

10-Year Youth Development Social Investment Strategy October 2020

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### **Mission & Overview**

More than one in five high school students are disengaged or disconnected from school and opportunity in Connecticut. In other words, 39,000 young people have fallen off-track and are at-risk of not graduating and failing to gain satisfying employment that supports their agency and self-sufficiency. The need is urgent and widespread, impacting nearly every community in the state and resulting in almost \$1 billion in lost revenue and additional expenses every year. Moreover, the need is compounded by systemic racism and structural inequities that intensify challenges for youth who identify as Black or Latinx.

Young people who are disengaged or disconnected need support that extends far beyond the walls of a school building. Particularly for those youth who have dropped out of high school or who are at the highest risk for doing so, non-profit organizations provide essential services intended to reach them and help them re-connect to education and opportunity. Youth development specialists who work for such non-profit organizations are heroes for their commitment to young people and their steadfast efforts to help them succeed.

However, current efforts to re-engage young people by Connecticut's non-profit organizations are being undermined by systemic challenges that are pervasive in the not-for-profit sector. Youth-serving organizations generally lack access to the unrestricted, substantial, long-term capital that would allow them to focus on their missions and invest in building the competencies required to do excellent and highly effective work. Instead, they must often chase funding opportunities that pull them away from their respective missions to stay in business. And even when these organizations set their sights on high performance, they often lack access to outside expertise to support the learning and organizational development required to get there. Without access to these critical ingredients for success, Connecticut's youth-serving organizations struggle to produce positive, long-term outcomes for young people who are disengaged or disconnected despite their passion for and commitment to the work.

The Connecticut Opportunity Project ("CTOP") is designed in response to these challenges by working in partnership with, and investing in, non-profit organizations aligned with CTOP's mission that are committed to high performance in their work with young people who are disengaged or disconnected. *CTOP's mission is to invest in and help strengthen youth-serving organizations in Connecticut so they can work effectively, reliably, and sustainably with young people ages 14 to 22 who are disengaged or disconnected in order to help them re-engage in and complete secondary education, then transition successfully to the pursuit of post-secondary education, such as a technical certification, military enlistment, or an academic degree – with the ultimate goal that all young people will achieve satisfying employment that supports their agency and self-sufficiency.* 

In 2017, Dalio Education launched CTOP by making initial, trial investments in both non-profit and public sector organizations that, in various ways, work with young people in Connecticut who are disengaged or disconnected. The intent was to explore how to design a social investment approach to building the capacity of organizations in Connecticut so that they can provide the kinds of interventions, supports, and opportunities for young people that will significantly improve their lives and life prospects – and do so effectively, reliably, and sustainably.

Based on lessons learned from the initial two-year pilot, CTOP sharpened its theory of change and target population in 2019. CTOP also refined the criteria and terms under which it would select organizations

to join its social investment portfolio as grantees and narrowed its focus to a cohort of three organizations: COMPASS Youth Collaborative; Domus Kids; and Our Piece of the Pie. Since July 2019, CTOP has made general operating support grants to each of these organizations. These grants are of \$1 million annually over a projected five-year commitment (totaling \$5 million for each grantee). CTOP has also provided \$250,000 in funding during the first year of the grant restricted for developing the organization's data and IT system, as well as \$100,000 in funding to help meet basic needs in response to the COVID-19 pandemic plus substantial non-financial capacity-building resources valued at nearly \$1 million.

CTOP has worked intensively with each grantee to help them clarify their strategic objectives and develop rigorous "theories of change," which are blueprints for designing, implementing, and providing the programming and services that will help young people re-engage in education and/or successfully enter and participate in the labor market. In addition, CTOP has engaged with each grantee in developing plans to build their organizational capacities and competencies required to advance this work effectively, reliably, and sustainably. Based on what CTOP and these grantees have learned over the past year, CTOP has developed a succession of investment phases that it sees as fundamental to achieving the kinds of results to which it is dedicated. Brought into alignment with each other, these phases constitute the Strategic Social Investment Arc, which is described below.

This work has led to the development of CTOP's youth development social investment strategy. The strategy's 10-year goals are to:

- Increase the number of active service slots<sup>1</sup> across multiple youth-serving organizations working effectively,<sup>2</sup> reliably,<sup>3</sup> and sustainably<sup>4</sup> with young people who are disengaged or disconnected from 0 to 1,250 within 5 years and to 2,500 within 10 years<sup>5</sup>; and
- 2. Achieve measurable improvements in young people's lives and prospects specifically, in their re-engaging in and completing secondary level education and successful and sustained participation in the labor market.

<sup>&</sup>lt;sup>1</sup> Active service slots: Target population youth receiving the appropriate quality and dosage of services called for in the youth-serving organization's theory of change.

<sup>&</sup>lt;sup>2</sup> *Effectively:* The disengaged or disconnected young people participating in the organization's core programming progress as expected in attaining essential short-term outcomes, make timely progress in achieving key intermediate outcomes, and eventually succeed in arriving at long-term educational and employment outcomes.

<sup>&</sup>lt;sup>3</sup> **Reliably:** No fewer than 60 percent of target population youths enrolled in core programming who complete the full program arc and achieve the intended outcomes.

<sup>&</sup>lt;sup>4</sup> *Sustainably:* The organization is able to maintain effectiveness and reliability consistently and secure the revenues it needs to do so for the foreseeable future.

<sup>&</sup>lt;sup>5</sup> Please see Appendix I for figures charting projected growth in active service slots over time as the number, reach, and effectiveness of CTOP's grantees grows.

### **Target Population**

The target population of youth that CTOP serves is young people ages 14 to 22 who are disengaged or disconnected.<sup>6</sup> Disengaged youth are defined as those showing one or more indicators of being at risk of dropping out of high school (including chronic absenteeism, 2+ course failures, and/or 2+ suspensions). Disconnected youth are defined as those 21 and younger who do not have a high school diploma and are not enrolled in school; or those 21 and older but not participating in the workforce.

In 2016, Dalio Education published the report *Untapped Potential* to define the challenge and opportunity involving young people who are disengaged or disconnected in Connecticut. *Untapped Potential* revealed that 39,000 high school-aged Connecticut youth – more than one in five – are disengaged or disconnected. Nearly every district across the state has at least one such young person, and 113 school systems are each home to at least 50 disengaged and disconnected youths. Not unexpectedly, the report found that the cities in Connecticut with the highest rates of poverty are also those with the most severe concentration of young people who are disengaged or disconnected. The report also revealed multiple dimensions of demographic inequity. Low-income or minority students make up 38 percent of the student body in Connecticut, but they make up 78 percent of the state's disengaged and disconnected youth population, with 36 percent being boys of color. Similarly, while 15 percent of Connecticut's students are students with disabilities or English language learners, one-third of disengaged and disconnected youth fall into one of these two categories.

Young people who are disengaged or disconnected are highly at risk of not earning a high school diploma. Students who remain disengaged in ninth grade have only a 48 percent four-year graduation rate, compared to the 88 percent four-year graduation rate for students who are engaged in ninth grade. For students who remain disengaged into tenth grade, their four-year graduation rate falls to 38 percent. If students do disconnect entirely, their odds of ever graduating from high school plummet. Of all the students who ever dropped out of a Connecticut public high school from 2012 to 2014, only 12 percent re-enrolled in school, and only 1 percent earned a high school diploma.

This is a crisis for Connecticut's young people. As noted in *Untapped Potential*: "For much of the 20<sup>th</sup> century, students disconnecting from high school could still expect to find a job and career that would support them and their families; today, the evolution of the modern economy has largely taken that option away. Across the nation, young adults without a high school diploma, and even those with a diploma who don't proceed to any post-secondary education, have a diminishing chance of finding stable employment, while those who do find work see their wages falling further behind those of their peers. Connecticut's once-thriving industrial cities – now among the state's most impoverished areas – stand as evidence of the same forces at work in the state."

<sup>&</sup>lt;sup>6</sup> The age range specified for CTOP's target population applies to age upon enrollment into a grantee orgnization's programming. While the age range for CTOP's target population is identified as 14 to 22, we expect to reach youth up through the age of 24 because we anticipate two years of youth participation, on average, in programming.

### Youth Development Social Investment Philosophy

CTOP is committed to investing in Connecticut's youth-serving non-profit organizations that aim to play a positive role in improving the lives and prospects of young people ages 14 to 22 who are disengaged or disconnected. Through disciplined and strategic social investing, CTOP will provide significant financial and non-financial resources to strengthen these organizations so that they can maximize their ability to help young people get back on track and earn a high school degree. Having done so, young people can unlock access to post-secondary options that will lead to more meaningful and rewarding employment and better lives for themselves and their families. Their success in turn benefits Connecticut's economy as a whole, as higher employment and reduced need for social services yields healthier and more prosperous communities, more taxpayers, stronger economic growth, and improved fiscal sustainability.

**Why CTOP invests.** CTOP strives to create social value in Connecticut by bringing both financial and nonfinancial supports to youth-serving non-profit organizations working to help disengaged or disconnected young people overcome structural barriers, re-engage in education, and become ready to participate and succeed in post-secondary education and work that leads to sustainable employment with the agency and self-sufficiency this engenders. CTOP measures its success – or social return on investment – in terms of two major goals:

- 1. Increase the number of active service slots across multiple youth-serving organizations working effectively, reliably, and sustainably with young people who are disengaged or disconnected from 0 to 1,250 within 5 years and to 2,500 within 10 years; and
- 2. Achieve measurable improvements in young people's lives and prospects specifically, in their re-engaging in and completing secondary level education and successful and sustained participation in the labor market.

*How CTOP invests.* 10 social investing principles guide CTOP's approach:

- Maintain an ethical duty to do no harm;
- Invest to create social value above all else; in other words, social investing is not charity;
- Hold the grantee organization and the investor accountable for creating social value; the investor (not just the grantee) needs to continuously improve in order to create social value;
- Make investments within a well specified and delimited domain within which the specific outcomes and impacts that will count as social value are clearly identified;
- Make investment decisions based on rigorous selection criteria and due diligence assessments based on them;
- Provide long-term, unrestricted capital aligned to performance metrics for helping organizations build their capacity to deliver effective services reliably and sustainably at high levels of quality;
- Track performance and provide non-financial supports to help organizations succeed in helping people they serve actually improve their lives and life prospects;

- Diminish transaction costs to help organizations stay focused on achieving their missions;
- Protect investments through restructuring and/or non-financial supports as needed and stay committed if grantee organizations demonstrate *the will* to create social value so they have the time necessary to develop *the capacity* to benefit the people they serve; and
- Help organizations build reliable revenue streams that will support them sustainably at the appropriate level of scale.

With these social investing principles in mind, investments can be made in organizations that are at varying levels of development to seed, sustain, or amplify social value accordingly. Investments can be high risk, by which we mean that organizations may initially lack many of the resources, competencies, and capacities needed to do this work with young people effectively, reliably, and sustainably. CTOP works intensively and collaboratively with such organizations and brings not only financial resources to them but also essential non-financial resources to help them build up their competencies and build out their capacities. Investments can also be relatively low risk in that CTOP provides mostly financial resources to organizations that are already performing at high levels, providing effective services reliably and sustainably to young people who are disengaged or disconnected. Such organizations where no potential exists to create social value for young people who are disengaged or disconnected – for example, non-profit organizations that either do not work with such individuals or have no wish to focus on the education and employment outcomes that are at the heart of CTOP's mission and which define social value for the work.

When CTOP opens exploratory conversations with a potential grantee, and also during the due diligence process that may follow, CTOP maintains a standard of strict confidentiality; specifically, it will not communicate these proceedings – or a decision to disengage during them – to any third parties. Also, CTOP takes great care to engage and work with organizations constructively, defining CTOP's success fully in terms of the organization's successful work with young people. In the cases where, after initial conversations, CTOP decides not to invest, we commit ourselves to full transparency to the organization regarding the reasons why, and also provide the organization with our assessment of the capacities it needs to build and the competencies it needs to develop to improve its performance. Importantly, a decision not to invest need not be permanent and CTOP remains open to revisiting the possibility of engaging with and investing in an organization in the future.

CTOP holds itself and its grantees accountable for creating and increasing social value using their development of explicit organizational capacities and competencies, and then specific education and employment outcomes achieved by the young people they serve, to measure and evaluate what has been accomplished. CTOP provides long-term, unrestricted but conditional general operating support structured against milestones of organizational development that are established collaboratively with grantees. These concrete milestones are intended to help organizations build their capacity to deliver effective services reliably and sustainably to young people who are disengaged or disconnected, and at high levels of quality. Working with grantees, CTOP tracks their performance and provides non-financial supports (such as technical assistance and coaching) to help them succeed in their mission-driven work with the young people they serve.

CTOP will identify potential grantees through comprehensive landscape analysis and will not consider unsolicited proposals. CTOP will invest in non-profit organizations that serve a target population of young people that has meaningful overlap with CTOP's target population, which is youth ages 14 to 22 who are disengaged or disconnected from education and/or work. Potential grantees must create or have the potential to create social value, which CTOP defines as helping such young people achieve positive, long-term outcomes – specifically high school completion and subsequent successful transition into some form of technical certification, secondary education, or the military. Potential grantees must also have a strong commitment to learning from their work and have a growth orientation that leads them to constantly strive for higher performance.

CTOP intentionally invests in single-service or multi-service youth-serving non-profits as opposed to other entity types because the structure of non-profits is best suited to the capacity-building CTOP is designed to offer. While CTOP does not invest directly in government programs such as public services, schools, workforce investment boards, and housing authorities, or collective impact initiatives and youth coalitions, we see such anchor institutions and initiatives as essential collaborative partners to our grantees in their work supporting youth to succeed.

We intend for this Youth Development Social Investment Strategy to provide the conceptual framework for CTOP's next 10 years. We anticipate needing at least five years of capacity-building work before grantee organizations are able to drive intended youth outcomes effectively, reliably, and sustainability. We will evaluate progress every year using data and we will conduct an initial strategic review after five years. Along the way, we will make decisions as necessary to improve CTOP in furtherance of its mission. We will also explore whether other funders wish to support CTOP and its grantee organizations in helping to improve the lives and prospects of disconnected and disengaged young people in Connecticut.

### Theory of Change and Key Performance Indicators

CTOP has adopted *The Performance Imperative* framework created by the Leap of Reason Ambassadors, a community of non-profit thought leaders, practitioners, researchers, and policymakers. This framework delineates the seven core domains of organizational capacity that support high performance and details what excellence in each domain looks like. As summarized in the figure below, CTOP's theory of change incorporates and builds on the *Performance Imperative* framework to create a comprehensive set of intervention strategies that comprise the support we provide to our grantees to help them strengthen their organizational capacity and become highly-effective, high-performing organizations capable of driving positive, long-term outcomes for youth.



### Figure 1. The Connecticut Opportunity Project's Theory of Change

We anticipate needing at least five years of capacity-building work before grantee organizations are able to drive intended youth outcomes effectively, reliably, and sustainably. Over time, grantees' efforts to strengthen their organizational capacity yield improvements in CTOP's Key Performance Indicators (KPIs), which measure progress toward our north star of improving positive, long-term outcomes for young people. In addition to tracking improvement in organizational capacity on a quarterly basis, grantees monitor the following KPIs on an annual basis:

- 1. Level of evidence for core program design, Levels 0 4;<sup>7</sup>
- 2. Level of confidence for core program effectiveness, Levels 0 3;<sup>8</sup>
- 3. Number of target population youth enrolled in core programming;
- 4. Number and percentage of target population youth enrolled in core programming who are participating in active slots;
- 5. Number and percentage of target population youth enrolled in core programming who are participating in inactive slots;
- 6. Number and percentage of target population youth (active + inactive slots) enrolled in core programming who leave unsuccessfully;
- 7. Number and percentage of target population youth (active + inactive slots) enrolled in core programming who graduate; and
- 8. Number and percentage of target population youth who are enrolled or graduated from core programming and for the following six months attend school 90% or more or maintain competitive employment.

<sup>&</sup>lt;sup>7</sup> Levels 0 – 4 are defined as follows: 0 = Program design by partner's staff based solely on their ideas and experience; 1 = program design based on incorporation of widely shared practitioners' "best practices"; 2 = Program design based on applying fundamental research concepts (e.g., "attachment theory"); 3 = Program design based on combining and incorporating elements that repeatedly are found in programs whose effectiveness has been proven by impact evaluation(s); 4 = Program design based on implementing program in full that has been proven effective through impact evaluation(s).

<sup>&</sup>lt;sup>8</sup> Levels 0 – 3 are defined as follows: 0 = Asserted effectiveness as supported by anecdotal data; 1 = Apparent effectiveness as supported by internally collected outcome data; 2 = Demonstrated effectiveness as supported by well benchmarked outcome data; 3 = Proven effectiveness as supported by one or more rigorous impact evaluations.

### Youth Development Social Investment Program Expansion

Over the next four years and beyond, CTOP will expand the scope of its social investing by:

- Expanding the number, range, and reach of youth-serving non-profit organizations in Connecticut in which it invests; and
- Supporting the local replication of high-performing national programs with proven effectiveness working with young people who are disengaged or disconnected and helping them re-engage in education and/or enter and succeed in the labor market.

#### STRATEGIC SOCIAL INVESTMENT ARC I RELATIONSHIP BUILDING THROUGH DUE DILIGENCE

Prior to making any new long-term investments in organizations working with young people who are disengaged or disconnected in Connecticut, CTOP will engage in an intensive due diligence process that has four phases, as illustrated here:



### Figure 2. Due Diligence Process for Selecting Partners

**Phase 1: Relationship Building (2 months).** This is an exploratory phase of approximately two months, during which CTOP Portfolio Directors, after having identified a youth-serving organization that could become a grantee, get to know its leadership while learning about its mission, the demographic characteristics of the young people with whom it works, the results it intends to achieve, the ways in which it approaches this work, and the challenges the organization faces. CTOP Portfolio Directors are very transparent, discussing the key elements of CTOP's youth development social investment approach. The intent of this phase is to develop a sense of what conversations with this organization are like, how

transparent and productive they feel, and the degree to which the organization's aspirations, goals, and approach to its daily work align with those of CTOP. The end of this phase is marked by a mutual decision whether to proceed with due diligence to determine whether to make a full capacity-building social investment in the organization.

**Phase 2: Due Diligence and Theory of Change (5 months).** This period of approximately five months is one of heightened engagement between CTOP and an investment candidate organization. Recognizing that it requires considerable time and effort by the organization's leadership and staff to meet with CTOP and provide information about the organization's operations, programming, internal data information system, approach to managing organizational performance, and key stakeholder perspectives, CTOP will make a one-time general operating support grant of \$60,000 to the organization as partial compensation for its transaction costs.

During this period CTOP and the investment candidate organization will develop a sense of what it is like to work closely with one another. After about four months, CTOP will decide whether to proceed to the next step of this due diligence phase: helping the organization to develop a robust theory of change or blueprint for delivering its programming and services to a clearly defined population of young people ages 14 to 22 who are disengaged or disconnected. This blueprint is developed over the period of about a month, and includes working with members of the organization's board, its leadership team, mid-level managers, and front-line staff. It specifies the demographic and risk-characteristics of the young people who will be served; the long-term, intermediate, and short-term outcomes that will be used to manage performance and assess success; the kinds, intensity, frequency, and duration of the programming and services that will be provided; and the metrics that will be used to manage operations and evaluate programmatic effectiveness in engendering the youth outcomes it intends to produce.

A theory of change must be:

- Meaningful to stakeholders and socially significant, that is, its successful operationalization will generate social value;
- Plausible (conforming to common sense and the opinions of recognized experts);
- Doable within contextual and financial constraints;
- Measurable and monitorable (using KPIs); and
- Operational (providing a useful framework for managing organizational performance effectively, reliably, and sustainably).

The theory of change that is developed in this process leads to the next phase of work during which the organization develops a road map for strengthening its competencies and building out its key capacities.

**Phase 3:** Roadmap for Organizational Development (1 month). During this phase, also lasting approximately one month, CTOP works closely with the organization as it develops plans for making its theory of change operational by specifying the steps it will take to strengthen itself in the areas of leadership; management; programming and services; financial health; organizational performance culture; internal monitoring of performance; and use of external evaluations for organizational learning and improvement.

**Phase 4:** Grant Review and Approval (1 month). CTOP will review both how well its staff and the organization were able to work together over the last six or so months, as well as the quality of the work produced. This review results in a decision whether or not to engage with the organization in an extended investment period that could last as long as 5 years, as well as the size of the yearly investments that will be made.

Whether or not the decision is made to continue the relationship, CTOP will provide a very clear statement to the organization of the rationale for CTOP's decision, as well as a comprehensive organizational "diagnosis" spelling out CTOP's understanding of its strengths, weaknesses, opportunities, and threats in order to provide useful information to help the organization's leadership move forward.

Where CTOP decides to make a long-term investment, the organization is placed into one of four tiers that CTOP uses to structure the level of the investment and the kinds of non-financial supports it will provide to the organization over the course of the engagement.

### STRATEGIC SOCIAL INVESTMENT ARC II THE FIVE TIERS OF CTOP'S SOCIAL INVESTMENT STRATEGY

CTOP's social investment possibilities are categorized into four tiers of Connecticut-based youth-serving 501(c)(3) organizations, each tier being associated with a risk-level regarding the possibility that the investment may fail to work out as hoped for, as well as a fifth tier for the local replication of national best-in-class youth development organizations. While investment risk-level is of course ultimately a matter of the individual organization's characteristics, nevertheless it is useful to recognize a hierarchy of risk based on the selection criteria for each such tier. The selection criteria for each tier are listed in Appendix II. In general, the investment risk level is highest for organizations classified as Tier 1 and decreases progressively as one moves up the progression to Tier 5.

After the organization has moved through the four phases of work with CTOP described above in Strategic Social Investment Arc I and CTOP has decided to invest in the organization using the principles of social investment, CTOP will assign the organization to one of its four tiers based on the findings of its due diligence process and how those findings align with the selection criteria listed in Appendix II. Organizations progressing successfully through any given tier will be considered by CTOP for advancement to the next tier for further development and growth in reach and impact.

## *Tier 1: Small Connecticut-based organizations working with young people in one local context that need support prior to engaging in meaningful organizational development*

Organizations in Tier 1 will receive a one-year grant of \$100,000 in general operating support as well as limited technical support from CTOP staff with a focus on development to grow in the ways necessary to be eligible for the due diligence process that precedes possible entry into CTOP's Tier 2 portfolio. In addition to growing their budgets to reach at least \$1.5 million, these organizations will be expected to continue and strengthen their focus on CTOP's target population of youth, growing the percentage of CTOP target population youth served to at least 50 percent; to adopt CTOP's long-term outcomes as the goal to which they are working; and to begin to monitor how the young people they serve are progressing toward those outcomes. Tier 1 organizations with evidence of progress toward these targets by the end of their one-year grant may be eligible to be renewed to receive for two additional

years the same level of support as in their first year, with the expectation that the targets will be met by the end of that second year, and that in the third year, the organization will meet the selection criteria for Tier 2 and be considered for progressing through CTOP's due diligence process, as described above, prior to CTOP deciding whether to make a long-term investment.

### *Tier 2: Relatively small Connecticut-based organizations working with young people in one local context*

For organizations assigned to Tier 2, CTOP will commit to a performance-based four-year investment consisting of \$500,000 per year general operating support, with the payment of each year's tranche of funding depending on the organization having met previously negotiated and agreed-upon developmental milestones. In addition, CTOP will provide the organization substantial non-financial supports consisting of technical assistance, coaching, and consulting services. Generally, such non-financial supports will address the following areas:

- Helping the organization to clarify its strategy in alignment with its theory of change;
- Supporting the organization in developing a four- to five-year workplan to bring the theory of change into operational reality "on the ground";
- Helping the organization assess its current data and IT infrastructure, and then develop and implement a redesign or even a replacement of its current data and IT system so that it becomes a useful and efficient tool for managing organizational performance and delivering effective programming and services;
- Supporting the organization's board of directors in deepening their understanding of and ability to execute key board roles and responsibilities in leading the organization to high performance;
- Helping the organization to develop role-specific, mission-aligned job competencies and implement aligned trainings and evaluations to help staff develop and be assessed against those competencies;
- Consulting to the organization in implementing the organizational changes called for in its theory of change;
- Providing coaching to the organization's leader in planning and managing organizational change;
- Supporting the organization in strengthening its financial management and fundraising strategy; and
- Advocating on behalf of the organization with funders and other key stakeholders.

CTOP's four-year investment arc for Tier 2 organizations is illustrated here:

### Figure 3. Investment Arc for Partners Entering Tier 2



**Phase 1.** Comprehensive Program Design and Infrastructure Development (1 year). The organization builds out detailed workplans that will operationalize the road map developed during due diligence, undertakes formal needs assessments, and implements major organizational changes that respond to its new or improved program model. Typically, this will include:

- Finalizing program design, inclusive of logic models and outcome measurement plans, in response to trial runs;
- Organizational restructure, which may include adding or eliminating positions, and development of an aligned budget;
- Completing data/IT needs assessment and developing foundational data infrastructure;
- Completing financial needs assessment;
- Completing board self-assessment; and
- Developing baseline KPIs and setting targets for future years.

Essential milestones for organizations to achieve by the completion of Phase 1 in order to progress to Phase 2 include:

- A written plan to expand the percentage of the youth its organization serves who are CTOP target population youth to reach at least 70 percent in the case of a single-service organization, or at least 10 percent in the case of a multi-service organization;
- The capacity to track the organization's number of active service slots on a monthly basis to inform performance management; and
- A written report on the number of active service slots filled as of the end of Phase 1 along with the associated annualized true costs of delivering those slots.

*Phase 2. Training, Piloting, and Execution (18 months).* The organization begins meaningful operationalization of its new program design, building out and piloting supporting infrastructure and systems. Usually this will entail, among other things:

- Introducing new program elements and services for the young people it serves;
- Training all staff in essential new competencies identified in the theory of change;
- Building and beginning implementation of a data and IT system designed to support the work of front-line staff as well as managers and leaders; and
- Beginning to implement new systems and processes for supporting front-line staff and managing the organization's performance.

As operationalization progresses, the organization begins to systematize and routinize:

- Its engagement with and enrollment of young people;
- Its delivery of the newly adopted program elements and services; and
- Its supervision and performance management practices using data at all levels of the organization to drive toward outcomes for young people.

**Phase 3.** Focused Formative Evaluation and Implementation Refinement (18 months). By the middle of the third year of its partnering with CTOP, the organization engages an external evaluator, with the associated costs paid by CTOP, to do a highly focused formative evaluation that assesses:

- The demographic and risk profiles of young people enrolled in the organization's programming and services that are meant to help young people who are disengaged or disconnected move along a trajectory that re-engages them in education and ultimately leads to sustained and selfsustaining employment;
- The nature, intensity, and quality of supports and services provided to the young people participating in such programming;
- The competencies of staff (and/or volunteers) providing such supports and services; and
- Evidence that the young people receiving these supports and services are progressing (or not) as intended on their trajectories to re-engagement with education and ultimately to sustained and self-sustaining employment.

Using the information developed by the formative evaluation, the organization then makes indicated adjustments to its work, its systems and processes, its capacities, its routines, and its competencies. At the end of this phase, CTOP assesses the organization's readiness to enter its Tier 3 Portfolio. If the organization has not been successful in hitting its agreed-upon developmental milestones, CTOP could extend this phase of the work; alternatively, CTOP and the organization may agree to part ways. If this

happens, the intent on CTOP's part would be to have helped the organization to become more robust and sustainable.

### *Tier 3: Mid-sized Connecticut-based organizations working with young people in a local context that need organizational development before they can produce youth outcomes reliably and sustainably*

CTOP's investment in Tier 3 organizations will consist of three year-long phases and one two-year phase. The investment will be a performance-based general operating support grant structured at \$1 million per year, with the payment of each year's tranche of funding depending on the organization having met previously negotiated and agreed-upon developmental milestones. In addition, CTOP will provide the organization substantial non-financial supports consisting of technical assistance, coaching, and consulting services, similar to those described for Tier 2 but customized to the level of development of a Tier 3 organization.

The five-year investment arc for Tier 3 organizations is illustrated here:



### Figure 4. Investment Arc for Partners Entering Tier 3

**Phase 1. Continued Execution (1 year).** Organizations transitioning from Tier 2 continue to implement refinements to programming and services as well as to overall operations that were begun in the final phase of work in Tier 2. Organizations entering the portfolio directly into Tier 3 are engaged in similar capacity building work informed by the findings from the due diligence process. For all organizations, the work will include ongoing staff training and improving of program quality and effectiveness, and endeavors to reach the point where refinements are well implemented and the organization and its programs are engaged in the work reliably and sustainably, as well as at high levels of quality. This is essential for the organization to undertake the work of the next Phase.

Essential milestones for organizations entering the portfolio directly into Tier 3 to achieve by the completion of Phase 1 in order to progress to Phase 2 include:

- A written plan to expand the percentage of the youth its organization serves who are CTOP target population youth to reach at least 80 percent in the case of a single-service organization, or at least 15 percent in the case of a multi-service organization;
- The capacity to track the organization's number of active service slots on a monthly basis to inform performance management; and
- A written report on the number of active service slots filled as of the end of Phase 1 along with the associated annualized true costs of delivering those slots.

Similarly, organizations transitioning into Tier 3 from Tier 2 must also develop by the end of Phase 1 a written plan to expand the percentage of the youth its organization serves who are CTOP target population youth to reach at least 80 percent in the case of a single-service organization, or at least 15 percent in the case of a multi-service organization, having attained the other two milestones during their Tier 2 development.

**Phase 2. Full Formative Evaluation (1 year).** The organization undertakes a full formative evaluation conducted by an external evaluator, with the associated costs paid by CTOP. This likely will take close to a full year to accomplish and will entail considerable transaction costs on the part of the organization. Such an evaluation will consist of the following elements:

- Description of the context within which the organization works and the need for its programming/services;
- Assessment of how, if at all, the context has supported, constrained, or induced changes in programming/services delivery;
- Identification of major, unanticipated events that have had an impact on the organization and its delivery of programming/services;
- Description of leadership's strengths and developmental needs;
- Description of management's strengths and developmental needs;
- Articulation of the theory of change in terms of which programming/services are delivered to young people who are disengaged or disconnected;
- Assessment of the fidelity of programming/services delivery to the blueprint developed in the theory of change, and the consistency in the delivery of active service slot programming;
- Explanation of reasons for design changes to services/programming for the target population of young people who are disengaged or disconnected;
- Analysis of the degree to which programming and services for this target population are grounded in evidence-based practices;
- Regression analysis of programming/services components that seem to drive participants' progress toward achieving short-term and intermediate outcomes as intended;
- Description of staff competencies compared with the competency profile needed to deliver high quality and effective programming and services as designed;
- Description of the organization's outreach and engagement efforts intended to enroll young people who are disengaged or disconnected in its programming/services;
- Audit of actual program enrollment data matched against intended target population of young people who are disengaged or disconnected;

- Analysis of participants' program completion rates in aggregate as well as disaggregated in terms of demographic and risk-level characteristics;
- Description of the short-term outcome "ladders" used to help participants achieve the organization's intermediate outcomes;
- Description of the organization's intermediate outcomes that mark significant progress toward participants achieving long-term outcomes as intended;
- Analysis of the rates of progression by program participants up the program's short-term outcome ladders both aggregated and disaggregated in terms of demographic and risk-level characteristics;
- Analysis of the achievement of intermediate outcomes by program participants both aggregated and disaggregated in terms of demographic and risk-level characteristics;
- Analysis of the achievement of long-term outcomes by program "graduates" both aggregated and disaggregated in terms of demographic and risk-level characteristics;
- Analysis of the social significance of the youth outcomes the organization is working to achieve with its program participants;
- Audit of the organization's internal performance data (looking at their accuracy, validity, reliability, and also timeliness of the entry of these data);
- Analysis of the sufficiency of the data and IT system to support effective service management and delivery;
- Description of how internal performance data are used (or not used) to undergird strategic leadership decisions, as well as day-to-day management decisions and decisions made by front-line staff in their quotidian delivery of programming/services;
- Analysis of operating costs:
  - direct costs of programming/services;
  - indirect or overhead costs;
  - cost per unit of service;
  - cost per young person occupying an "active" service slot;
- Analysis of growth costs (as relevant);
- Identification of new or expanded organizational capacities that significant growth would require (as relevant); and
- Identification of possible or actual legal exposure(s) faced by the organization.

**Phase 3.** Implementation Refinement (1 year). Such a formative evaluation inevitably will lead to significant stock-taking by the organization and the development of a plan to improve, build out, or build up its competencies and capacities, systems and processes, and programming/services. This year will be dedicated to all such efforts as indicated by the evaluation. If this work is accomplished satisfactorily, the organization will be ready to undertake an impact evaluation.

**Phase 4.** Impact Evaluation (2 years). An impact evaluation is conducted by an external evaluator engaged by the organization, with the associated costs paid by CTOP, using scientifically accepted practices comparing the results of the organization's work with young people who are disengaged or disconnected either with an identically matched cohort (a Randomized Control Trial) or a closely matched cohort (a Quasi-Experimental Evaluation) to determine what outcomes the organization's programming/services are engendering with the target population of young people with whom it is working. Usually undertaken in the course of at least two years, such an evaluation will require considerable transaction costs on the part of the organization. An impact evaluation will determine:

- The characteristics of the young people whom the organization counts as disconnected and/or disengaged youths and how well these compare with national metrics;
- The demographic and risk-profile of the young people who are actually enrolled in programming/services meant for young people who are disengaged or disconnected;
- The degree (statistical probability) to which participants' outcomes can in fact be attributed to the efforts of the organization's programming/services (called program impacts); and
- The social significance of these impacts specifically with regard to the likelihood that they will lead to improved lives and life prospects for program participants.

Depending on the findings of the impact evaluation, an organization may be ready to move into CTOP's Tier 4, which involves the scaling up of programming/services run by the organization as well as significant funding and revenue diversification efforts to promote sustainability.

### Tier 4: Mid-sized to large organizations that are high performing and have been proven to be effective in delivering youth impacts reliably and sustainably, while working with young people in one or more Connecticut localities

CTOP's Tier 4 investments will consist of four one-year phases, with future investments then to be determined accordingly. CTOP's Tier 4 approach recognizes that significant scaling up often results in losses of quality and effectiveness in programming and services; and seeks to mitigate such risk through the work in each of the phases of this Tier. The investment will be a performance-based general operating support grant structured at \$1.5 million per year, with the payment of each year's tranche of funding depending on the organization having met previously negotiated and agreed-upon developmental milestones. In addition, CTOP will provide the organization non-financial supports to support its expansion.

### The investment arc for Tier 4 organizations is illustrated here:



### Figure 5. Investment Arc for Partners Entering Tier 4

**Phase 1.** Business Planning for Growth (1 year). In this phase of work the organization will analyze growth opportunities in Connecticut for its work with young people who are disengaged or disconnected. Based on this analysis, the organization will develop a growth plan for expanding existing programming/services locally and/or replicating them across multiple sites in the state. Then it will develop a business plan that supports the growth plan and includes building organizational capacities ahead of actual growth so that when growth begins, the foundational organizational competencies and capacities will be in place. Generally, new sources of long-term funding will need to be secured as a precondition to piloting growth.

A key milestone for Tier 4 organizations to achieve by the completion of Phase 1 is the development of a written plan to expand the percentage of the youth its organization serves in active slots who are CTOP target population youth to reach at least 90 percent in the case of a single-service organization, or at least 40 percent in the case of a multi-service organization.

**Phase 2.** Piloting Growth (1 year). In this phase the organization will significantly expand its programming/services at one site or replicate them at one new site in Connecticut. In doing so, the organization will monitor the quality and effectiveness of its expanded programming/services, learn from its experiences, and adjust its plans accordingly.

**Phase 3.** Formative Evaluation Across All Sites (1 year). This is the same kind of evaluation described above and is essential to determine whether the organization is ready to scale up its programming/services substantially while sustaining the quality and effectiveness of its programming/services for young people who are disengaged or disconnected.

**Phase 4.** Implementation Refinement (1 year). In preparation for scaling up its programming/services substantially, the organization establishes robust systems and processes for managing operations, maintains a high level of quality and effectiveness in its programming/services, and makes necessary adjustments that will enhance its performance as it grows.

*Phase 5. Scaling up: Growing Programming/Services Capacity at Current Sites and Replicating at New Sites, Aiming for Statewide Impact (5 years and beyond).* This phase is self-explanatory. But whereas most organizations rely eternally on their previous evaluations to assert that they are achieving youth impacts as intended, these assertions are questionable. They should be tested in another round of formative and impact evaluations after five years of growth.

# Tier 5: National or regional organizations that have proven impacts and are improving the lives and prospects of young people ages 14 to 22 who are disengaged or disconnected, and which are interested in replicating their models at one or more sites in Connecticut

There are a few large-scale 501(c)(3) non-profit organizations across the country that are achieving impressive impacts working with young people who are disengaged or disconnected. For example:

- Roca's Young Mothers program helps high-risk young mothers get out of violence and poverty and go to work and better care for their children. In 2018-19, 96% of the 246 young mothers served by Roca delayed further pregnancies and 85 percent held jobs for one year or more.
- Youth Guidance's Becoming a Man (BAM) program provides mentoring and small-group sessions to help young people at risk for dropout and crime involvement manage their automatic reactions, slow their thinking, and make different decisions. An RCT published in *Quarterly Journal of Economics* showed that in addition to reducing arrests, BAM increased on-time high school graduation rates by 6 to 9 percentage points (12 to 19 percent).<sup>9</sup>
- The Nurse Family Partnership (NFP) arranges home visits from registered nurses to low-income first-time mothers, who are nearly always disengaged or disconnected due to their pregnancies, with support that begins during pregnancy and continues for two years following birth. Randomized controlled trials designed to study the effects of the NFP model have found that among mothers served there were 32 percent fewer subsequent pregnancies, 61 percent fewer arrests, and an 82 percent increase in months employed. There was also a 48 percent reduction in child abuse and neglect, and a 59 percent reduction in arrests among their children when they reached age 15.<sup>10</sup> A benefit-cost analysis of the program found that NFP's total benefits to society accounting for gains in work, wages, and quality of life as well as resource cost savings on medical care, child welfare, special education, and criminal justice equal \$62,890 per family served. Compared to the total average cost of \$9,933 per family, the benefit-cost ratio for every dollar invested in NFP is 6.5 to 1.<sup>11</sup>
- The Youth Villages Intercept program provides intensive in-home multi-systemic family therapy to families with children at risk of placement into foster care, an event that causes young people to become disengaged or disconnected, delivering as its long-term outcomes placement prevention as well as reengagement in school. A quasi-experimental study commissioned by the state of Tennessee found that the risk of placement for young people served by the program was 53 percent lower than for the children in the comparison group, with a substantially larger impact during the six months following the start of an investigation.<sup>12</sup>

In order to realize its goal of increasing the number of active service slots for target population youth from 0 (as of July 2020) to 1,250 within five years and to 2,500 within 10 years – and thereby achieve measurable improvements in these young people's lives and prospects – in addition to investing in Connecticut-based non-profit organizations, CTOP will bring the programming and services of at least

<sup>10</sup> Nurse Family Partnership, "Research Trials and Outcomes"

<sup>&</sup>lt;sup>9</sup> Heller et al., "Thinking, Fast and Slow? Some Field Experiments to Reduce Crime and Dropout in Chicago." *Quarterly Journal of Economics*, February 2017, Volume 132, Issue 1.

https://www.nursefamilypartnership.org/wp-content/uploads/2020/06/NFP-Research-Trials-and-Outcomes.pdf <sup>11</sup> Nurse Family Partnership, "Outcomes, Costs and Return on Investment in the U.S."

https://www.nursefamilypartnership.org/wp-content/uploads/2019/11/Miller-State-Specific-Fact-Sheet US 2019.pdf

<sup>&</sup>lt;sup>12</sup> Huhr and Wulczyn, "Do Intensive In-Home Services Prevent Placement? A Case Study of Youth Villages' Intercept Program." The Center for State Child Welfare Data, Chapin Hall at the University of Chicago, January 2020.

one or maybe two such high-performing organizations to Connecticut, where 100% of the young people they serve from day one are disconnected or disengaged. This really is a purchase of social value rather than an investment in its creation, as this approach jumps over all the costly and time-consuming organizational development work required in the other tiers and, after a year or so of implementation, is expected to result in the creation of a significant number of active slots for disconnected and disengaged young people. What this means is that in a relatively short time compared with, and complementing, CTOP's local investments, a substantial number of disconnected or disengaged young people in Connecticut will re-engage in education and make progress toward successful employment. It is likely that such a venture would cost a minimum of \$1.5 million per year per site, and require funding for multiple years of operations to be allocated up front.

### Expansion Model for July 2020 – June 2024

Four Dalio Education staff members – CTOP Director (David Hunter) and three Portfolio Directors (Amanda Olberg, Aimee Rincon, and Adhlere Coffy) – will lead the charge to grow CTOP in the coming years while improving the effectiveness of its initial investments in COMPASS Youth Collaborative, Domus Kids, and Our Piece of the Pie. Barbara Dalio and Andrew Ferguson will provide leadership, strategic thought partnership, and support for managing engaged institutions. To support organizations in their journey to high performance while they navigate the challenges presented by the usual categorical funding streams, CTOP will cultivate a number of effective technical assistance providers and consultants to provide essential non-financial supports to grantee organizations as they develop necessary capacities and competencies, such as in the following areas:

- Ongoing support in the implementation of the organization's theory of change;
- Support in developing necessary financial management infrastructure with accompanying individualized coaching;
- Support in developing job competencies and aligned performance management tools and processes;
- Coaching across all levels of the organization as necessary to develop job competencies; and
- Training and coaching to equip staff to deliver Cognitive Behavioral Skills for youth.

### **APPENDIX I: Growth in Active Service Slots Over Time**

Figure 6 presents the minimum expected number of active service slots any one grantee should be delivering to CTOP target population youth over the course of partnership with CTOP, assuming the organization enters the portfolio as a Tier 2 investment and graduates successfully to Tier 3 and then to its first year in Tier 4. In addition to reaching these minimums in each year, each grantee will be expected to expand the percentage of youth its organization serves who are CTOP target population youth to reach at least 70 percent and then 80 percent by the end of Tier 2 and Tier 3, respectively. The projected number of CTOP grantees by tier over the next five years is presented in Figure 7.



Figure 6. Minimum Expected Number of Active Service Slots Per Grantee, By Year of Partnership (In the Case of a Tier 2 Organization that Graduates to Tier 3 and then Tier 4)





Figure 8 presents projected growth in active service slots over time as the number, reach, and effectiveness of CTOP's grantees grows, as described in the two previous figures. CTOP anticipates 1,250 active service slots within five years and more than 2,500 active service slots within 10 years on an annual basis to target population youth.



Figure 8. Growth in Aggregated Active Service Slots Supported by CTOP, By Year

### Appendix II: Selection Criteria by Tier<sup>13</sup>

	Tier 1	Tier 2	Tier 3	Tier 4
Service area	The organization is doing its work in Connecticut, and at least a substantial amount of its work in low-income communities.			
Organization's reputation	The organization is known by local community members in a positive light, and has strong positive associations with local leaders.		The organization is known by local community members in a positive light, has strong positive associations with local leaders, and is known by similar local organizations.	
Executive leadership	The leader guides the organization through staff respect and actively applies an equity lens in understanding the community context and service delivery.	The leader pursues organizational improvement by purposefully soliciting feedback from stakeholders and seeks to have staff demographically represent the community being served.	The leader has an intentional focus on staff development, building organizational structure that advances the ongoing improvement of the organization, and using data to assess the effectiveness of the organization's programming. Additionally, there is a deliberate effort to forge relationships with mission critical institutions that the target population interacts with.	The leader places an emphasis on cultivating a strong relationship with Board members and developing Board diversity that demographically reflects the community being served. Through the use of external evaluations, the leader ensures organizational accountability for youth outcomes.

<sup>&</sup>lt;sup>13</sup> A separate financial assessment will be conducted for each potential grantee as part of the due diligence process.

Target population alignment	The organization is already working locally with young people ages 14 to 22 who are disengaged or disconnected.	A single-service organization is already working locally with young people ages 14 to 22 who are disengaged or disconnected, and the percentage of these young people with whom the organization works will be no less than 30 percent. A multi-service organization is already working locally with these youth, and the percentage of these young people with whom the organization works will be no less than 15 percent.	A single-service organization is already working locally with young people ages 14 to 22 who are disengaged or disconnected, and the percentage of these young people with whom the organization works will be no less than 60 percent. A multi-service organization is already working locally with these youth, and the percentage of these young people with whom the organization works will be no less than 20 percent.	A single-service organization is working in one or more sites in Connecticut with young people ages 14 to 22 who are disengaged or disconnected, and the percentage of these young people with whom the organization works will be no less than 80 percent. A multi-service organization is working in one or more sites in Connecticut with young people ages 14 to 22 who are disengaged or disconnected, and the percentage of these young people with whom the organization works will be no less than 30 percent.
Theory of change	The organization is interested in working with CTOP to develop a robust theory of change that includes effective programming for working with disconnected or disengaged young people.	The organization is ready, willing, and able to work with CTOP to develop a robust theory of change that includes effective programming for working with disconnected or disengaged young people.	The organization has implied components of a theory of change and is ready to work with CTOP to articulate and operationalize a cohesive and comprehensive theory of change that includes effective core programming for working with disconnected or disengaged young people.	The organization has a strong theory of change with codified mission and aligned goals. The organization is interested in working with CTOP to expand its scope for working with young people who are disengaged or disconnected through growing local program capacities and/or replicating its programming/ services across new sites in Connecticut.

Program design	The organization delivers programming and services in ways that prioritize psychological and physical safe space.	The organization uses case management in its work with young people.	The organization has an informal approach to providing multi- year case management youth relationship as an integral piece of its program model.	The organization has intensive multi-year case management youth relationship as an integral piece of its program model.
	The organization provides career readiness and tools to succeed in a professional environment.	The organization provides school readiness and tools to succeed in attaining a high school degree or certification as well as career readiness and tools to succeed in a professional environment.	The organization provides school readiness and tools to succeed in attaining a high school degree or certification as well as career readiness and tools to succeed in a professional environment.	The organization provides school readiness and tools to succeed in attaining a high school degree or certification, career readiness and tools to succeed in a professional environment.
		The organization bases its program design on widely- shared practitioners' "best practices," review of "what works" in youth- development services for this target population, and/or on the incorporation of evidence-based program elements.	The organization bases its program design on widely- shared practitioners' "best practices," review of "what works" in youth-development services for this target population, and/or on the incorporation of evidence-based program elements.	The organization bases its program design on the implementation of a program model that has been proven effective via impact evaluation.
Job competencies	N/A	The organization recognizes the need to develop job competencies.	The organization has developed job competencies.	The organization has job competencies with aligned performance management.

Youth outcomes	The organization recognizes the need for the organization to develop the ability to track the progress of the young people with whom it works and has specified long-term outcomes.	The organization recognizes the need for the organization to develop the ability to track the progress of the young people with whom it works, and has specified long-term outcomes to which it holds itself accountable.	The organization is assessing and working to understand the results (outcomes) of its work with disconnected or disengaged young people. The organization has specified long- term youth outcomes which it uses strategically to hold itself accountable. In addition, the organization has developed short-term outcome ladders and intermediate youth outcomes that are used operationally.	The organization has undergone both formative and impact evaluations that have demonstrated its ability to deliver impacts in terms of the completion of secondary education and successful entry into the workforce as a result of its work with young people who are disengaged or disconnected.
Performance management data system	N/A	The organization collects basic data on youth served and has a basic IT infrastructure to store these data.	The organization's data system has distributed data entry and retrieval; supports easy quantitative and qualitative data entry; and directly supports frontline staff as well as active monitoring of program dosage at the client level.	The organization's data system has distributed data entry and retrieval; supports easy quantitative and qualitative data entry; and directly supports frontline staff as well as active monitoring of program dosage at the client level.
Budget	The organization has an annual budget of at least \$750,000 but less than \$1.5 million.	The organization has an annual budget over \$1.5 million (if an organization is graduating successfully from Tier 1 with a budget below this level, an exception may be considered).	The organization has an annual budget over \$5 million (if an organization is graduating successfully from Tier 2 with a budget below this level, an exception may be considered).	The organization has an annual budget over \$9 million and has demonstrated its commitment toward long-term sustainability through significant funding and revenue diversification efforts.

Tier 5 organizations are of a very different type relative to the first four tiers, which is reflected in the selection criteria. The selection criteria for Tier 5 501(c)(3) non-profit organizations include the following:

- The organization serves young people ages 14 to 22 who are disengaged or disconnected and effectively helps them re-engage in school and/or achieve self-sustaining employment;
- The organization's program design has been proven effective through one or more rigorous impact evaluation(s);
- Implementation fidelity at expansion sites has been proven through formative evaluation(s) documenting that young people are benefiting in the same ways and at equitable rates as they do in the original site; and
- The young people they serve achieve similar results regardless of race, gender, or ethnicity.

### **APPENDIX III: Visual Review of Investment Arcs for All Tiers**

### Figure 2. Due Diligence Process for Selecting Partners

