, as seen in the persistence data for ECC. There are large drop-offs between each of the semesters. These persistence rates are reflective of what is occurring in the Newark population. A large number of residents have some college but no degree, lending to a culture of non-persistence. It also is taking longer for students to complete their education. NPS graduates that go on to Rutgers-Newark are more likely to finish their degree in six years versus the standard four years, costing more money and taking more time out of the workforce. The longer it takes students to finish college, the less likely they will be to attain their degree.

In conclusion, the intention of this data is to provide a clearer picture of what is happening in Newark in the hopes of improving postsecondary educational attainment. The data can be used as a stepping stone for improving programs that will support Newark high school students.

Newark – City of Learning
Prepared by the
Cornwall Center for Metropolitan Studies
in collaboration with
The Edward J. Bloustein School of Planning and Public Policy
and Newark City of Learning Collaborative

Part II: Inventory Scan of Existing College Readiness Programs

The following is an analysis of current Postsecondary Readiness Programs in Newark, NJ.

Introduction

Research Process and Questionnaire Development

The inventory scan team collected data to form an information baseline from which to begin measuring progress toward NCLC postsecondary attainment goals. On behalf of the NCLC, the team solicited participation from existing college readiness, college access, and college success programs operated by various agencies. The team collected data regarding postsecondary readiness, enrollment, and attainment from college readiness and pre-college programs and initiatives in the City of Newark.

The questionnaire was developed through a collaborative process involving the Bloustein Practicum Team, the Cornwall Center, and NCLC partners. The questionnaire examined several programmatic and organizational indicators, including category of programs, target population, and success metrics. The survey also asked respondents to identify program purpose, target population, success indicators, and definition of college readiness. Lastly, the scan posed questions about key program features and data collection practices for these college readiness programs.

The questionnaire instrument was prepared on an online survey platform, Qualtrics. The survey was distributed by email to knowledgeable stakeholders in approximately 28 organizations operating college readiness programs and took respondents about 20-40 minutes to complete per program. The study results will provide a comprehensive data platform that will be accessible to participating organizations. Program summaries for each of the 19 participation programs are provided in Appendix III.

Newark College Readiness Programs: Strengths, Gaps, and Opportunities

The inventory scan team mined the survey responses for strengths, gaps, and opportunities in the following areas: goals and goal tracking, services, funders, partnerships, support staff and parental involvement. Additionally, our analysis begins with a snapshot of the outcomes and demographics that were reported. Key takeaways from the scan are that: 1) any service provided should be linked to a goal and an assessment framework; 2) there are opportunities for college readiness programs to be more inclusive of students who have poor academic achievement records, uninvolved parents, or the inability to pay to participate in residential components; and 3) the biggest opportunities for program improvement are in non-academic service categories.

Table II-A: College Readiness Program Self-Reported Overall* Outcomes

College Readiness Program	Applied	Admitted	Matriculated	Persistence	Graduated
ASPIRA, Inc., GATEWAY Program	75%	75%	75%	65%	20%
Pathways to College	90%	90%	90%		
TEAM Charter Schools, KIPP Through College	90%	86%	86%	87%	87%
Rutgers Future Scholars-Newark Campus	92%	87%	81%	72%	
RU Ready for Work	95%	100%			
Rutgers-Newark Upward Bound Program	95%	92%	85%	75%	
Victoria Foundation College Readiness Grantees	96%	96%	96%		
Rutgers- Newark, Educational Opportunity Fund Program	99%	99%	99%	98%	98%
Essex County College High School Initiative Program	30%	90%	90%	55%	55%
Essex County College, Summer Bridge	100%				
NJ LEEP, Inc., College Bound Program					
Sadie Nash Newark College Program	100%	100%	100%	85%	
NJIT, Trio Programs – Talent Search; Upward Bound	100%	100%	83%	82%	
NJIT, ExxonMobil Bernard Harris Summer Science Camp	100%	100%		94%	49%
NJIT, Academy College Courses and Options for Advanced Academic Achievement Program	100%	100%	95%	95%	49%
NJIT, Early College Preparatory Programs	100%	100%			
Consortium for Pre-College Education in Greater Newark, GEAR-UP	100%	100%	95%		

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

*Data reported by each program is not for a specific time period.

Table II-B: Demographics

College Readiness Program	Total Program Enrollment	Newark Resident	School Grades Served	Low Income	Male	Female
ASPIRA, Inc., GATEWAY Program	100%	100%	-	95%	40%	60%
Pathways to College	300	150	9-12	100%	-	-
TEAM Charter Schools, KIPP Through College	2500	95%	K-16	85%	45%	55%
Rutgers Future Scholars-Newark Campus	-	-	-	-	-	-
RU Ready for Work	56	100%	10-12	100%	39%	61%
Rutgers-Newark Upward Bound Program	70		9-12	57	24	46
Victoria Foundation College Readiness Grantees	-	-	-	-	-	-
Rutgers- Newark, Educational Opportunity Fund Program	-	-	-	-	-	-
Essex County College High School Initiative Program	1289	75%	10-12	98%		-
Essex County College, Summer Bridge	100	75	high school graduates	75%	45	55
NJ SEEDS Scholars Program	380	35	8-12	100	47	53
NJ LEEP, Inc., College Bound Program	100	80	9-12	90	40	60
Sadie Nash Newark College Program	~105	-	9-12	80%+	-	100%
NJIT, Trio Programs – Talent Search; Upward Bound	-	-	-	-	-	-
NJIT, ExxonMobil Bernard Harris Summer Science Camp	52	12	5-7	69%	50%	50%
NJIT, Academy College Courses and Options for Advanced Academic Achievement Program	-	-	-	-	-	-
NJIT, Early College Preparatory Programs	462	48	5-12	50%	46%	54%

Upward Bound English Language Learners	65	65	9-12	65	20	45
North Star Academy, College Readiness	-	362	-	-	-	-
North Star Academy, High school programs	550	550	9-12, plus college	83%	36%	64%
GEAR-UP	-	-	-	-	-	-

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

Table II-C: Sex and Race Demographics

College Readiness Program	Female	Male	Hispanic	African American	Asian American	White – Non-Hispanic
ASPIRA, Inc., GATEWAY Program	60%	40%	87%	9%	3%	1%
Pathways to College	-	-	-	-	-	-
TEAM Charter Schools, KIPP Through College	55%	45%	4%	96%	0%	0%
Rutgers Future Scholars-Newark Campus	-	-	-	-	-	-
RU Ready for Work	61%	39%	18%	82%	0%	0%
Rutgers-Newark Upward Bound Program	46%	24%	0%	70%	0%	0%
Victoria Foundation College Readiness Grantees	-	-	-	-	-	-
Rutgers- Newark, Educational Opportunity Fund Program	-	-	-	-	-	-
Essex County College High School Initiative Program	-	-	18%	70%	2%	10%
Essex County College, Summer Bridge	55%	45%	25%	55%	10%	5%
NJ SEEDS Scholars Program	53%	47%	44%	35%	17%	4%
NJ LEEP, Inc., College Bound Program	60%	40%	30%	70%	1%	1%
Sadie Nash Newark College Program	100%	-	8%	90%	-	2%
NJIT, Trio Programs – Talent Search; Upward Bound	-	-	-	-	-	-

NJIT, ExxonMobil Bernard Harris Summer Science Camp	50%	50%	10%	59%	14%	16%
NJIT, Academy College Courses and Options for Advanced Academic Achievement Program	-	-	-	-	-	-
NJIT, Early College Preparatory Programs	54%	46%	43%	31%	12%	14%
Upward Bound English Language Learners	45%	20%	65%	0%	0%	0%
North Star Academy, College Readiness	-	-	-	-	-	-
North Star Academy, High school programs	64%	36%	15%	85%	0%	0%
GEAR-UP	-	-	-	-	-	-

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

Program Goals and Tracking

The Inventory Scan team generated a list of 12 program goals from text analysis of questions three and four in the survey. These questions asked "What is your program designed to do" and "How does your program define success, and what benchmarks, if any, does your program use to evaluate student progress" respectively. Table II-D below shows these goals and the number of survey responses associated with each goal:

Table II-D: Program Goal Frequencies

Program	Number of Programs Targeting this Goal
Belief that College is Possible	10
Emotional Maturity	8
Academic Skills	17
Life Skills	1
Organizational Skills	1
Applied to College	6
Admitted to College	6
Financial Preparedness	3
College Matriculation	9
College Persistence	6
College Graduation	11
Leadership	4

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

The Inventory Scan Team then used information in questions four through nine to identify which milestones programs were tracking and link those back to identified goals. Some goals were easy to track, such as academic skills, college applications, college acceptance, college matriculation, college persistence, and college graduation. A second set of goals are "soft" goals, and are more difficult to track. These include Financial Preparedness, Belief that College is Possible, Emotional Maturity, Life Skills, Organizational Skills, and Leadership. The analysis revealed that programs tracked milestones for the first category of goals much more often than the second category.

Strengths

The strengths found in program goals and goal tracking are in Academic Skills and other "easy-to-track" goals. Academic Skills was the only goal that nearly all programs surveyed targeted, and a correspondingly high number of programs reported tracking academic milestones such as GPA, SAT scores, and writing skills. Additionally, most organizations who had identified "easy-to-track" goals such as college applications, college admittance, high school graduation, college matriculation, and college graduation did track the corresponding milestones. These strengths are a great foundation as NCLC moves forward.

Gaps

Our analysis revealed three gaps: 1) a failure to track students all the way through the pipeline, 2) a failure to track milestones for "soft"goals, and 3) very few organizations identify financial preparedness as a goal, despite the fact that nearly all provide services to address the issue. All three of these gaps are opportunities where NCLC can begin to improve service delivery, and by extension, outcomes in the city.

Most programs either target goals before college matriculation (Belief College is Possible, Emotional Maturity, Academic Skills, Life Skills, Organizational Skills, Applied to College, Admitted to College, Financial Preparedness, and Leadership) or after college matriculation (Matriculation, Persistence, Graduation), but very few target goals in both groups. Correspondingly, the majority of programs tracked milestones up through high school graduation or from college matriculation onward, but not both. A subset track high school metrics plus college graduation. This gap in information gathered prevents organizations from understanding where students struggle to remain in the education pipeline. There should be at least one entity in Newark that keeps track of students all the way from beginning high school to completing college.

Many of the programs surveyed indicated that they targeted one or more "soft" goals such as Belief that College is Possible, Emotional Maturity, and Leadership, but almost none reported tracking milestones for these goals. This gap is an opportunity for programs to link goals, services, and outcomes more explicitly.

Finally, we found that very few programs had identified Financial Preparedness as a goal or reported tracking milestones about it. This result was surprising because nearly every program surveyed provides such information to participants and their families.

Opportunities

First, if a service is provided, then it should be linked to a goal and an assessment framework. Otherwise, it is impossible to know if these services are effective. Second, programs should find ways to measure milestones for "soft" goals such as life skills and emotional maturity, even if those assessments are qualitative. Third, more programs should explicitly include financial preparedness in their goals and metrics. Finally, it may also be of some value to credit college readiness programs for improved education performance. College readiness programs have many positive outcomes, in addition to improved college graduation rates. While college readiness programs may not be able to facilitate eventual college graduation for all Newark participants, they still foster positive outcomes, such as high school graduation and GED completion, or enrollment and completion of trade school. College readiness programs should track these alternate education performance outcomes, and report them as measured progress.

Program Services

The analysis of program services focused on three categories: financial literacy, socio-emotional maturity, and academic skills. We found high degrees of redundancy in all three categories.

Financial Literacy

74% of surveyed college readiness programs provide financial literacy services to students and parents. Table II-E displays the specific financial information and services provided by each organization. Some of the programs that provide financial literacy services also prepare students and parents for general financial planning, with information about money management and budgeting, credit management, as well as planning, saving, and investing.

Table II-E: Financial Literacy Information Provided to Students and/or Families

College Readiness Program	Income and careers	Completing the FAFSA	Scholarship Opportunities	Loans	College endowment	Minority / low-income inclusion programs	Grants
ASPIRA, Inc., GATEWAY Program	+	+	+	+	+	+	+
Pathways to College	+	+	+	+		+	+
TEAM Charter Schools, KIPP Through College		+	+			+	+
Rutgers Future Scholars-Newark Campus	+	+	+	+		+	+
RU Ready for Work	+	+	+	+	+	+	+
Rutgers-Newark Upward Bound Program	+	+	+	+	+		+
Essex County College High School Initiative Program		+	+			+	+
NJ SEEDS Scholars Program	+	+	+	+	+	+	+
NJ LEEP, Inc., College Bound Program	+	+	+	+	+	+	+
Sadie Nash Newark College Program	+	+	+		+	+	+
Trio Programs – Talent Search; Upward Bound	+	+	+				+

ExxonMobil Bernard Harris Summer Science Camp	+	+	+	+	+	+	+
NJIT, Early College Preparatory Programs						+	
Upward Bound English Language Learners	+	+	+	+	+	+	+
North Star Academy, College Readiness	+	+	+		+	+	+
North Star Academy, High school programs	+	+	+	+	+	+	+

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

Fourteen organizations provide information to students and parents about paying for college, but only 11 provide information to students and parents about general financial planning topics, and only two organizations indicated that financial literacy was a key goal of their programming. College Readiness Programs should more explicitly state whether their program targets financial literacy, and should offer both college-specific and general financial education to program participants and their families.

Socio-Emotional Maturity

Seventeen programs target social and emotional skill development. All of those programs provide time management skills and practice in collaboration and communication. 88% of programs have flexibility and adaptability training, while 65% engage students in creativity and innovation.

Program administrators emphasized that students need to develop additional social and emotional skills in the following areas: persistence in project completion, leadership, self – advocacy, self-esteem, public speaking, conflict resolution, and community engagement including activism and social justice issues. Other suggestions include "college survival" skills such as managing environmental and academic stress and test anxiety. Notably, one respondent reported that students need to " ismantle[e] self-limiting thoughts and challeng[e] internalized oppression."

College Readiness programs need to quantify college-bound students' non-academic skill level. Only 40% of the programs in the College Readiness Program Inventory reported tracking participant growth via a "life skills assessment." For example, North Star Academy College Preparatory High School reported that it created "College Readiness Trackers," which

are subjective assessments of student non-cognitive skills such as time management, self-advocacy, organization, ownership of learning, etc. In that program, teachers assess these non-cognitive traits using a numeric scale on a quarterly basis.

Academic Skills

Academic services were offered by nearly all programs surveyed. Programs consistently reported that they provided instruction and/or tutoring services, SAT/ACT preparation, counseling on academic topics such as course selection, and tracking academic assessments.

Strengths:

Nearly all programs surveyed had programming in these three categories. The most common services offered were academic services; training in time management, collaboration, and communication; and information about paying for college. It is very important for these services to be widely available.

Gaps:

Only 11 programs provide information to students and parents about general financial planning topics, and only two organizations indicated that financial literacy was a key goal of their programming. Additionally, while most of these programs target socio-emotional development, only 65% target creativity and only 40% quantitatively assess student progress.

Opportunities:

More programs should provide general financial literacy information in addition to college financing, incorporate flexibility and creativity training, and assess students' non-academic skill level. Non-academic skills are likely to be correlated with college persistence, though we were unable to directly assess the question.

Funders

Opportunities:

Survey analysis revealed several categories of funding sources: foundations, corporations, non-profits, government agencies, schools, school districts, colleges, individuals, tuition, and other. The organizations that fund multiple College Readiness Programs in Newark are the Prudential and Victoria Foundations, the City of Newark, and the U.S. Department of Education. Some of these foundations and corporations may be good candidates for partnerships with NCLC in the future.

Table II-F: Funding Entities for College Readiness Programs in Newark, NJ

Funder Category	**Key Funders**
Foundations	Prudential Foundation Victoria Foundation Unspecified Benjamin Foundation Sagner Family Foundations The Harris Foundation Buehler Aviation Research Foundation Inc Dow Chemical Foundation National Science Foundation ExxonMobil Foundation Verizon Foundation Wells Fargo Foundation
Corporations	Unspecified AT&T ExxonMobil Colgate-Palmolive Co. Hess Corporation Infineum USA L.P. Novartis Novo Nordisk, inc. Private Law Firms Bayer Consumer Care Division Panasonic Corporation of North America
Federal Government	Federal Funding TSA-UNITE Program U.S. Department of Education
State Government	State of New Jersey Commission on Higher Education
City Government	City of Newark
Non-profits	TEAM Academy Nonprofit
School Districts	District Boards of Directors
Schools	Regular School Budget Per-Pupil Charter School Allotment
Colleges/Universities	Rutgers University-Newark

Individuals	**Unspecified**
Other	21st CCLC Program College Readiness Now Pilot Grant Program Public Monies (unspecified) Grant from Barclays Capital via CMO Uncommon Schools Tuition

Table II-G: Number of Programs for each Partner

Partner	**# of programs**
Students	17
Parents	16
Staff	16
Colleges/Universities	16
High schools/school district	14
Funding Organizations	12
Community Groups	10
City of Newark &/or Mayor's office	3
Newark Area Civic Leaders, entrepreneurs, business & other professionals who volunteer	1
Jersey Cares (volunteers)	1
Big Brothers Big Sisters Organization	1
Schools on Campus (SPAA, Social Work, Honors)	1
Aspira	1
Latino Institute	1
NJIT EOP	1
TRIO Programs	1

Opportunities:

Improving educational outcomes for Newark students benefits the city as a whole, and requires large-scale community engagement. The College Readiness Program Inventory reported high levels of partnership in many categories, but only modest participation from parents, community groups, the City of Newark, or the Mayor's Office. These groups need to be invited to get involved in the development and implementation of college readiness programs.

Support Staff

Strengths:

Newark college readiness programs that work with middle and high school students provide fairly comprehensive counselling services. Additionally, most of these programs require participants to interact with staff in a one-on-one setting. These findings indicate that students are well-supported during high school.

Gaps:

Access to counselling for transitioning college-level students is almost entirely unaddressed by Newark college readiness programs. For programs with college persistence and college graduation goals, one-on-one counselling targeting college-level students is key. According to the College Readiness Program Inventory, availability of one-on-one counselling services provided drops off dramatically once high school students matriculated into college. Program participants likely need additional services after matriculation. Support in areas like academic and personal adjustment, major selection and course planning, registration, career advice, navigating administrative processes, or other personal issues are essential to supporting persistence throughout college.

Students also need mentorship and access to program staff. Guidance and support are often key components of a college readiness program's success. Institutionalized mentoring programs can help pair students with adults who share similar academic, career, or personal interest. In other programs, staff provide informal opportunities for mentorship relationships to grow with students. However, only half of the programs in the College Readiness Program Inventory reported having staff drop-in hours available to students. Drop-in hours provide flexibility for students to access staff by being available as-needed, and may allow students to feel more comfortable asking for help.

Opportunities:

The programs we surveyed provide nearly comprehensive counselling and support for their middle and high school students, but these services are virtually nonexistent at the college level. Additionally, more programs should implement mentoring systems and drop-in hours.

Parental Involvement:

Table II-H: Parental Involvement

College Readiness Program	Parents/ Guardians involved	Orientation	Regular meetings	Program end event	Progress reports	Online assessments
ASPIRA, Inc., GATEWAY Program	+	+	+	+		
Pathways to College						
TEAM Charter Schools, KIPP Through College	+	+	+	+	+	
Rutgers Future Scholars-Newark Campus	+	+		+	+	+
RU Ready for Work	+	+		+		
Rutgers-Newark Upward Bound Program	+	+		+		
Victoria Foundation College Readiness Grantees	+	+	+	+		
Rutgers-Newark, Educational Opportunity Fund Program						
Essex County College High School Initiative Program	+	+	+			+
Essex County College,						

Summer Bridge						
NJ SEEDS Scholars Program	+	+	+	+	+	
NJ LEEP, Inc., College Bound Program	+	+	+	+	+	+
Sadie Nash Newark College Program	+	+		+		
Trio Programs – Talent Search; Upward Bound	+		+	+	+	+
ExxonMobil Bernard Harris Summer Science Camp	+	+		+		
NJIT, Academy College Courses and Options for Advanced Academic Achievement Program	+	+				
NJIT, Early College Preparatory Programs	+	+		+	+	
Upward Bound English Language Learners	+	+	+	+	+	
North Star Academy, College Readiness	+	+	+	+	+	+

North Star Academy, High school programs	+	+	+	+	+	+
GEAR-UP						

Source: Qualtrics Survey, Edward J. Bloustein School of Planning and Public Policy

Strengths:

There are varying opportunities for parental involvement in college readiness programs, as seen in Table II-F. Of the programs that involve parents and family heads, 94% include family in a program orientation, and 88% invite family to an end of program event.

Gaps:

Only 59% engage parents in regular meetings. Some programs keep parents apprised of student progress, with 53% sending home progress reports, and 35% providing parents access to online assessment tools. It is also important to consider what services programs can provide for students without parents who are willing or able to help with college preparation.

Opportunities:

Programs that invite parents to participate in the beginning and end should consider engaging parents more often. However, it is also necessary for programs to ensure that students whose parents are uninvolved feel included and supported.

7. Inventory Scan Conclusions

Overall, the inventory scan revealed three important opportunities for Newark college readiness programs. First, by better linking services with goals and outcomes, programs can learn where their students need more help. Second, extending milestone tracking and wrap-around support to college-level students will help improve persistence and graduation rates overall. Third, there is an opportunity to expand access to and success in college readiness programs for students who have less successful academic records, less involved parents, or the inability to pay to participate in a program's residential component. Focusing on these opportunities will help existing programs grow stronger and will help the NCLC move toward their goal of increasing postsecondary attainment for Newark residents.

Newark – City of Learning
Prepared by the
Cornwall Center for Metropolitan Studies
in collaboration with
The Edward J. Bloustein School of Planning and Public Policy
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Part III: Project GRAD and READY Program

Analysis of Prior-Existing Postsecondary Programs in Newark, NJ

The following is an analysis of Project Graduation Really Achieves Dreams (GRAD) and Rigorous Educational Assistance for Deserving Youths Program (READY) and their implementation, specifications, and challenges faced in Newark, NJ from 1987-2013.

Project GRAD – INTRODUCTION

Inner cities across the nation with low educational attainment and population decrease have established postsecondary programs to increase college enrollment, some of these cities include: Kalamazoo, Syracuse, Buffalo, and New Haven. The results of these postsecondary initiatives are mixed (see part I). Newark has incorporated model programs from those across the nation to increase college attainment. To include a few, our study will focus on two substantial programs as a research base: Project GRAD (Graduation Really Achieves Dreams) and the READY program (Rigorous Education Assistance for Deserving Youth). Each of these college attainment initiatives in Newark, New Jersey, provided education benefits for more than 1,000 students throughout the city, setting a precedent for future programs. The following report consists of the specifications that comprise the programs, data collected concerning the program, and what challenges each program faced.

PROJECT GRAD – HISTORY

Establishment

Project GRAD, originally the Tenneco/ Houston Endowment Program, was founded in 1988 by James Ketelsen. The program was designed as a four-year college scholarship program for eligible graduates from Jefferson Davis High School ("Davis High School"), the lowest performing school in Houston, Texas. Ketelsen was the Chairman of the Board and Chief Executive Officer of Tenneco, Inc., a company that specializes in designing, manufacturing, and distributing clean air and performance products for the automotive industry. He believed that every student should have access to college notwithstanding his or her background. Tenneco committed $1,000 to every student in Davis High School who graduated in four years, maintained a 2.5 grade point average, completed a mathematics sequence through algebra II, and participated in two summer institutes prior to their junior and senior years. The pilot program achieved significant results, as demonstrated by quadrupling graduation rates and increased numbers of participating students entering college.[32]

In 1991, Ketelsen and his staff began to develop a full Project GRAD model with assistance from the Houston Endowment, the Brown Foundation, the Culen Foundation, John and Becky Moores, General Telephone & Electronics Corporation (GTE), the McNair Foundation, and the Shell Foundation. The full program was designed as a comprehensive set of interventions from kindergarten all the way through 12th grade in a child's journey to college. To complete this task, Ketelsen chose to involve the seven elementary schools and one middle school that feed students into Davis High School to instill early development for Houston inner-city children. Project GRAD launched September 1993 to run these new interventions, increase parental involvement, and upgrade student skills in mathematics, humanities, geosciences, and history. The program also included a counselor in each of the sponsored schools to oversee and coach the students to remain in school and pursue college.[33]

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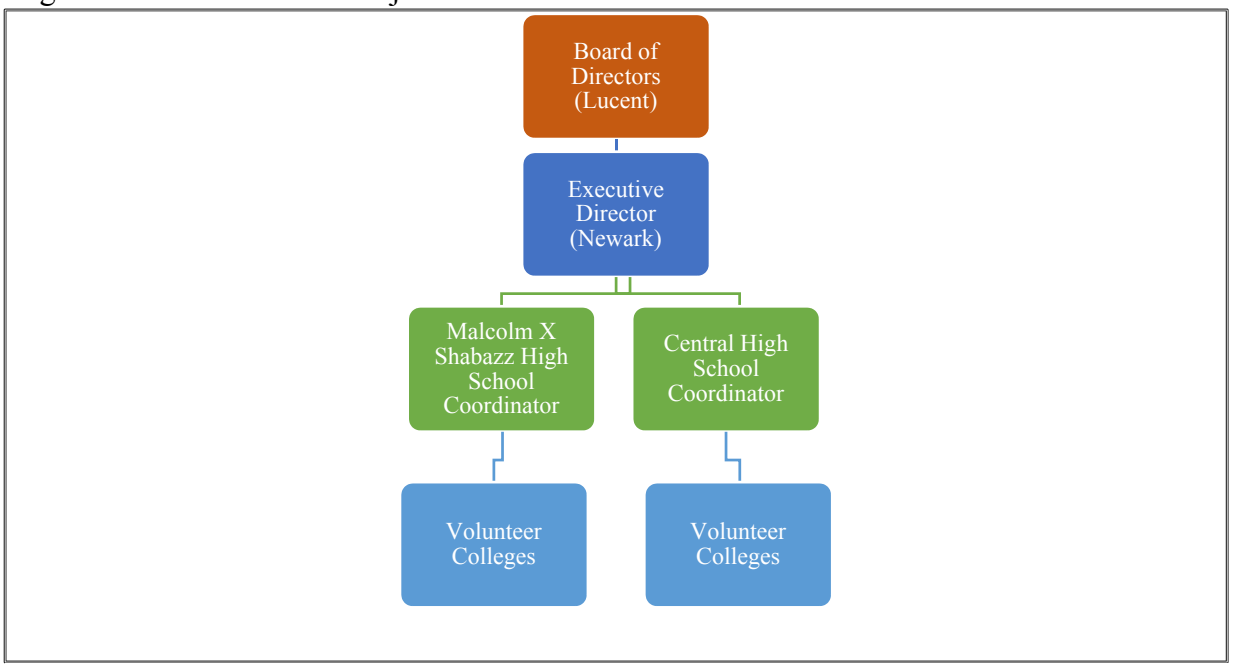
[32] Project GRAD Website. http://projectgrad.org/about/history. 2014.

[33] Ibid.

The success of Project GRAD in Houston with higher college enrollment and civic engagement prompted its vast expansion into the mid to late-1990s, when the program was reaching more than 45,000 students throughout the city. In 1997, the investors, which included the Ford Foundation and Lucent Technologies Foundation, felt it was time to expand the program to other urban settings throughout the country that were struggling in higher education attainment. The program commenced its expansion to Newark and then to Atlanta, Georgia and Columbus, Ohio, with the same platform and specifications that were utilized in Houston. In this next decade, Project GRAD tested whether the program's successes could be spread to other communities with different cultures and educational systems.[34]

PROJECT GRAD – NEWARK EXPANSION

Figure III-A: Structure of Project GRAD – Newark



Source: Bennett, Mary

Project GRAD was introduced in Newark in February of 1998. It was to be administered and funded by Lucent Technologies Foundation. In the city, the program selected the Malcolm X Shabazz High School, which at the time possessed the lowest number of graduating seniors, lowest test scores in mathematics and humanities, and lowest income per-capita in the city. In 2000, Project GRAD Newark incorporated Central High School into the program. This second school was selected due to low graduation rates and test scores. Participating colleges included, but were not limited to: Bloomfield College (Bloomfield, New Jersey), Seton Hall University (South Orange, New Jersey), Montclair State University (Montclair, New Jersey), William Paterson University (Wayne, New Jersey), New Jersey Institute of Technology (Newark, New Jersey),

[34] Project GRAD Website. http://projectgrad.org/about/history/. 2014.

Essex County College (Newark, New Jersey), Fairleigh Dickinson University (Hackensack, New Jersey), and Rutgers, The State University of New Jersey – Newark (Newark, New Jersey).[35]

As illustrated in Figure III-A, the program was structured such that all administrative processes and claims for funding were submitted to the Houston office, the general executive to all conglomerates throughout the United States. The direct supervisor for the city program was the Executive Director who oversaw daily operations and submitted quarterly reports to the nine-member Board of Directors comprised of Lucent Technologies Foundation representatives to ensure all policies and procedures were being followed and all allocated funds were being utilized ethically. Beneath the executive director were the individual school coordinators who would counsel, mentor, and advise the Project GRAD scholars with testing preparation, college applications, and scheduling Summer Institute sessions. The coordinators were also the direct point of contact between the program and the voluntary colleges within Newark. Coordinators filed scholarship claims, checked on the progress of the scholar, and resolved any issues such as university response timing or transition anxiety by the student that arose in the process.[36]

Partnerships and Funding

All Scholarships were funded by Lucent Technologies Foundation from 1998 until 2012. Daily operations were funded by annual fundraisers held by the Project GRAD staff throughout the Newark, New Jersey area.[37]

SPECIFICATIONS OF PROJECT GRAD NEWARK

The program was officially rolled out in February 1998 with a mission to benefit the most underprivileged neighborhoods by developing a college educated population. After raising the necessary funds the Lucent Technologies Foundation approached all classes, starting with kindergarteners, to announce that each student would have the opportunity to claim a $6,000 scholarship ($2,000 more than Houston's grant) for post-secondary education from the participating college or university of the student's choice. The $6,000 scholarship would be dispersed evenly throughout each semester year ($1,500 for full-time) and every scholar had up to 6 years to finish their schooling before funds were revoked. In order to qualify for the scholarship, each student had to meet the following criteria:[38]

- Graduate from high school within four years
- Meet the minimum state requirements for core secondary education curriculum

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[35] Giaimis, Jeanne (formerly of Rutgers – Newark). Personal Interview. 27 February 2014; Bennett, Mary (Executive Director - Project GRAD Newark). Personal Interview. 17 March 2014.

[35] Ibid.

[36] Ibid.

[37] Ibid.

[38] Bennett, Mary. *School Reform and Educational Researcher Completes Evaluation of Project GRAD Newark's First Six Year: GRAD students showed marked improvement in math and reading proficiency.* PR Newswire. Article. 25 March 2005; Snipes, Jason C. and Holton, Glee Ivory and Doolittle, Fred. and Sztejnberg, Laura. *Striding for Student Success: The Effect of Project GRAD on High School Student Outcomes in Three Urban Districts.* Manpower Demonstration Research Corporation. Research Report. New York, NY. June 2006.

- Maintain a cumulative grade point average of 2.5 or above
- Attend and complete two Summer Institutes prior to graduation
- Be accepted into a degree-accredited university (no vocational, certification, rehabilitation)
- Confirm attendance to the higher education institution as a full-time student[39]

Elementary and Middle School Development

From second and third grade through middle school, grades, participating children were mentored by special Project Grad staff. The executive director would task individualized tutors and enlist programs to develop reading, writing, and mathematical skills. Lucent believed that developing the child early instills confidence and an expectation to succeed if given the proper tools. This initiative was proven to be effective as demonstrated by rising average high school aptitude test scores in basic writing and mathematics, and favorable exit survey results. The developmental programs in mathematics and humanities were supplied until the program ended in 2012.[40]

The program coordinators also conducted training sessions, called Consistency, Management, and Cooperative Discipline for elementary and middle school teachers. These periods of instruction were designed as a developmental program for teachers and other school-based personnel to help students become "citizens" in the classroom (meaning disciplined and studious) and to allow teachers to operate more efficiently in the classroom rather than dealing with behavioral problems. This was another foothold in the development of the inner-city youth to instill ambition, respect, and confidence for success in academia. These programs were implemented until 2012, as well.[41]

High School Program Coordinators

Once a participating child finished middle school and began the 9th grade, he or she had to meet with the program coordinator at their particular high school (Malcolm X Shabazz or Central). The future scholar would stay in contact with the program coordinator throughout high school to receive academic advisement, counseling, advocacy, information about participating colleges, registration for the summer institutes, or waiver claims. The high school coordinators were seen as the main support system to insure the scholar's success in achieving his academic goals. All actions taken were logged and reported so the executive director could monitor the progress of each potential Project GRAD scholar.[42]

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[39] Ibid.

[40] Lucent Foundation. *Project Graduation Really Achieves Dreams.* Web Report. 2012; Snipes, Jason C. and Holton, Glee Ivory and Doolittle, Fred. and Sztejnberg, Laura. *Striding for Student Success: The Effect of Project GRAD on High School Student Outcomes in Three Urban Districts.* Manpower Demonstration Research Corporation. Research Report. New York, NY. June 2006.

[41] Bennett, Mary (Executive Director, Project GRAD Newark). Personal Interview. 17 March 2014; Snipes, Jason C. and Holton, Glee Ivory and Doolittle, Fred. and Sztejnberg, Laura. *Striding for Student Success: The Effect of Project GRAD on High School Student Outcomes in Three Urban Districts.* Manpower Demonstration Research Corporation. Research Report. New York, NY. June 2006.

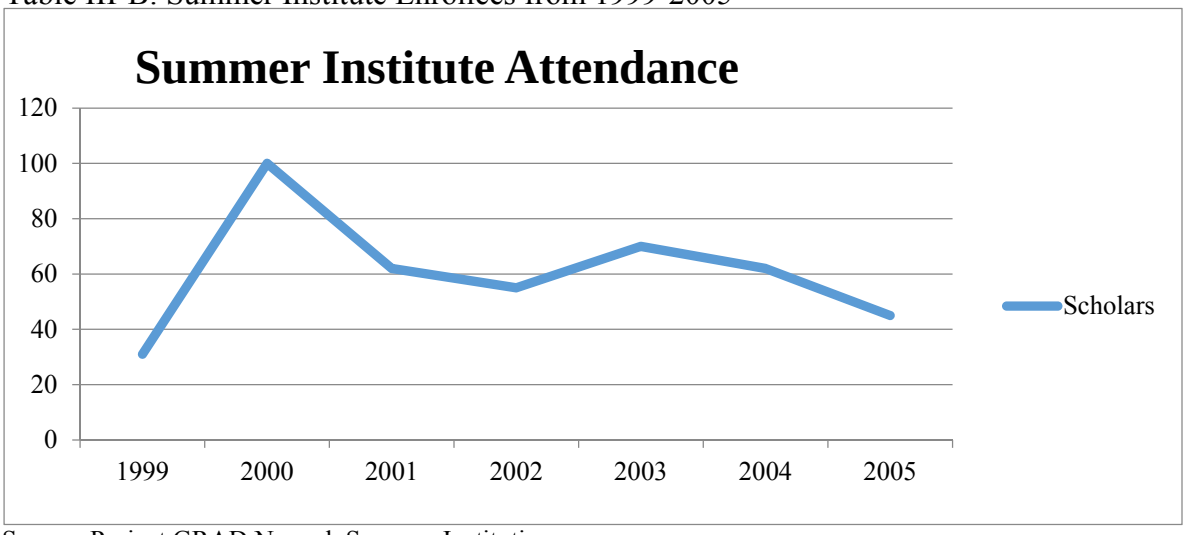
[42] Lucent Foundation. Project Graduation Really Achieves Dreams. Web Report. 2012; and Project GRAD Website. 2014.

Summer Institutes

During the summers prior to eleventh and twelfth grades, the students are required to attend summer institutes that were held at participating colleges (Bloomfield College, Seton Hall University, Montclair State University, William Paterson University, New Jersey Institute of Technology, Essex County College, Fairleigh Dickinson University, and Rutgers University – Newark, and North Carolina Agricultural and Technical State University) depending on the subject matter. Each institute consisted of a four-week long course held during the month of July designed to provide a more hands-on college experience and mentorship for the future Project GRAD scholar. During July, periods of instruction were divided into two clusters with a mix of students from both Shabazz and Central high schools. Subjects taught during the summer institutes included humanities, mathematics (a combination of algebra and geometry), environmental science with an emphasis on water science, environmental history, and life strategies. Each course was designed to familiarize the potential scholars with interpersonal/ communication skills, knowledge on public health issues, the history and enterprise of Newark as well as fine-tuning their mathematical abilities for college.[43]

The institute's students were also exposed to environmental studies and recreation on field trips in various New Jersey locations, including Eagle Rock Reservation, Merrill Creek Reservoir, The Great Swamp, Newark Watershed, and Island Beach State Park. The trips provided some inner-city children a first experience with the great outdoors and were designed as an opportunity for practical application of lessons learned. Each potential scholar was provided a $500 stipend to pay for transportation costs to the university and daily expenses. The students were also treated to lunch at the dining halls and provided room and board on campuses outside the immediate Newark area such as North Carolina A&T, William Patterson, and Montclair State.[44]

Table III-B: Summer Institute Enrollees from 1999-2005



Source: Project GRAD Newark Summer Institutions

[43] Giaimis, Jeanne. Project GRAD 2005: Summer Institution Plan and Mission Statement. Rutgers – Newark. P. 1-16.

[44] Ibid.

As demonstrated in Figure III-B, the summer institute attendance slowly declined from 1999 to 2005. Budget constraints and regressing numbers of qualifying students led to the summer institute's termination in 2006. Scholarship granting continued for the students who met the minimum requirements along with tutoring programs until the sunset of the Project GRAD Newark in June 2013. In the final seven years of its existence, Project GRAD focused on development and mentorships for children in elementary and secondary institutions with tutoring programs and services. The interviewees hypothesized that the new focus was significantly more effective than the Summer Institutions in developing the student for college success.[45]

College Success

Once a student is accepted into a Project GRAD-accepting university or college, he or she is still part of the program and held accountable for performance. The program has volunteer administrators and educators from the participating universities available to provide advice, counseling, or advocacy with the university if challenges arise. In order for each Project Grad scholar to maintain active scholarship status, they must maintain the following:

- No less than a 2.0 grade point average toward a degree-earning track (i.e. major declared).
- Good Academic Standing (Academic Probation is subject to forfeiture of remaining scholarship funds).[46]

Project GRAD Newark Comes to an End

The Lucent Foundation agreed to fund Project GRAD scholarships until the original 1999 kindergarten class graduated high school in 2012. All students who met the minimum requirements for the scholarship (except for the Summer Institution requirement that ended in 2006) were eligible to receive the $6,000 grant. The final class that graduated from Shabazz and Central in 2012 will have until June 30, 2018 to utilize all funds allocated for their post-secondary education. After Lucent's obligation to Project GRAD Newark had been met, no other foundations or investors volunteered to continue the program. As of March 2014 the program remained closed.[47]

Challenges in Implementation

Analysis of the available data indicates that a significant challenge was the staff's inability to fund daily operations. Project GRAD Newark struggled constantly with paying for salaries, logistics, and office supplies. From 2008 until 2013, all but the two program coordinators from Shabazz and Central high schools transitioned into a volunteer/non-pay status. This was done to balance the budget which was supported by local fund raisers and individualized donations from citizens in the Greater Newark area. The budget constraints created a substantial burden on the resources, staffing, and logistics available to facilitate the implementation of the scholarship services. One suggestion is that the districts ought to provide funding for programming daily operations in the future to prevent such challenges from reoccurring.

[45] Ibid.

[46] Lucent Foundation. Project Graduation Really Achieves Dreams. Web Report. 2012.

[47] Bennett, Mary (Executive Director, Project GRAD Newark). Personal Interview. 17 March 2014.

READY (Rigorous Educational Assistance for Deserving Youths) Program – Newark, NJ

READY Program – History

The READY Scholars Program was established in Newark in 1987 to provide opportunities for Newark youth to achieve educational excellence. READY stands for Rigorous Educational Assistance for Deserving Youth. Services were provided for more than 1,000 students and their families.[48] READY is an initiative that targets elementary and secondary school students to inspire them to go to graduate high school and pursue some type of post-secondary education, such as college, professional, or trade school.

The mission of the READY Foundation was to enable Newark children to maximize their potential through a combination of academic, social and economic opportunities; and then provide scholarship assistance to the participants who attain specific goals. The READY Program provided support services to children and college level students with the promise of college tuition or scholarships.[49] The program combined provision of college tuition with a range of mentoring, tutoring, cultural enrichment, and family assistance services for more than 1,000 low-income children beginning as early as first and second grade. [50]

The program's genesis began with Newark philanthropist Raymond Chambers, who was a donor to the Newark Boys & Girls Club. He spent time speaking with families and staff at the Boys & Girls Club, and mentored a number of Newark children.[51] Inspired by a similar promise program in Harlem, he endowed the READY Program with the goal of transforming the lives of 1,000 children.[52] Ultimately, the program provided services to 1,300 children[53] and hundreds of scholarships.

Specifications of Ready Program

<u>Organizational Design</u>

The READY Program began in concept as scholarship programs in local high schools and colleges,[54] but quickly developed into a program that would support "the whole child" – beginning

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[48] Barbara Kukla, "City Recognizes Those Who Have Made a Difference, Education Program Gives Awards To 27 Past and Present Achievers," Star-Ledger. March 8, 2001.

[49] Tomàs Dinges, "A Trip to Principal's Alma Mater Provides Inspiration Newark Elementary Students Visit Drew," Star-Ledger, May 27, 2010.

[50] Global Giving Matters. "Raymond Chambers -- Pioneering Approaches in Business and Philanthropy," Global Giving Matters, September-November 2006 (2006), accessed March 20, 2014 http://www.synergos.org/globalgivingmatters/features/0610chambers.htm.

[51] Mary Jo Patterson, "Meet Ray Chambers, Charity's Invisible Man, Part-I and Part II: He Made a Fortune and Directed Much of It into Newark. Now, as His Legacy Grows, He Retreats to The Arizona Desert, a Publicity-Shy Enigma," Star-Ledger, April 9, 2000.

[52] Ibid.

[53] Spero, Suzanne (Executive Director of MCJ Amelior Foundation), Barbara Bell Coleman, and Charles Rubin (both of MCJ Amelior Foundation. Interview with Ryan Tomlinson and Rachel Moody. Personal Interview. New Brunswick, NJ. March 13, 2014.

[54] Global Giving Matters, "Raymond Chambers."

at the grammar school level. The intention was to focus on the students with the greatest need.[55] This included children living in difficult circumstances, such as homeless shelters or fosters care.

The READY Program was founded on three principles and related goals.[56] The three principles are:

- Supporting children's emotional, physical, social and economic needs
- Keeping children in school, and out of trouble
- Encouraging children to make constructive use of leisure time

One main goal was to reach out to 1,000 children in the first three years. A second goal was to engage parents, and "give everyone a sense of belonging." Many parents reported feeling isolated prior to the READY Project. The program was based on the assumption that all parents dream of sending their children to college.[57] Yet, while tuition to colleges and technical schools was the carrot, the ultimate goal was to generate productive citizens. The promise of scholarships was an incentive to drive the children and families toward an improved workforce, economic status, and community.

The primary mission of the program, however, was for children to earn a high school diploma or GED, and graduate college or trade school. This possibility was something the children could appreciate, because the "dream of college" might have otherwise been unthinkable.[58] In a way, the READY Program was able to deliver on part of its promise immediately by supplying the value of self-esteem and help from people who believed in them.[59]

The READY Program was designed to provide support in all areas of the child's life. This included academic, financial, and social services. One of the goals was for children to develop self-esteem, drive, and a sense of accomplishment. Each child was encouraged to take up a sport, or art form, or musical instrument, or special interest in order to make constructive use of leisure time. These activities were designed to give the children a sense of self-worth, and a commitment to follow through.

Cohorts 1 and 2: Promise of READY Scholarship, Combined with Support Services

The first class, Cohort 1, was a class of 1st and 2nd grade students selected from Boys & Girls Club programs. In Cohort 2, some participants in subsequent classes were selected through an application process and interviews. Both cohorts received the same benefits with the incentive of tuition assistance if they graduated high school. Certain schools and universities admitted established READY scholarships, such as Kenyan College (Gambier, OH), University of Richmond, Florida Agricultural and Mechanical State University, Rutgers University, New York

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[55] Spero et. al.

[56] Ibid.

[57] Ibid.

[58] Montalvo, Miriam (former Director of READY Project at Rutgers – Newark). Interview with Ryan Tomlinson and Rachel Moody. Personal Interview. Newark, NJ. February 27, 2014.

[59] U.S. Federal News, "Rutgers University in Newark Will Honor Its Own, MCJ Amelior Foundation, for Community Spirit," U.S. Federal News, October 31, 2008.

University, and Drew University. The first 350 students to complete the program also each received 30 Citi stock bonds.

Counselors or "READY Coordinators" took an active role in the children's lives. Coordinators provided counselling, career planning, made arrangements for tuition payments, and sometimes even offered tutoring services. Coordinators were given flexibility and discretion in managing these relationships. While there were lesson plans, regular staff meetings, and a "structured" atmosphere, coordinators were not overwhelmed with direction and oversight. Their mission was to "get this child and this family through this."[60]

Cohort 3: READY Scholars – Support Services and Inclusion

The third cohort was targeted at an older population of students: eighth-grade children. One class was selected by lottery from each ward of the city. Altogether, there were 125 students from each of the wards lotteried to become READY Scholars. This third group also was not offered the promise of the scholarship. Nevertheless, children were eager to sign up for the program to gain access to the services, and to gain a sense of "belonging."[61]

This third cohort, the "READY Scholars" was focused on high school level preparation for college. This included high school workshops for Free Application for Federal Student Aid (FAFSA) application completion, SAT registration and preparation, counseling, and special needs services. One component of these workshops was mentoring programs created in partnership with Newark corporations that placed high school students in professional internships. The aim was to provide them experience and insight into potential future careers. Even though Cohort 3 began the program without the benefits of a scholarship or the early education programming for 1st grade through 8th grade, the children's rate of college enrollment was comparable to those of Cohorts 1 and 2.[62]

Rutgers Partnership: College-Age Program Participants

As READY Program participants began to enroll in college, the organization accepted bids from nearby universities who sought to develop a partnership. Rutgers was selected and in 2005 began managing the population of the program that was applying to or enrolled in college. At the time, there were 100 to 200 READY participants enrolled in college. The university partnership played a key role in READY's evolution, as Rutgers had knowledge of post-secondary opportunities and the process. Rutgers staff was well-versed in college-level procedures and timelines, such as the FASFA deadline, transcript requests, and tuition assistance. Some of the READY coordinators transitioned into Rutgers staff positions.

Once program participants were enrolled in college, Rutgers READY staff provided essential support services such as counseling and advice. The transition to college can be challenging for any student, and some READY participants struggled to adapt. Therefore, at the college level, the goal was social and academic support. Some students needed remedial courses, or experienced

[60] Spero et. al.
[61] Ibid.
[62] Ibid.

culture shock.[63] Cohort 3 succeeded in college, in part, because they had a place to reach for help.[64] Out-of-state students each had an assigned staff person to contact for questions or to help them feel comfortable and supported in the transition to college.

Students were also encouraged to participate in READY civic engagement activities, such as marches and walks, or volunteering at soup kitchens. Summer camps provided enrichment opportunities to get the students out of the city environment.[65]

Compared to the earlier phase of the READY Project, Rutgers' management of the program took on a much more formal tone. During the earlier phase, READY Coordinators had developed very personal relationships with the children, even going so far as to make home visits. Rutgers staff needed to implement a more formal process – with guidelines and student checklists to hold students accountable. The conversation between staff and students was different than the relationships between children and coordinators. Rather than taking a quasi-parental role, the Rutgers staff focused on holding the students accountable to standards and adhered more strictly to administrative procedures.

Eligibility

Unlike promise-type scholarships that are predicated on GPA or academic achievement, the READY Program offered a number of positive outcomes for some of Newark's children most in need of support. By allowing participation not secured by merit, the READY Program was able to provide services to more than just high achieving students. This eliminated the threat that scholarships might only help students who are already most likely to go to college.

Partnerships and Funding

The partnership between the READY Program and the Boys & Girls Club soon amalgamated other stakeholders. Newark public schools were eager to participate. Parents were brought to the table, kept in the conversation, and required to attend weekend meetings. Local corporations, such as Citi and Pepsi eventually partnered to provide internships and tap into a future local talent source, program participants.

The READY Program also set up individualized programs to kindle interest in entrepreneurship, and mentors lent a hand. When READY Coordinators noted that the children needed mentors, Chambers helped establish the National One-to-One Mentoring Partnership and set up an affiliate in Newark.[66] The mentoring component of the program brought in individuals from varied backgrounds and interests and gave students visible role models and exposure to workplaces relevant to the college environment.

Funding for the READY program came from the MCJ Amelior Foundation, established by Chambers to support social and economic welfare projects in Newark. Tax filings at the Foundation Center and its Historical Foundation Collection in Indianapolis show that he made an

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[63] Montalvo.

[64] Spero et. al.

[65] Montalvo.

[66] Mary Jo Patterson, "Meet Ray Chambers."

initial $10 million endowment pledge to create the READY Project.[67] In total, more than $2 million was spent on scholarships.[68]

Ready Program Comes to an End

Sunset

The program sunset in 2013, thereby ending the financial obligation.

[67] Judith Miller, "A Self-Made Man Takes on Newark; Shy Philanthropist Gives His Time and Money to New Arts Center," New York Times, October 14, 1997.

[68] Montalvo.

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Part IV: Promise Scholarship Programs

Analysis of Current Postsecondary Attainment Programs in the United States

The following is an analysis of four current postsecondary attainment programs: Kalamazoo Promise in Kalamazoo, Michigan; Pittsburgh Promise in Pittsburgh, Pennsylvania; Say Yes to Education, Inc., in Syracuse, New York; and New Haven Promise in New Haven, Connecticut.

Introduction

On November 15, 2005 Kalamazoo, MI announced a groundbreaking program called the Kalamazoo Promise[69]. The promise was that every Kalamazoo student who graduated from their school system would be awarded scholarships to attend college. This innovative program became a prototype for scholarships in major cities across the United States – Pittsburgh, PA., Syracuse NY., and New Haven CT. The initiative seeks to ignite major economic and community revitalization in the city by increasing the residences who obtain secondary education. Each of the four programs reviewed have implemented a Promise-type scholarship to address the needs of its specific community. In addition, each program is at a different stage of its individual implementation process. By reviewing these cities' Promise programs we will be able to inform a preliminary discussion of how a promise-type initiative may help Newark, NJ as it moves toward becoming a city of learning.

Kalamazoo, Michigan

Kalamazoo, Michigan, was incorporated as a city in 1884.[70] By the time of its incorporation, the city had experienced a relatively successful economic history as a popular trade post, education hub, and railroad stop. In the industrial age, Kalamazoo was a producer of a number of different goods; "wind engines, carriages, pharmaceuticals, corsets, musical instruments, fishing reels, stoves, mint oils, cigars, playing cards, regalia, paper products, celery, beer and coffins".[71] Kalamazoo was flooded with new residents because of its variety of inter-city transportation options. The city prospered for many years, adapting its manufacturing sector to the economy. In 1966, General Motors built a plant in Kalamazoo creating new employment opportunities for the city. Schools and universities expanded to meet the need of the growing community and by 1970, Kalamazoo's population had reached 85,555. However, during the 1980s after the post-war manufacturing surge, a natural disaster hit the city.[72] These events coupled with the increasing prevalence of globalization led to the city's economic decline. Today Kalamazoo has 75,092 (2012) people residing in its 24.68 square miles.[73] About 20.5 percent (15,393) of the residents in Kalamazoo are under the age of 18. According to the US Census, the racial makeup in 2010 was about 68.1 percent White, 22.2 percent Black and 6.4 percent Latino. Only 5.2 percent of people are foreign born, and 9.2 percent speak a primary language other than English. About 34 percent live below the poverty line compared to 16.3 percent in the state.[74]

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[69] Michelle Miller-Adams, "A Simple Gift? The Impact of the Kalamazoo Promise on Economic Revitalization," *About the Kalamazoo Promise.* W.E. Upjohn Institute, 2006, http://www.upjohninst.org/Research/SpecialTopics/KalamazooPromise/About (accessed January 31, 2014)

[70] "Yes, There Really Is a Kalamazoo!," *History*. The City of Kalamazoo, http://www.kalamazoocity.org/history (accessed Feburary 2, 2014).

[71] Ibid.

[72] Ibid.

[73] "State & County QuickFacts," *U.S. Census Bureau, U.S. Department of Commerce*, http://quickfacts.census.gov/ (accessed Feburary 7, 2014)

[74] Ibid.

In Kalamazoo, the total K-12 enrollment for their public schools is 12,216 amongst 25 schools.[75] About 89 percent of residences 25 years old or older have a high school diploma and the public schools report that 94 percent of their graduates went on to "further their education". The high school dropout rate over the past 5 years (2008-2012) does not seem to reflect or demonstrate any obvious trends (14.4percent, 11.1percent, 12.6percent, 13.2percent, and 10.8percent).[76] Consistently about half of the students in the district qualify for free or reduced lunch.[77]

Kalamazoo Promise – History

In November of 2005 Kalamazoo, MI announced the Kalamazoo Promise.[78] Even though the Kalamazoo Promise is said to be the product of 3 months of planning and detailing, the now nine-years-old program has made many changes since 2005. The purpose is to "To provide each Kalamazoo Public Schools graduate with the opportunity to attend post –secondary education with up to a 100 percent tuition scholarship."[79] The Kalamazoo Promise is a part of a larger focus to revitalize the city and bring families back. The Kalamazoo scholarship was designed to reflect universality, flexibility, generosity, perpetuity, and anonymity.[80] These five features are the tools the creators thought would help transform the community.

The Kalamazoo Promise scholarship is funded by a group of anonymous donors in perpetuity.[81] The construction of the scholarship keeps administration costs low. There are no qualifying criteria or applications that need to be filled or reviewed. The scholarship is a first dollar scholarship, meaning the distribution of the scholarship funds occurs before other financial aid is accounted. This allows the program administration to be done almost exclusively through a web-based system.[82]

Specifications of Kalamazoo Promise

Scholarship

The Kalamazoo Promise is a universal, place-based post-secondary scholarship.[83] The key to this program is the idea that everyone can achieve this scholarship. There is no criteria other than you graduate from the Kalamazoo Public School system (which implies residency) and a minimum of 4 years enrollment. [84] Students who meet those requirements will receive at least 65 percent of

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[75] "KIDS COUNT Data Center", *Indicator Selection KIDS COUNT Data Center*. Michigan League for Public Policy, http://www.datacenter.kidscount.org (accessed February 4, 2014).

[76] Ibid.

[77] Ibid.

[78] *Kalamazoo Promise*, https://www.kalamazoopromise.com/ (accessed February 4, 2014)

[79] Ibid.

[80] Ibid.

[81] Ibid.

[82] Ibid.

[83] Ibid.

[84] Ibid.

tuition and fees for any public Michigan state university or community college. The scale of benefit is based on the child's length of attendance in the school system as outlined below.[85]

Table IV-A: Child's Length of Attendance

Length of Attendance	Benefit
Kindergarten – 12th Grade	100%
1st Grade – 12th Grade	95%
2nd Grade – 12th Grade	95%
3rd Grade – 12th Grade	95%
4th Grade – 12th Grade	90%
5th Grade – 12th Grade	85%
6th Grade – 12th Grade	80%
7th Grade – 12th Grade	75%
8th Grade – 12th Grade	70%
9th Grade – 12th Grade	65%
10th Grade – 12th Grade	0%
11th Grade – 12th Grade	0%
12th Grade	0%

As noted above, the scholarship is a first dollar scholarship and is distributed before the student received any other financial aid. Once enrolled, the scholarship can cover up to 4 years of education. The student must be full-time and maintain a GPA of a 2.0.[86] Those who fail to meet that requirement have a probationary semester to pull their GPA back up. Students are also able to defer their scholarship for up to 10 years after graduations.[87]

Partnerships

Kalamazoo has strong support from the high schools, universities and community colleges so this system has worked well in terms of administration. In order to fund student support services there are other campaigns to raise money from the larger community. There are a number of groups that support the Kalamazoo Promise in its mission, especially many "economic engines" such as "Southwest Michigan First, the Chamber of Commerce, the real estate industry, businesses, and arts organizations".[88] While there is much support for the program in the community, there is also large support for the reform and support of the school system. Community In Schools, Inc. of Kalamazoo (CIS) is a partnership between Kalamazoo Public School (KPS), The City of Kalamazoo and The Kalamazoo Regional Chamber of Commerce with the mission to "surround students with a community of support, empowering them to stay in school and achieve in life."[89] The partnership began in 2003 and the Promise is a piece if this effort. In addition, CIS places site teams in schools composed of social work interns, Youth Development Workers, and Americorps VISTA volunteers in order to manage community partnerships with these schools and better support students in a holistic learning approach. By bringing in these partnerships CIS hopes to address some of the non-academic barriers to student achievement.[90]

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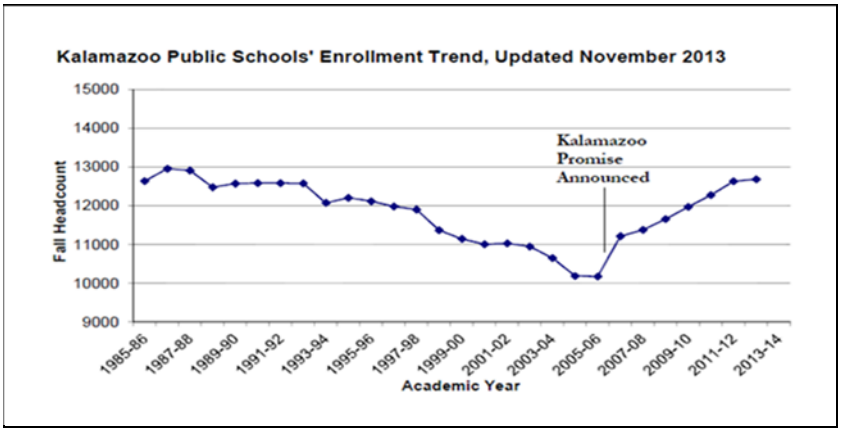
[85] Ibid.
[86] Ibid.
[87] Ibid.
[88] Ibid.
[89] *Communities In Schools*, http://www.communitiesinschools.org/about/ (accessed Feburary 5, 2014)
[90] Ibid.

Evaluation

A considerable amount of research has been done on the Kalamazoo Promise that documents its successes and challenges. A 5-year contract with the University of Michigan's, W.E. Upjohn Institute has well documented evaluations of the program and its impacts.[91] The evaluative research on the program suggests that the Kalamazoo Promise has had a significant impact in three main area; school enrollment, school culture, and community. The graph below shows the trend in school enrollment.[92] From 1985 until 2005 there was a downward trend in public school enrollment. With the announcement of the Kalamazoo Promise there was a jump and then a steady climb upward. Research on the short term impacts of the program shows that there was an increase in enrollment due to a decrease in students leaving as well as students moving into the district public schools.[93] While there was an increase in the low-income students enrolled many of the "new students who entered KPS in 2006 were more socioeconomically advantaged than previous new students".[94] There has also been a change in school culture reflected in improved test scores, increased enrollment in Advancement Placement classes, and a growing college-learning culture. While it is hard to make a compelling argument that the Kalamazoo Promise caused these changes there is a definite correlation, according to evaluators.[95] Community impacts are widely cited as well. The change in community perception, increase in mentoring and tutoring activities, and increase in student support services were among these changes.[96]

Table IV-B: Kalamazoo Public Schools' Enrollment Trend



Source: *Bartik, Timothy J., and Marta Lachowska. 2012.*

[91] *Kalamazoo Promise*, https://www.kalamazoopromise.com/ (accessed February 4, 2014)

[92] Timothy J. Bartik and Marta Lachowska,"The Short-Term Effects of the Kalamazoo Promise Scholarship on Student Outcomes," *Upjohn Institute Working Paper* 12-186. (Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2012).

[93] Ibid.

[94] Ibid.

[95] , Brad J. Hershbein, "A Second Look at Enrollment Changes after the Kalamazoo Promise," *Upjohn Institute Working Paper,* 13-200 (Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2013).

[96] Michelle Miller-Adams, and Jenna Fiore, "The Kalamazoo Promise and Changing Perceptions of the Kalamazoo Public Schools." *Policy Paper* No. 2013-016 (Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2013).

Pittsburgh, Pennsylvania

Pittsburgh, Pennsylvania – Brief Economic History

According to the study *Education, Employment, and the Economy: An Examination of Work-Related Education in Greater Pittsburgh,* the city became the first metropolitan area to lose population during the 1960s-1980s period[97]. The population decline was due to the shift from a manufacturing economy to a service economy[98]. Pittsburgh lost forty percent of plants and manufacturing jobs in the 1980s; this was particularly troublesome to the city because one-third of its population was employed in manufacturing jobs[99]. Consequently, in the early 1980s the unemployment increased significantly to 18 percent and many young people left the city after high school to look for employment opportunities[100]. The lack of economic development led to several decades of population decline. Since then it has stabilized after 50 years of decline[101], but the population 5-17 years of age.

Pittsburgh, Pennsylvania – Demographics

According to the 2008-2012 American Community Survey, the total population of Pittsburgh, Pennsylvania is 306,430. It is estimated that 28,203 households have one or more children under the age of 18[102]. According to the latest American Community Survey (2008-2012) 92,442 people over the age of 3 are enrolled in school and more than half are enrolled in college (31 percent in public college). In terms of educational attainment for residents over 25 years of age, 30 percent have a high school diploma or GED and 18 percent have a Bachelor's degree. Pittsburgh is 65 percent White, 26 percent Black, 5 percent Asian, and 3 percent Latino. The city has a small percentage of foreign-born population: 7 percent. Only 17 percent speak another language besides English. In 2012, the median household income was $38,029. Blacks had the highest poverty rate at 36 percent and Whites had the lowest rate at 16 percent.

According to the Pittsburgh School system's data, there are 1,875 teachers and 25,906 students of which 71 percent qualify for free or reduced lunch[103]. A total of 54 schools and 12 magnets schools make up the public school system in Pittsburgh. Most of the district's students are either Black (54 percent) or White (34 percent)[104]. The Pittsburgh School system does not specify the number of other races and ethnicities (i.e. Asians, Latinos) enrolled nor the number of students

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[97] Glennan, Thomas K. "Education, Employment, and the Economy: An Examination of Work- Related Education in Greater Pittsburgh". *The RAND Corporation*, Sept. 1989. <http://www.rand.org/content/dam/rand/pubs/notes/2009/N3007.pdf>.

[98] Ibid.

[99] Ibid.

[100] Gonzalez, Gabriella C., et al. "Fulfilling The Pittsburgh Promise." *Rand Corporation* (2011). http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG1139.pdf

[101] Ibid

[102] American Community Survey 2008-2012.

[103] Pittsburgh Public Schools. "Who We Are." Facts at a Glance/Facts at a Glance. http://www.pps.k12.pa.us/domain/17 (accessed January 31, 2014).

[104] Ibid

enrolled in ESL classes. In 2006, the RAND Corporation conducted a 5-year cross-sectional and longitudinal study of students to provide a better estimate of graduation and dropout rates[105]. According to the RAND report, produced for Pittsburgh Public Schools, an estimated 35 percent of Pittsburgh's high school students drop out without graduating. Less than 2 percent remain in high school after five years and black students have a higher dropout rate than white students in the district.[106]

Pittsburgh Promise – History

The Pittsburgh post-secondary initiative was announced on December 2006 with the assistance of city government, the Board of Education, and teachers unions[107]. They sell the initiative "as a citywide commitment to "economic, intellectual, and social revitalization of the region"[108]. The mission of the Pittsburgh Promise program is to provide Pittsburgh students with "scholarship funds to pursue higher education and to work to reform urban public schools and develop urban neighborhoods"[109]. Two years later the post-secondary initiative was formalized with the formation of the board of directors and hiring of an executive director[110].

The Pittsburgh Promise is based on four promises: 1) send eligible youth to college or trade school with a scholarship; 2) promote reform of urban schools; 3) invest in the region's workforce by preparing students; and 4) raise 250 million to keep those promises[111]. In addition, to raising money to accomplish the mission and promises, the Pittsburgh initiative has three additional goals. The first of these additional goals is to reverse the population decline and increase school enrollment in the city. The second is to raise the high school completion rates, augment college readiness, and improve the post-high school success of all students in Pittsburgh schools. Lastly, the program strives to produce a well–prepared workforce and community volunteers. To reach these latter three goals Pittsburgh Promise follows a policy entitled "*prepare, plan, and pay."*[112] This policy entails producing *prepared* students for postsecondary education through promoting Pittsburgh's educational system and helping students *plan* for college. In addition, the postsecondary initiative will award students scholarships to help them *pay* for their tuition. Success is measured by how well the program is able to keep its four promises and meet its three goals are being meet.

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[105] Engberg, John and Gill, Brian. "Estimating Graduation and Dropout Rates with Longitudinal Data: A Case Study in the Pittsburgh Public Schools". *Rand Education.* July 2006. http://www.rand.org/content/dam/rand/pubs/working_papers/2006/RAND_WR372.pdf

[106] Gonzalez, Gabriella C., et al. "Fulfilling The Pittsburgh Promise." *Rand Corporation* (2011). http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG1139.pdf

[107] Ibid., xiii.

[108] Ibid.,4.

[109] "Newsletter - Cutch Sets Excellent Example for Young Players." Pittsburgh Pirates. http://pittsburgh.pirates.mlb.com/pit/community/nl_201208_cutch.jsp (accessed February 1, 2014).

[110] Gonzalez, Gabriella C., et al. "Fulfilling The Pittsburgh Promise." *Rand Corporation* (2011). http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG1139.pdf

[111] "The Pittsburgh Promise - It Lives in All of Us." The Pittsburgh Promise - It Lives in All of Us. http://pittsburghpromise.org/about_whoweare.php (accessed February 2, 2014).

[112] Gonzalez, Gabriella C., et al. "Fulfilling The Pittsburgh Promise." *Rand Corporation* (2011). http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG1139.pdf

The Pittsburgh initiative uses the "impact of theory," to provide incentives for students who lack the financial resources the opportunity for a postsecondary education. Also, the Pittsburg promise uses the funding incentive as a motivational tool to lure parents to enroll their children in the Pittsburgh school system.[113]

Specifications of Pittsburgh Promise

Eligibility

To qualify for the promise scholarship, students from the Pittsburgh Public School must meet the following criteria outlined in the Pittsburg Promise Website.[114]

City Residency and PPS Enrollment Requirements

- Graduate from a Pittsburgh Public High School or one of its charter high schools.
- Be enrolled in the Pittsburgh Public School district continuously since at least the beginning of 9th grade.
- Be a resident of the City of Pittsburgh continuously since at least the beginning of 9th grade.

GPA and Attendance Requirements

- Graduate with a minimum cumulative, unweighted GPA of 2.5
- Graduate with a minimum attendance record of 90%

Additional Requirements

- Complete The Pittsburgh Promise application.
- Earn admission to any accredited public or private post-secondary school located in Pennsylvania.

Also, students are required to complete a Free Application for Federal Student Aid (FASFA) and the PA State Grant Form by April 30th. A new FAFSA is required every year that a student is enrolled, including the State Grant Form and all requested verification or validations must be submitted before Promise funds will be disbursed.

In addition, students are required to maintain a 2.0 grade point average throughout their college careers. Students are allowed to attend public or private universities, as well as 2- or 4-year institutions, and trade schools that accept Pell Grants.

Table IV-C: Pittsburgh Public Schools Reward Levels Based on Students Enrollments

Continuous Residency and Enrollment Since:	**Scholarship Percentage:**	**Scholarship is up to a maximum of**

[113] Ibid.

[114] "The Pittsburgh Promise - It Lives in All of Us." The Pittsburgh Promise - It Lives in All of Us. http://pittsburghpromise.org/about_whoweare.php (accessed February 2, 2014).

Kindergarten	100%	$10,000
1st-5th Grade	95%	$9,500
6th-8th Grade	85%	$8,500
9th Grade	75%	$7,500
10th-12 Grade	0%	$0

Source: The Pittsburgh Promise Website

Partnerships and Funding

In 2007, the Pittsburgh Promise program received its first funds of $10,000 from the Federation of Teachers and the University of Pittsburgh Medical Center pledged $1 for every $1.50, up to $10 million a year[115]. As of 2012, the Pittsburgh Promise has over 100 funders and foundations that donate to the program[116].

Evaluation

As of February 1, 2014 the Pittsburg Promise has raised $80.8 million, $120 million away from its goal. It has founded 4,735 students and a total of $ 45.2 million in scholarship funds. Thus far, the program has been able to graduate 707 students from college. Of those 707 graduates 93 percent are either Black or White. The Pittsburgh Promise is also using its college scholarships to lure Latino immigrants into the city by supporting the Hola Pittsburgh Initiative[117].

The graduation rate overall has increased from 63 percent in 2007 to 69 percent in 2012[118]. In 2010, 68 percent of PPS students enrolled in postsecondary institution, a 10 percent increase from 2007, when only 58 percent enrolled in college.

Challenges

The study, *Fulfilling the Pittsburgh Promise: Early Progress of Pittsburgh's Postsecondary Scholarship Program*, analyzed the first three years of the initiative, it interviewed a focused group of students and found that many were confused about the programs requirements and message. It advised the Pittsburgh Promise to approach students frequently about college and the financial aid process beginning in their freshman year[119]. It seems that one of the challenges the Pittsburgh Promise had was communicating their requirements and messages to students and parents. Additionally, the Pittsburg Promise changed its grade point average requirement at the beginning of the initiative and that confused interested parties. Finally, students complained that the Pittsburgh Promise had a different attendance policy than that of the school district, which made the requirement unclear.

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[115] Gonzalez, Gabriella C., et al. "Fulfilling The Pittsburgh Promise." *Rand Corporation* (2011). http://www.rand.org/content/dam/rand/pubs/monographs/2011/RAND_MG1139.pdf

[116] "The Pittsburgh Promise - It Lives in All of Us." The Pittsburgh Promise - It Lives in All of Us. http://pittsburghpromise.org/about_whoweare.php (accessed February 2, 2014).

[117] "Vibrant Pittsburgh · Latino Outreach." Vibrant Pittsburgh RSS. http://vibrantpittsburgh.org/latino-outreach/ (accessed February 3, 2014).

[118] Ibid.

[119] Gonzalez, Gabriella C. et al. Robert Bozick, Shannah Tharp-Taylor, and Andrea Phillips. "Fulfilling The Pittsburgh Promise: *Early Progress of Pittsburgh's Postsecondary Scholarship Program*." *Rand Corporation* (2011).

Solution to Challenges

The Rand Corporation made four recommendations based on their study, *Fulfilling the Pittsburgh Promise: Early Progress of Pittsburgh's Postsecondary Scholarship Program*. The first was to conduct more small presentations and send personalized letters to parents explaining the requirements and future changes[120]. In addition, the Rand Corporation advised the Pittsburgh Promise to create an online portal that will allow parents to log in to check their children's academic record and attendance. The third recommendation was to create a mentoring program between Promise Scholars and high school students who are preparing to apply to the program and college[121]. Finally, RAND noted that future evaluations should take into consideration relationships among the different actors (i.e. students, Program officials) involved in the Pittsburgh Promise.

Syracuse, New York – Say Yes to Education, Inc.

Syracuse, New York – History of City

Syracuse experienced population decline between the 1970s and1980s, Education researcher Gene Maeroff attributes this decline to three factors: suburbanization, loss of commerce, and loss of manufacturing jobs.[122] Relatedly, there was a decline in the total number of middle-class Whites and in White student enrollment during 1970s and1980s[123]. In 2012, for the first time in 50 years Syracuse's population stabilized.[124]

Demographics

Currently, Syracuse has 144,703 residents and 15,901 households with at least one child under 18 years of age. According to the 2008-2012 American Community Survey, 50,027 people over the age of 3 are enrolled in school with 49.9 percent enrolled in college. About 27 percent of its residents have a high school diploma or GED and 15 percent have Bachelor's degrees. Syracuse is 54 percent white, 29 percent black, 8 percent Latino, and 5 percent Asian. The city's foreign-born population is 11 percent of the total and 17 percent of all residents speak another language besides English. The median household income is $31,459.

According to the latest statistics the Syracuse School District has 21,030 students, 1,930 teachers, and 31 schools (14 elementary, 6 K-8, 6 Middle Schools, and 5 High Schools). In 2012, the racial makeup of the Syracuse Public School System's student body was as follows: 53 percent Black,

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[120] Ibid.

[121] Ibid.

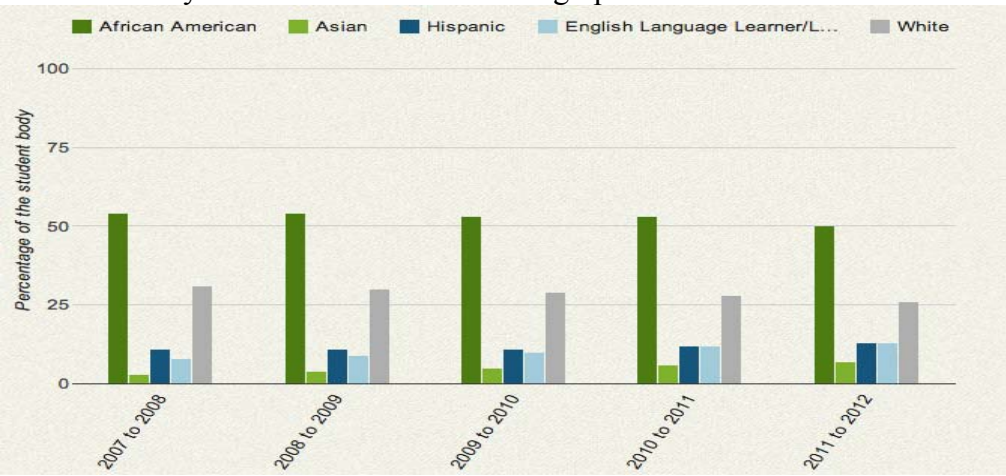
[122] Maeroff, Gene I.. *Reforming a School System. The Promise of Say Yes to Education in Syracuse*. New York: Palgrave Macmillan, 2013.

[123] Ibid.

[124] Sparks, Sarah D. "Syracuse 'Says Yes' to Whole Child." *Education Week* 32.37 (2013): 1-25. *Academic Search Premier*. Web. 3 Feb. 2014.

28 percent White, 6 percent Latino, 6 percent Asian, and 1 percent Native American. In addition, 19 percent of students in the school district have a disability, 12 percent are English Learners, and 84 percent receive free or reduced lunch. Table IV-D below, illustrates the demographics changes of the Syracuse School District from 2007-2012.

Table IV-D: Syracuse Public School Demographics



Source: Say Yes to Education, Inc. Website

Say Yes to Education, Inc. – History

Say Yes to Education, Inc. (Say Yes) is a national, non-profit education foundation focused on increasing high school and college graduation rates for our nation's urban youth.[125] The Say Yes initiative dates back two decades, when an education scholar at the University of Pennsylvania studied South Philadelphia and its failing school system. He found that students did not have role models and could not picture a bright future or imagine a better life than the poor conditions in Philadelphia.[126] He started a comprehensive plan with the City of Philadelphia, Pennsylvania State University, and other colleges. This idea was bankrolled to other chapters in other cities in Massachusetts and Connecticut including Cambridge and Hartford. By 2004, Weiss had invested $30 million in to Say Yes Chapters. In 2008, Syracuse's Say Yes chapter became the first such chapter to include the entire city school district.[127]

In Syracuse the mantra is "educating the whole child."[128] Syracuse sets itself apart by trying to help parents in the following ways: providing health clinics at schools, providing legal advice, and

[125] Ibid.

[126] Maeroff, Gene I. *Reforming a School System: The Promise of Say Yes to Education in Syracuse*. New York: Palgrave Macmillan, 2013.

[127] Say Yes Website. "Recent News." Say Yes to Education . http://www.sayyessyracuse.org/ (accessed February 3, 2014).

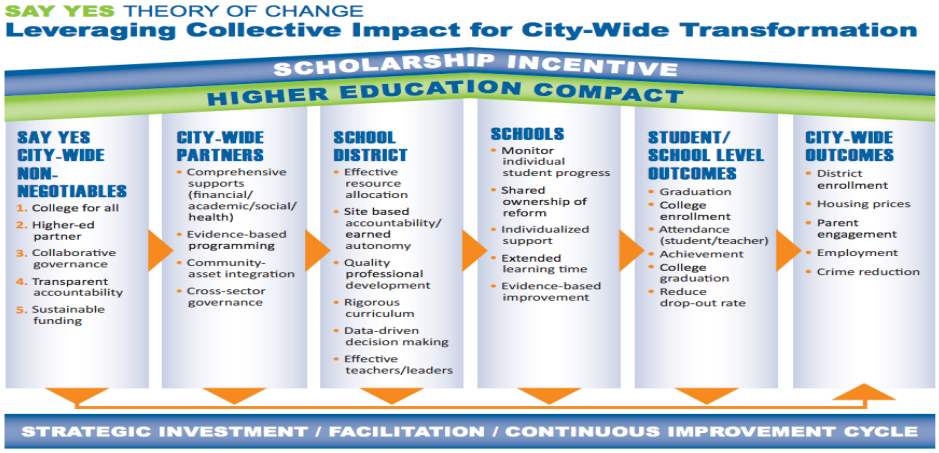
[128] Sparks, Sarah D. "Syracuse 'Says Yes' to Whole Child." *Education Week* 32.37 (2013): *Academic Search Premier*. Web. 30 Jan. 2014.

making social workers available.[129] Community schools are at the center of Syracuse's success. The program believes that the parents should also be helped. Say Yes provides comprehensive supports, including the promise of free college tuition to one of nearly 100 colleges and universities for those who meet residency, graduation and admission requirements.[130]

The Say Yes promise and supports begin when a child enters kindergarten and continue through high school and beyond. The range of services Say Yes offers across its Chapters include everything from extended-day and year-long programming, mentoring, tutoring, and school-day academic support as well as family outreach, scholarships, and social work/psychological services. Additionally, Say Yes partners provide high-quality health care and legal assistance. These services help to create a positive, sustainable framework for each student's academic experience, one that encourages and rewards continued effort.

Say Yes, also uses the theory of change to lure students to pursue higher education and have families move into the city. Below is a flow chart that highlights how the theory of change is design to create economic development and city-wide transformation.

Table IV-E: Syracuse Say Yes Theory of Change



Source: Say Yes to Education, Inc. Website

Specifications of SAY Yes to Education

Eligibility

[129] Ibid.

[130] Say Yes Website. "Recent News." Say Yes to Education. http://www.sayyessyracuse.org/ (accessed February 3, 2014).

According to the Say Yes Syracuse Website students graduating from a Syracuse City School District (SCSD) High School are eligible to apply for the Say Yes Education Program if they meet the following criteria:

- Must be a resident of the city of Syracuse.
- Have continuous enrollment in a SCSD High School for 3 years (10th, 11th, and 12th grades) or be legally designated as having refugee status on an Arrival-Departure Record (I-94) from U.S. Citizenship and Immigration Services (USCIS)].
- Graduate from one of the SCSD high schools on or after June 2009.
- Enroll as a full time student in a Say Yes eligible college within one academic year after graduation.
- Students must apply for and otherwise be eligible for federal and state financial aid programs. [131]

Partnership

The Syracuse Say Yes initiative has an array of supporters that include the Syracuse City School District, Syracuse University, Onondaga Community College, Say Yes Higher Education Compact partner colleges, Say Yes to Education, Inc., the Syracuse Teachers' Association, the Syracuse Association of Administrators and Supervisors, the City of Syracuse, Onondaga County, the American Institutes for Research, and a diverse group of Syracuse area corporate, non-profit, and philanthropic organizations.[132]

Evaluation

The Syracuse Say Yes chapter is evaluated in three different categories: economic development, academic growth, and Community Development. In terms of economic development, 80 Say Yes Scholars were hired as Youth Specialists in Say Yes summer programs.[133] In addition, the Syracuse chapter Say Yes has given out more than $2.5 million scholarships over three years and it is estimated that more than $43 million dollars have been raised.[134] Additionally, 2,000 Say Yes Students have enrolled in private universities since the fall of 2009. In the school year 2013-2014, the program helped 200 students in grades 9 to 12 receive free SAT prep services. In 2013, 30 high school graduates attended a 5-week pre-college Summer Success Academy at a county college. More than 7,900 SCSD students took advantage of the Say Yes extended day programs in 2013-2014. More importantly, 9th grade dropout rates have declined and freshman algebra Regents exam passing rates are on the rise.[135] In terms of community engagement, all elementary and K-8 schools have social workers, providing a 250:1 ratio v. 500:1 prior to the implementation of Say Yes. In addition, some schools contain a mental health clinic.[136] Finally, Say Yes legal clinics are operating three times a week. Staffed by local law firms, the clinics provide free legal advice, free service, and referrals to families.

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[131] Say Yes Eligibility Website. http://www.sayyessyracuse.org/college-scholarships/eligibility

[132] Say Yes Website. http://www.sayyessyracuse.org/

[133] Ibid.

[134] Ibid .

[135] Ibid.

[136] Ibid.

Challenges

The greatest challenge in Syracuse as underlined in the book *Reforming a School System. The Promise of Say Yes to Education in Syracuse (2013),* was the district's need to improve teaching and learning. The Say Yes program cannot change the public school's curriculum and teaching standards, consequently affecting students' college readiness.

The Syracuse Say Yes initiative faced some challenges at the local and state level as their directors tried to get political support. Although politicians were skeptical of the initiative because many other postsecondary programs had failed; what convinced them was the idea that a research-based program would help catalyze Syracuse's economic development. They were able to get Governor Cuomo on board and other politicians who believed in the Say Yes program. However, some members of the Syracuse City Council were concerned that the Syracuse Yes program did not address the needs of vulnerable students such as homeless children and ESL students.[137] Another concern, was the hesitation of parents to move to Syracuse just for the Say Yes scholarship because of the fear that the scholarship money would run out. Education researcher Gene Maeroff points out that the focus to strengthen the Syracuse Yes program was obscure by the establishment of the Say Yes Chapter in Buffalo, New York.[138]

New Haven, Connecticut

New Haven, Connecticut – History of City

New Haven was incorporated as a city in 1783, and at the time was shaping up to be a major economic player because of its prominent university, Yale, and spacious harbor.[139] Innovative Yale graduates like Eli Whitney, inventor of the cotton gin and founder of a large gun factory helped grow New Haven's economy. By the Civil War, New Haven flourished as one of the nation's largest carriage manufactures are well as a "producer of rubber goods, clocks, beers, pianos, and a wide range of other products."[140] At the turn of the century, New Haven had about 108,000 residences, 28 percent of whom were foreign-born.[141] Like many cities after the world wars, with the increase accessibility, those who could afford it moved to the suburbs surrounding New Haven. In the 1950s, New Haven's downtown area experienced the closing of many major businesses despite government efforts. The 1950 census estimated just over 160,000 residences.[142] In the 2010 census the population was estimated to be around 129,779.[143] New Haven has been the target of

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[137] Maeroff, Gene I. *Reforming a School System. the Promise of Say Yes to Education in Syracuse*. New York: Palgrave Macmillan, 2013. Print

[138] Ibid.

[139] "History Of New Haven." *Welcome to the New Haven Mayor's Office*. City of New Haven, http://www.cityofnewhaven.com/Mayor/History_New_Haven.asp. (accessed February 27, 2014).

[140] Ibid.

[141] Ibid.

[142] Ibid.

[143] "State & County QuickFacts," *U.S. Census Bureau, U.S. Department of Commerce*, http://quickfacts.census.gov/ (accessed Feburary 7, 2014)

much redevelopment since the 1950s to combat the population decline and revitalize its sagging economy.

New Haven has a diverse population as demonstrated by a number of demographic indicators. According to the 2010 census, 22.8 percent of the population is under the age of 18.[144] A significant portion of the population is foreign born, about 16.7percent, with about 32.8percent of families speaking a language other than English as their primary language.[145] While Whites make up the largest share of the population, 42.6percent, African Americans and Latinos make up 35.4percent and 27.4 percent, respectively.[146] New Haven's large degree of inequality is reflected in its median household income which is $38,482 compared to that of the state, which is $69,519.[147] About 27 percent of New Haven families live in poverty compared to 10 percent of Connecticut families.[148]

The New Haven Public School (NHPS) system educates about 21,500 students in its 46 schools.[149] The diversity of New Haven is reflected in the school system; a little more than 50 percent of students are African American, about 30 percent are Latino and 11 percent are White.[150] Over the past 10 years there has been a slight increase in the number of students that qualify for free- or reduced-price lunches. In the 2010-2011 school year about 77.8 percent of students in the entire New Haven school district (14,810) qualified for the program.[151] In 2008, the district dropout rate was 16 percent.[152] Since then, there has been a switch in the way dropout rates have been reported. It is now reported as an "Other" category, where other represents "students who dropped out (including those who enrolled in a GED program), transferred to postsecondary education or have an unknown status."[153] In the 2010-2011 school year, 27.1percent were classified as other and in 2011-2012 slightly lower, 25.1percent.[154]

New Haven Promise – History

In 2009, New Haven Public Schools (NHPS) began a movement to reform their schools called the New Haven School Change initiative. The three goals are to:

- Eliminate the achievement gap by raising test scores to at least the state average.
- Improve the four-year graduation rate and cut the dropout rate in half.

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[144] Ibid.

[145] Ibid.

[146] Ibid.

[147] Ibid.

[148] Ibid.

[149] "Demographics", *NHPS*, New Haven Public Schools, http://www.nhps.net/nhpsdemographics, (accessed February 27, 2014).

[150] Ibid.

[151] Ibid.

[152] Ibid.

[153] Ibid.

[154] Ibid.

- Make sure every student is academically prepared and financially able to go to college.[155]

In order to achieve these goals NHPS established a number of programs and evaluation tools to improve academic learning, personal development, and the pre-k to college trajectory. NHPS is seeking to focus resources to develop their students, teachers and academic leaders, schools and the parents and community. One of the programs established to support the achievement of these goals is the New Haven Promise scholarship.[156]

The New Haven Promise scholarship was announced in 2010 and according to the New Haven Promise website the mission of the scholarship is to "improve city schools and support economic development in New Haven by growing a competitive workforce and increasing homeownership."[157] In order to fund the scholarship Yale University provides 4 million dollars every year. Administrative cost are covered by The Community Foundation for Greater New Haven and Partnerships are sponsored by the Yale- New Haven Hospital and Wells Fargo.[158]

Specifications of New Haven Promise

Scholarship

The New Haven Promise is the only Promise-type program that is not a universal scholarship. Students must meet certain criteria and apply for the scholarship. The requirements are:

- Must be a New Haven resident and attend New Haven Public Schools or an approved charter school in the City of New Haven
- Have a positive disciplinary record during high school (no expulsions)
- Complete 40 hours of community service over four years of high school
- Have a 90 percent attendance record or better
- Have a cumulative 3.0 GPA or higher at graduation[159]

Students who meet the criteria will receive an annual award that covers tuition only, at a Connecticut public 2- or 4-year college or university. The scholarship covers remaining tuition expenses after federal and state government grants. If the student chooses to attend a not-for-profit school, the program promises to cover a maximum of $2,500 a year toward tuition.[160]

There is an accompanying program "Passport to Promise" that is meant for students that show improvement in school and are on the cusp of Promise eligibility. The Passport to Promise is a scholarship that students must apply for to win one of 20 available one-time scholarships. Students

[155] "About." *New Haven Promise*. New Haven Promise, http://newhavenpromise.org/, (accessed February, 2014).

[156] Ibid.

[157] Ibid.

[158] Ibid.

[159] Ibid.

[160] Ibid.

who receive this 1,000 dollar scholarship and maintain a 2.0 GPA or higher will then be eligible for a Promise scholarship.[161]

The amount of scholarship that is awarded after acceptance into New Haven Promise depends on the length of attendance in the New Haven school system. A child that attends from K through 12th grade is eligible for the full scholarship- 100 percent of tuition covered.[162]

Table IV-F: Amount of Tuition a Student Receives

Length of Attendance	**Amount of tuition money you'll receive**
K-12	100 percent
1-12	95 percent
2-12	95 percent
3-12	95 percent
4-12	90 percent
5-12	85 percent
6-12	80 percent
7-12	75 percent
8-12	70 percent
9-12	65 percent
10-12	0 percent
11-12	0 percent
12-12	0 percent

Source: New Haven Promise

Once in college, Promise scholars are able to receive eighth semesters of assistance. So a student could attend a two-year program and transfer into a four-year college and still have four semesters of the scholarship remaining. There is also an option to defer scholarship for a year without penalty.[163]

Partnerships

[161] Ibid.
[162] Ibid.
[163] Ibid.

In addition to funding partnerships New Haven Promise has a support system called Partnership. The system is meant to support NHPS students and families and ensure that all who meet the requirements receive their scholarship. The Partnership is designed to promote a comprehensive college-going culture in the school system through a two part approach; schools and community.[164] In the schools, there are active curricula geared toward developing college aspirations starting in elementary school. In high school, a partnership with a program called College Summit continues that work. For the community there is the CollegeCorps volunteer program, which engages the members of the city in door-to-door college awareness campaigns.[165] Outside of formal partnerships, New Haven Promise has a lot of backing from the City of New Haven as well as local businesses that understand the usefulness of the work that is being done.

Evaluation

While the program is fairly new it has enrolled 220 students in 17 Connecticut colleges and universities between the first two cohorts. So it has helped give some students access or easier access to a college education. The number of diverse students applying and receiving the scholarship has increased in just one year of data. So this can be a sign that the outreach is working. However, unlike some of the other programs New Haven Promise does not have an evaluation center to assess its impact and only seems to track student data. This may be because of the short time the program has been around. However, the program has been heavily criticized for its low retention rate.[166]

Analysis of the Current Postsecondary Attainment Programs in the United States

Promise-Type Programs

One of the attractive features of this type of scholarship is its customizability for addressing the needs of the students in a city's school system and the resources available for leverage. While every city has an underlying goal of redevelopment, students and cities face different obstacles. The first, and most crucial step for any city looking to implement a program is to design one that reflects its population, the educational and social-economic barriers, and the overall community goals. For example, Kalamazoo had a goal of bringing families back into the city and students back into the schools. So having a universal scholarship, as well as major school reform, attracted a number of nearby families. Another example is Pittsburgh Promise's Hola Pittsburgh Initiative used to support the city's large Latino population.

If a city wanted to increase student achievement, a minimum GPA requirement might be a consideration. Each choice in scholarship structure, however, has a tradeoff. In the New Haven program they have a minimum GPA for students to qualify for the scholarship. While this incentivizes achievement for many students merit based scholarships only help students who will most likely already go to college and a group of marginal students who will be able to increase

[164] Ibid.

[165] Ibid.

[166] Zelinsky, Nathaniel. "Zelinsky: A Broken Promise Indeed." *Yale Daily News*. N.p., n.d. Web. Feb. 2014.

their GPA.[167] For many other students, this scholarship will be as unattainable as the thousands of other ones available. Other decisions like administration, grace periods or funding enrollment in private institutions and non-traditional post-secondary opportunities should be considered with the cities goals and challenges in mind.

Universal scholarships, like the ones we have reviewed, cost a lot of money. Funding is a major concern. For many of these programs if it was not for big donors they would not be established today. For others programs that may need to create a fund from multiple sources branding, accountability, and evaluations become increasingly important. Promise scholarships are not just about increasing post-secondary education. There are also components of housing, workforce, economic, and community development. Being able to tie the scholarship to a number of different interests is important for bringing in funding. Dealing with multiple funders and stakeholders (students, families, community, and schools) can be difficult, especially when the returns are long term. Quality evaluations and student tracking become even more important for accountability and transparency.

While promise-type scholarships can have a number of positive outcomes and impacts the number one critique is that they can only help high achieving students and do not ensure those students will actually complete a post-secondary education. "Merit aid allows many students who were going to college anyway to attend better colleges and reduce college debt."[168] But, universal scholarships cannot properly prepare students. They can increase enrollment but retention is a remaining difficulty. Some cities invest in school reforms, pre-schools, or pipeline and community school models. Syracuse's Say Yes summer program attempts to combat part of this issue. Student support is extremely important, especially in consideration to the student populations in these cities. Some of these cities have high populations of students in poverty, or with special education needs, or that speak English as a second language. These factors can create a number of non-academic barriers to learning and achievement like homelessness, hunger, high unemployment or violence. Not only do students need to be supported but families and the larger community, but they need to be engaged in creating a strong college-going culture.

Demographic Comparison: Newark vs. Other Cites

Understanding the demographics of Kalamazoo, Syracuse, Pittsburgh, and New Haven, can help us determine the similarities and differences between the four cities and Newark. According to the 2008-2012 American Community Survey, Pittsburgh has the largest population with 306,430 people, followed by Newark with 276,478 people, and Syracuse has the third largest population with 144,703 residents. Kalamazoo is by far the smallest of the cities. Newark has the highest percentage of people under 17 years of age; 26 percent in that age group. Pittsburgh has the lowest percentage of people who are under this age and that represents 17 percent of its population (see Table IV-G).

[167] Ibid.
[168] Ibid.

In terms of ethnicity, Newark has a larger minority population compared to the other four cities, with 50 percent being African American and 33 percent Latino. Together they represent 83 percent of the population and Whites represent only 13 percent. New Haven has a more diverse population than the other cities: Whites and Blacks each make up 33 percent of the population, and about 27 percent are Latino. In Kalamazoo, Syracuse, and Pittsburgh the majority of the population is White (see Table IV-G). Moreover, Newark has the highest percentage of households with children under the age of 18. Pittsburgh, in contrast, has the lowest percentage of households with at least one or more people under 18 years of age (see Table IV-H).

Newark lags behind in postsecondary education compared to the other four cities. It has the lowest percentage of residents with bachelor's degree or higher (see Table IV-I). On the other hand, Newark has the highest percentage of people who graduated from high school or obtained a GED at 35 percent. Also, Newark has the highest percentage of people without a high school degree or GED with 30 percent, almost three times that of Kalamazoo and Pittsburgh. In contrast, in Kalamazoo over 50 percent of high school graduates end up enrolled in college. Syracuse has a large percentage enrolled in private college at 34 percent, and the same is true for New Haven with 31 percent enrolled in a private college. In Pittsburgh, more than half of all high school graduates are enrolled in public or private colleges. Also, the most recent data points out that Syracuse has the highest dropout rate of high school students at 6.7 percent, which is slightly more than Newark's 6.4 percent dropout rate. Pittsburgh has the lowest dropout rate at 6.7 percent (see Table IV-I).

In terms of the general economic demographics, Newark is the only city with a double digit unemployment rate at 11 percent; Pittsburgh has the lowest rate at 5. 7 percent (see Table IV-J). In 2012, New Haven had the highest median household income at $38,482 followed by Pittsburgh at $38,029. Newark is the third highest at $34, 387 (see Table IV-J). Children under 18 years who live in a female-headed household have a higher chance of living in poverty across all five cities (see Table IV-K). Families in Syracuse have a higher percentage of families living below poverty with 27 percent and Newark is second at 25 percent. Whites have the lowest percentage of people living below the poverty level in all four cities except New Haven. Asians have the lowest percentage of people living in poverty in New Haven at 17 percent. In 2012, both Newark and Pittsburgh had a higher percentage of Blacks living in poverty than other groups. In Syracuse, Latinos have the highest percentage of people living in poverty at 51 percent and in Kalamazoo, Asians have the highest percentage living in poverty at 51 percent (see Table IV-K).

First-generation immigrants are a noticeable part of Newark's community making up 27 percent of its total population; the highest among these cities, and 18 percent are noncitizens (see Table IV-M). Both Syracuse and New Haven have double-digit numbers of foreign-born residents but that is still not as high in Newark. Also, in terms of languages spoken at home, children from 5 to 17 age of age in all of the five cities who speak Spanish at home also speak English very well. However, adults speak another language more than children: in Newark 22. 3 percent of those who are 18 to 64 years of age speak Spanish; only New Haven has a higher number of foreign language speakers (see Table IV-N).

Preliminary Assessment: Newark and the Promise Model

In an initial assessment of Newark, the analysis of the four cities' promise scholarships and demographic comparison, three key themes emerge. In the demographic analysis Newark stood out in three areas compared to the other four cities: immigration and diversity, educational attainment, and economic indicators. If Newark were to implement a scholarship program those three themes would greatly influence the structure of the program. In this preliminary assessment, the three themes will be outlined and areas of consideration based on the case studies will be presented.

The first theme is immigration and diversity. Unlike the other four cities, Newark has a high foreign-born population and noncitizen population. Cities like Pittsburgh actually have created special initiatives to lure immigrants into its city to help increase student enrollment and boost the local economy. Various factors should be considered when establishing a postsecondary initiative when there is a large immigrant and noncitizen population. Cultural competency, or a set of attitudes, behaviors, or policies that come together among professionals that enables them to work effectively in cross-cultural situations, is key to providing immigrant students with a fair opportunity to continue with a postsecondary education. Relative to increasing postsecondary attainment, cultural competency countenances the following:

- Knowing the community where the school is located
- Understanding all people have a unique world view
- Using curriculum that is respectful of and relevant to the cultures represented in its student body
- Being alert to the ways that culture affects who we are
- Placing the locus of responsibility on the professional and the institution
- Examining systems, structures, policies and practices for their impact on all students and families[169]

Cultural competency includes having staff who are culturally aware of the NJ immigrant community. In addition, cultural competency includes providing forms and information sessions in other languages (i.e. Spanish and Portuguese). Many immigrant children in Newark are U.S. citizens but their parents are noncitizens, which might limit their financial aid eligibility. Prior to 2012, U.S. students with undocumented parents were not allowed to receive NJ state aid and federal financial aid. On December 20, 2013, Governor Chris Christie signed the NJ Dream Act, which allows undocumented students to pay in-state tuition rates but does not permit them to receive financial aid. Funders and foundations might be interested in funding scholarships that can assist immigrant students who do not qualify for financial aid because of their legal status. Is important to keep in mind that although some students might be undocumented, President Obama's executive order known as Deferred Action temporarily removes the threat of deportation and gives

[169] State of Washington Office of Superintendent of Public Instruction. *Cultural Competence*. Retrieved May 1, 2014, from http://www.k12.wa.us/cisl/eliminatingthegaps/culturalcompetence/default.aspx

temporary work authorization to younger immigrants who were brought to the U.S. before age 16.[170]

The second theme is educational attainment indicators. Newark's education demographics for their 25-year-old or older population suggests a complex story. The city has the lowest percentage of bachelor's degree attainment at about 9 percent yet the highest percentage of those with a high school diploma (and equivalent) at 35 percent in that age group. Also, there is a fairly large population with some college education. This begs the question- why is this happening? What and where is the disconnect between high school and college for the students of Newark? An assessment of students would need to be done to determine if this phenomenon is because of a lack of academic preparedness or other factors. One of the factors to assess would be the type of college-going culture in the schools and whether students have visible role models for the transition to the college environment. Closely related are the expectations teachers and counselors have for students. Are student being pushed and held to high expectations? Are they being taught the non-academic skills needed to persist in college? Another factor is knowledge of post-secondary opportunities and the process for transitioning into college. Are students aware of the different college, university, and vocational opportunities options open to them and the processes for applying? Are students and families aware of scholarship opportunities and the financial aid process? The Newark school system is also very large and diverse so capacity issues are an issue. Are there enough resources to help the students that need support? Are students and families aware of these services? Are these services readily available for families and students?

The third theme is economic indicators. Compared to the other four cities Newark has the highest unemployment rate at about 11 percent and second highest poverty rate at about 25 percent (but highest raw numbers). Newark also has the highest percentage of single parent households for both men (4.6 percent) and women (21.8 percent). In regards to the promise model, this tells two stories. First, these figures tell us that the Newark economy needs support. They indicate that the city and a number of businesses and organizations need to be open to initiatives that will support economic and workforce development. A campaign that explicitly connects neighborhood revitalization with promise-type scholarships could draw major support and funding. Second, these indicators tell a story about the students and their potential barriers to success. It would follow that a large proportion of the students in the Newark Public School system will live in single parent households, experience poverty or watch their parents deal with unemployment and the many problems that come from dire economic straits. In order for students to be able to be academically and mentally prepared for college a community effort to address these needs must ensue. Without addressing the needs of Newark students', college readiness levels will remain low.

[170] "Homeland Security," *Deferred Action for Childhood Arrivals*. https://www.dhs.gov/deferred-action-childhood-arrivals (accessed February 7, 2014).

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Part V: Recommendations

The following is a list of overall recommendations for improving postsecondary attainment in Newark supplemented by a discussion of further considerations relevant to each of the recommendations.

Our Four Overall Recommendations

From this report we have compiled four recommendations, listed below. We have included a fairly detailed statement for each one and supplemented that with a discussion of further considerations relevant to each of the recommendations. The recommendations are based on the interviews, surveys, and secondary research obtained within the scope of this project. We hope that these will help in achieving the NCLC's goal of 25% by 2025.

4. Strengthen Multi-Level Partnerships

Strengthen existing partnerships and establishing new ones across the public and private sectors. This is an essential step in increasing post-secondary attainment in the city of Newark.[171] Citywide results will need, citywide support. State and local government, local politicians, businesses, schools, parents, nonprofits and postsecondary institutions must all be united in the mission. These partnerships will increase the NCLC's leverage to gain political and financial support moving forward as well as create opportunities wrap around services. These efforts will help improve the work done in school and by college readiness programs throughout Newark.

2. Improve the Strategic Planning Process

Complete a thorough strategic planning process. Strategic planning must take place before the implementation of any program.[172] The key to creating and maintaining a successful and efficacious support structure is that it must be relevant, meaningful, and focused. Relevant, meaningful and focused refers to the way the program is structured and implemented. The program must pertain to the unique characteristics of Newark students and their families. One of the issues we saw in the READY program was the lack of a focus. This small organization was providing many different supports from primary education, to high school, and college entrance and retention. The lack of standardization made replication and evaluation difficult. By going through a strategic planning process to identify the resources and needs of the city suggestions for additional programs, improvements to existing programs and opportunities for collaborations will emerge.

3. Augment Non- Academic College Readiness Components

Increasingly, research has put more emphasis on the important role of non-academic indicators for improving college readiness.[173] From our reconnaissance of information on the organizations that support students in postsecondary attainment we noticed a lack of focus on the development of non-academic skills. As we think about preparing students for college, academic preparedness

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[171] Interview with Brandy Johnson, March 28, 2008

[172] Ibid.

[173] Sarah D. Sparks, "Experts Begin to Identify Nonacademic Skills Key to Success," *Education Week*, December 23, 2010, http://www.edweek.org/ew/articles/2010/12/23/15aera.h30.html?tkn=ZVRFlssGGAo61bCu09EyplPrSun7pt+8y8hp&cm_p=clp-sb-ascd (acessed April 23, 2014)

is only part of the equation. Fewer students are entering college "ready" for the academic rigor.[174] The difference is that the students who persist have learned skills and coping mechanisms that help them adapt and navigate college- like self-discipline. Building these skills and capabilities among the students to improve their readiness for college may seem daunting, but there is strong evidence from the Promise programs and similar efforts that much success can be achieved from focusing on building up the so-called non-academic skills.

4. Streamline Access to Data

Based on the challenges we faced while drafting this report, we recommend creating a more streamlined process for accessing data in Newark. In drafting this report there were various stages of data collection — from surveys to interviews to raw data indicators — that each included their own challenges. In order to improve upon the data collection process for future projects, we recommend the following: 1) formation of a postsecondary data team; 2) creation of a data bank; and 3) expansion of data indicators and data sources.

Further Considerations for each of the above Recommendations

**These Further Considerations are listed by recommendation*

4. Strengthen Multi-Level Partnerships

Improving educational outcomes for Newark students benefits the city as a whole, and requires large scale community engagement. The College Readiness Program Inventory reported high levels of partnership in many categories, but only modest participation from parents, community groups, the City of Newark, or the Mayor's Office. These groups need to be invited to get involved in the development and implementation of college readiness programs. There is a need to change the way we conceive of education and educational attainment in Newark. We believe creating cross sector partnerships is an efficacious way to create systematic change. The NCLC is a step in the right direction because it functions to bring different players together to change how the City of Newark and its various players conceive of education and educational attainment. As the associated linkages and partnerships expand there are development and implementation issues that may arise, but NCLC can assist in bridging data gaps and gaps in communication and addressing those issues. In the subsections below, we have elaborated on elements to consider in strengthening multi-level partnerships.

*Develop*ing Cross Sector Partnerships

Forming and strengthening multi-level partnerships can be difficult as each organization has different missions, goals, and strategies. However, cross sector partnerships are essential to creating outcomes that are widespread and lasting. The key here is to communicate how the larger goals relates to various sectors and to enable partners to grasp the multiplier effects and positive interdependencies that can be achieved. Each partner must be able to have a meaningful part in the effort and understand it as such. Lastly, emphasizing the external pressures can also help organizations realize the importance of the work.

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[174] "Beyond the Rhetoric Improving College Readiness Through Coherent State Policy," *The National Center for Public Policy and Higher Education and The Southern Regional Education Board*, June 2010, http://www.highereducation.org/reports/college_readiness/CollegeReadiness.pdf (accessed April 23, 2014).

A simple example would be a large business in the city; there are external pressures that affect this business. Maybe the nearby neighborhoods are in poor conditions and are crime ridden. This could greatly deter potential employees from working in the city. High-functioning collaborative partnerships, however, might combat such barriers by offering paid internship opportunities for high school and college students where pay increases with each year of schooling so that they are encouraged to seek available, local employment. Such efforts could be tied to revitalization and economic development of the surrounding neighborhood. On one level the business gains by filling its vacancies and increasing its productivity and profits. On the other level, students are making money and gaining work experience. This is a mutually beneficial relationship, but there are many other advantages. For schools, these internships are creating incentives for achieving further schooling and creating connections between academia and the workforce. Students are learning non-academic skills that will help in the workplace and college. The neighborhoods are able to create ways for students to feel connected to their community. Businesses are gaining a better educated and trained workforce. The city will eventually gain higher income residents who will expand the tax base for public services as well as provide other positive externalities.

This type of partnership does not just provide incentives for the business to offer internships. Rather, it provides incentives for the city, schools, and communities to support the effort. This same logic can be used to analyze the larger goal, which is increasing the percentage of residences with degrees, because increasing educational attainment will benefit a variety of private and public sector actors.

Implementation

Once partners have been identified, there are a number of challenges that can arise as the work begins. First, it is important that the partnership has a clear focus and clear understanding of the pathway used to achieve their mission. Again, each partner should have a clear understanding of their contribution and how it will affect the larger goal. Second, continuous and effective communication is vital. Working across sectors can be difficult because there are different understandings of similar concepts. Therefore, beyond a system for communication there must also be an established, shared language and commonly held values. Third, measuring outcomes can be extremely difficult. Defining a criteria and measurement system can help communication issues that may arise. Too, recognizing that the nature of the work will have outcomes years into the future can be difficult. Focusing on and monitoring short-term and long term indicators may help bridge the measurement gaps between different sectors and actors and countenance their differing priorities and accountability standards. One way to counteract the difficulties in evaluating the attendant difficulties problems is by outsourcing the process to trusted organizations or institutions such as the various research centers at Rutgers University.

Reinforcing Efforts

One of the benefits from this collaboration is the opportunity for reinforcing messages. These efforts work by providing students with wraparound services and activities that support post-secondary attainment. Such activities might include internships with local business, financial aid workshops with nonprofits, college awareness through trips throughout a child's academic career, and counseling programs through the local universities that help build non-academic and life skills that facilitate college entrance and persistence.

Funding

A second major benefit is the ability to leverage funding and support. Based on the challenges that both Project GRAD – Newark and the Ready Program faced, securing investors is essential to the longevity and effectiveness of a program. In 1998, Lucent Technologies Foundation created a sunset date that would close the program on or before 2012. Even with this predetermined date partners were never identified to fund the program after Lucent Technologies' withdrawal. One suggestion received from an interviewee is that the districts ought to provide funding for daily operations as well as maintain postsecondary education programs.

The key to maintaining the momentum and success of a program is to ensure that partnerships and investors have been developed, courted, and contracted or negotiated with at least 5 years prior to their predecessors' term concludes. The final 5 years of the GRAD and Ready programs were paramount. The funding for daily operations and staffing evaporated, employees vacated their positions due to ceased salaries, and more time was spent fundraising rather than assisting the students. These partnerships would make it easier to identify small and larger scale funding through different networks.

2. Improve Strategic Planning Process

Looking at the national case study of Promise scholarship programs, it is clear that the initial scholarship-only model only produced marginal changes. The scholarships helped those students who could not afford to go to college, but in each program persistence was low. In some cases, students were not prepared for the academic rigors. In other cases, students were not emotionally or mentally equipped to handle the changes that accompanied the new social and academic environment. While students were well supported through the college application and financial aid process, it became clear that other support structures were needed. It is paramount that the full needs of the students be thoroughly understood before any college readiness programs are implemented. The following subsections discuss some of the more salient planning considerations that emerged from this initial analysis of the city of Newark's post-secondary environment.

Appropriateness of Applications and Selection Criteria

More needs to be understood about the application and selection processes for college readiness programs. Some programs have GPA requirements or criteria meant to select the best student. A comparison of whom student support program serve versus who actually needs the services most absolutely needs to take place. Is it better for programs to be inclusive, and capture students who have aptitude but no inclination to attend college? Is it more equitable to target likely drop-outs, low income students, and those with poor academic achievement? Is it most efficient to select top-performers who are planning to attend college but will benefit from program services? These are questions that need to be addressed to help develop the most effective college readiness system. Such comparisons and questions need to form the basis for ongoing, perhaps yearly, monitoring and evaluation of college readiness programs designed to increase postsecondary attainment.

Access to Counselling for College-Level Students

For programs with college persistence and college graduation goals, one-on-one counselling targeting college-level students is key. According to the College Readiness Program Inventory, availability and provision of one-on-one counselling services drops off dramatically once high school students matriculate into college. Program participants will likely need additional services after matriculation. Support in areas like academic and personal adjustment, major selection and course planning, registration, career advice, navigating administrative processes, or other personal issues are essential to supporting persistence throughout college.

Mentorship and Access to Program Staff

Guidance and support are often key components of a college readiness program's success. Institutionalized mentoring programs can help pair students with adults who share similar academic, career, or personal interest. In other programs, staff provide informal opportunities for mentorship relationship to grow with students. However, only half of the programs in the College Readiness Program Inventory reported have staff drop-in hours available to students. Drop-in hours should provide flexibility to enable students to access staff as-needed, and allow them to feel more comfortable asking for help. It is also important to consider what services programs can provide for students without parents or whose parents are unwilling or unable to help with college preparation.

Cultural Competency

Newark is similar to Kalamazoo, Pittsburgh, Syracuse, and New Haven in having residents with low educational attainment, but the differences are significant enough that meeting its educational attainment goals should not be approached in the same manner—the student and community populations are different. The student populations in Kalamazoo, Pittsburgh, Syracuse, and New Haven for the most part consist of African-American students. Newark is more diverse and should include a cultural competency component to provide immigrant students with a fair opportunity to continue with a postsecondary education. Essex County has the second largest Puerto Rican population; 66 percent live in Newark. In addition, Newark is home to the largest Brazilian community in New Jersey. Cultural competency includes hiring and training staff who are culturally aware of the New Jersey immigrant communities (citizen and noncitizen) and the laws that impact them and their families. In addition, cultural competency can be anything from providing school forms and financial aid information sessions in other languages (i.e. Spanish and Portuguese) and having translator on hand for families to celebrating culturally relevant holidays and hosting potlucks with a diverse selection of food. These efforts help students and their families feel connected and included in the academic environment.

This report is the initial step in the strategic planning process. However, there are many stakeholders whose input is not represented in this document. Views of public school administrators and teachers, parents, employers, college administrators and professors and most importantly the student are all vital pieces to the larger puzzle. They all must be engaged in order to decipher needs and priorities.

3. Augment Non-Academic College Readiness Components

Completing a high school education does not mean a student is ready for college. "[…]State leaders must recognize that defining college readiness exclusively in terms of courses and seat

time is not a productive approach."[175] Students graduate and enroll in college not ready academically, socially, emotionally or mentally. There is a need for high school graduation standards to reflect a level of postsecondary readiness. We found that there was room for college readiness programs to intentionally focus on non-academic skills.

Quantify "Life Skills" Assessments to Track Student's Non-Academic Aptitude

First, College Readiness programs need to quantify and track college-bound students' non-academic skill level. Only 40% of the programs in the College Readiness Program Inventory reported tracking participant growth via a "life skills assessment." For example, North Star Academy College Preparatory High School reported that it created "College Readiness Trackers," which are subjective assessments of student non-cognitive skills such as time management, self-advocacy, organization, ownership of learning, etc. In that program, teachers assess these non-cognitive traits using a numeric scale on a quarterly basis.

Building College Culture

Part of getting students ready for college is helping ease the initial transition. Allowing students to visualize themselves at a college, get excited about the college experience, and become accustomed to the different environment are all ways to accomplish this. Building this type of cultural capital is often accomplished through community-based and school-based discussions about college in which the message is continually reinforced that all students can attend college. These conversations need to begin as early as possible. Opportunities for students to visit college campuses, attend college-related events, take college classes, or stay in a dorm other ways to get students ready for college. Of the programs surveyed, 42 percent reported opportunities for students to stay for some amount of time at a college campus. However, at least one of these programs required parents to pay for that part of the program. The requirement that parents pay tuition limits access for students who could benefit from that component of those programs but cannot afford the tuition. Greater access to these types of opportunities for students should be a priority.

Financial Literacy

We found that 14 organizations provide information to students and parents about paying for college, but only 11 provide information to students and parents about general financial planning topics, and only two organizations indicated that financial literacy was a key goal of their programming. College Readiness Programs should more explicitly state whether their program targets financial literacy, and should consider offering both college-specific and general financial education to program participants and their families.

4. Streamline Access to Data

We recommend the creation of a postsecondary data team in which data organizations from the different institutions in Newark come together to understand each other's data collection

[175] A detailed explanation of the SREB readiness agenda can be found in chapter three of *states, Schools, and Colleges: Policies to Improve Student Readiness for College and Strengthen Coordination Between Schools and Colleges* (San Jose, CA: National Center for Public Policy and Higher Education, November 2009), available at: http://www.highereducation.org/reports/ssc/index.shtml.

process. This would increase awareness and communication among data providers, decrease research time, and reduce data gaps. Alongside the formation of a data team, we recommend the creation of a data bank for either public access or limited access for partnership members. This would organize the data in a usable format, so that it can be easily updated. The data bank would greatly improve the data analysis process. Lastly, we recommend the development and use of further data indicators and data sources that would enhance the picture of Newark. Further data indicators could include: workforce training and certification programs, Newark ward identification, and scholarship awards. Further data sources may include: NJIT, Seton Hall, Newark college financial aid offices, charters and private schools, and vocational schools.

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