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- TCE Team (Grants Management System): Angela La, Michelle Colville, Elizabeth Rocha, and Christine Thompson
- TCE Power Goal Paper Team
- TCE Learning & Evaluation Advisory Group
- Staff of all 14 BHC sites (BHC site specific reports and related data)
- The local (L&E) evaluators (BHC site specific reports and related data)
- USC Program for Environmental and Regional Equity (Power Flower Framework)
- The CA Department of Education and WestEd (CHKS, CSPS, CSSSS, and additional administrative data)
- The CA Medical Board (provider language data)
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- United States Census Bureau (ACS data)

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THANK YOU!



Photos from BHC Media

BUILDING HEALTHY COMMUNITIES

EVIDENCE OF POWER

EXECUTIVE SUMMARY

INTRODUCTION

Building Healthy Communities (BHC) is a bold, 10-year initiative launched by The California Endowment (TCE) to work in partnership with other funders to build community power, advance policy, change dominant cultural narratives, and transform fourteen California communities with significant health equity challenges into places where all people have an opportunity to thrive. BHC partners integrate place-informed and locally driven efforts with state-level policy and systems changes to advance health and equity. This report summarizes the evidence of power and power building across all BHC domains and data sources.

KEY QUESTIONS

We organized this summary of power and power building throughout the BHC initiative into three primary sets of inquiry:

SECTION

1

WHAT IS POWER? In this section, we review the power literature to understand TCE’s definitions of power and power building, and to ground this understanding in the national conversation around power.

SECTION

2

INVESTMENTS IN POWER BUILDING. In this section, we use existing documents and data to explore TCE’s investments in power building, highlight power building language and strategies utilized by communities, and assess power building capacity in BHC sites. We organize our summary of power building investments, activities, and capacities according to seven power building categories.

SECTION

3

EVIDENCE OF POWER. In this section, we examine the various measures of power available to us across BHC communities. We organize measures across four stages of power (building, exercising, having, and expanding power) and three key settings (schools, neighborhoods, and organizations). Here, we also introduce a discussion of how TCE might think about measuring power over the next 10+ years.



Photo from BHC Media

KEY FINDINGS

What is Power?

The first step in our process of exploring the evidence of power across BHC partners was understanding TCE’s definitions of power and power building, and grounding this understanding in the national conversation around power. The “A Pivot to Power” report defines power for BHC partners as “the capacity to organize grassroots residents to engage in campaigns aimed at improving their communities.”¹ This approach reflects a strong commitment to agency as a core element of power building: BHC may work to help create capacity, but it is the residents who select and engage in the campaigns to improve their communities. Our review of the power literature revealed **five key constructs**, which we discussed in the context of TCE’s approach to power building:

Power as Agency

•TCE’s approach and definition of people power reflects a strong commitment to increasing agency as a core element of power building. BHC partners may work to create capacity, but **agency lies with the residents**.

Relational Power within an Ecosystem

•TCE’s **ecosystem** focus recognizes that networks of interdependent players (e.g., organizations, neighborhoods, schools) act together to achieve broad-based change; this approach requires **investing heavily in networking** and **leveraging synergistic relationships**.

Power Building & Enduring Systems Change

•TCE is committed to achieving long-standing and systemic change, and understands that **power does not exist in temporal, geographic, or topical isolation**. A “win” is not the end of the story, but the systems changes that can be sustained or expanded from a “win” are outcomes of interest.

Power vs. Advocacy

•Advocacy is viewed by TCE as a distinct power building capacity, with a focus on addressing **root causes** of inequities rather than individual accommodations; **advocacy is not an activity outside of or separate from power building**.

Disruption of Status Quo

•Power building does have inherent elements of **struggle and confrontation**. TCE’s work supports community organizing and base building while simultaneously undertaking larger, connected policy and narrative change efforts designed to impact systems in ways that shift their norms and align their goals with those of the base.

CORE uses two frameworks to ground its understanding of power and power building, but a comprehensive strategy for measuring power has yet to be developed. We have framed the rest of this report around these two frameworks: the Power Flower Framework (shown below), and the Power Building Framework (discussed in more detail in the report).

Power Flower Framework



Image adapted from USC ERI (2018)

Investments in Power Building

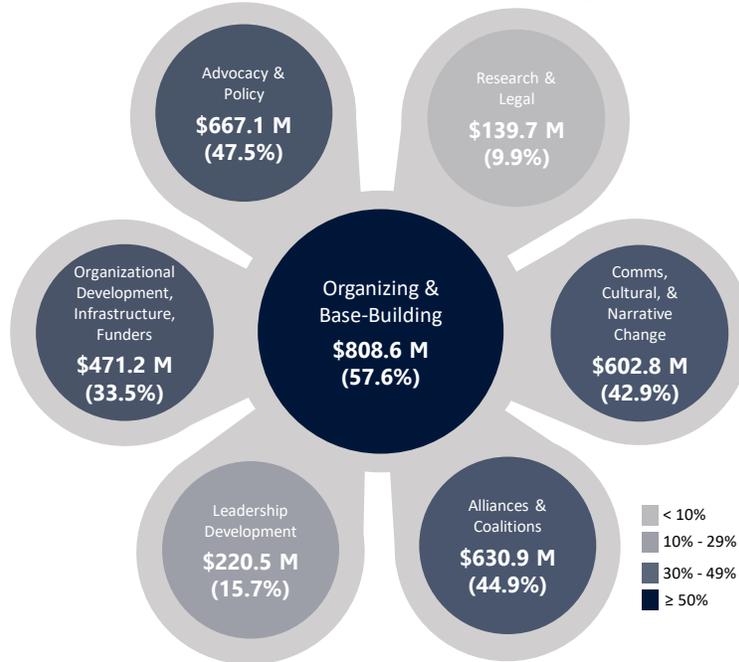
Power Building Investments

Overall, our analysis of GMS data revealed that **83% of all BHC grants were considered power-related**. Power building investments between 2010 and 2019 amounted to over \$1.4 billion, and over half of these investments were at least partially in support of *Organizing and Base-Building* (57.6%), the central node of the power flower framework. Other highly supported power building categories included *Advocacy & Policy* (47.5%), *Alliances & Coalitions* (44.9%), and *Communications, Cultural, and Narrative Change* (42.9%). Over time, investments in most power building categories trended upwards, and *Organizing & Base-Building* was consistently the highest supported category.

8,833
Distinct Grants Related to
Power Building

\$1.4 BILLION
Invested in power building

Power Building Investments by Power Building Category



Total awarded amount to all power building investments = \$1,404,930,325.
Only includes organizations who received investments that had power-related flags in GMS.

Digging deeper, over **\$654 million in power building investments were made to organizations led by Black, Indigenous, and People of Color (BIPOC)**, representing about 50% of all power building investments. Of these, almost two-thirds (64.4%) were in support of *Organizing & Base-Building*, followed by *Advocacy & Policy* (52.8%), *Alliances & Coalitions* (44.5%), and *Communications, Cultural, and Narrative Change* (43.2%). **Roughly one-sixth (14.6%) of all power-related grants from 2011 to 2019 went to small organizations**, or those organizations with total budgets less than \$1M. These investments in small organizations primarily supported *Organizing & Base-Building* (68.0%), *Advocacy & Policy* (54.4%) and *Communications, Cultural and Narrative Change* (41.2%).

Amount Invested (in Millions) in Highest Supported Power Building Categories

	All Power Building Investments	Power Building Investments in BIPOC-led Organizations	Power Building Investments in Small Organizations
Organizing & Base-Building	\$808.6 (57.6%)	\$421.6 (64.4%)	\$76.5 (68.0%)
Advocacy & Policy	\$667.1 (47.5%)	\$345.2 (52.8%)	\$61.1 (54.4%)
Alliances & Coalitions	\$630.9 (44.9%)	\$291.2 (44.5%)	\$44.0 (39.1%)
Communications, Cultural, & Narrative Change	\$602.8 (42.9%)	\$282.8 (43.2%)	\$46.3 (41.2%)

Power Building Strategies & Activities in BHC Communities

We analyzed 182 TCE documents to understand how sites operationalized each of the power building categories in more detail. Using a word cloud, we visualized the more frequently used words in BHC reports that were documenting power and power building related efforts. The larger the word, the more frequently it was used across documents. We found that sites often talk about both audiences and actors (youth, community, members, residents, organizations, schools) and about specific efforts (advocate, inform, support, meet, organize, fund, attend, educate, engage) in ways that allowed us to map their work to the Power Flower framework.

Next, we were interested to understand how the types of power building work present within the Power Flower Framework showed up across the 14 BHC sites. Using a document analysis approach, keywords, or the tactics that describe the way each power building category was actualized, were identified for each category and its corresponding strategies.

This analysis revealed that, in practice, the power building strategies are **profoundly interconnected and interdependent**. An advocacy effort intended to influence policy, for example, may also rely on organizing and base building work from some community partners and communications and messaging support from others. **On the ground, these strategies are seldom deployed in silos**. Over 86% of power building grants included support for more than one power building category.

Most Frequently Used Words in BHC Power-Related Documents



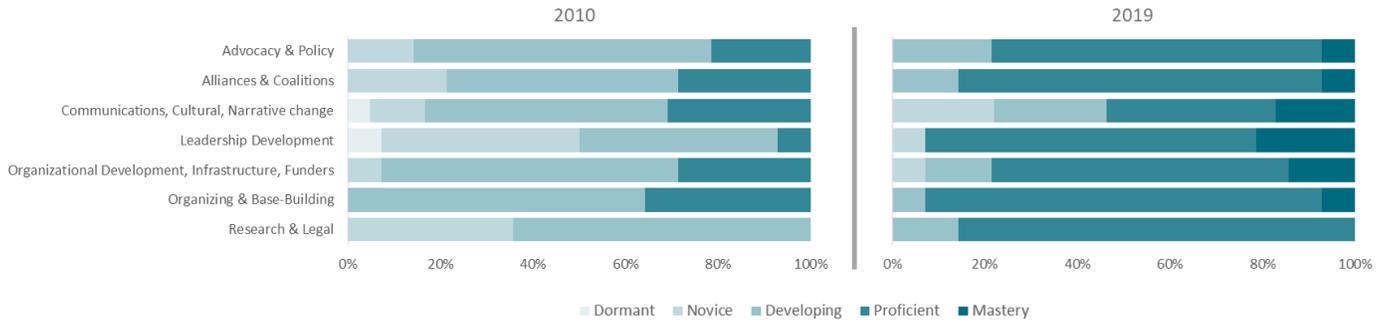
Selected Key Words by Power Building Categories and Strategies

Community Organizing & Base Building		Research & Legal	
Community organizing and base building	Integrated voter engagement	Legal work or litigation	Research, data, or evaluation
<ul style="list-style-type: none"> •training •physical spaces •grassroots engagement 	<ul style="list-style-type: none"> •outreach •testimony •demonstrations 	<ul style="list-style-type: none"> •legal action •convening •training and education •budget advocacy 	<ul style="list-style-type: none"> •make decisions •inform strategies •capture experiences •highlight needs
Leadership Development	Communications, Cultural, and Narrative Change		
Leadership development	Communications or messaging	Cultural or arts strategies	Narrative Change
<ul style="list-style-type: none"> •representation •training •consulting •grassroots involvement 	<ul style="list-style-type: none"> •print media •testimony •online, radio, TV •demonstrations 	<ul style="list-style-type: none"> •visual art •performance art •stories and storytelling •events 	<ul style="list-style-type: none"> •alternative solutions •reframing policy issues •perceptions of communities
Org Dev, Infrastructure, Funding	Advocacy & Policy		Alliances & Coalitions
Helping organizations develop needed infrastructure	Advocacy, lobbying, or policy work	Electoral work	Leading alliance or coalition building
<ul style="list-style-type: none"> •expanding capacity •training •consulting •budget support 	<ul style="list-style-type: none"> •testimony •media •fundraising •demonstrations 	<ul style="list-style-type: none"> •educating •voter registration •petition •outreach 	<ul style="list-style-type: none"> •alignment •representation •inclusion •create safe spaces

Growing Community Capacity

We used data collected through a longitudinal survey of program managers to obtain a subjectively reported picture of how BHC communities evolved and matured in their power building capacities over the BHC initiative. Results suggest a general trend of **growing capacity in BHC communities over time**, with sites generally progressing from “novice” early in the initiative to “proficient” or “mastery” capabilities by 2019. By 2019, the vast majority of sites reported being “proficient or better” across power building categories. One key exception: capacity related to *Communications, Cultural, Narrative Change* did not seem to grow to the same extent as other power building categories.

Capacity Ratings by Power Building Category, 2010 and 2019



Evidence of Power

Across the power literature, it is widely agreed that measuring power is both extremely challenging and critically important. We used our understanding of power and power building within BHC communities to inform a portfolio of measures to assess power within the BHC initiative:

STAGES OF POWER

Measures fit within one of the following stages:

BUILDING POWER Measuring how key capacities for change grew over time.	EXERCISING POWER Measuring how power was used to pursue goals.
HAVING POWER Measuring the outcomes or changes produced.	EXPANDING POWER Measuring growth and expansion of influence.

SETTINGS

...and are anchored within one of the following settings:

SCHOOLS
NEIGHBORHOODS & COMMUNITIES
ORGANIZATIONS

Our approach to assessing the evidence of power across BHC partners in this report and moving forward considers many of the challenges inherent to measuring power. First, building, exercising, having, and expanding power are extremely context specific; as such, it is nearly impossible to have a single measure of power that captures the nuances, efforts, and outcomes of each of the 14 BHC communities. Given this reality, we propose a portfolio approach for measuring power across different stages and settings, allowing us to get at various aspects of power in the domains in which BHC partners focused their work – schools, neighborhoods and communities, and organizations. The inclusion of these settings was also driven by the types of measures available to us. Taken together, these measures paint a more cohesive picture of the evidence of power across BHC partners than can be generated from a single measure alone. Additional analyses planned for CORE’s impact studies will examine changes in the portfolio of measures over time, in the context of quantitative and qualitative data on local activities, priorities, and investments designed to improve these measures. Our summary of the key power measures available for our Impact Studies is shown in the following table.

For More Information

This executive summary serves as a high-level overview of CORE’s process of conceptualizing and using two power frameworks and explores the process of identifying key power measures available for us in our Impact Studies. Please refer to the full report for a detailed summary of each power measure, including data sources and analytic methods.

Caveats & Disclaimers for TCE Funding

The Building Healthy Communities initiative involved the work of multiple partners, local leaders, and community residents. The power building strategies and activities and evidence of power discussed in this report are the outcomes of their work, combined with the work of others in the BHC communities and across California.

TCE conceived of the BHC approach, and provided funding to support grantee partners in some of their activities, engaged other funders to support the initiative, and encouraged collaboration and action among local stakeholders using the BHC brand, though not necessarily with TCE funds, to advance health-promoting policies in the BHC places. Participating stakeholders used non-TCE funds for lobbying and any other activities that could not be conducted with TCE funds.

Summary of Key Power Measures

	SCHOOLS	NEIGHBORHOODS	ORGANIZATIONS
BUILDING POWER	<p><i>SENSE OF BELONGING AND AGENCY:</i></p> <ul style="list-style-type: none"> Percent of students who report feeling like they are a part of their school Percent of staff who report their school is welcoming and facilitates parental involvement Percent of parents who report their child's school encourages parents to be active partners in their child's education 	<p><i>SENSE OF BELONGING, AGENCY, AND ENGAGEMENT:</i></p> <ul style="list-style-type: none"> Percent of residents volunteering or doing community service work Percent of residents who have lived at their current address for the past 5 years Percent of adults registered to vote (all adults and young adults ages 18-34) 	<p><i>DEVELOPING CAPACITY AND RELATIONSHIPS:</i></p> <ul style="list-style-type: none"> Percent of organizations that report they are in forming, developing, or mature stages of development for each power building category Percent of organizations that report partnering with other organizations for each power building category Number of staff in paid positions, and number of volunteers/unpaid staff
EXERCISING POWER	<p><i>SENSE OF AGENCY AND SELF-EFFICACY:</i></p> <ul style="list-style-type: none"> Percent of staff who report their school gives students opportunities to 'make a difference' by helping other people, the school, or the community Percent of students who: 1) believe they can make a difference at school, 2) say their teachers listen to them when they have something to say, 3) report they have a say in how things work at school, and 4) help decide class activities or rules in their school Percent of adults in child's household that have served on a school committee 	<p><i>SELF-EFFICACY AND TAKING ACTION:</i></p> <ul style="list-style-type: none"> Percent of residents who: 1) report that residents are willing to help each other, and 2) report that neighbors look out for children Percent of adults voting in elections (all adults and young adults ages 18-34) 	<p><i>REPRESENTATIVE LEADERSHIP AND GROWTH:</i></p> <ul style="list-style-type: none"> Percent of organizations with [X%] of the senior leadership team who are 1) people of color, and 2) under 30 Percent of organizations that report growth in stage of development for each power building category compared to 3 years ago
HAVING POWER	<p><i>SCHOOL OUTCOMES:</i></p> <ul style="list-style-type: none"> Rates of suspension, expulsion, chronic absenteeism, and dropout 	<p><i>NEIGHBORHOOD OUTCOMES:</i></p> <ul style="list-style-type: none"> Policy, systems, and physical changes in BHC communities Percent of residents who report feeling safe in their neighborhood Percent of households that 1) are renter-occupied, and 2) spend 50% or more of income on housing Percent of residents that are employed Percent of adults without health insurance Ratio of primary care providers with language abilities to population facing language barriers 	
EXPANDING POWER		<p><i>DEPTH/EXPANSION OF OUTCOMES:</i></p> <ul style="list-style-type: none"> Linked policy, systems, and physical changes in BHC communities 	<p><i>DEPTH/EXPANSION OF PARTNERSHIPS:</i></p> <ul style="list-style-type: none"> Percent of organizations that report partnering more often on each power building category compared to 3 years ago Number of organizations interested in finding a partner to employ different power building categories

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INTRODUCTION

PURPOSE OF THIS REPORT

This report summarizes and analyzes the evidence of power and power building across the *Building Healthy Communities* (BHC) initiative. TCE’s Theory of Change is premised on the vision that increasing social, political, and economic power in communities leads to system-wide changes and improved community wellness. As TCE continues this work, understanding the power landscape of the first ten years of the initiative can provide an important foundation to inform future strategic planning and measurement. This report is organized into three main sections:

SECTION

1

WHAT IS POWER? In this section, we review the power literature to understand TCE’s definitions of power and power building, and to ground this understanding in the national conversation around power. Key learning question:

Learning Question 1. What is power, both broadly as well as how TCE understands it?

SECTION

2

INVESTMENTS IN POWER BUILDING. In this section, we use existing documents and data to explore TCE’s investment in power building, highlight power building efforts taking place across the BHC initiative, and assess power building capacity in BHC sites. Key learning question:

Learning Question 2. What did TCE’s power building investments look like?

SECTION

3

EVIDENCE OF POWER. In this section, we examine the various measures of power available to us across BHC communities, organized across four stages: building power, exercising power, having power, and expanding power. Key learning question:

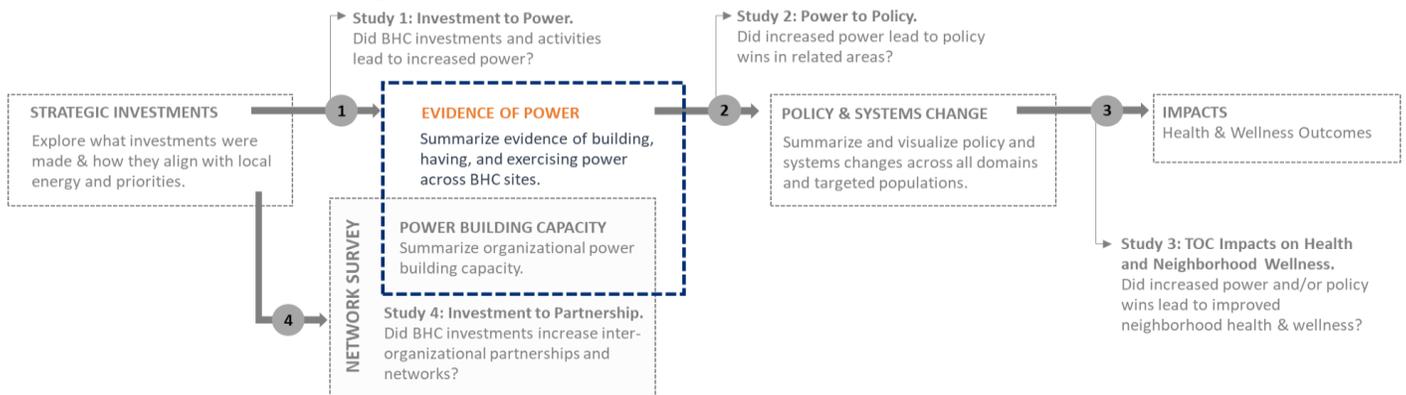
Learning Question 3. What evidence is there of power and power building in BHC communities, and how should TCE think about measuring power over the next 10+ years?

HOW TO USE THIS REPORT

OVERVIEW OF POWER AND POWER BUILDING: This report examines power building as it is conceptualized and supported in the BHC initiative. It provides an overview of what investments TCE made in power building over the course of the initiative and summarizes the types of data available to measure the impacts of those investments. It also provides early recommendations for how TCE might consider measuring power in its future work.

EVALUATING THE BHC THEORY OF CHANGE: This report also sets the stage for impact studies designed to help evaluate power within the context of TCE’s theory of change. Over the course of this work (Exhibit 1), we will examine how aligning investments and site priorities increased power in communities, how communities used their power to work toward policy and systems changes, and the impacts of that work on a range of health and health equity outcomes.

Exhibit 1. CORE Theory of Change Issue Brief and Study Framework



ANALYTIC APPROACH

SECTION 1. What is Power?

In order to define power, both as it is discussed in contemporary academic literature and understood by TCE, we conducted a thorough literature review of power-related TCE documents and external publications. We identified themes in the literature and then described how TCE's discussion of power aligned with, differed from, or added to those concepts. Finally, we summarized current power measurement strategies and challenges and their implications for TCE's future evaluation work. For a more detailed description of the data sources and methods used in this section, please see [Appendix B](#).

SECTION 2. Investments in Power Building

Our evaluation of power building activities throughout the BHC initiative was based on data gathered from the TCE Grant Management System (GMS), internal TCE strategy documents and BHC reports. To facilitate analysis, CORE coded both data sources by the power building categories, as described by the USC Equity Research Institute (ERI).¹ We present the findings by power building category to show how investments were made across these categories, and also how sites operationalized the power building categories on the ground. For a more detailed description of the data sources and methods used in this section, please see [Appendix B](#).

SECTION 3. Evidence of Power

We relied almost exclusively on existing data sources to compile a portfolio of measures that provide evidence of power within BHC sites. An initial list of hundreds of available measures was reduced to a manageable set of potential power measures based on our power literature review and feedback from partners, as well as considerations of data quality, timeliness, and availability. Measures were then divided into four stages (building, exercising, having, and expanding) to align with the power stages framework and further organized by relevant setting (schools, neighborhoods and communities, and organizations). The measures presented in this report come from state level surveys and administrative data, national level surveys, and data sources created or compiled by CORE. For a more detailed description of the data sources and methods used in this section, please see [Appendix B](#).

KEY LIMITATIONS

CORE acknowledges that there are inherent limitations in our summaries of the power literature, as well as our assessments of power building investments and activities and evidence of power in BHC sites. As external evaluators, we relied on documents, data, and literature reviews that could not fully capture the richness and complexity of the communities participating in the BHC initiative. In addition, many fundamental changes occurred in early 2020, including the COVID-19 pandemic and the recent nationwide movement against police killings of Black community members and systemic racial injustice. These realities are likely to have deep impacts on the power-related work happening in BHC communities, but are not part of the analyses, which are designed to look back at activities, investments, and outcomes from 2010 to 2019.

The analyses presented in this report are further limited by the quality of available data. In Section 2, GMS data and power documents had previously been coded or filtered by TCE as being power-related, and our subsequent coding and analysis built off of this starting point. It is possible that some relevant documents, investments, or project details are missing from our review and the lack of detail in some available documents may have increased the opportunity for inconsistent interpretation among reviewers. In Section 3, CORE relied heavily on secondary data sources that were not designed for power evaluation purposes and the analyses presented in this brief are limited by data aggregation, gaps for certain time periods and respondents, and the inability to conduct a detailed investigation of survey response rates and administration practices. Due to these limitations, we acknowledge that any single measure of power is insufficient but believe the collective set of measures illuminates important aspects of power to tell a larger story of building, exercising, having, and expanding power in BHC communities.

Finally, it is important to note that the changes described in this report and interactive data tool were not accomplished in a vacuum. Changes were not accomplished solely because of investment or support of TCE. These accomplishments are due to the buy-in and support of many organizations, community members, and decision-makers in the power building ecosystem. The report and interactive data tool are not attributing these successes to TCE or the BHC initiative alone.

A more detailed discussion of methods and data limitations is provided in [Appendix B](#).

CAVEATS & DISCLAIMERS FOR TCE FUNDING

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TCE conceived of the BHC approach, and provided funding to support grantee partners in some of their activities, engaged other funders to support the initiative, and encouraged collaboration and action among local stakeholders using the BHC brand, though not necessarily with TCE funds, to advance health-promoting policies in the BHC places. Participating stakeholders used non-TCE funds for lobbying and any other activities that could not be conducted with TCE funds.

WHAT IS POWER?

OVERVIEW

Investment in power and power building is a definitional centerpiece of TCE’s strategy, but it was not necessarily seen as such in the BHC initiative’s earliest years. Over time and in response to strong messaging from local partners, TCE began to focus increasingly on grassroots organizing, base-building, and resident voice and representation as key drivers of success and as essential *outcomes* of the initiative in their own right. This shift, often referred to as the “pivot to power,” placed power at the center of TCE’s theory of change and represents a profound shift in the relationship between philanthropic organizations and communities.¹



Photo from BHC Media

POWER IN THE LITERATURE & AT TCE

A careful review of the literature on power (see detailed methods [here](#)) reveals five key constructs that are essential to understanding how TCE approaches power, and to measuring the impact of power building work in the BHC sites:

Power as Agency

IN THE LITERATURE: Whether talking about community organizing, advocacy, movement building, engagement, financial or social capital, or any of the many other ways studies of power are framed, the common core of nearly all definitions of power is one simple assertion: that power is synonymous with agency, and can be understood as **the ability to make or influence decisions and realize desired change**. Tangible outcomes – such as changes in policy, resource allocation, and representation – are often used as *indicators* of power, but the *ability to drive change* in beliefs, structures, or behaviors is the core of power.²

Indeed, the ultimate goal of community organizing can be viewed as building the capacity or power of a community to effect change on any issue or policy that they deem important.¹⁴

AT TCE: “A Pivot to Power” defines power for BHC partners as “the capacity to organize grassroots residents to engage in campaigns aimed at improving their communities.”¹ This approach reflects a strong commitment to increasing agency as a core element of power building: BHC may work to help create capacity, but it is the residents who select and engage in the campaigns to improve their communities. “Agency” within BHC sites lies with the youth and residents of California, not the Foundation.

People Power & Community Ownership

IN THE LITERATURE: There are multiple types or sources of power, but the most important distinction for TCE is between traditional power – like that embedded in institutions and systems – and grassroots, community-based or “people power.”³ This distinction is critical: those seeking to challenge systemic racism and - inequities in the US do not draw their power from entrenched economic or political capital, but rather through community engagement, base-building, partnerships and network development, and cross-sector collaboration. *People Power* is characterized by its relational nature and is unique in its utilization of cultural expression and inclusivity to unite and mobilize communities.⁴⁻⁷

In critical community building, there must be an attempt to question dominant norms and a goal to further one another’s critical thinking, particularly around issues of power, oppression, and privilege.²³

AT TCE: TCE’s approach to power building is also explicitly focused on broad community ownership, and now with an explicit *ecosystem* focus that acknowledges how networks of interdependent players (e.g., organizations, communities, schools) act together to achieve broad-based change within communities. TCE’s power building strategy recognizes that “achieving health and justice for all Californians is beyond the reach of any single organization, strategy, or approach” and requires investing heavily in networking and collaboration to bring together diverse skills, resources, and perspectives in synergistic relationships that can affect real change.⁸

Relational Power within an Ecosystem

IN THE LITERATURE: Power building activities occur on a continuum, which may represent increasing degrees of system influence, geographic reach, or level of inclusion and representation.⁸⁻¹⁰ However, true power building is not reductive or transactional; rather authentic power building resides in the ability to have **long-term impacts** and **create systemic change**, requiring coordinated efforts across multiple issues and effective, sustained implementation of ‘wins’ through continued accountability and transparency within the community.¹¹

AT TCE: TCE’s North Star Goals & Indicators (NSGIs) demonstrate TCE’s commitment to the principles of achieving long-standing and systemic change, acknowledging that power does not exist in temporal, geographic, or topical isolation. While TCE monitors individual policy wins, these are always understood in the context of larger, interconnected and aligned efforts, and the “win” is never the end of the story – TCE’s outcomes of interest are about what sustained systems changes can be created and maintained after the wins are achieved.

[Power structure] research becomes not just a tool for specific outcomes, but a power-building process, as groups begin to realize they have resources – personal relationships, social networks, and knowledge of their community – that can be mobilized on their behalf.¹⁷

Power vs. Advocacy

IN THE LITERATURE: Literature on power building is inconsistent in how it differentiates power building and advocacy. Some either do not distinguish between the two at all or see advocacy as an important component or dimension of power building capacity. Others argue that advocacy is entirely distinct from community empowerment and power building work, with a more outcomes- focused, top-down approach to generating change, or that power building is differentiated by an inherent focus on systems change and root cause intervention that differentiates it from public health advocacy or similar efforts targeting individual behavior change.¹²⁻¹⁵

AT TCE: TCE’s approach positions advocacy as a distinct power building capacity or strategy, not as an activity outside of or separate from power building. TCE makes a key distinction between direct service providers who may “seek to accommodate individuals to be more comfortable within their current circumstances” and power building organizations who seek to address root causes of inequities; TCE’s focus has shifted to primarily supporting the latter.⁸

Disruption of Status Quo

IN THE LITERATURE: Another area of substantive disagreement in the literature relates to whether power and power building are inherently oppositional or antagonistic constructs. Some see direct opposition to and weakening of traditional power holders as critical to the advancement of new agendas and empowerment of historically marginalized populations – a sort of “push-pull” between traditional and people power.^{16–21} Others reject the idea that power acquisition is a zero-sum game and argue for the need to seek win-win outcomes and power sharing arrangements.^{1,22} Indeed, for some the very language of power struggle evokes negative connotations of coercion, oppression, and privilege; alternative terms such as “outcomes attainment” are sometimes preferred for the purposes of organizing or evaluation.^{23,24}

Power is finite. The more one person or entity has, the less the others have. Increasing resident power, by definition means a reduction in power somewhere else in the system.²¹

AT TCE: TCE’s internal documents point to an emerging position that power building does have inherent elements of struggle and confrontation; this is best exemplified by TCE’s work to directly address and confront entrenched systems of racism and disenfranchisement.²⁵ However, TCE’s work is complex and multidimensional – it supports community-based organizing and base building while simultaneously undertaking larger, connected policy and narrative change efforts designed to impact state or regional systems in ways that shift their cultures or align their goals with those of the organizing and base building networks.

KEY POWER FRAMEWORKS

Two interconnected frameworks capture the essential core of TCE’s approach to power and power building:

- The POWER FLOWER, which describes the essential elements or capacities of **power building**; and
- The POWER BUILDING framework, which describes how power is **built, exercised, realized, & expanded**.

The Power Flower Framework

USC ERI’s “Power Flower” framework is rooted in TCE’s “ecosystem” approach to power (Exhibit 2 and [Appendix A](#)), and seeks to identify the key skills and capacities necessary to build power within a complex network of interconnected partners working to achieve common goals.⁸ The Power Flower is perhaps most noteworthy for the central role organizing and base building plays, acting as the “central node” through which the other capacities are integrated into cohesive action. This deliberate decision to center organizing and base building distinguishes “people power” from other forms of power, as it is seen as encompassing economic, social, political, and cultural power. In the context of an ecosystem assessment, it also has the effect of placing organizations that are closest to (and often most representative of) the communities of interest at the anchor point of collective action, adding an important equity dimension to the network’s collective activity.

The Power Flower is a flexible concept with room for expansion -- indeed, other writers have identified key capacities to consider in the context of power building, such as communications, leadership, collaboration/networking, research & evaluation, and policy knowledge & technical skill, which could easily be mapped to the Power Flower’s petals to enhance its richness.^{16,26–30} However, the central premise of the

Exhibit 2. Power Flower



Image adapted from USC ERI⁸

framework – that organizing and base building are the essential hub through which other capacities can best act to produce collaborative outcomes that actually represent community needs, priorities, wisdom, and context – remains central to understanding TCE’s approach to power building.

The Power Building Framework

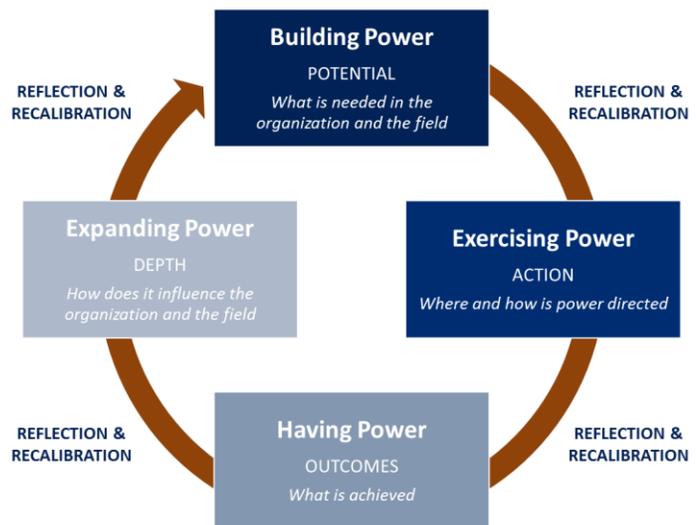
The *Power Building* framework builds on the concept of a power continuum by describing the cyclical and dynamic process by which power is built, exercised, and expands and evolves over time (Exhibit 3).³¹

This framework was initially developed through an evaluation of two electoral campaigns³¹ and is based on “power mapping,” a tool used by organizers to visualize and understand power relationships in communities.³² Power mapping can be used to guide communities through the process of building, exercising, and having power, and the Power Building framework builds on these ideas and adds a fourth component (i.e., expanding power) to represent how power dynamics themselves may change as a result of efforts that take place while building and exercising power.³³ The original intent of the Power Building framework was to elucidate the key components of power building as they occur during a change effort: what capacities are needed in an ecosystem to implement efforts to create change and build power, through what strategies is that power directed at targets for change, what outcomes, impacts, or results are achieved, and how do these wins and losses impact power itself.³³ Though the framework was not originally intended to be used as a basis for measuring power, this report leverages the processes identified and defined in the development of the framework as a means for classifying various measures of power.

Four stages are illuminated for this purpose:

- **Building Power**, where capabilities are amassed within the various key capacities outlined in the *Power Flower*.
- **Exercising Power**, where those capacities are directed in pursuit of specific strategies and goals.
- **Having Power**, where desired outcomes are achieved and maintained through continued work.
- **Expanding Power**, where success helps build additional capacity, strengthening & expanding influence.

Exhibit 3. Stages of Power in the Power Building Framework



The four stages are presented as distinct for ease of explanation, but the framework explicitly acknowledges that they are, in fact, cyclical, non-linear, and non-exclusive:

organizations, networks, and ecosystems can and often do operate simultaneously at different stages of the framework in pursuit of their various goals.

Image adapted from Barsoum^{31,33} and SCOPE³²

MEASURING POWER

The literature on *measuring power* is mostly characterized by two general areas of agreement: it is both extremely challenging, but also critically important, both for evaluation and as a tool for driving change.^{5,34–38} Some tools for measuring power have been developed, but they are often project-specific and offer only limited utility as a broader measurement architecture. The most work has been done in measuring power building capacities or outcomes in the form of policy wins; however, tallying policy wins is also a tricky way to quantify outcomes given that true power

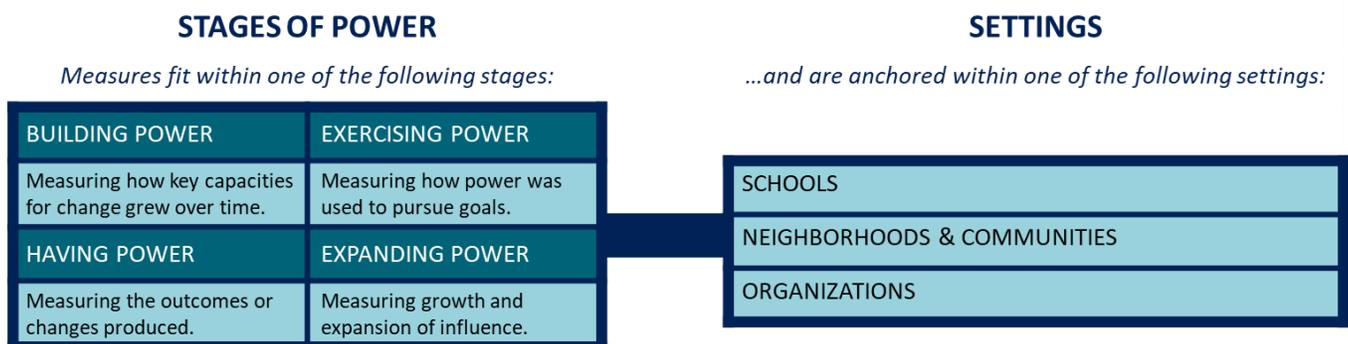
building is often defined by a focus on long-term, systemic change rather than transactional “wins”, and may also fail to capture important power building outcomes such as resource allocation, representation, narrative change, and individual empowerment or sense of agency – all of which are key components of the comprehensive TCE power building strategy.^{30,39–43}

The Challenges of Measuring Power

Measuring power within the BHC initiative is constrained by several key challenges. First, relevant power building capacities, strategies, and even the definition of success vary widely based on a community’s stated objectives; TCE intentionally encourages communities to pursue objectives that are locally generated and energized.^{13,22,44} This means that while there have been community or campaign specific tools developed, such as TCE’s Collaboration Assessment Tool, most are context-specific and not built for synthesized assessment or initiative-level comparisons across campaigns. Second, while there *have* been promising new tools developed for measuring some aspects of power building – such as the depth and quality of member engagement and the value of social capital – most are not suitable for retrospective analysis.^{5,38,45} These tools, as well as others like the MacArthur Scale of Subjective Social Status⁴⁶ and the Sense of Community Index,⁴⁷ might be useful in formulating a sophisticated measurement strategy for TCE’s future work, but were not in place during the BHC initiative.

Measuring Power in the BHC Initiative

Despite these limitations, we do have some ability to measure power and power building across the BHC initiative by using measures that already exist or have been built within the TCE evaluation ecosystem. While these measures are largely gleaned from secondary data sources and are seldom perfectly representative of BHC partner’s work, taken as a whole, they offer a fairly comprehensive suite of tools for assessing BHC partner’s work and impacts across the four stages of power and across three key settings. We offer a detailed assessment of these measures in Section 3:



SUMMARY

There is a great deal yet to be learned and shared in the field of power and power building, but our review of the current landscape demonstrates an emerging consensus on the key components of power, and especially people power, and suggests that TCE’s definition and application of power building is broadly consistent with the national conversation. The biggest challenge moving forward for the field is to develop accurate and replicable measures to evaluate power and power building; in that way, the work occurring within the BHC evaluation may – through its successes and its limitations – help drive the field forward toward stronger & more validated measurement frameworks.

INVESTMENTS IN POWER BUILDING

OVERVIEW

Investing in Power Building is a core element of the TCE Theory of Change. In this section, we profile what TCE’s investments in power building looked like over the first nine years (2010-2019) of the initiative. To provide a picture of what TCE power building investments looked like, we examine data through three distinct lenses:

- **What did TCE invest?** Grants data from GMS were analyzed to understand how power building efforts were supported with TCE investments across the initiative. The methods for coding and analyzing this data can be found [here](#), and a list of the GMS fields mapped to power can be found [here](#). Full definitions of the Power Flower Framework can be found in [Appendix A](#).
- **What did these investments look like “on the ground”?** We used BHC partner-produced documents to assess how local partners were documenting and talking about the power building efforts in their communities – to provide a summary of what BHC investments looked like “on the ground.” The full methods can be found [here](#).
- **How did key community power building capacities change?** We used data from Program Manager Assessment (PMA) longitudinal surveys to examine how capacities related to power building evolved and matured over time, as reported by site program managers. The full methods can be found [here](#).
- **How do power building investments relate to the power stages?** Finally, we analyzed grants data from GMS to explore how distributed investments were across the four power stages. The methods for coding and analyzing this data can be found [here](#), and a list of the GMS fields mapped to power can be found [here](#).



Photo by Vlad Tchompalov on [Unsplash](#)

Using the Power Frameworks for Evaluation

Throughout this section, we use the Power Flower Framework and the Power Stages to get a feel for how TCE invested in power across the BHC initiative, and how BHC sites described, through documents, their work to build power within their sites. As we described in Section 1, it is important to understand that the power building categories, and the strategies within each category, often look different depending on their various real-life applications. Organizing, for instance, will likely look different and require different operational tactics from one community or geography to another; youth will organize differently than older adults; and organizing to sway a local school boards different from organizing to sway a state official or public opinion. For this reason, we also broke down the Power Flower Framework into more distinct strategies (from their larger categories) to add more specificity to our analysis (see [Appendix B](#)). Understanding investment trends in power and how sites reported working within and across these categories will become important to operationalizing the definition of each power building category.

Further, many categories within the Power Flower Framework do not act in a silo, which is why we have chosen to code these frameworks as ‘all that apply’ and not as mutually exclusive. Additionally, the dividing lines where an effort to affect change ceases to be one strategy and becomes another are often arbitrary and subjective (both in the eyes of the actors and outside observers). It is important to keep the goal of the effort as well as the objective of evaluators in mind as they are almost certainly not viewing and understanding activities through the same lenses.

WHAT DID TCE INVEST IN POWER BUILDING?

POWER BUILDING OVERALL: TCE made significant investments in power building over the course of the BHC initiative. In total across the 2010-2019 BHC initiative, TCE made 8,833 grants (83% of all BHC grants given, including \$1,404,930,325 in total support) that included financial support for at least some activities related to power building.

8,833

Distinct Grants Related to Power Building

BY FUND: TCE investments were generally split between several types of funds:

- **Healthy Communities:** Grants or contracts focused specifically on the 14 local BHC sites.
- **Healthy California:** Grants or contracts focused on statewide work.
- **Program-Related Investments (PRIs):** An alternate mechanism of support that functions more like a loan.

\$1.4 BILLION

Invested in power building

Other Investments: In addition to these major fund types, TCE invested significant resources in other, complementary efforts with distinct timelines or purposes, such as the Affordable Care Act (ACA) or Fight For All (FFA) bodies of work. Though technically outside of BHC proper, these efforts are complementary to BHC’s goals and represent an important part of TCE’s total effort, so they are included in the “other” category.

The funds with the largest proportion of grants awarded was Healthy Communities (44.1% of all power investments, representing \$529.5 million in awarded amounts). Healthy California and the Enterprise were the next most awarded funds (21.8% and 28.5%, respectively). PRIs and Watts funds had very few grants that were identified as related to power.

Exhibit 4. Power Investments by Fund

	Number of Grants	Amount (Millions)
Healthy California	2922 (21.8%)	\$342.4 (23.9%)
Healthy Communities	5912 (44.1%)	\$529.5 (36.9%)
PRIs	1 (0.0%)	\$1.75 (0.12%)
Other		
ACA Overspend	798 (6.0%)	\$341.0 (23.8%)
Fight for All	146 (1.1%)	\$53.6 (3.7%)
Watts	4 (0.0%)	\$3.5 (0.24%)
Enterprise	3817 (28.5%)	\$285.5 (19.9%)

¹Categories not mutually exclusive, proportions will not add to 100%

There were 67 power investments that were uncategorized, representing \$17.3 million in awarded amount.

BY CAMPAIGN: While the campaigns were not systematically coded in TCE’s Grants Management system until the last few years, we were able to go back and code all awards across the initiative to better summarize the total investments made in each campaign. Grants were not exclusively coded into a single campaign; rather, grants were often designed to contribute to the goals of multiple campaigns. Thus, estimates of investment by campaign are not mutually exclusive, nor are they intended to sum to the total amount of BHC investments. Rather, each campaign’s total is best seen as **an estimate of how much funding included at least some support for efforts designed to contribute to that campaign’s goals.**

Unsurprisingly, near all power investments (98.8% of power investments) were coded as contributing to the Building Voice and Power campaign; this corresponds to \$1,413.4 million in awarded amount. Only about a third of power investments (33.9% of power investments) were coded as related to Health Happens in Schools. These trends are similar when we removed the power investments in the ACA Overspend and Fight for All funds.

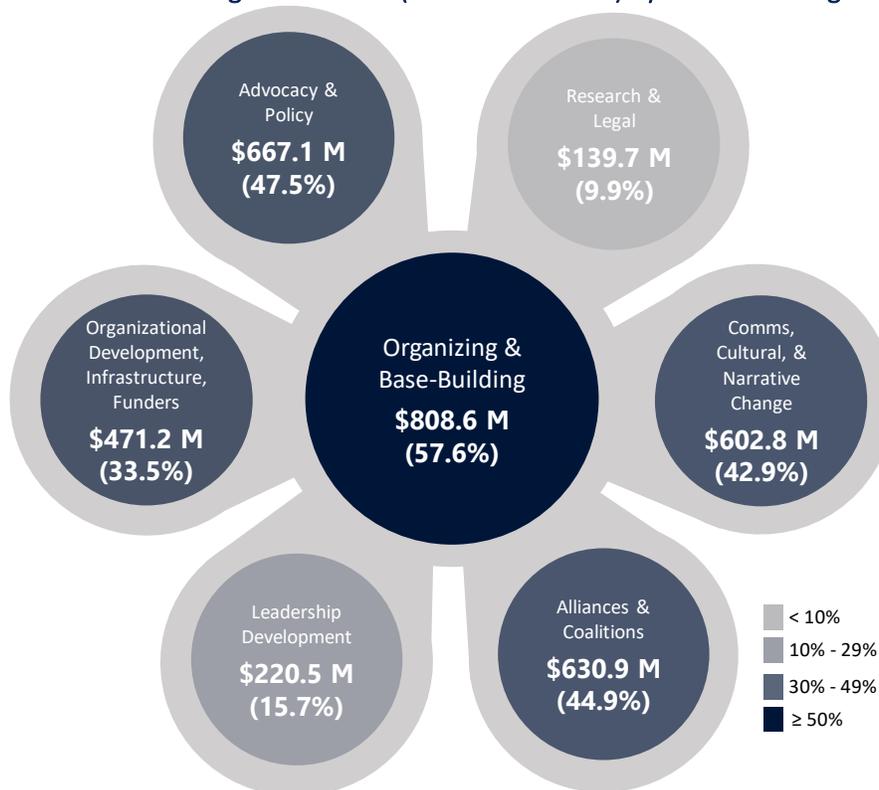
Exhibit 5. Power Investments by Campaign

	All Power Investments		Power Investments without ACA Overspend and Fight for All Funds	
	Number of Grants	Amount (Millions)	Number of Grants	Amount (Millions)
Health Happens in Neighborhoods	11,392 (85.0%)	\$1,090.3 (76.0%)	10,839 (86.9)	\$913.6 (87.2%)
Health Happens in Schools	4,355 (32.5%)	\$553.2 (38.5%)	4,235 (33.9%)	\$508.3 (48.5%)
Health Happens in Prevention	8,929 (66.6%)	\$995.3 (69.3%)	8,023 (64.3%)	\$617.4 (58.9%)
Building Voice and Power	13,250 (98.8%)	\$1,413.4 (98.5%)	12,321 (98.7%)	\$1,025.7 (97.9%)

¹Categories not mutually exclusive, proportions will not add to 100%

BY POWER BUILDING CATEGORY: CORE coded power-related grant descriptions to the “Power Flower” to help illuminate which types of capacities TCE’s investments were designed to support (coding and analysis details can be found [here](#)). Grants were often designed to support multiple types of power-building capacities, so the results represent the percent of grant dollars invested that included *at least some support* for the indicated type of power building capacity (Exhibit 6). Overall, over half (57.6%) of the awarded amount of power building investments went at least partially to support *Organizing and Base Building* between 2010-2019; grants supporting *Advocacy and Policy* (47.5%), *Coalition Building* (44.9%), and *Communications, Cultural, and Narrative Change* strategies (42.9%) also received a higher proportion of the overall power investment awarded amount.

Exhibit 6. Power Building Investments (Awarded Amount) by Power Building Category



Total awarded amount to all power building investments = \$1,404,930,325.
Only includes organizations who received investments that had power-related flags in GMS.

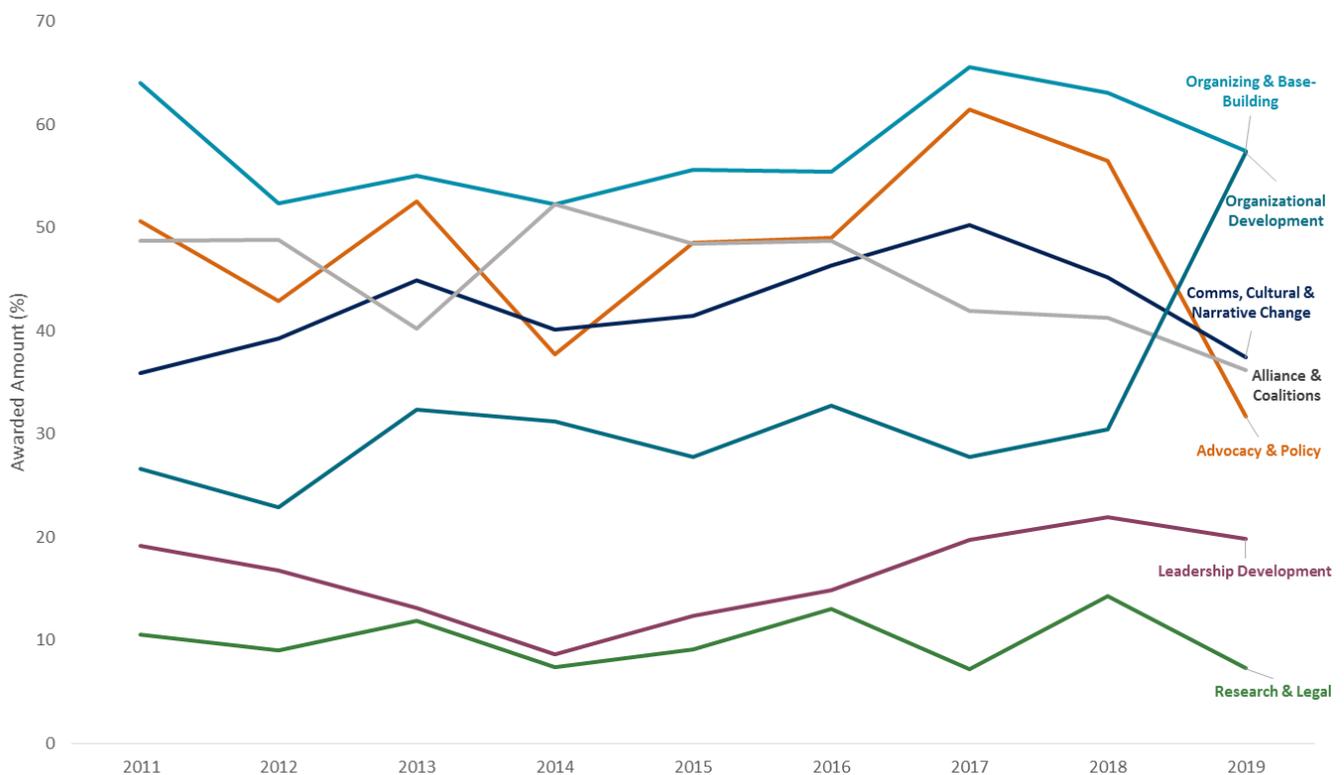
POWER BUILDING INVESTMENTS TRENDS OVER TIME: We were also interested to know which power building categories were invested in over time (Exhibit 7). Generally, there is an upward trend in the percentage of awarded amount of BHC grants for almost every power building category. *Organizing and Base-Building* (teal line) shows the

largest percentages of awarded amount across all time periods, while *Research and Legal* (green line) is consistently making up the smallest awarded amount proportion. *Organizational Development* (dark teal line) has a sharp increase in the percentage of awarded amount between 2018 and 2019, while *Advocacy and Policy* (orange line) experiences a sharp decrease between 2018 and 2019.

Context from the October 2020 L&E Advisory Group: We asked the L&E Advisory Group to help us better understand the trends in the overall power investments over time. Additional context about these trends included:

- The increase in *Organizational Development* (dark teal line) may be attributed to increased emphasis on organizational sustainability towards the end of BHC initiative.
- The decrease in *Communications, Cultural, and Narrative Change* (dark blue line) could be related to TCE’s communication approach changing, and the winding down of the ACA campaign in the later years of BHC.
- The decrease in *Advocacy & Policy* (orange line) at the end of BHC could be a reflection of built capacity within base building organizations to do advocacy and policy work and less reliance on Advocacy & Policy technical assistance providers.

Exhibit 7. Power Building Categories and Percent Awarded Amount over Time*



*Percentages do not add to 100; grants could be coded with more than one power building category. Years represent the awarded fiscal year.

GMS Example - Increase in Organizational Development: To better understand the increase in *Organizational Development*, we wanted to highlight the largest grants driving this trend. The largest grant in 2019 was to the California Department of Health Care Services to support implementation of the Medi-Cal Health Homes Pilot Project; this grant was ten times larger than the next largest amount awarded in 2018 or 2019 (Exhibit 8).

Exhibit 8. Largest Grants Driving Organizational Development Trend for All Power Investments

Organization Name	Project Title	Project Description	FY	Amount (\$M)
California Department of Health Care Services	Supporting Implementation of the Medi-Cal Health Homes Pilot Project	To support the provision of direct health care services offered through California managed care plans to Medi-Cal Health Homes Program enrollees with chronic conditions.	2019	45
Common Counsel Foundation	California Building Power for Healthy Communities Development Fund	To develop and implement a pooled fund to strengthen the organizational capacity of anchor grassroots community organizing groups to prevent displacement and advance inclusive community development policies and practices that promote health and well-being in California.	2018	4.5

GMS Example – Exploring the Increase in Leadership Development: *Leadership Development* power building category was of high interest to the L&E Advisory Group. Two of the three largest grants that supported *Leadership Development* were granted in the latter half of the BHC initiative. The largest grant was made to the Movement Strategy Center for \$5.0 million to strengthen youth organizing capacity to improve health in schools and neighborhoods.

Exhibit 9. Largest Grants Driving Leadership Development for All Power Investments

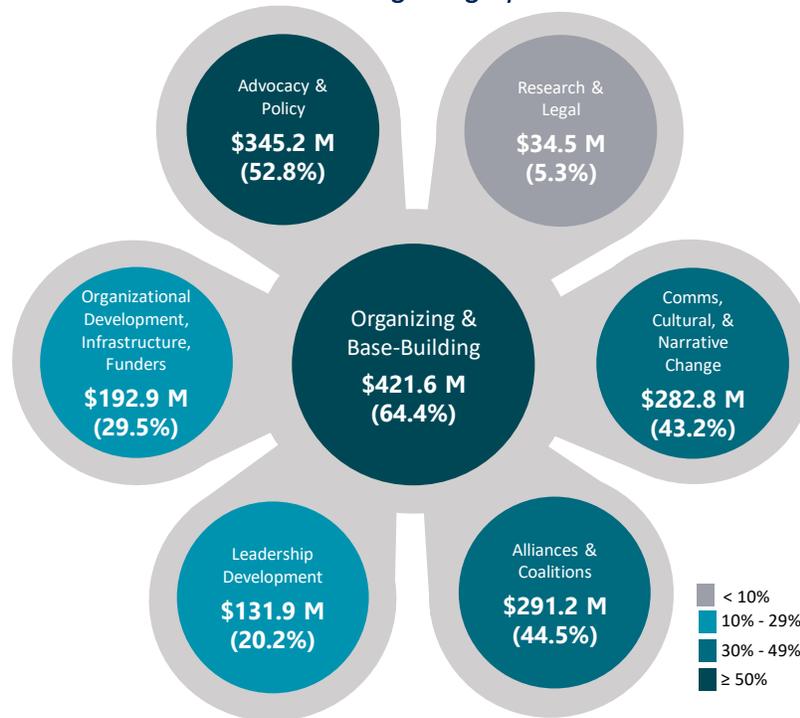
Organization Name	Project Title	Project Description	FY	Amount (\$M)
Movement Strategy Center	Building Youth Leadership for a Healthy California (20162738)	To strengthen youth organizing capacity in California to advance local and statewide youth-led advocacy campaigns to improve health in schools and neighborhoods.	2017	5.0
Kern County Superintendent of Schools	School-Community Partnerships - Building Healthy Communities AmeriCorps Program (20121675)	To improve socio-emotional health and reduce harsh school disciplinary actions by matching youth with AmeriCorps members serving as mentors in ten communities in California.	2013	2.8
Anti-Recidivism Coalition	General Operating Support (20181214)	To support an organization working to improve community health, safety and wellness in California through an advocacy network of formerly incarcerated men and women.	2018	2.3

POWER BUILDING INVESTMENTS IN BIPOC-LED ORGANIZATIONS: TCE has invested heavily in Black, Indigenous, and People of Color (BIPOC)-Led organizations. From 2010-2018, 50.3% of power-building investments were made to BIPOC-led organizations, representing \$654,180,326 of investments across the initiative. Data from 2019 was not included due to limited data availability.

\$654 MILLION
 Invested in power building
 for BIPOC-LED organizations

Over the course of the BHC initiative, investments in BIPOC-led organizations have focused heavily on *Organizing and Base-Building* (64.4%). Other highly invested power building categories for BIPOC-led organizations included *Advocacy and Policy* (52.8%), *Alliances and Coalitions* (44.5%), and *Communications, Cultural, and Narrative Change* (43.2%; Exhibit 10).

Exhibit 10. Power Building Investments in BIPOC-Led Organizations by Power Building Category



Total awarded amount to all power building investments = \$654,180,326.
 Only includes organizations who received investments that had power-related AND BIPOC Led flags in GMS.
 2019 is not included due to limited data availability.

Patterns of investment over time for BIPOC-led organizations largely mirrored the overall BHC pattern and generally remains consistent ([Appendix Exhibit C.5](#)), with two exceptions: a surge in investments supporting *Advocacy and Policy* (orange line) and *Communications, Cultural, and Narrative Change* (dark blue line) categories for BIPOC-led organizations at the end of the initiative.

Context from the October 2020 L&E Advisory Group: We asked the L&E Advisory Group to help us better understand how the power investments to BIPOC-Led Organizations differed from the overall trends. Most of the conversation focused on the increase in the overall percentage of investments that went to *Leadership Development* for BIPOC-Led Organizations (20.2% of awarded amount, compared to 15.7% for overall power investments). The L&E Advisory Group shared that this increase could be attributed to increased awareness of representation gaps for BIPOC leaders in elected and appointed public positions. Further, it took some time to gradually develop a focus on things like boards and commissions preparation/cohorts and similar "ladders" to support residents from less/informal leadership positions to more formalized.

GMS EXAMPLES - Largest Grants made to BIPOC-Led Organization: The largest grant to a BIPOC-Led Organization was made to Univision Communications, Inc to support an ACA awareness media campaign for California Latinos in 2014. The next largest grant was a recurring grant made to Health Professions Education Foundation in 2014, 2015, and 2016 to increase access to scholarships and loan repayments to primary care health professionals in medically underserved areas (Exhibit 11).

Exhibit 11. Largest Grants to BIPOC-Led Organizations across BHC Initiative

Organization Name	Project Title	Project Description	FY	Amount (\$M)
Univision Communications, Inc.	ACA - California Latino Outreach and Enrollment Campaign	To support a coordinated, comprehensive media campaign that will raise awareness among California Latinos of the benefits and provisions of the Affordable Care Act, and to support efforts to connect undocumented Californians to health coverage options.	2014	15
Health Professions Education Foundation	California Health Workforce Financial Aid	To increase access to health care by providing scholarships and loan repayments to primary care health professionals in return for agreements to practice in medically underserved areas in California.	2014 2015 2016	13.8 8.9 7.8

INVESTMENTS IN SMALL ORGANIZATIONS: We can also explore power building through investments made to small organizations (those organizations with total budgets between \$1 and \$999,999). We excluded any organization with a missing IRS Employer Identification Number (EIN) and corresponding revenue (i.e., total organization budget). Overall, 14.6% of all power-related grants from 2011 to 2019 went to small organizations; this equals 8.0% of total awarded amount for power-related grants (Exhibit 12). Over time, investment by total budget did not dramatically change ([Appendix Exhibits C.8 and C.9](#)).

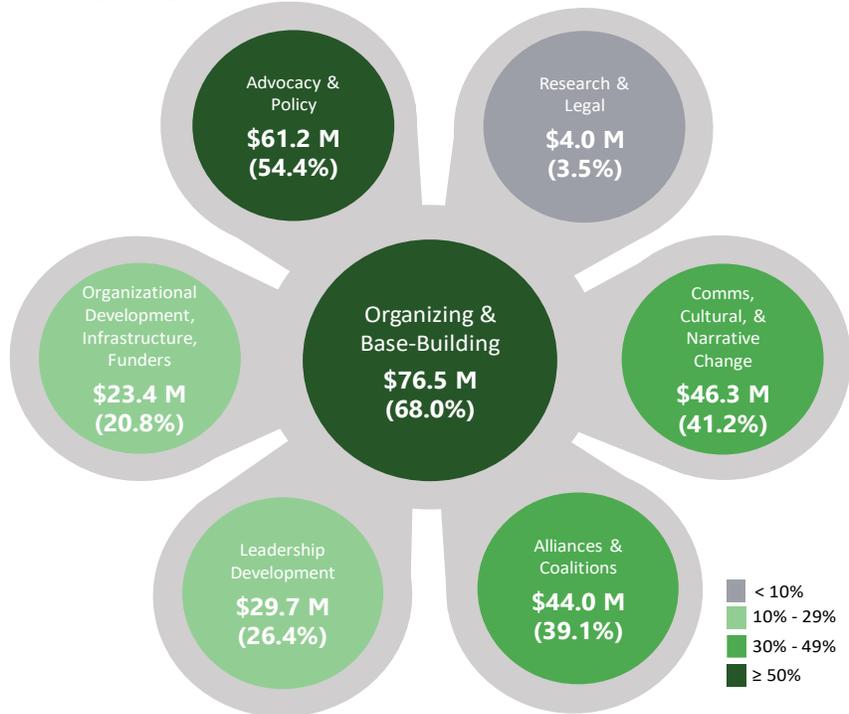
Exhibit 12. Total Number and Amount of Power Building Investments by Size of Recipient Organization's Total Budget

Recipient Organization Budget	Number of Grants	Amount (\$ Million)
\$0	181 (2.1%)	\$26,186,247 (1.9%)
\$1 to \$499,999	693 (7.9%)	\$44,589,379 (3.2%)
\$500,000 to \$999,999	596 (6.8%)	\$67,856,277 (4.8%)
\$1,000,000 to \$4,999,999	2,360 (26.8%)	\$309,483,567 (22.0%)
\$5,000,000 to \$9,999,999	804 (9.1%)	\$114,237,145 (8.1%)
\$10,000,000 to \$49,999,999	1,204 (13.7%)	\$257,929,522 (18.4%)
\$50,000,000 to greater	681 (7.7%)	\$121,715,029 (8.7%)

N=442 Small Organizations
 Total Missing = 2,304 (26.1% of all power investments)
Bolded budget ranges are included as 'small organizations'

Over the course of the BHC initiative, power investments in small organizations have primarily funded *Organizing and Base-Building* (68.0%) and *Advocacy and Policy* (54.4%) efforts, followed by *Communications, Cultural and Narrative Change* (41.2%) and *Alliances and Coalitions* (39.1%; Exhibit 13). Over time, most power building categories see fluctuation in the awarded amount of power investments for small organizations ([Appendix Exhibit C.10](#)); noticeably *Advocacy and Policy* (orange line) investments for small organizations steadily decreases over the first four years of the initiative, then bounces back over the next year, and finally drops to under 50% of total awarded amount by 2019. At the end of the BHC initiative, *Organizing and Base-Building* (teal line) and *Organizational Development* (dark teal line) experience the largest increases in percent awarded amount between 2018 and 2019.

Exhibit 13. Power Building Investments in Small Organizations by Power Building Category



Total awarded amount to all power building investments = \$112,445,656.
 Only includes organizations who received investments that had power-related flags in GMS AND was identified as a small organization.

GMS Examples – Largest Grants to Small Organizations: The largest grants to small organizations were made in 2014 and 2015 to Access Youth Academy to support a program that seeks to improve the health and well-being of youth in the City Heights neighborhood and Bay Area Black United Fund, Inc. to support a campaign for African-American boys and men in Oakland and Richmond (Exhibit 14).

Exhibit 14. Largest Grants to Small Organizations across BHC Initiative

Organization Name	Project Title	Project Description	FY	Amount (\$M)
Access Youth Academy	Expanding Opportunities for Physical Fitness, Learning and Advancement	To support a program that provides academic assistance and mentoring, community service opportunities and physical fitness training through the sport of squash in order to improve the health and well-being of youth in City Heights.	2014	1
Bay Area Black United Fund, Inc.	Brotherhood of Elders Network - Supporting Healthy Youth Development	To support a community-based, multi-sector campaign that supports the healthy development of African-American boys and men in Oakland and Richmond.	2015	0.95
Jamie Oliver Food Foundation	Teaching Cooking Skills and Encouraging Healthful Eating	To reduce obesity by supporting a mobile cooking school that teaches simple food preparation skills to individuals and families in underserved communities in California.	2014	0.95
California Center	Youth Leadership for a Healthy California	To build the skills of emerging youth leaders and youth workers to address issues that affect the health and well-being of vulnerable communities in California.	2014	0.92

To understand how sites operationalized each of the power flower categories in more detail, we analyzed the document text and assigned key words (the tactics that describe the way each power building category was actualized) to add context to the definitions. For each category, we have broken up the category into smaller parts (“strategies”) to be more precise about the efforts associated with a specific category. For each strategy, we summarize how it was documented using the key words or tactics bolded in orange and an example from a document; original power building strategy definitions, adapted from USC ERI,⁸ are called out in the dark blue boxes.



ADVOCACY AND POLICY EFFORTS

Strategy: Advocacy, lobbying, or policy work

The activities aligned with this strategy shared an intent to inform and persuade an official to influence policy. In general, these activities occurred at public meetings through community **testimony** (experience related in person to a specific audience), but also occurred (or were paired with) persuasive **media** (letter, report, poster, etc. written by stakeholders with a specific ask or goal), activities with **fundraising** to support rhetorical efforts, and physical **demonstrations** that differed from testimony in their target audience and mode of presentation. While testimony is usually intended to sway the opinion of a particular person or group, demonstrations are generally more varied in their presentation and intent, and the public at large is often involved (in person) for a more varied audience. Further, advocacy efforts often sought to improve **cultural inclusion and representation** (e.g., constituents participating in conversations about restorative justice and punitive school discipline practices).

DEFINITION: Advocacy, Lobbying, or Policy Work

Targeting officials or mobilizing constituents to target public officials in order to influence policy

Example from South Sacramento

The spark of interest in drafting an Urban Agriculture Ordinance has been evolving...First, BHC grantees advanced small changes in city ordinances to permit vegetable gardening in front of residential property, followed by the approval of an ordinance designed to permit city residents to raise chickens in their backyards (2010). Then the City approved the installation of community gardens on vacant lots (2011). In 2013, the State Assembly passed Bill 551, which legalized urban agriculture zones in general.⁴⁸

Strategy: Electoral work (candidate/ballot issue support)

Activities included within this strategy were intended to bolster voter turnout and alignment in elections. This included efforts such as **educating** (e.g., extending information on certain ballot measures or candidates or providing leadership development opportunities), **voter registration**, **petition**, **outreach** (e.g., phone banking), and providing **testimony** (mostly done in person with a specific audience).

DEFINITION: Electoral Work

Educating, registering, and motivating community members to vote in elections

Example from South Kern

Armed with evidence of pervasive alcohol and tobacco consumption at parks, youth and their allies initiated the “Beautiful Parks, Healthy Communities” campaign...Youths activism included canvassing neighborhoods about the issue, presenting at community meetings and a large youth conference, and individual meetings with decision makers. On January 14, 2014, the Kern County Board of Supervisors unanimously voted to restrict the use of alcohol in [two] parks, DiGiorgio and Rexland Acres. Two weeks later, the supervisors voted to restrict the use of tobacco at all four parks. Youth testimony and broader community pressure played an important role in gaining the supervisors’ support for these ordinances.⁴⁹



COMMUNICATIONS, CULTURAL, & NARRATIVE CHANGE EFFORTS

Strategy: Communications or messaging

Communications and messaging, as a strategy, can be interpreted both as an effort to communicate in a particular way and as the production and dissemination of a message. In addition, there is significant variation in modality and media. In some instances, messages were communicated primarily through **print media** (such as fliers, posters, published reports, and books), but messaging strategy also manifested in **testimony** (in-person with specific audience or via press conferences), **online** communication (such as social media, websites, memes, and hashtags), communication over the air by **radio** and **TV**, and in **demonstrations** (in-person with a varied audience). Messaging is also an undercurrent in **physical interventions** like the construction of gardens, markets, and community centers.

DEFINITION: Communications or Messaging

Messaging and outreach efforts to connect, educate, or inspire the public or specific populations

Example from Central/SE/SW Fresno

Official city records showed that park access was far worse in South Fresno than in the northern part of the city. To spur action, Reyes and her team purchased advertising space on city buses to publicize the parks disparity. The transit agency accepted payment, so everyone was surprised when the ad was suddenly rejected, with city leaders claiming they were political. “We were shocked. We couldn’t figure out what the political part was,” explains Reyes. After repeatedly seeking clarification from city officials but receiving no response, the BHC site went public with its story, releasing the banned advertisement at a press conference and criticizing the city’s decision. Ironically, the attempt to censor the message increased the number of people who saw it, because it was featured prominently in local media.⁵⁰

Strategy: Cultural or arts

This strategy specifically invokes cultural artistic production as a mechanism of expanding representation of a particular culture in an adjacent or overarching community. Cultural-artistic projects at BHC sites can be understood through their primary medium or genre such as **visual art** (e.g., mural painting and posters) and **performance art** (e.g., film, theatre, spoken word, music), or they can be sorted by either a specific audience as a **performance** or a public audience in a **demonstration**. These projects were often associated with **training** (task or skill oriented) or **education** (concept oriented), **stories** and **storytelling** to document lived first person experience, and with larger **events** where a performance, demonstration, or workshop took place within a larger gathering.

DEFINITION: Cultural or Arts Strategies

Incorporating arts and creative expression to foster connection and solidarity, preserve and advance culture, or bring other benefits to community members

Example from Boyle Heights

The Youth Engagement Committee (YEC) selected 15 youth out of more than 30 applicants to become members of the inaugural Youth Media Team (YMT). The YMT focused on creating media projects related to two specific outcomes... For six weeks, these youth met once a week [and] were trained on the essential steps to developing a media project, including early storyboard crafting, filming, and post-production... A screening night was set-up to showcase the films. A few examples [include] Proyecto Jardin as the only urban garden in Boyle Heights; the evolving bike culture in Boyle Heights (CicLAvia); Hub Assembly Community Interviews; and Know Your Rights Campaigns.⁵¹

Strategy: Narrative change*

Narrative change incorporates many of the activities associated with other power building strategies, but with a focus on directly confronting detrimental mainstream beliefs and practices. Narrative change can be both a process of counter-dominant actions and a goal of ideological change; narrative change can be both verb and noun.⁵² At BHC sites, narrative change efforts often involved the promotion of **alternative solutions** (e.g. new funding models, restorative justice policies, and innovative partnerships), **reframing of policy issues** through a social justice lens (e.g. affordable housing access, LGBTQ rights, and education reform), and shifting **perceptions of communities** (e.g. highlighting resilience, confronting and contradicting negative stereotypes, and bridging cultural divides). Narrative change activities relied heavily on **storytelling** and personal **testimony** (e.g. individuals sharing their personal experiences before a school board or governing body), community **events** (e.g. community celebrations, night walks, and marches), and both print and online **media campaigns** (e.g. newspaper articles, and twitter hashtags). One of the activities unique to the narrative change strategy was **history re-telling and education** (e.g. screening of documentary films, celebration of past community leaders and heroes), which allowed individuals and communities to reclaim their stories and supplement, or even supplant, dominant and often limited understandings of a place, people, problem, or custom.

DEFINITION: Narrative Change

Efforts designed to replace dominant assumptions with different narratives, including through storytelling and expression, community outreach, strategic communications, or other approaches

Example from South Kern

So, KEJC [Kern Education Justice Collaborative] leveraged local media outlets to raise the issue and get their message out. They began using a “schools not prisons” framework to garner support. According to Robles, they also asked, “How does Kern change its culture to start seeing young people as an asset, not a deficit? How [do we] put young people first and invest in education?” With those questions and reflections guiding them, the group framed the issue as a matter of equity and tried to consistently make the connections among health, education, and equity clear.⁵³



ORGANIZING & BASE-BUILDING EFFORTS

Strategy: Community organizing and base-building

While this strategy refers to a singular concept that is at the center of community agency, applications varied. The documents revealed instances where the primary activity was an **event** (e.g., a meeting, social, fair, tabling); **training** where teaching, education, and knowledge sharing led to increased involvement, interest or affinity; related action **groups** formed to mobilize around specific issues; **physical spaces** being designated or even created to improve safety for community members; and explicit efforts towards **grassroots engagement** of previously uninvolved communities or participants.

DEFINITION: Community Organizing & Base-building

Connecting residents and developing a community base to mobilize toward a common purpose or generate collective power

Example from East Oakland

Through our three Action Teams, we provide a space for our residents, youth, and community partners to Analyze, Criticize, and Mobilize. Specifically, our residents and youth lead the work to analyze and identify the health and equity issues that are most pressing, criticize and scan our community of those efforts addressing those issues, and mobilize and prioritize how EOBHC will lead, collaborate, support, and/or endorse campaigns.⁵⁴

Strategy: Integrated Voter Engagement

This strategy specifically seeks to stimulate voter turnout by educating community members and organizing around specific issues. Primary ways that this strategy was brought up included conducting **outreach** in communities that are directly effected by policies (e.g., door to door and phone banking) and holding **events** to create gathering spaces and platforms for **testimony** and **demonstrations**. Documents also highlighted the importance of aligning local organizations and groups that are working towards common goals to cultivate more interest in the community.

DEFINITION: Integrated Voter Engagement

Integrating short-term election work into long-term base-building, organizing, or advocacy work between elections

Example from South Los Angeles

Because some PICO [Pacific Institute for Community Organizing]-driven campaigns focus on government legislation, [Inland Congregations United for Change] youth members participated in voter registration drives as well as canvassing and phone banking. ICUC youth were involved in such activities during voter education efforts around Proposition 30 (focused on funding for schools) and the Campaign for Citizenship.⁵⁵



ORGANIZATIONAL DEVELOPMENT, INFRASTRUCTURE, & FUNDING EFFORTS

Strategy: Helping organizations develop needed infrastructure

Documents explained efforts related to this strategy through improvements to organizations' agency, creating opportunities for increasing representation, and building relationships between organizations and communities. This included **expanding organizational capacity** (e.g., adding organizational FTE), **training** (training existing staff or organization members with needed skills or specific process knowledge), **consulting** or providing technical assistance (such as, sharing knowledge or experience with organizations, encouraging representation within organizational policies and procedures, and partnerships with communities), and **budget support** (e.g., helping organizations re-assess how funding is requested, allocated, or moved through a process).

DEFINITION: Helping Organizations Develop Needed Infrastructure

Supporting the core operations and sustainability of other organizations. Includes providing technical assistance, technology, capacity building, etc.

Example from South Sacramento

The SAC [Student Advisory Council] students working on the Ethnic Studies initiative met with California State University, Sacramento and University of California, Davis representatives, and SCUSD [Sacramento City Unified School District] Academic Office and Administration representatives, to learn about the steps required for SCUSD to implement Ethnic Studies as a graduation requirement, and to learn about existing curriculums. The SAC also received assistance from the ESNC [Ethnic Studies Now Coalition] to develop a media campaign, release a petition to demonstrate support for the program that was signed by 3,000 people, and to draft a letter of support, which 26 community-based organizations signed.⁵⁶

*Throughout BHC, Narrative Change was not well defined by TCE; further, sites and partners may not have had a shared understanding of Narrative Change. Our goal here is not to define Narrative Change. Instead, we are describing how narrative change has been documented by BHC sites over the initiative. For definitions of Narrative Change, refer to TCE's Narrative Change Goal Paper team and PolicySolve's Narrative Change for Health & Racial Equity: Exploring Capacity & Alignment (2020).



LEADERSHIP DEVELOPMENT EFFORTS

Strategy: Leadership Development

Activities that invoked this strategy involved efforts to increase community agency by increasing overall **representation**, by **training** new leaders and building skills of existing leaders, **consulting** to share knowledge and experiences with other organizations or individuals, and building agency through **grassroots involvement** of a previously un/under-represented community. Leadership efforts were often linked to advocacy activities and **events** and tightly associated with both **research** and **messaging** as new knowledge was both sought and shaped.

DEFINITION: Leadership Development

Equipping individuals or groups with the skills to play a larger role in their movement. Includes political education, personal transformation, and trainings

Example from the Central Valley

As the HHP [Hmong Health Project] has taken on greater advocacy, the Hmong community has increasingly been engaged as partners, with over 80 community members trained as formal leaders in advocacy efforts. These leaders have served as spokespeople at meetings with hospital administrators and local elected officials or provided testimony to local and state-level decision makers. They have also been on the frontlines of inspiring greater activism within the broader Hmong community, organizing them in raising their voice via letter writing campaigns or participation in statewide actions.⁵⁷



ALLIANCES & COALITIONS EFFORTS

Strategy: Leading Alliance or Coalition Building

The specific activities associated with this strategy were varied but shared a unifying feature of ideological **alignment** between two or more organizations, communities, or geographic areas. Groups, communities, or organizations that shared a vision or goal pooled resources, talent, and networks in order to facilitate greater progress than any could make alone. While this is relatively simple in theory, aligning organizations is complex and efforts involve most (if not all) strategies. Documented efforts were aimed at increasing **representation** and **inclusion** of underrepresented communities and groups, building **infrastructure** to support new initiatives and **create safe spaces** for people and organizations to convene, and **training** (skill development) in building coalitions.

DEFINITION: Leading Alliance or Coalition Building

Building or supporting collaboration and partnerships among groups with shared values and interests

Example from Central/West Long Beach

Long Beach BHC-affiliated youth organizations have also developed collaborative partnerships in order to collectively build youths' leadership capacity and achieve shared campaign goals...Participating BHC youth organizations have sought to address punitive school discipline policies that remove students from the classroom and negatively impact student academic achievement.⁵⁸



RESEARCH & LEGAL EFFORTS

Strategy: Legal work or litigation

Legal efforts generally appeared to happen in parallel with other community strategies, although they also independently involved elements of messaging and advocacy. Activities that included significant **legal action** can be seen as originating from one of three sources: they were community led, organization led, or attorney led. Furthermore, legal tactics were not always formal lawsuits; legal work also included **providing recommendations or reports** to decision makers, **convening** stakeholders, and **providing education** on relevant issues. One report did distinguish a tactic that is engaged only after funding has been allocated; the term **budget advocacy** was used to denote the knowledge, organizing, training, procedural knowledge, and messaging related to a public budget process, which may be distinct from advocacy and warrant separate consideration.

DEFINITION: Legal Work or Litigation

Leveraging legal resources to reach outcomes that further your goals

Example from Central/West Long Beach

Working with city and county officials to shift investments from punishment to prevention requires specialized knowledge of how budgets work, and how to make budget-related asks. And finally, understanding the justice reinvestment advocacy outcomes requires unpacking the policy and political context in which the work unfolds.⁵⁹

Strategy: Research, data, or evaluation

Research and related activities informed and were informed by all other power building strategies. In the documents reviewed, this strategy demonstrated how information could be used to **make decisions**, **inform strategies and policies**, **understand or capture experiences**, **highlight budget/cost/funding needs**, support **communications and media campaigns**, provide evidence for **testimony**, and **build partnerships** between communities and organizations, and these efforts also included skill building (e.g., training community members on survey fielding), building awareness, and communications and messaging. Activities undertaken as part of BHC counterbalanced more traditional research and data (e.g., using state and county data to inform school discipline and criminal process advocacy) with creative, alternative methods of establishing a credible ethos as in storytelling and neighborhood walks.

DEFINITION: Research, Data, or Evaluation

Collecting, analyzing, and applying information or data

Example from Eastern Coachella Valley

BHC-affiliated youth conducted a needs assessment survey in the spring of 2016 to identify the needs of their LGBTQ peers. On June 4, 2016, they shared their survey results at a community forum. One of the key findings was that LGBTQ youth felt more comfortable at school despite facing bullying and harassment. Youth are using this research to further their demand that schools offer holistic and inclusive approach to preventing bullying and suicide, which disproportionately affect LGBTQ youth.⁶⁰

The Synergy of the Power Building Categories

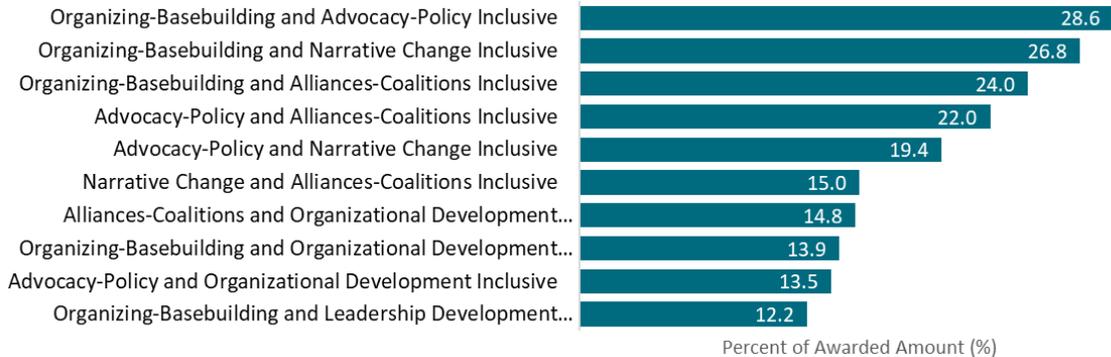
Analysis of site documents around power building revealed an additional key insight: that in practice, the power building strategies are profoundly interconnected and interdependent. An advocacy effort intended to influence policy, for example, may also rely on organizing and base building work from some community partners and communications and messaging support from others. On the ground, these strategies are seldom deployed in silos.

To better understand how power building strategies are being used on the ground, we explored the investments data to identify which combinations of strategies were most commonly deployed in tandem among TCE investments. Overall, we found that power-building grants included support for multiple strategies 86.7% of the time, further supporting the idea that most activities employ overlapping tactics.

86.7%
Of Power Building grants included support for more than one category

We also wanted to explore which combinations of power building categories had the highest proportion of grant dollars allocated to them. Combinations of three or more categories were too numerous to manage, so this analysis is limited to combinations of two categories only (Exhibit 16). Of these paired combinations, the top three combinations with largest percentage of awarded amounts were Organizing and Base-building with Advocacy and Policy; Organizing and Base-building with Narrative Change; and Organizing and Base-building with Alliances and Coalitions. Interestingly, different combinations of these four power building categories (Organizing and Base-building, Advocacy-Policy, Narrative Change, and Alliances-Coalitions) make up the top six most awarded grants with power building combinations. Combinations containing the Research and Legal categories had the lowest percentage of awarded amounts.

Exhibit 16. Percent of Awarded Amount by Combinations of Two Power Building Categories*



*Percentages do not add to 100; an individual grant could have more than one combination. Chart limited to top 10 combinations.

WHAT COMBINED CATEGORIES LOOK LIKE ON THE GROUND: The following example from a BHC site document exemplifies how these combinations of strategies work in practice:

The AC3JR’s [Alameda County Coalition for Criminal Justice Reform] Jobs Not Jails campaign (spearheaded by the Ella Baker Center) pushed Alameda County to allocate 50% of its Realignment funding to reentry programs... In early March 2015, after months of advocacy, activists from the coalition held a demonstration at a Board meeting [organizing and base-building]. At that meeting there were two victories: one Supervisor signed a pledge to commit 50% of the Public Safety Fund dollars to community-based organizations, and another Supervisor announced that he had been working with other Supervisors on a plan to spend an additional \$8 to \$10 million on reentry services beginning in the next fiscal year [advocacy and policy]. That plan explicitly called out the pressure being brought by criminal justice advocates, saying: “There continues to be an outcry from many in Alameda County, especially those engaged in reentry community work who would like to see a more robust and better financed program embedded in the reentry/social justice community [organizing and base-building]. To this effort, I would like to advance a proposal that ... we take 50% of the AB 109 base allocation and direct those monies toward community-based organizations working with the reentry populations [advocacy and policy].”⁶¹

HOW DID KEY COMMUNITY POWER BUILDING CAPACITIES CHANGE?

Estimating Community Capacity

We used data collected through a periodic longitudinal survey of program managers (the “PMA Surveys”) to obtain a subjectively reported picture of how BHC communities evolved and matured in their power building capacities over the course of the initiative. To accomplish this, we mapped items on the surveys to the seven key power building categories embodied in the Power Flower Framework, then summarized the program managers’ assessment scores for each category at three time periods: 2010, 2015, and 2019. We combined scoring across time points and sites to achieve an initiative-wide lens on how power building capacity matured and changed over time in the participating BHC communities. More details on the PMA survey and analytic methods can be found [here](#), including a full list of survey items mapped to power building categories.

Each month, Program Managers at each BHC site were asked to estimate a site’s maturity level for a number of different capacities:

Dormant	Novice	Developing	Proficient	Mastery
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We aggregated scores across sites and years to provide a summary view of how Program Managers saw their communities’ power building capacities changing and maturing over time.

Results – Growing Capacity over Time

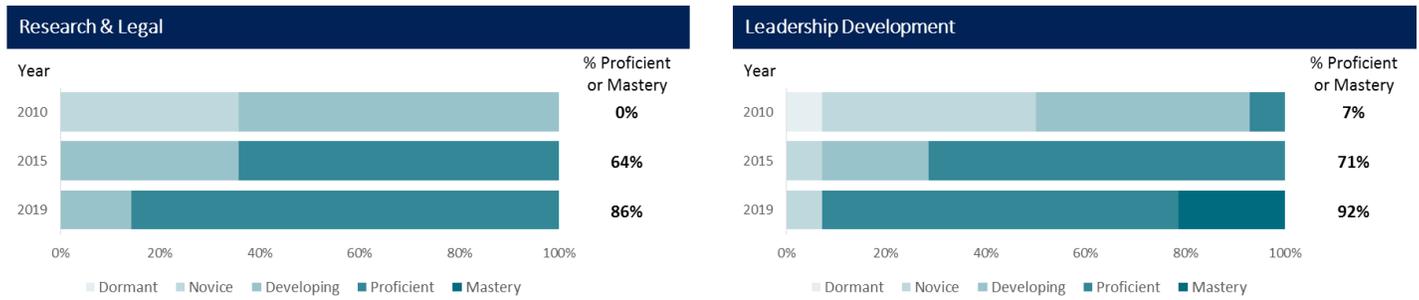
Exhibit 17 shows the percent of BHC sites at dormant, novice, developing, proficient, and mastery levels for each of the power building categories in 2010, 2015, and 2019. Results suggest a general trend of growing capacity in BHC communities over time, with sites generally progressing from “novice” early in the initiative to “proficient” or “mastery” capabilities by 2019. *Organizing and Base-Building*, for example, saw an increase from 36% “proficient or better” in 2010 to 93% by 2019, suggesting that program managers saw significant maturation across the BHC communities over time. One key exception: assessments in the arena of *Communications, Cultural, and Narrative Change* did not seem to mature to the same extent as other power building categories.

Exhibit 17. Capacity Ratings by Power Building Category over Time

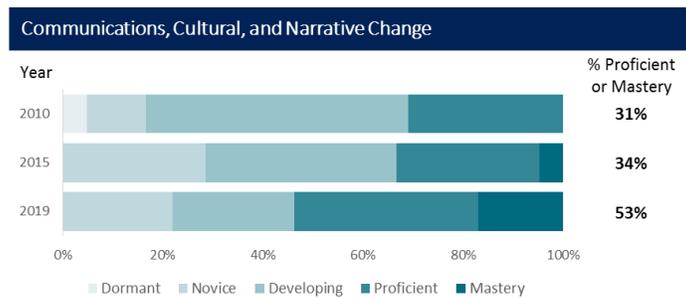


As with most other power building categories, no Program Managers reported a Mastery level of maturity for Advocacy & Policy or Alliance & Coalitions before 2019.

Advocacy & Policy and Organizational Development, Infrastructure, & Funding both had greater increases in reported site maturity level during the first half of the initiative (2010-2015) than the second half (2015-2019). This pattern was observed for all categories with the exception of Communications, Cultural, and Narrative Change.



The Research & Legal and Leadership Development capacities had the greatest increase in percent of PMs reporting Proficient or Mastery maturity levels for their sites between 2010 and 2019.



Communications, Cultural, and Narrative Change (for definition of this Power Flower category, please refer to [Appendix A](#)) had the least amount of growth and the lowest aggregate maturity level (53% Proficient or Mastery) of all capacities in 2019, though the overall trend still demonstrated improvement.

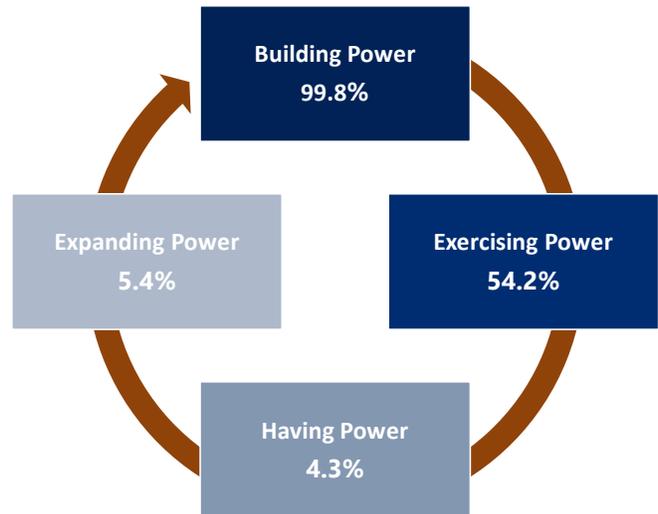
Key Takeaway

Although these scores represent subjective assessments by key informants – in this case, TCE Program Managers - trends indicate that overall, BHC communities saw an increase in capacity related to key power building categories. Behind these overall trends was considerable site-by-site variation in both investments by TCE and in maturation of power building capacities. CORE’s Impact Studies will assess how TCE’s investments in power building are associated with changes in key power indicators such as these over time.

How Do Power Building Investments Relate to Power Stages?

INVESTMENTS BY STAGE OF POWER. We also coded TCE’s power investments according to which *stage of power* they were designed to support – **building** power, **exercising** power, **having** power, or **expanding** power (coding and analyzing details can be found [here](#)). As with the power building categories, grants were often designed to support activities in multiple stages, so the results are best seen as the percent of investments that supported *at least some activities* within a given stage of power (Exhibit 18). Overall, we found that nearly all TCE power-building grants included at least some focus on activities related to building power (99.8%), which is expected as any investment coded with a power building category was automatically coded in the “Building Power” stage. Over half of power investments (54.2%) related to exercising power, 4.3% related to having power, and 5.4% related to expanding power. When we looked at investments by Power Stage over time, there was little change in investments by year.

Exhibit 18. Power Building Investments by Power Stage



OVERVIEW

In this section, we explore the measures available for assessing power in BHC communities, across the four stages of power (building, exercising, having, and expanding) and in key settings (schools, neighborhoods, and organizations). These settings represent key domains in which BHC work was focused, and the data available naturally fell into these three settings. The data presented here are descriptive and provide the foundation for upcoming Impact Studies that will examine measures in more depth, including comparisons over time and with non-BHC communities, in order to better understand the relationship between TCE’s investments and power-related outcomes.



Photo from BHC Media

STAGES & SETTINGS

Despite the previously discussed limitations of measuring power discussed, we do have some ability to assess the evidence of power across the BHC initiative by using measures that already exist or have been built within the TCE evaluation ecosystem. Using mostly secondary data sources, this section summarizes available power measures classified by stage of power and setting:

STAGES OF POWER

Measures fit within one of the following stages:

BUILDING POWER	EXERCISING POWER
Measuring how key capacities for change grew over time.	Measuring how power was used to pursue goals.
HAVING POWER	EXPANDING POWER
Measuring the outcomes or changes produced.	Measuring growth and expansion of influence.

SETTINGS

...and are anchored within one of the following settings:

SCHOOLS
NEIGHBORHOODS & COMMUNITIES
ORGANIZATIONS

Detailed analytic methods for this section can be found [here](#), and a full list of measures by data source is included in [Appendix D](#).

A PORTFOLIO APPROACH

Power is a complex concept, and measuring power within the BHC initiative is subject to challenges, namely the intentional place-based approach to identifying areas of focus for power building and for defining success in building, exercising, having, and expanding power. As such, individual measures of power presented here may or may not be sufficient independently, but taken as a whole, these measures get at different aspects of power in various ways to create a portfolio of power measures. When viewed collectively, these measures paint a more cohesive picture of the evidence of power across BHC communities than can be generated from a single measure alone. While these measures are largely gleaned from secondary data sources and are seldom perfectly representative of BHC partner’s work, taken together, they offer a fairly comprehensive suite of tools for assessing BHC partner’s work and impacts across the four stages of power and across three key settings.

SUMMARY OF KEY POWER MEASURES

	SCHOOLS	NEIGHBORHOODS	
BUILDING POWER	<i>SENSE OF BELONGING AND AGENCY:</i> <ul style="list-style-type: none"> Percent of students who report feeling like they are a part of their school Percent of staff who report their school is welcoming and facilitates parental involvement Percent of parents who report their child's school encourages parents to be active partners in their child's education 	<i>SENSE OF BELONGING, AGENCY, AND ENGAGEMENT:</i> <ul style="list-style-type: none"> Percent of residents volunteering or doing community service work Percent of residents who have lived at their current address for the past 5 years Percent of adults registered to vote (all adults and young adults ages 18-34) 	<i>DEVELOPING CAPACITIES:</i> <ul style="list-style-type: none"> Percent of organizations forming, developing, or expanding for each power level Percent of organizations with other organizations Number of staff and volunteers/unpaid
	<i>SENSE OF AGENCY AND SELF-EFFICACY:</i> <ul style="list-style-type: none"> Percent of staff who report their school gives students opportunities to 'make a difference' by helping other people, the school, or the community Percent of students who: 1) believe they can make a difference at school, 2) say their teachers listen to them when they have something to say, 3) report they have a say in how things work at school, and 4) help decide class activities or rules in their school Percent of adults in child's household that have served on a school committee 	<i>SELF-EFFICACY AND TAKING ACTION:</i> <ul style="list-style-type: none"> Percent of residents who: 1) report that residents are willing to help each other, and 2) report that neighbors look out for children Percent of adults voting in elections (all adults and young adults ages 18-34) 	<i>REPRESENTATIVE LEADERSHIP:</i> <ul style="list-style-type: none"> Percent of organizations with leadership teams under 30 Percent of organizations with development for youth compared to 3 years ago
EXERCISING POWER	<i>SCHOOL OUTCOMES:</i> <ul style="list-style-type: none"> Rates of suspension, expulsion, chronic absenteeism, and dropout 	<i>NEIGHBORHOOD OUTCOMES:</i> <ul style="list-style-type: none"> Policy, systems, and physical changes in BHC communities Percent of residents who report feeling safe in their neighborhood Percent of households that 1) are renter-occupied, and 2) spend 50% or more of income on housing Percent of residents that are employed Percent of adults without health insurance Ratio of primary care providers with language abilities to population facing language barriers 	
		<i>DEPTH/EXPANSION OF OUTCOMES:</i> <ul style="list-style-type: none"> Linked policy, systems, and physical changes in BHC communities 	<i>DEPTH/EXPANSION OF CAPACITIES:</i> <ul style="list-style-type: none"> Percent of organizations often on each power level years ago Number of organizations partner to employ
HAVING POWER			
EXPANDING POWER			



MEASURES OF “BUILDING POWER”

Building power is the stage where communities are developing their capacities for action. While the *Power Building* framework is not intended to be viewed as a linear progression, *building power* is fundamental to effectively *exercising* and *expanding* power. See [Appendix D](#) for the complete list of building power measures and data sources; we highlight some key measures in this section.

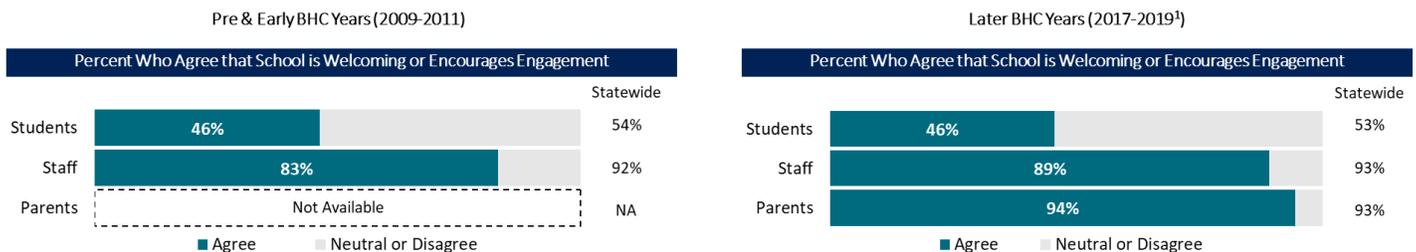
Evidence of Building Power in Schools

Our best measures of *building power* in schools highlight the degree to which a sense of *belonging* and *agency* is growing in schools, as assessed by student, staff, and parent assessments delivered in the California Health Kids Survey (CHKS), California School Staff Survey (CSSS), and California School Parent Survey (CSPS). A sense of agency is foundational to taking action or participating in activities that can help improve schools. We particularly focus on the following key measures:

- **Students:** The percent of students who report feeling like they are a part of their school.
- **Staff:** The percent of staff who report their school welcomes and facilitates parental involvement.
- **Parents:** The percent of parents who report their child’s school encourages them to be active partners in their child’s education.

OVERVIEW OF DATA: In general, parents and staff in schools embedded in BHC communities seemed to feel a greater sense of belonging and agency than students in BHC communities. Over the course of the initiative, these scores generally improved among staff at BHC site schools – from 83% in 2009-2011 to 89% by 2017-2019, for example – but not necessarily among students (Exhibit 19). However, these results only represent the highest-level look at BHC site schools as a whole, and do not account for variations in local investment, activities, or efforts designed to focus on power building within schools.

Exhibit 19. Building Power in Schools through Welcoming Students, Staff, and Parents



¹Data for parents were only available during 2018-2019, while student and staff survey data represent 2009-2011 and 2017-2019.

LIMITATIONS OF THESE MEASURES: While these measures represent the best available existing data related to building power in schools, there are a number of limitations to their use. Data from parents is not available for the period immediately preceding or during the early years of the initiative, so we are unable to see how this measure changed over time. Additionally, data are not available annually for every school, which further limits the exploration of variation over the course of the initiative. Furthermore, these measures demonstrate power building across schools but fail to highlight variation within schools, variation from one school to another, or account for substantial variation in school size, type, geography, funding, or performance rankings.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of agency and belonging in schools will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC site schools will be compared to each other (based on the timing and intensity of their activities and efforts around power

building) and to similar schools in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of agency and belonging will be conducted to determine not just whether overall scores changed in places where the work was most intense, but also whether differences between subgroups of students or staff changed over time.

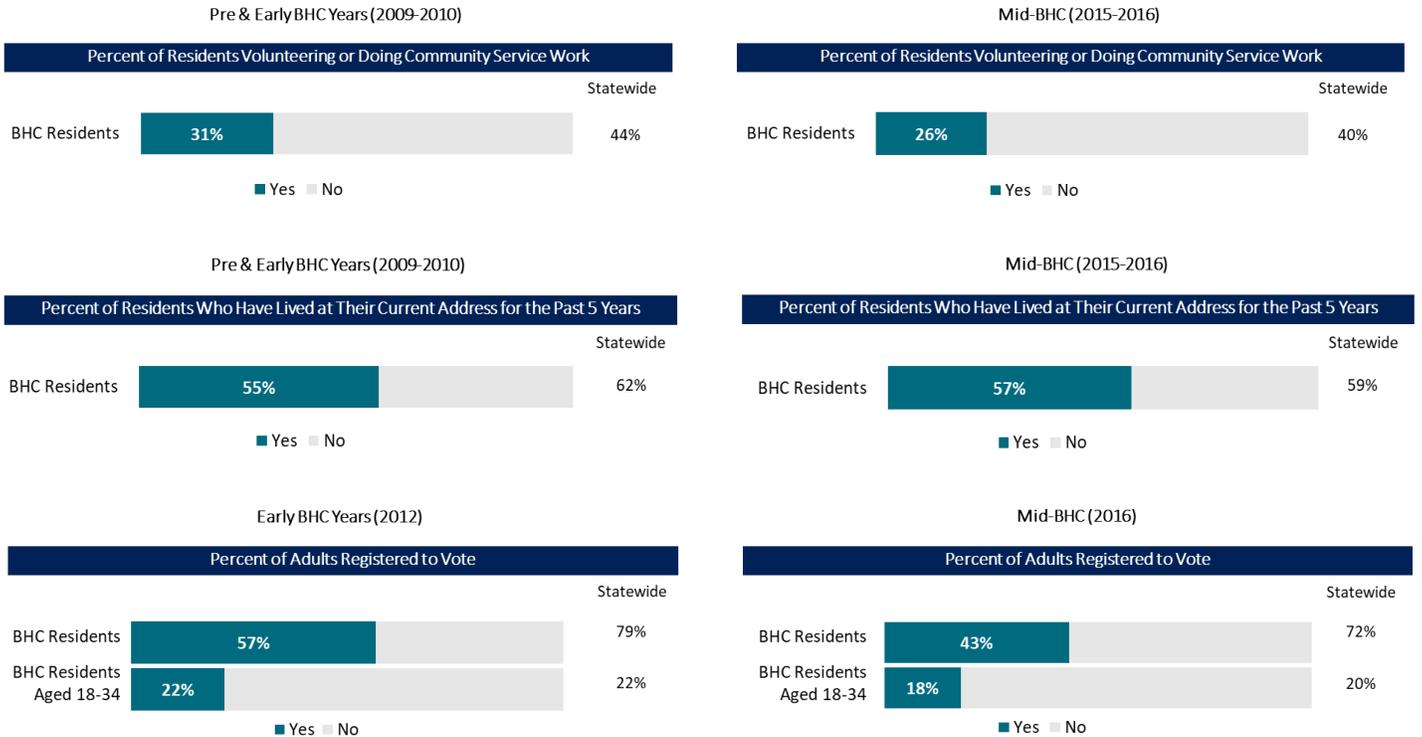
Evidence of Building Power in Neighborhoods

Our best available measures of *building power* in neighborhoods relate to community members’ sense of agency, belonging, and engagement and represent the degree to which residents feel a sense of inclusion and participate in their local and broader communities. Specific measures include:

- **Volunteerism & Community Service:** The percent of residents volunteering or doing community service work.
- **Community Stability:** The percent of residents who have lived at their current address for the past 5 years.
- **Voter Registration:** The percent of all adults and adults between the ages of 18 and 34 registered to vote.

OVERVIEW OF DATA: In general, residents of BHC communities demonstrated lower rates of agency and engagement in their neighborhoods compared to the rest of the state, according to the measures we have available (Exhibit 20). Both residents of BHC communities and residents statewide experienced decreased engagement over time related to volunteering and voter registration. For example, 31% of BHC residents reported volunteering in 2009-2010 compared to 26% in 2015-2016, and California saw a similar decrease from 44% in 2009-2010 to 40% in 2015-2016. Community stability trended in the opposite direction, as more BHC residents reported living at their current address for the past five years in 2015 compared to 2010, while this proportion decreased statewide. These results represent only the highest-level look at BHC neighborhoods as a whole, and do not account for variations in local investment, activities, or efforts designed to focus on power building within neighborhoods.

Exhibit 20. Building Power in Neighborhoods through Volunteering, Community Stability, and Voter Registration



LIMITATIONS OF THESE MEASURES: While these measures provide important insight into the status of building power in neighborhoods, there are a number of limitations to their use. Examining these measures independently fails to account for the ways in which BHC sites might differ from each other and from the rest of the state, as well as the constraints that these differences might place on neighborhood residents; for example, BHC residents might be more likely to work multiple jobs and thus lack the free time that volunteering often requires. Similarly, BHC residents might be more likely to be shut out of the political process (due to citizenship status or involvement with the justice system), which these measures do not take into account. Additionally, the percent of residents who have lived at their current address for the last five years is an imperfect measure of community stability, as it fails to recognize residents moving within neighborhoods to new units that better fit their needs and the economic mobility associated with voluntary relocation.

WHAT WE'LL DO NEXT: In the Impact Studies, variation in measures of agency and belonging in neighborhoods will be assessed over time in the context of data on local activities and investments designed to improve these measures, and in the context of local population characteristics. BHC neighborhoods will be compared to each other (based on the timing and intensity of their activities and efforts around power building) and to similar neighborhoods in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of agency and belonging will be conducted to determine not just whether overall scores changed in places where the work was most intense, but also whether differences between subgroups of community members changed over time.

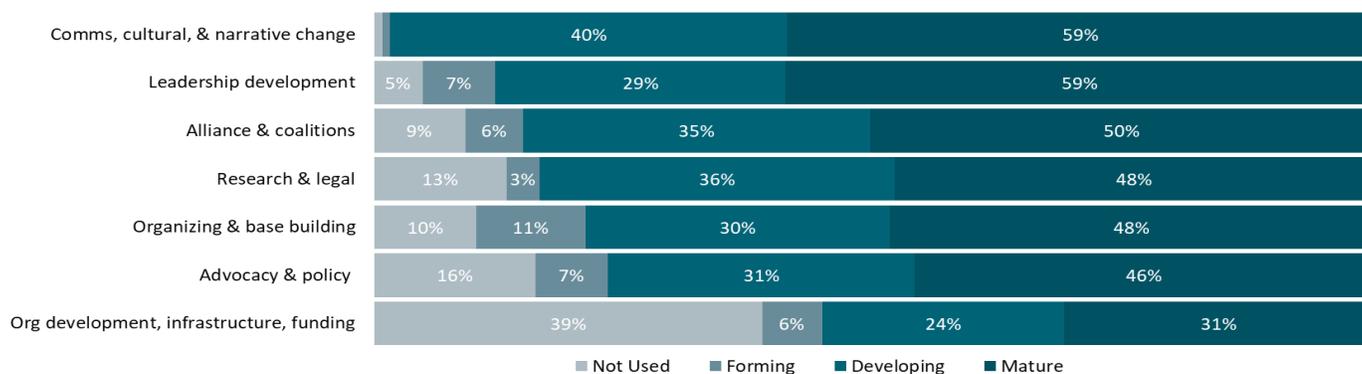
Evidence of Building Power in Organizations

The best available measures of *building power* in organizations highlight the degree to which organizations develop their capacities and relationships in different *power building categories*. These strengths and capacities can then be leveraged in combination with organizational resources, such as staff and volunteers, at opportunities and moments necessitating action. We focus on the following key measures:

- **Stage of Development:** The percent of organizations that report they are in the forming, developing, or mature stages of development for each power building category.
- **Partnership:** The percent of organizations that report partnering with other organizations for each power building category.
- **Staffing:** The number of staff in paid positions.
- **Members/Base:** The number of volunteers or unpaid staff.

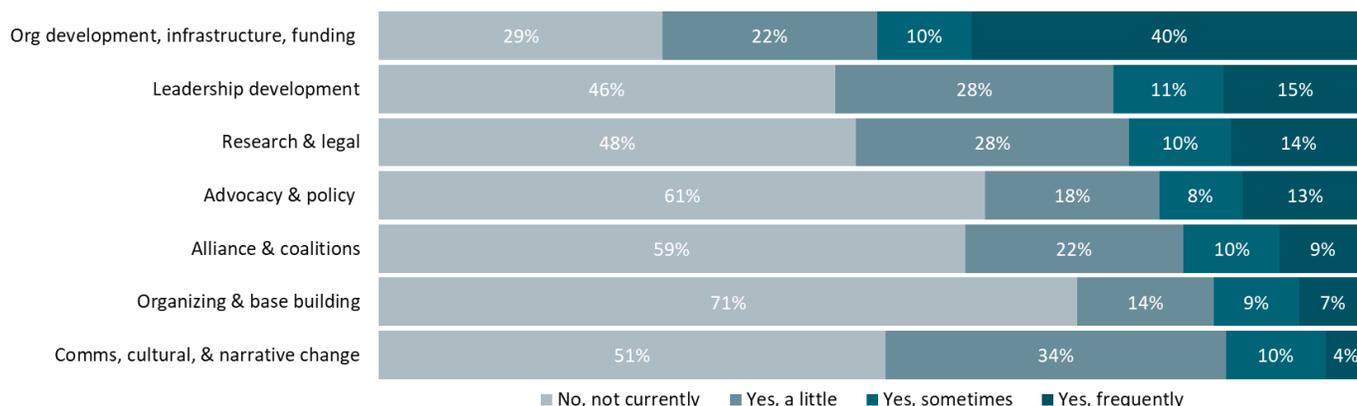
OVERVIEW OF DATA: In general, only a small proportion of organizations reported not using a particular type of power building (Exhibit 21). This proportion was notably larger for *Organizational Development, Infrastructure, & Funding*, with 39% of organizations reporting not using this category of power building. *Communications, Cultural, & Narrative Change* and *Leadership Development* were the two *power building categories* with the largest proportions of organizations reporting maturity (59% for each). Overall, most organizations were developing or mature, with few reporting themselves as forming in any of the *power building categories*.

Exhibit 21. Building Power in Organizations: Stage of Development by Power Building Categories



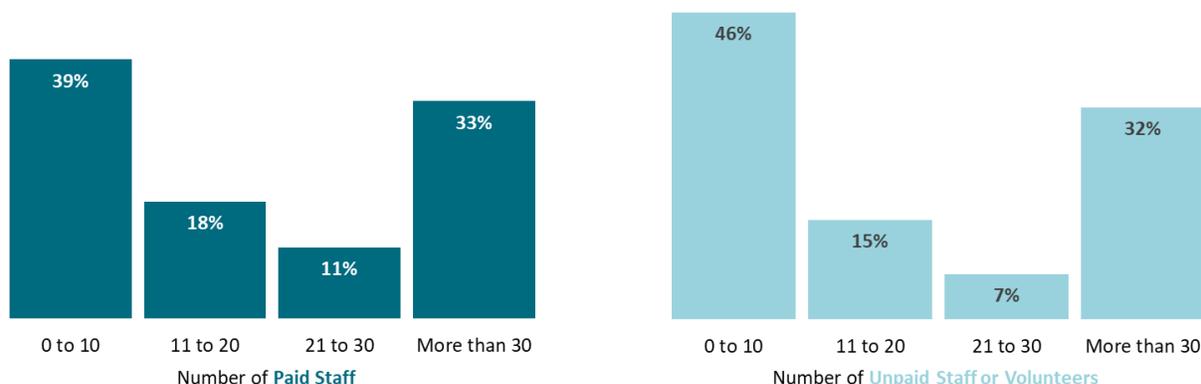
As noted above, many organizations reported not using *Organizational Development, Infrastructure, & Funding*; however, this category of power building was identified by 40% of organizations as something they frequently partner on with other organizations. Interestingly, in some of the same categories that organizations reported being the most mature, they also reported partnering with others a little, sometimes, or frequently – namely *Communications, Cultural, & Narrative Change, Research & Legal, and Leadership Development* (Exhibit 22). Based on current data, the directionality of the relationship between stage of development and partnership is not known.

Exhibit 22. Building Power in Organizations: Frequency of Partnering With Other Organizations by Power Building Categories



Organizational power building can also be operationalized by measuring organizations’ size (Exhibit 23) to get a sense of capacity within organizations through their bases of staff and volunteers. The organizations working in BHC communities ranged in size; nearly 40% had fewer than 10 paid staff and a third had more than 30 paid staff. Nearly half of all organizations reported having 10 or fewer unpaid staff or volunteers. At the same time, 32% reported having more than 30 individuals in unpaid roles. These measures show the substantial differences that exist both within and across organizations in terms of power building approaches and their potential capacity to exercise power.

Exhibit 23. Building Power in Organizations: Staff and Members/Base



LIMITATIONS OF THESE MEASURES:

Limitations of the California Network Project Survey related to survey design and sampling are discussed in detail in the Snapshot Report. Differential response rates by organization size and other organizational characteristics may bias the data shown here. In addition, the analytic sample was limited to those organizations who reported working in any of the counties in which BHC sites are located; this sample is not necessarily a complete picture of the power building ecosystem in a particular community or across the initiative. While respondents were provided with definitions in the survey for power building strategies (which were then rolled up into the *power building categories* shown here), it is possible that some ambiguity in these terms remained. In addition, frequency of partnership does not necessarily make clear the nature of the partnership or strength of the relationships. Data used here were from a single point in time, while stage of development, frequency of partnership, and staff and volunteer numbers are all categories that can fluctuate. Lastly, these data were collected beginning in 2020, which is outside of the BHC initiative time period that is the focus of all other measures used in this report (2010-2019).

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of organizational power building capacities will be assessed over time in the context of data on local activities and investments designed to improve these measures, as well as in the context of relevant organizational characteristics. Comparison between BHC communities and between BHC and non-BHC communities will be explored, though these analyses may be limited by the nature of the sampling approach for this data source. Nonetheless, taken together and in the context of local investment, these measures represent the best available data related to building power in organizations.



MEASURES OF “EXERCISING POWER”

Exercising power is the stage associated with taking action. Though the *Power Building* framework is not necessarily linear, potential generated by schools, neighborhoods, and organizations in the *building power* stage can be leveraged into movement and mobilization here in the *exercising power* stage. See [Appendix D](#) for the complete list of exercising power measures and data sources; we highlight some key measures in this section.

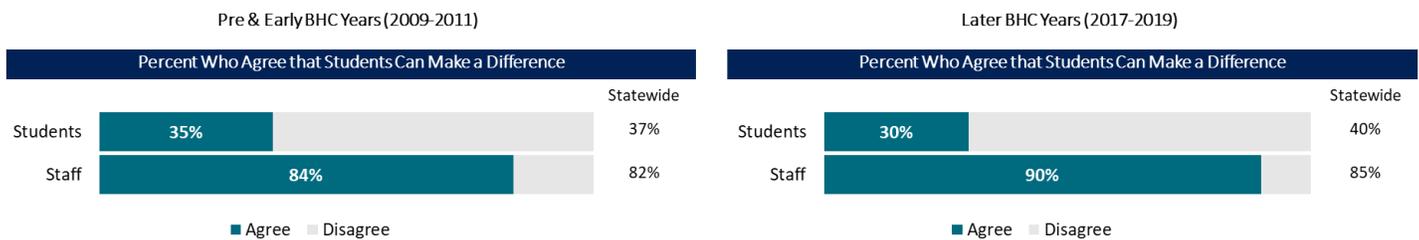
Evidence of Exercising Power in Schools

The measures of *exercising power* in schools highlight the degree to which students reported a sense of agency and self-efficacy in their school communities, the extent to which students’ perspectives aligned with those of staff, as this would presumably allow them to enact change in schools, and parent representation in school committees. To operationalize these concepts, we relied on the following key measures:

- **Staff:** The percent of staff who report their school gives students opportunities to ‘make a difference’ by helping other people, the school, or the community.
- **Students:** The percent of students who: 1) believe they can make a difference at school, 2) say their teachers listen to them when they have something to say, 3) report they have a say in how things work at school, 4) help decide class activities or rules in their school.
- **Parents/Family:** The percent of adults in child’s household that have served on a school committee.

OVERVIEW OF DATA: In general, there appeared to be differing perceptions about students’ abilities to exercise power in schools, either in theory (regarding their beliefs about agency) or in practice (regarding their experiences). Whereas 90% of staff at BHC site schools reported giving students opportunities to 'make a difference' by helping other people, the school, or the community in 2017-2019, only 30% of BHC site school students reported believing that they can make a difference in their schools (Exhibit 24). Staff perceptions of students’ abilities to make a difference in schools increased while students’ decreased over time, and these rates are similar to those seen statewide. Similarly, students reported low rates of having a say in how things work at school and helping decide class activities or rules, but higher rates of having their teachers listen to them when they have something to say (Exhibit 25). For family members, only 11% of parents reported having served a school committee in 2018-2019, slightly lower than the statewide average of 15% (Exhibit 26). These figures only represent the highest-level look at BHC site schools as a whole, and do not account for variations in local investment, activities, or efforts designed to develop agency and the exercise of power within schools.

Exhibit 24. Exercising Power in Schools through ‘Making a Difference’¹



¹Staff reported the extent to which they agreed or disagreed, while students reported the extent to which they felt the statement was true (a little true, pretty much true, or very much true) or not (not at all true).

Exhibit 25. Exercising Power in Schools through Making Decisions

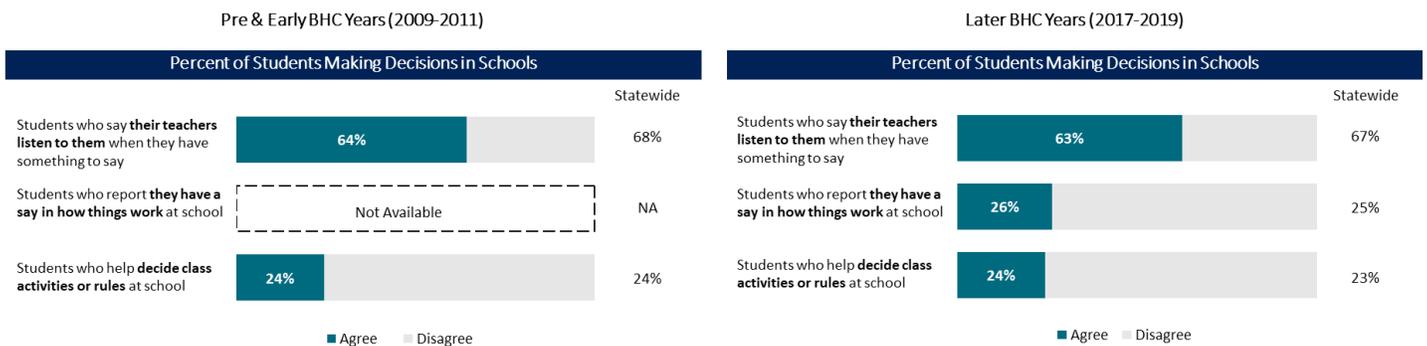
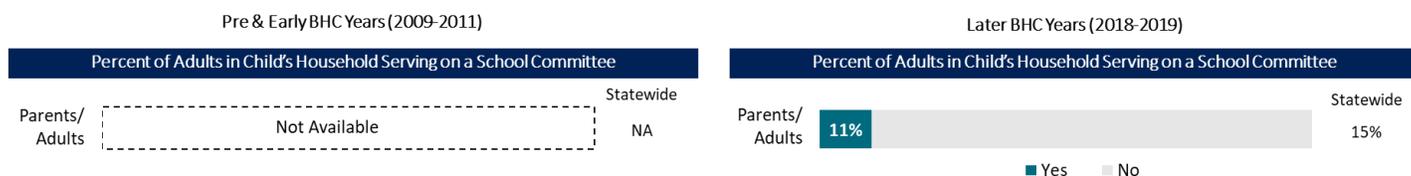


Exhibit 26. Exercising Power in Schools through Serving on School Committees



LIMITATIONS OF THESE MEASURES: While these measures represent the best available existing data related to exercising power in schools, they are limited in a number of ways. Data about parents’ engagement on committees and students reporting on whether they have a say in how things work at school is not available during the pre- and early BHC initiative years, so we are unable to see how this measure changed over time. Additionally, data is not available annually for every school. Furthermore, these measures operationalize exercising power across schools but fail to highlight variation within schools or account for substantial variation in school size, type, geography, funding, or performance rankings.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of agency and self-efficacy in schools will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC site schools will be compared to each other (based on the timing and intensity of their activities and efforts around exercising power) and to similar schools in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of agency and self-efficacy will be conducted to determine not just whether overall scores changed in places where the work was most intense, but also whether differences between subgroups of students or staff changed over time.

Evidence of Exercising Power in Neighborhoods

Measures of *exercising power* in neighborhoods focused on residents demonstrating self-efficacy and taking action in their communities. To operationalize this concept, we relied on the following key measures:

- **Neighborhood Support.** The percent of residents who: 1) report that residents are willing to help each other, and 2) report that neighbors look out for children.
- **Voter Turnout.** The percent of all adults and adults between the ages of 18 and 34 voting in elections.

OVERVIEW OF DATA: Generally, residents of BHC communities were more likely to exercise power by supporting one another than by engaging in the political process. The majority of BHC residents reported that their neighbors look out for children or are willing to help one another, though these numbers decreased slightly over time (from 2009/2010 to 2015; Exhibit 27). In 2012, adult voter turnout was 22% lower in BHC communities compared to the state of California, and this gap increased to 34% in 2016. Voter turnout among young adults between the ages of 18 and 34 remained unchanged at 9% in BHC communities from 2012 to 2016 (Exhibit 28). These results only represent the highest-level look at BHC neighborhoods as a whole, and do not account for variations in local investment, activities, or efforts designed to focus on exercising power within neighborhoods.

Exhibit 27. Exercising Power in Neighborhoods through Neighborhood Support

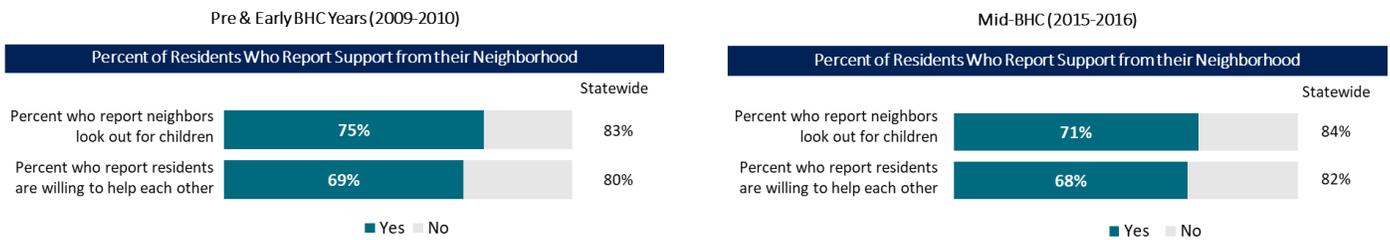
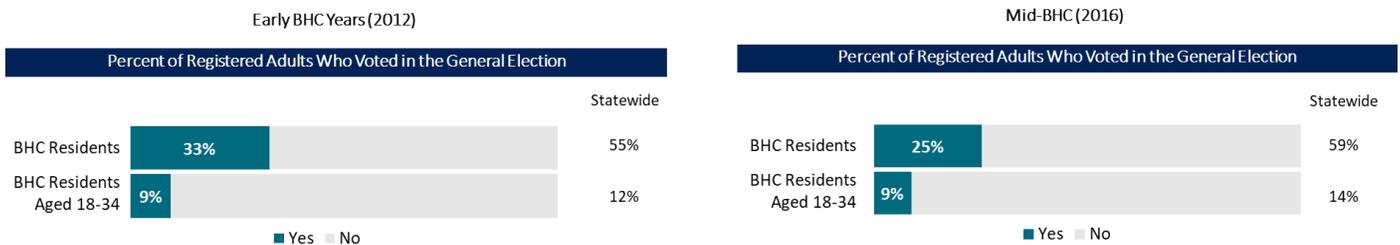


Exhibit 28. Exercising Power in Neighborhoods through Voter Turnout



LIMITATIONS OF THESE MEASURES: A number of potentially useful measures of exercising power were not available in aggregate across BHC sites. Additionally, voter turnout is a measure of exercising power that is open to interpretation; for those who have little confidence in the political process, choosing not to vote could also be seen as an act of exercising power. Additionally, BHC residents might be more likely to be shut out of the political process (due to citizenship status or involvement with the justice system), which these measures do not take into account.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of agency and self-efficacy in neighborhoods will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC neighborhoods will be compared to each other (based on the timing and intensity of their activities and efforts around exercising power) and to similar neighborhoods in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of agency and self-efficacy will be conducted to determine not just whether overall scores changed in places where the work was most intense, but also whether differences between subgroups of community members changed over time.

Evidence of Exercising Power in Organizations

Our measures of *exercising power* in organizations highlight how organizations take action towards their visions and commitments through more representative leadership and ongoing strategy development. We relied on the following key measures to operationalize this concept:

- **Representation in Senior Leadership.** The percent of organizations with X% of the senior leadership team who are: 1) people of color, and 2) under 30.
- **Growth in Stage of Development.** The percent of organizations that report growth in the stage of development for each power building category compared to three years prior.

OVERVIEW OF DATA: Generally, there is evidence of power being exercised in and by organizations through who leads these organizations and the strategies they choose to pursue. In nearly half of all organizations in the sample (49%), at least three quarters of the senior leadership team is made up of people of color (Exhibit 29). Evidence of exercising power through youth representation is less encouraging, as nearly 55% of organizations reported that no members of their senior leadership team were under 30 (Exhibit 30). Only 3% of organizations reported that at least half of their leadership team was under 30. Organizations were also asked to reflect on their stage of development today as it

compares to three years prior (Exhibit 31). In general, organizations reported either growing or staying the same in terms of their stage of development across all *power building categories*. *Leadership Development* was the *power building category* for which organizations experienced the most growth in during this time.

Exhibit 29. Exercising Power in Organizations through BIPOC Representation

Nearly half of all organizations report that **at least three-quarters of their senior leadership team is made up of people of color**

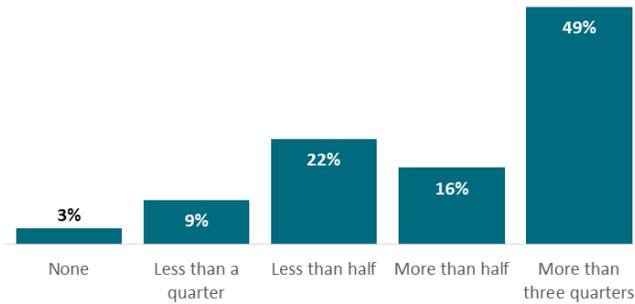


Exhibit 30. Exercising Power in Organizations through Youth Representation

Well over 50% of all organizations have **no members of their senior leadership team who are under 30**

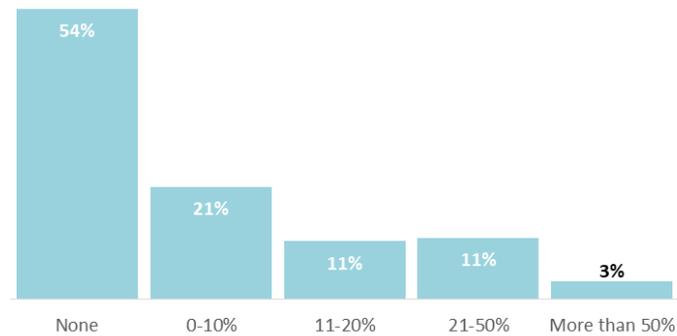
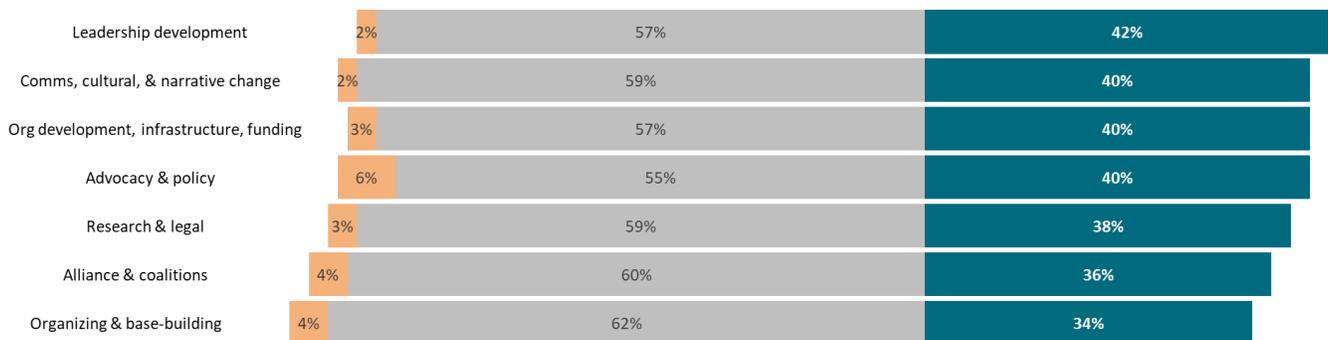


Exhibit 31. Exercising Power in Organizations: Growth in Stage of Development by Power Building Categories

Most organizations reported **growing** or staying the same stage of development in the last 3 years, although some reported **decreases**



LIMITATIONS OF THESE MEASURES: Limitations of the California Network Project Survey related to survey design and sampling are discussed in detail in the Snapshot Report. Differential response rates by organization size and other organizational characteristics may bias the data shown here. In addition, the analytic sample was limited to those organizations who reported working in any of the counties in which BHC sites are located; this sample is not necessarily a complete picture of the power building ecosystem in a particular community or across the initiative. While respondents were provided with definitions in the survey for power building strategies (which were then rolled up into the *power building categories* shown here), it is possible that some ambiguity in these terms remained. In addition, reports of growth compared to three years prior could be affected by changes internal and external to participating organizations, especially in the light of the COVID-19 pandemic. Data used here were from a single point in time, while stage of development and leadership team composition are not static. Lastly, these data were collected beginning in 2020, which is outside of the BHC initiative time period that is the focus of all other measures used in this report (2010-2019).

WHAT WE'LL DO NEXT: In the Impact Studies, variation in measures of exercising power in organizations will be assessed over time in the context of data on local activities and investments designed to improve these measures, as well as in the context of relevant organizational characteristics. Comparison between BHC communities and between BHC and non-BHC communities will be explored, though these analyses may be limited by the nature of the sampling approach for this data source. Nonetheless, taken together and in the context of local investment, these measures represent the best available data related to exercising power in organizations.



MEASURES OF “HAVING POWER”

Having power is the stage where communities demonstrate outcomes related to their initial goals and objectives. While we recognize that communities’ goals and priorities change over time, and that having power is an ongoing and dynamic negotiation rather than a singular achievement, measures in the *having power* stage focus on tangible connections to communities’ objectives.

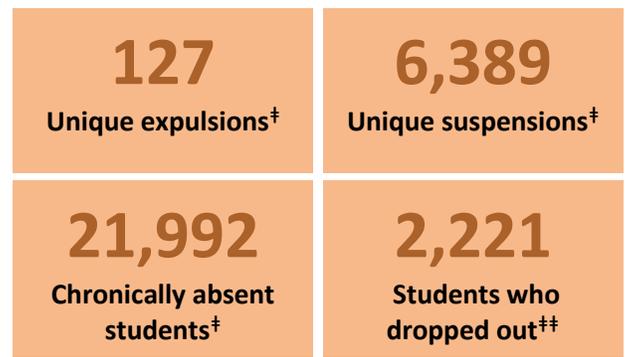
See [Appendix D](#) for the complete list of having power measures and data sources; we highlight some key measures in this section.

Evidence of Having Power in Schools

Our best measures of *having power* in schools focus on school attendance and discipline measures due to their connection to the school-to-prison pipeline and their impact on individual and community health outcomes later in life, both of which were issues that BHC communities set out to address originally.^{62,63} We particularly focus on the following key measures:

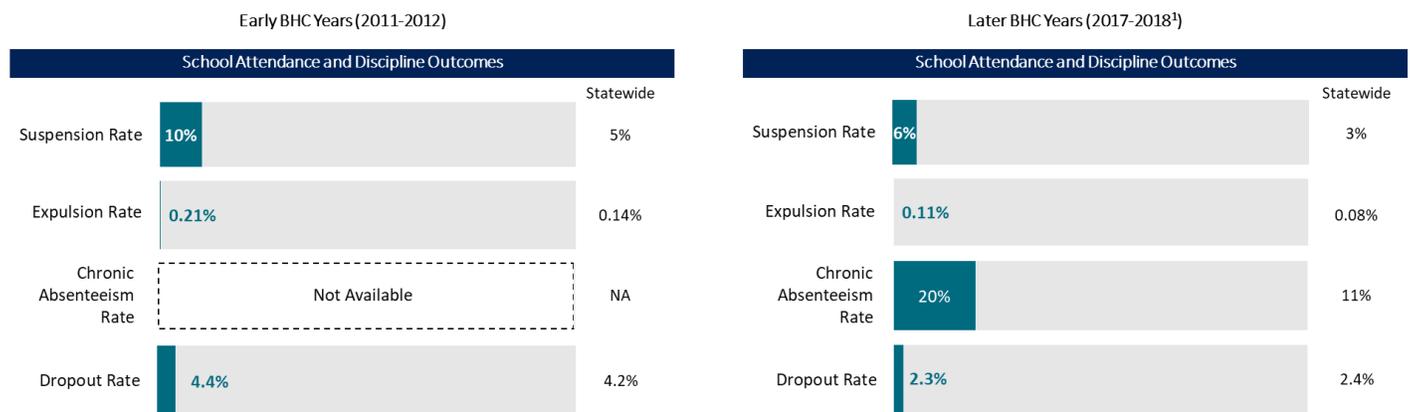
- **Suspension Rates:** The unduplicated count of students suspended as a percentage of cumulative enrollment.
- **Expulsion Rates:** The unduplicated count of students expelled as a percentage of cumulative enrollment.
- **Chronic Absenteeism Rates:** The unduplicated count of students determined to be chronically absent (enrolled for a combined total of 30 days or more during the academic year and absent for 10% or more of the days they were expected to attend) as a percentage of cumulative enrollment.
- **Dropout Rates:** The percentage of cohort students who do not graduate with a regular high school diploma, complete high school, or were still enrolled as a “fifth year senior.”

OVERVIEW OF DATA: In general, BHC site schools and schools statewide saw school suspensions and expulsions decrease over time (Exhibit 32), both falling by nearly 50% between the early and later time periods. BHC site schools and schools statewide also experienced decreases in their dropout rates over time, decreasing from more than 4% in 2011-2012 to slightly above 2% in 2016-2017. During the 2017-2018 school year, 20% of students at BHC site schools were categorized as chronically absent (compared to the statewide average of 11%). These results only represent the highest-level look at BHC site schools, and do not account for variations in local investment, activities, or efforts designed to focus on having power within schools.



[‡]2017-2018 (cumulative enrollment at BHC schools: 110,921)
^{‡‡}2016-2017 (total 9-12 enrollment at BHC schools: 98,236)

Exhibit 32. Having Power in Schools through School Outcomes



¹Dropout Rate calculated from 2016-2017 school year data, all other school outcome measures use 2017-2018

LIMITATIONS OF THESE MEASURES: These measures provide a limited representation of having power in schools for a number of reasons. We recognize that they are an imperfect substitute for the complex school-related goals and objectives that communities set out to achieve at the beginning of the initiative. While improvements to school discipline and attendance measures can demonstrate having power across schools, as presented here, these measures do not highlight variation from one school to another or account for substantial variation in school size, type, geography, funding, or performance rankings.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of having power in schools will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC site schools will be compared to each other (based on the timing and intensity of their activities and efforts around having power) and to similar schools in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of having power will be conducted to determine not just whether overall outcomes changed in places where the work was most intense, but also whether differences between subgroups of students changed over time.

Evidence of Having Power in Neighborhoods

Our best measures of *having power* in neighborhoods rely on the reported achievement of longstanding goals through policy wins and systems changes as recorded by the initiative. These achievements are complemented by data related to individual and community wellbeing, which are intertwined with communities’ original objectives related to increased access to resources and neighborhood stability. We particularly focus on the following key measures:

- **Policy, Systems, and Physical Changes:** The unduplicated number of major achievements reported at the state and local level across BHC sites.
- **Neighborhood Safety:** The percent of residents who report feeling safe in their neighborhood.
- **Housing:** The percent of households that 1) are renter-occupied and 2) spend 50% or more of household income on housing.
- **Employment:** The percent of residents that are employed.
- **Health Insurance:** The percent of adults without health insurance.
- **Language Concordant Care:** The ratio of primary care providers with language abilities to population facing language barriers.

OVERVIEW OF DATA: Evidence of having power in neighborhoods came in part from the policy, systems, and physical changes reported by the BHC initiative, which provided a tangible way to measure how communities have made progress towards and achieved longstanding goals. From 2010 to 2019, BHC reported 1,236[‡] major achievements, including 1,079[‡] unique community and youth local level achievements and 157[‡] state level achievements.

1,236[‡]
Reported achievements at the community and state level for BHC sites from 2010-2019

Additional measures of having power in neighborhoods are shown below. Residents in BHC neighborhoods saw increases in employment rates and decreases in housing cost burden over time. On the other hand, the percent of residents who reported feeling safe in their neighborhoods fell over time and was substantially lower than the state average across time (Exhibit 33). Similarly, the percent of residents who were uninsured was nearly twice that of the state average in 2014-2018 (Exhibit 34). These results only represent the highest-level look at BHC neighborhoods, and do not account for variations in local investment, activities, or efforts designed to focus on having power within neighborhoods.

Exhibit 33. Having Power in Neighborhoods through Neighborhood Outcomes –Safety



Exhibit 34. Having Power in Neighborhoods through Neighborhood Outcomes - Employment



[‡] Numbers are subject to change pending updates to Issue Brief 3, Policy and System Changes

Exhibit 35. Having Power in Neighborhoods through Neighborhood Outcomes – Housing

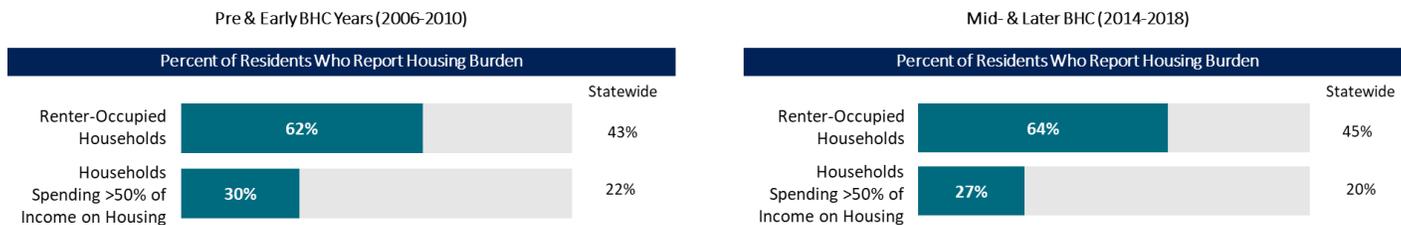
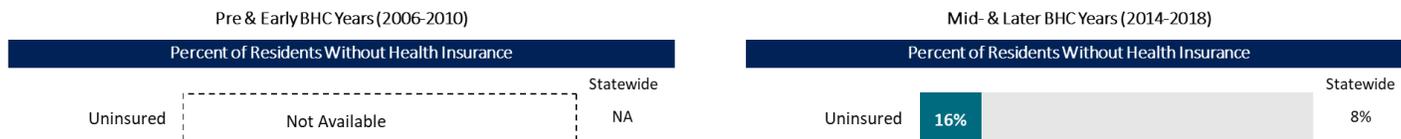


Exhibit 36. Having Power in Neighborhoods through Neighborhood Outcomes – Health Insurance



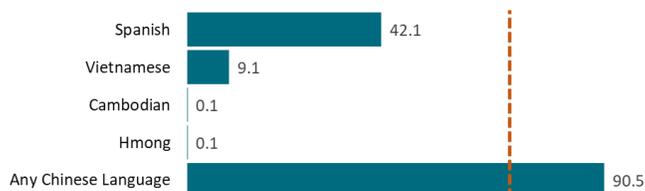
For those who do access primary care, there appear to be gaps in the availability of providers who offer language concordant care for neighborhood residents who speak English less than “very well” (Exhibit 37). While interpreters and language access plans are becoming more commonplace, the benefits of a provider who speaks the same language as a patient are well documented.^{64,65} Within BHC sites, there is the greatest need for Spanish-speaking providers; although Spanish is the most common language other than English spoken by providers, the ratio of providers to population highlights the gap that remains. After adjusting for statewide rates of language use among those who report speaking English less than “very well”, the ratio of Spanish-speaking providers to Spanish-speaking population is well below the recommended 60-80 providers per 100,000 individuals (Exhibit 37).⁶⁶ Of the top five language needs in BHC sites, only “any Chinese language” meets or exceeds that recommendation, with Vietnamese, Cambodian, and Hmong representing areas of extreme need for language concordant providers.

Exhibit 37. Top Five Language Needs in BHC Sites, 2009-2013

Language	Population with language needs	Providers per 100,000 individuals with language needs	Adjusted Providers per 100,000 individuals with language needs ¹
Spanish	333,666	325.8	42.1
Vietnamese	8,933	1,029.9	9.1
Cambodian	6,497	107.7	0.1
Hmong	5,976	83.7	0.1
Any Chinese language	5,640	5,354.6	90.5

¹Ratio adjusted based on statewide estimates of language use for each language shown. Non-adjusted ratios assume that the entire population served by a given provider has language needs in the language spoken by the provider.

Exhibit 38. Having Power in Neighborhoods through Language Concordant Care, 2009-2013¹



¹Ratios shown here are adjusted providers per 100,000 individuals with language needs in the top 5 languages spoken in BHC communities by individuals who speak English less than “very well”. Dotted line represents the midpoint of the recommended 60-80 providers per 100,000 individuals.

LIMITATIONS OF THESE MEASURES: A neighborhood’s goals are nuanced, change over time, and vary from one resident to another, making these measures undeniably incomplete. Additionally, the comparison of BHC sites to the statewide average might understate the ways in which BHC communities differ from the rest of California, due to long-standing poverty and underinvestment compared to other communities.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of having power in neighborhoods will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC neighborhoods will be compared to each other (based on the timing and intensity of their activities and efforts around having power) and to similar neighborhoods in non-BHC communities over time. Additionally, an analysis of changes in *disparities* in measures of having power will be conducted to determine not just whether overall outcomes changed in places where the work was most intense, but also whether differences between subgroups of residents changed over time.



MEASURES OF “EXPANDING POWER”

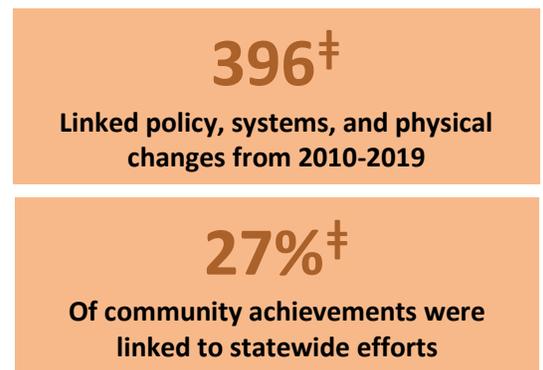
Expanding power is the stage where communities deepen or broaden the power that they have built, exercised, or already have in some way. This stage of the power framework is when shifts in the power landscape of schools, neighborhoods, and organizations are seen through a broader reduction or elimination of barriers and the advancement of equity. While the *Power Building* framework is not intended to be viewed as a linear progression, *expanding power* relies on appreciating change over time and on connections to the other stages of the framework (the work communities have previously done to build, exercise, and have power), making it perhaps the most challenging stage to operationalize. See [Appendix D](#) for the complete list of expanding power measures and data sources; we highlight some key measures in this section.

Evidence of Expanding Power in Neighborhoods

Our best measure of *expanding power* in neighborhoods highlights the additional achievements that were built off of existing policy wins and systems change efforts to either replicate or expand on their initial successes or broaden the reach of the achievement. We particularly focus on the following key measure:

- **Linked Policy, Systems, and Physical Changes:** The unduplicated number of major achievements reported that were linked to another achievement.

OVERVIEW OF DATA: Neighborhoods were able to expand their power by building on existing policy, systems, and physical change efforts. Between 2010 and 2019, BHC communities successfully linked 37%[‡] of change efforts with other achievements in their communities (396[‡] out of 1,079[‡] unique community and youth achievements). Community achievements were not just linked at the local level, but were also connected to larger statewide efforts; 27%[‡] of efforts in BHC sites (279[‡] out of 1,020[‡] community achievements) related to efforts to change California policies and systems. In some instances, BHC site initiatives may have been scaled up to inform or influence statewide policy; at other times, BHC sites may have invested in meaningful application of statewide policies at a local level. In both cases, linked achievements suggest an expansion of power through the enhanced or broadened impact of other achievements.



[‡] Numbers are subject to change pending updates to Issue Brief 3, Policy and System Changes

LIMITATIONS OF THESE MEASURES: It is possible that some instances of expanding power through building off of existing efforts were not by the data; policy, systems, and physical changes were coded manually and retrospectively, meaning that there may be linked achievements that were not identified as such. In addition, while linked efforts are related, we cannot always be certain whether statewide changes prompted local efforts, or vice versa, or whether efforts were happening simultaneously. In addition, because the data only captures the change itself, and not necessarily *how* the change was achieved, there may be efforts not captured that are indeed indicators of expanding power.

WHAT WE’LL DO NEXT: In the Impact Studies, variation in measures of expanding power in neighborhoods will be assessed over time in the context of data on local activities and investments designed to improve these measures. BHC neighborhoods will also be compared to each other (based on the timing and intensity of their activities and efforts around expanding power).

Evidence of Expanding Power in Organizations

Our best measures of *expanding power* in organizations focus on how organizations developed and grew with regard to the *power building categories* over time. When organizations reported increased partnerships around these categories and interest in further growing their power building portfolios through additional partnerships, these were seen as examples of expanding power through network growth and increased connectivity. We particularly focus on the following key measures:

- **Partnership Growth:** The percent of organizations that report partnering more often on each power building category compared to three years ago.
- **Further Partnership Development:** The number of organizations that report interest in finding a partner to employ different power building categories.

OVERVIEW OF DATA: In general, most organizations reported increases or decreases in their level of partnership over a three year period, with relatively few reporting that partnering stayed the same (Exhibit 39). Organizations reported the most growth in partnerships in the following categories over the three year period: *Organizing & Base-Building, Communications, Cultural, & Narrative Change, and Advocacy & Policy*. Among those organizations that indicated interest in seeking additional partnerships (n=25), organizations were most interested in expanding their partnerships in the *Research & Legal and Communications, Cultural, & Narrative Change* categories of power building (Exhibit 40).

Exhibit 39. Expanding Power in Organizations: Growing Partnerships by Power Building Categories

Compared to three years prior, few organizations reported partnering about the same amount, most organizations reported partnering **more** or **less** across categories

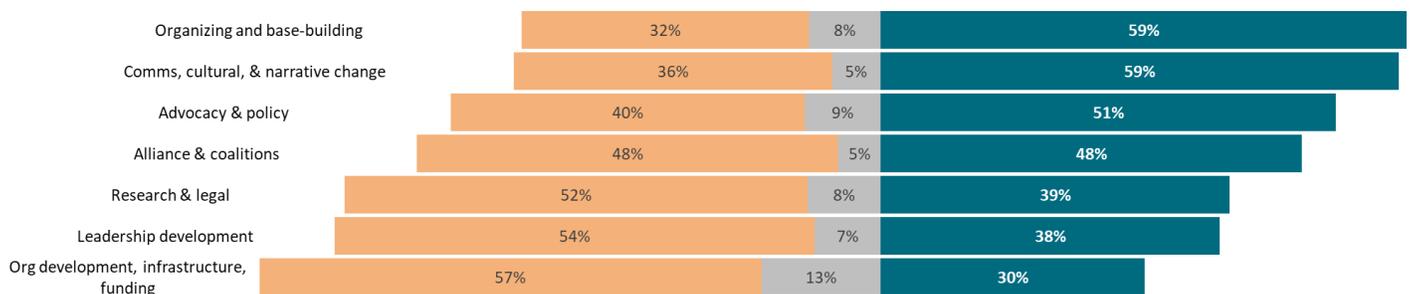
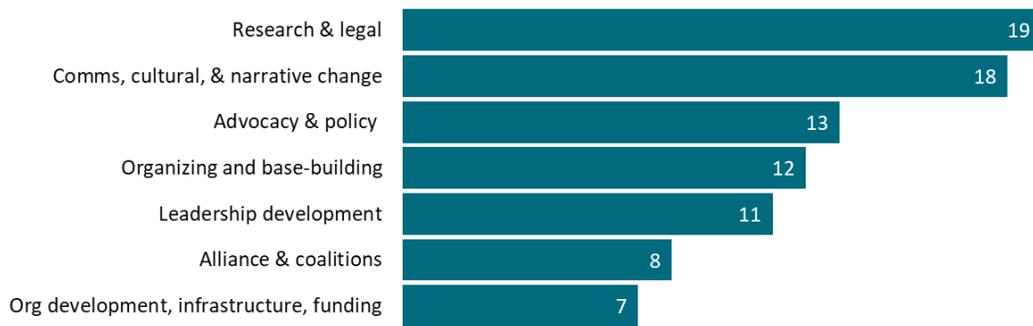


Exhibit 40. Expanding Power in Organizations: Seeking New Partners via Network Survey by Power Building Categories



LIMITATIONS OF THESE MEASURES: Limitations of the California Network Project Survey related to survey design and sampling are discussed in detail in the Snapshot Report. Differential response rates by organization size and other organizational characteristics may bias the data shown here. In addition, the analytic sample was limited to those organizations who reported working in any of the counties in which BHC sites are located; this sample is not necessarily a complete picture of the power building ecosystem in a particular community or across the initiative. While respondents were provided with definitions in the survey for power building strategies (which were then rolled up into the *power building categories* shown here), it is possible that some ambiguity in these terms remained. In addition, reports of changes in frequency of partnership compared to three years prior could be affected by changes internal and external to participating organizations, especially in the light of the COVID-19 pandemic. Data used here were from a single point in time, while partnership growth and development are not static. Lastly, these data were collected beginning in 2020, which is outside of the BHC initiative time period that is the focus of all other measures used in this report (2010-2019).

WHAT WE'LL DO NEXT: In the Impact Studies, variation in measures of expanding power in organizations will be assessed over time in the context of data on local activities and investments designed to improve these measures, as well as in the context of relevant organizational characteristics. Comparison between BHC communities and between BHC and non-BHC communities will be explored, though these analyses may be limited by the nature of the sampling approach for this data source. Nonetheless, taken together and in the context of local investment, these measures represent the best available data related to expanding power in organizations.

CONCLUSION

SUMMARY OF FINDINGS

This report examines power and power building as conceptualized by TCE and supported in the BHC initiative. It provides an overview of what investments TCE made in power building over the course of the initiative and summarizes the types of measures available to measure the impacts of those investments. Ultimately, this report sets the stage for Impact Studies designed to help evaluate power within the context of TCE’s theory of change - understanding how investments lead to increased power, and how that power can be translated into policy and systems changes and improved outcomes over time.

What is Power?

The first step in our process of exploring the evidence of power across BHC was understanding TCE’s definitions of power and power building, and grounding this understanding in the national conversation around power. Our review of the power literature revealed **five key constructs**, which we discussed in the context of TCE’s approach to power building:

Power as Agency

- TCE’s approach and definition of people power reflects a strong commitment to increasing agency as a core element of power building. BHC partners may work to create capacity, but **agency lies with the residents**.

Relational Power within an Ecosystem

- TCE’s **ecosystem** focus recognizes that networks of interdependent players (e.g., organizations, neighborhoods, schools) act together to achieve broad-based change; this approach requires **investing heavily in networking** and **leveraging synergistic relationships**.

Power Building & Enduring Systems Change

- TCE is committed to achieving long-standing and systemic change, and understands that **power does not exist in temporal, geographic, or topical isolation**. A “win” is not the end of the story, but the systems changes that can be sustained or expanded from a “win” are outcomes of interest.

Power vs. Advocacy

- Advocacy is viewed by TCE as a distinct power building capacity, with a focus on addressing **root causes** of inequities rather than individual accommodations; **advocacy is not an activity outside of or separate from power building**.

Disruption of Status Quo

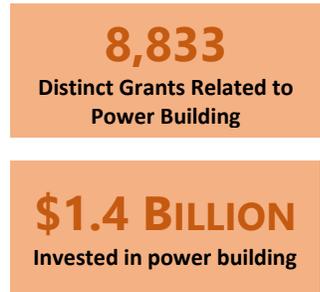
- Power building does have inherent elements of **struggle and confrontation**. TCE’s work supports community organizing and base building while simultaneously undertaking larger, connected policy and narrative change efforts designed to impact systems in ways that shift their norms and align their goals with those of the base.

Investments in Power Building

Next, we examined three different sources of data to understand how **power building** took place “on the ground” in BHC communities:

Power Building Investments

Overall, our analysis of GMS data revealed that **83% of all BHC grants were considered power-related**. Power building investments between 2010 and 2019 amounted to over \$1.4 billion, and over half of these investments were at least partially in support of *Organizing and Base-Building* (57.6%), the central node of the power flower framework. Other highly supported power building categories included *Advocacy & Policy* (47.5%), *Alliances & Coalitions* (44.9%), and *Communications, Cultural, and Narrative Change* (42.9%). Over time, investments in most power building categories trended upwards, and *Organizing & Base-Building* was consistently the highest supported category.



Digging deeper, over **\$655 million in power building investments were made to organizations led by Black, Indigenous, and People of Color (BIPOC)**, representing about 50% of all power building investments. Of these, almost two-thirds (64.4%) were in support of *Organizing & Base-Building*, followed by *Advocacy & Policy* (52.8%), *Alliances & Coalitions* (44.5%), and *Communications, Cultural, and Narrative Change* (43.2%). **Roughly one-fifth (19.2%) of all power-related grants from 2011 to 2019 went to small organizations**, or those organizations with total budgets less than \$1M. These investments in small organizations primarily supported *Organizing & Base-Building* (71.2%), *Advocacy & Policy* (53.8%) and *Communications, Cultural and Narrative Change* (41.9%; Exhibit 41).

Exhibit 41. Amount Invested (in Millions) in Highest Supported Power Building Categories

	All Power Building Investments	Power Building Investments in BIPOC-led Organizations	Power Building Investments in Small Organizations
Organizing & Base-Building	\$808.6 (57.6%)	\$421.6 (64.4%)	\$94.6 (71.2%)
Advocacy & Policy	\$667.1 (47.5%)	\$345.2 (52.8%)	\$71.5 (53.8%)
Alliances & Coalitions	\$630.9 (44.9%)	\$291.2 (44.5%)	\$53.3 (40.1%)
Communications, Cultural, & Narrative Change	\$602.8 (42.9%)	\$282.8 (43.2%)	\$55.6 (41.9%)

Power Building Strategies & Activities in BHC Communities

We analyzed TCE documents to understand how sites operationalized each of the power building categories in more detail. Keywords, or the tactics that describe the way each power building category was actualized, were identified for each category and its corresponding strategies (Exhibit 42).

This analysis revealed that, in practice, the power building strategies are **profoundly interconnected and interdependent**. An advocacy effort intended to influence policy, for example, may also rely on organizing and base building work from some community partners and communications and messaging support from others. **On the ground, these strategies are seldom deployed in silos.**

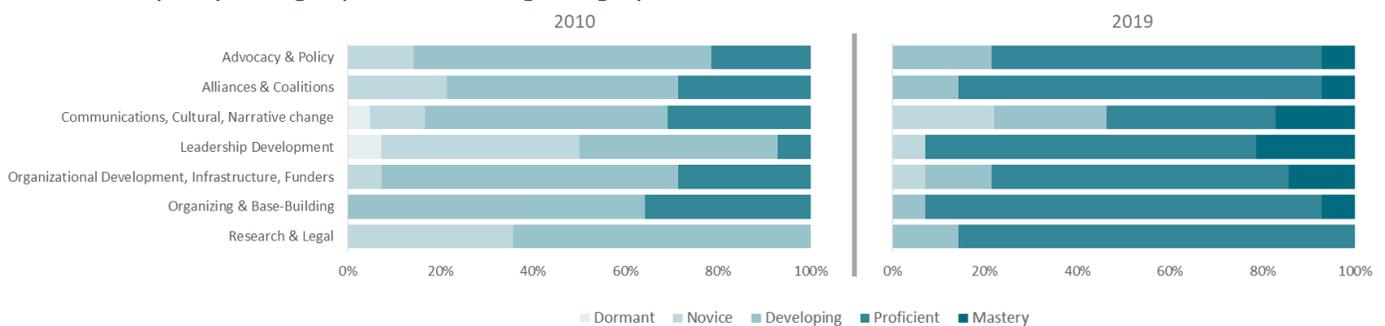
Exhibit 42. Selected Key Words by Power Building Categories and Strategies

Community Organizing & Base Building		Research & Legal	
Community organizing and base building	Integrated voter engagement	Legal work or litigation	Research, data, or evaluation
<ul style="list-style-type: none"> •training •physical spaces •grassroots engagement 	<ul style="list-style-type: none"> •outreach •testimony •demonstrations 	<ul style="list-style-type: none"> •legal action •convening •training and education •budget advocacy 	<ul style="list-style-type: none"> •make decisions •inform strategies •capture experiences •highlight needs
Leadership Development	Communications, Cultural, and Narrative Change		
Leadership development	Communications or messaging	Cultural or arts strategies	Narrative Change
<ul style="list-style-type: none"> •representation •training •consulting •grassroots involvement 	<ul style="list-style-type: none"> •print media •testimony •online, radio, TV •demonstrations 	<ul style="list-style-type: none"> •visual art •performance art •stories and storytelling •events 	<ul style="list-style-type: none"> •alternative solutions •reframing policy issues •perceptions of communities
Org Dev, Infrastructure, Funding	Advocacy & Policy		Alliances & Coalitions
Helping organizations develop needed infrastructure	Advocacy, lobbying, or policy work	Electoral work	Leading alliance or coalition building
<ul style="list-style-type: none"> •expanding capacity •training •consulting •budget support 	<ul style="list-style-type: none"> •testimony •media •fundraising •demonstrations 	<ul style="list-style-type: none"> •educating •voter registration •petition •outreach 	<ul style="list-style-type: none"> •alignment •representation •inclusion •create safe spaces

Growing Community Capacity

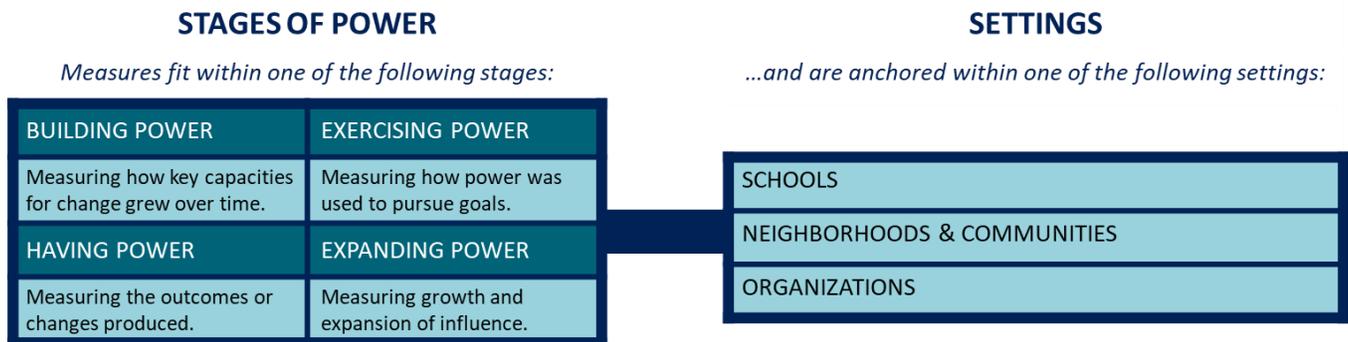
We used data collected through a periodic longitudinal survey of program managers to obtain a subjectively reported picture of how BHC communities evolved and matured in their power building capacities over the course of the initiative (Exhibit 43). Results suggest a general trend of **growing capacity in BHC communities over time**, with sites generally progressing from “novice” early in the initiative to “proficient” or “mastery” capabilities by 2019. By 2019, the vast majority of sites reported being “proficient or better” across power building categories. One key exception: capacity related to the category of *Communications, Cultural, and Narrative Change* did not seem to grow to the same extent as other power building categories.

Exhibit 43. Capacity Ratings by Power Building Category, 2010 and 2019



Evidence of Power

Finally, we used our understanding of power and power building within BHC communities to inform a portfolio of measures to assess power across the BHC initiative:



The data presented in this report are descriptive and provide the foundation for upcoming Impact Studies that will examine measures in more depth, including comparisons over time and with non-BHC communities, in order to better understand the relationship between TCE’s investments and power-related outcomes.

MEASURING POWER: ISSUES, RECOMMENDATIONS, AND NEXT STEPS

Across the power literature, it is widely agreed that measuring power is both extremely challenging and critically important. This is particularly true for understanding the impact of TCE’s investments in the BHC initiative given the priority placed on power as not only a *driver of change* but as an *outcome* itself. In other bodies of work external to TCE, power has frequently been measured in the form of “transactions” or “wins” – an important piece of the power puzzle, but not the complete story. Power and power building, as understood and employed by TCE, focuses on long-term, systemic change, and on processes as well as outcomes.

Our approach to assessing the evidence of power across BHC communities in this report and moving forward considers many of the challenges inherent to measuring power. First, building, exercising, having, and expanding power are extremely context specific; as such, it is nearly impossible to have a single measure of power that captures the nuances, efforts, and outcomes of each of the 14 BHC communities. Given this reality, we propose a portfolio approach for measuring power across different stages and settings, allowing us to get at various aspects of power in various domains in which BHC partners focused their work. Taken together, these measures paint a more cohesive picture of the evidence of power across BHC sites than can be generated from a single measure alone. Additional analyses planned for CORE’s impact studies will examine changes in the portfolio of measures over time, in the context of quantitative and qualitative data on local activities, priorities, and investments designed to improve these measures.

Another challenge inherent to measuring power is that the evidence of power in communities, particularly when tied to systemic change, can take years to materialize as observable changes. Given this reality, we have identified several different data sources which provide information at different points of time across the initiative. Across data sources, there are some inconsistencies in timing; for example, ACS data uses five year estimates, while the CalSCHLS surveys are based on individual school years. In addition, not all schools complete the CalSCHLS surveys every year, and the CHIS BHC site oversamples were only done in 2009-2010 and 2015-2016. Nonetheless, each of the measures we have identified allows us to look at changes over time to a certain extent, and taken together, this provides valuable information across the initiative.

Moving forward to CORE’s impact studies, our analyses will consider comparisons over time and across space in a more systematic way, adjusting for population characteristics, investments, and other relevant factors. In addition to examining whether an “overall score” changed over time in places where work was most intense in a certain topic area, or most aligned with community priorities, we will also look at changes in disparities over time to identify whether any meaningful changes in differences between subgroups emerged over the course of the initiative. Finally, this work is closely tied to the other parts of the CORE study framework shown in [Exhibit 1](#), and additional recommendations related to power measurement will also stem from the social network analysis conducted as part of the California Network Project in late 2020.

Finally, in thinking about TCE’s future work, there are many lessons that can be drawn from the past decade to inform a measurement strategy moving forward. This report drew almost exclusively on data sources that were created outside of the BHC initiative; however, there is an opportunity to develop a measurement system in which TCE collects primary data that can be more easily linked to GMS, the CA Network Project data, or other TCE-specific data sources. This could include an annual or regular survey of grantees that would generate a longitudinal dataset with measures designed specifically around TCE’s priorities and areas of interest. For example, TCE’s theory of change (i.e., Agency + Belonging = Changed Opportunities) is only partially represented by the portfolio of measures used in this report; the measure identification process revealed a few different indicators of agency and belonging, but measures of “changed opportunity structures” or “changed conditions” are largely missing from existing data sources. In thinking about developing new measures or a new survey, it will be important to consider existing tools, such as the MacArthur Scale of Subjective Social Status⁴⁶ and the Sense of Community Index.⁴⁷ This should involve a discussion of the strengths and weaknesses of existing tools, the gaps that remain unmeasured in these tools, and the relevance of these tools to the context of communities served by TCE. Finally, designing a measurement strategy from the ground up presents an opportunity to think about the optimal unit(s) of observation (e.g., individuals, neighborhoods, organizations, systems) for assessing different aspects or types of power, and to focus on populations and geographies where TCE’s efforts are concentrated.

Next Steps

This report on **Evidence of Power** represents just one step in collating and organizing data in preparation for CORE’s Impact Studies:

- **Strategic Investments:** An overview of TCE’s BHC-related investments and how they align with site-level priorities over the course of the initiative. **Revised Report Delivered November 2020.**
- **Evidence of Power:** An overview of qualitative and quantitative evidence of building, exercising, having, and expanding power across the BHC sites. **Draft Delivered September 2020. Anticipated Revised Report Delivery December 2020.**
- **Policy & System Changes:** A summary of the state and site-level policy and systems change accomplishments reported throughout the initiative which explores momentum-building within sites and alignment between the state and local work. **Draft Delivered November 2020. Anticipated Revised Report Delivery TBD.**
- **Organizational Power:** A summary of the characteristics, capacities, and strategies of participating organizations in the CA Network Survey Project to provide insight into power-building at an ecosystem level. **Revised Report Delivered September 2020.**
- **CORE’s Impact Studies:** A series of studies designed to help evaluate TCE’s theory of change: how aligning investments and site priorities increased power in communities and organizations, how communities used their power to work toward policy and systems changes, and the impacts of that work on a range of health and health equity outcomes. **Anticipated Draft Delivery March 2021.**

EQUITY GLOSSARY

Term	Working Definition
Advocacy	The act or process of supporting a cause or proposal.
Community	A group of people who live in the same place and/or share characteristics such as culture, language, values and preferences.
Community / Local / Site	Given that BHC is a place-based initiative, these terms are used interchangeably throughout the report to indicate where the site-level energy was generally focused; includes work that may happen outside of the BHC site boundaries.
Ecosystem	Organizations and partners that provide support, resources, and services to nonprofits, helping them to achieve their missions and serve communities.
Equity	When one's identity cannot predict the outcome.
Health Equity	A fair and just opportunity to be as healthy as possible.
Systemic Racism	Policies, practices and other norms that harm certain racial groups and help others.
Leadership	Individuals who are responsible for the values, vision, mission and goals of organizations or other groups.
Partnership	An arrangement where two or more parties cooperate to advance mutual interests. The parties involved can be individuals, organizations, or even cities, counties, or BHC sites.
Systems Change	Changes to an organization's policies, processes, relationships, power structures, values and norms.
Theory of Change	An approach that maps out how change will happen and how to invest time and resources to support that change. This approach is often used to promote social change.

Definitions above adapted from Center for Health Equity Practice, City of Portland Office of Health Equity and Human Rights, Equal Measure, Michigan Public Health Institute, Robert Wood Johnson Foundation, and Spark Policy Institute.

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APPENDIX A: POWER FLOWER DEFINITIONS & EXAMPLES



Organizing & Base-Building

Definition: Connecting residents and developing a community base to mobilize toward a common purpose or generate collective power.

Example Grant: *Central Valley Freedom Summer – Supporting Student Advocates for Health:* To support students in participating in non-partisan voter education and grassroots organizing efforts targeted at youth from the San Joaquin Valley, centered on uplifting social determinants of health and youth agency.

Advocacy & Policy

Definition: Targeting officials or mobilizing constituents to target public officials in order to influence policy.

Example Grant: *Sol Collective – Promoting Health Activism with Arts & Culture:* To support youth, resident, and collaborative partner engagement in Sacramento in a health campaign seeking to shift public investments from incarceration to education.

Research & Legal

Definition - Research: Collecting, analyzing, and applying information or data.

Definition – Legal: Leveraging legal resources to reach outcomes that further your goals.

Example Grant: *HEAT Institute – Preventing the Commercial Sexual Exploitation of Children:* To support research in California to identify promising practices to reduce the purchase of commercial sex and examine the correlation between these efforts and the prevalence of commercial sexual exploitation of children.

Communications, Cultural, or Narrative Change

Definition – Communications*: Messaging and outreach efforts to connect, educate, or inspire the public or specific populations.

Definition – Cultural or Arts Strategies: Incorporating arts and creative expression to foster connection and solidarity, preserve and advance culture, or bring other benefits to community members.

Definition – Narrative Change Strategies*: Efforts designed to replace dominant assumptions with different narratives, including through storytelling and expression, community outreach, strategic communications, or other approaches.

Example Grant: *El Bracero – A Mariachi Musical:* For sponsorship of a theater performance to raise awareness of health and social justice issues impacting farm workers, and to bring residents and youth together through arts and culture to promote a shared vision of community health in Kern County.

*It should be noted that TCE only in the past few years worked to create an internal definition of Narrative Change. Some early efforts classified as Narrative Change may have actually been more traditional Communications efforts, based on this definition described in PolicySolve’s Narrative Change for Health & Racial Equity: Exploring Capacity & Alignment (2020).

Alliance & Coalition Building

Definition: Building or supporting collaboration and partnerships among groups with shared values and interests.

Example Grant: *Engaging Health Organizations in Collaboration for Inclusive Community Development:* To expand the engagement of health-focused organizations in collaboration to advance policies and systems changes that stabilize communities and advance community health in California.

Leadership Development

Definition: Equipping individuals or groups with the skills to play a larger role in their movement. Includes political education, personal transformation, and trainings.

Example Grant: *Long Beach Residents Empowered – Advocating for Community Health:* To develop resident leadership in Long Beach to learn about and advocate for health-promoting housing policies and procedures.

Organizational Development, Infrastructure & Funders

Definition: Supporting the core operations and sustainability of other organizations. Includes providing technical assistance, technology, capacity building, etc.

Example Grant: *California Calls Education Fund - African American Civic Engagement Project - Advancing Health Equity:* To strengthen the capacity of African American organizations in California to integrate civic engagement and voter engagement components into their non-lobbying advocacy and community organizing programs in support of health-promoting public policies.

APPENDIX B: DATA SOURCES AND METHODS

What is Power?

Literature Review: As evaluators, we needed to immerse ourselves in what has been written and published about power in order to understand the complexities and nuances of the data. We collected both academic and self-published reports and articles to develop a broad understanding of power and power building. We then layered on reports and publications from TCE and contracted TCE evaluators to ground the literature review in TCE's frameworks.

Investments in Power Building

TCE Grants Management System (GMS): GMS includes investments information from all grants distributed over the course of the BHC initiative. This analysis uses all grants from 2010 to 2019, including the Healthy Communities (HComm) and Healthy California (HCal) funds, as well as Program-Related Investments (PRIs).

Documents: CORE received over 1,400 documents from TCE, including internal TCE strategy documents, reports produced by BHC sites, and other reports commissioned on behalf of TCE (such as local and statewide evaluator reports). We coded all documents with CORE's universal coding framework in order to identify documents related to power and power building for further analysis.

Program Manager Assessments (PMA): Program Managers were asked to complete a monthly survey assessment ranking the strength of each site's power capacities. Data from these assessments were used to develop measures of each site's capacities over time.

Evidence of Power

California School Parent Survey (CSPS): The first of three interrelated surveys that make up the California School Climate, Health, and Learning Survey System (Cal-SCHLS), the CSPS provides information on parents' perceptions about school learning environments, school climate, student supports, and parent outreach and involvement efforts.⁶⁷ CORE relied on 2018-2019 data from this source for information regarding parents' feelings of engagement with their child's school and serving on school committees.

California School Staff Survey (CSSS): The second of three interrelated surveys that make up Cal-SCHLS, the CSSS assesses the perceptions and experiences of K-12 teachers, administrators, and other school personnel regarding teacher recruitment, morale, and retention; professional development and school improvement efforts; and the degree to which staff perceptions align with those of students and parents.⁶⁷ CORE relied on the most recent and most complete data (2017-2019) from this source for information regarding staff perceptions of parent inclusivity student opportunities. Data from 2009-2011 were used for comparisons over time.

California Healthy Kids Survey (CHKS): The third of three interrelated surveys that make up Cal-SCHLS, the CHKS is an assessment of students ages 10 and above regarding school connectedness, learning engagement, and attendance; school climate; school safety; physical and mental well-being and social-emotional learning; and student supports.⁶⁷ CORE relied on the most recent and most complete data (2017-2019) from this source for information regarding student perceptions about being a part of their schools, being able to make a difference, having their voices heard, and having a sense of agency in how schools operate. Data from 2009-2011 were used for comparisons over time.

Evidence of Power (Continued)

California Department of Education: The California Department of Education maintains educational data, statistics, and information about California's students and schools.⁶⁸ CORE relied on the most recent and most complete data from this source for information regarding rates of school suspension and expulsion (2017-2018), chronic absenteeism (2017-2018), and dropout (2016-2017). Data from 2011-2012 were used for comparisons over time.

California Official Redistricting Database: California's statewide redistricting database merges voter registration and election data to census data and includes information on all statewide elections going back to 1994.⁶⁹ CORE relied on 2012 and 2016 data from this source for information regarding voter registration and election participation.

California Health Interview Survey (CHIS): CHIS is a statewide phone survey of California's non-institutionalized population and provides a detailed picture of the health and health care needs of the state's population.⁷⁰ It is conducted on a continuous basis by the UCLA Center for Health Policy Research in collaboration with the California Department of Public Health and the Department of Health Care Services. CORE relied on the most recent and most complete data (2015-2016) from this source for information regarding whether or not residents spent time volunteering in their communities. Data from 2009-2010 were used for comparison over time.

American Community Survey (ACS): Administered by the U.S. Census Bureau, ACS 5-year estimate data (2014-2018) at the detailed block group level were used for information regarding housing, employment, primary care availability, and health insurance rates.

California Medical Board Survey: Administered by the California Medical Board, this survey of all practicing physicians in California is conducted every two years as part of the license renewal process, and includes basic demographics, non-English language proficiency, and other survey domains. CORE relied on the most recent data (2013) from this source for information about providers. These data were used in combination with 2009-2013 ACS data to calculate provider to population ratios.

Inventory of BHC Partner Policy, Systems, and Physical Changes: Starting in 2015, TCE facilitated the collection of policy activities and systems changes from each BHC site; site program managers were asked to report site-specific activities and changes from 2010-2019. Some site program managers chose to engage with local L&Es and key stakeholders. Since this collection started, activities and changes have been captured at least once a year. CORE coded activities and changes using the CORE universal framework to capture the timeframe, populations served, geographic reach, and topic domains, among other flags.

California Network Project Survey: This survey, developed and administered by CORE, provides information about the power-building ecosystem in California, particularly for organizations connected to TCE. In depth analyses using this data were provided in the California Network Project Snapshot Report, delivered in May 2020, and will be provided in a subsequent report as well. For this report, CORE relied on data through July 2020 for descriptive information regarding organizational maturity, organizational partnerships, staffing and volunteer capacity, growth and change over time, and senior leadership composition.

ANALYTIC APPROACH

Literature Review [Section 1]

In order to ground our understanding of TCE's definition of power and power building in the national conversation around these concepts, we conducted a comprehensive literature review in early spring of 2020. A total of 94 power-

related documents were reviewed including 63 ‘external’ documents (both academic and non-academically published) and 31 ‘internal’ documents (those produced by BHC sites and/or TCE commissioned reports). The goal of the review was to develop a better understanding of contemporary definitions and measurements of power; as such, our external search was generally restricted to the past two decades (2000-2020). Three older publications were included in the final review, having been cited in internal TCE documents.^{7,10,22} A fourth, Michel Foucault’s “Power Knowledge” (1980), was also reviewed as Foucault’s work has been foundational to modern philosophy and theory of power.⁷¹ Identification of relevant publications was driven by keyword search terms, which included “power building”, “community organizing”, “movement building”, “power building capacity”, “community power building”, “people power”, and “measuring community power.” It should be noted that our search was restricted to English language documents. For each document, we catalogued power or power building phrases used by the authors, definitions and examples of those terms, and any attempts to measure power or its various components and capacities. We then summarized this work by reviewing the catalog of phrases, definitions, examples, and measures in depth and considering external sources alongside TCE documents to identify connections and differences.

Coding of Investments [Section 2]

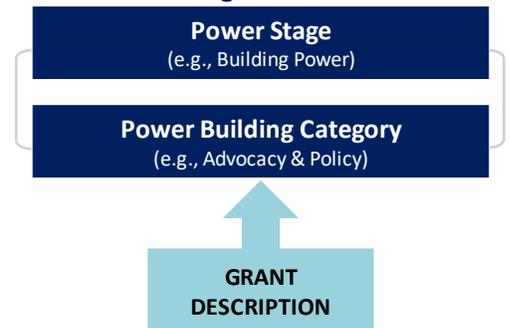
All 10,615 investments made by TCE during the BHC initiative years were coded using a framework that allowed us to capture the *who, what, where, when, and how much* of each investment. Coded elements included:

- **Who:** Data about the grant’s recipient.
- **When:** The grant’s start date and duration.
- **Where:** The intended geographic reach of the grant’s work.
- **What:** The nature of the work the grant was intended to support.
- **How Much:** The amount of the grant or investment.

We identified a subset of **power investments** using GMS fields related to the *People Power* Driver of Change and the *Building Voice & Power* campaign. Each grant in this subset of investments (n=8,833) was reviewed and coded using the *power building categories* and *power stages* (Exhibit B.1.):

- **Power Building Category:** The power building tactic or strategy described in the grant description (e.g. advocacy and policy). The seven categories were derived from the Power Flower Framework.
- **Power Stage:** The stage of the Power Building Framework the investment falls within (e.g. Building Power).

Exhibit B.1. Coding Process



Investments could be coded with more than one Power Building Category and Power Stage. An investment coded with any Power Building Category was automatically coded with the Building Power Stage code, based on the definition of that stage.

CORE CODES vs. GMS FIELDS: Many of the current GMS fields were not used consistently over the course the initiative; fields were added, dropped, or changed, which resulted in missing or inconsistent coding across the collection of grants. As described above, GMS fields did not include the Power Building Categories, as defined by Jennifer Ito’s Pivot to Power¹ and Power Flower visual, or the Power Building Framework.³¹ In order to understand how TCE invested in power-related efforts, CORE manually coded grants that had power-related GMS fields with the Power Building Categories and stages of power (n=8,833). A list of the GMS fields that mapped to power can be found in [Appendix E](#).

Document Review & Analysis [Section 2]

For this report, we identified documents in our TCE document inventory that either had ‘power’ in the title and/or were flagged with any power-related topic area, then excluded any document that did not explicitly focus on at least one of the BHC sites. For instance, a document that talked about statewide efforts, but not specifically BHC partners or activities, was not included in this review and analysis. In total, 182 documents were analyzed. Once the documents were identified, a team of qualitative researchers created a coding schema based on the “Power Flower” power building categories and more specific strategies (Exhibit B.2.). Each researcher coded document text that related to any of the power building strategies. One researcher then reviewed all of the identified text sorted by strategy and assigned key words to each; a second researcher reviewed the synthesis process and key words. A key word summarizes the tactic or approach that was used within a strategy. These key words were then combined to create a picture of how BHC sites were operationalizing power building strategies.

Exhibit B.2. “Power Flower” Power Building Categories and Strategies¹

Power Building Category	Strategies
Organizing and base-building	Community organizing and base-building Integrated voter engagement
Advocacy and policy	Advocacy, lobbying, or policy work Electoral work (i.e., ballot issue support)
Research and legal	Legal work or litigation Research, data, or evaluation
Communications, cultural, and narrative change	Communications or messaging Culture or arts Narrative change
Alliance and coalitions	Leading alliance- or coalition-building
Leadership development	Leadership development
Organizational development, infrastructure, funding	Helping organizations develop needed infrastructure

Program Manager Assessments (PMA) Analysis [Section 2]

We examined sites’ engagement with power building through monthly assessments completed by program managers at each BHC site. These assessments rated sites on a range of capacities (e.g., “Rate the overall capacity of the community to engage in advocacy for policy & systems change”); program managers could rate their site as dormant, novice, developing, proficient, or mastery on each capacity.

We began by coding PMA capacity items to correspond with the 12 power building strategies. We limited each item to the maximum score for each year at each site, then grouped items by power building strategy. If a strategy contained multiple items, the items were averaged to create a score per strategy per year. In order to look at the BHC initiative as a whole, we averaged strategy scores across sites. Strategies were then rolled up into the seven power flower categories. Exhibit B.3. provides a list of PMA capacity items mapped to these categories. We summarized scores for each category at three time periods: 2010, 2015, and 2019 to achieve an initiative-wide lens on how power building capacity matured and changed over time.

Exhibit B.3. Capacity Items from Program Manager Assessments by Power Building Category

Power Building Category	PMA Capacity Items
Organizing and base-building	HUB (collaboratives, workgroups, momentum/action teams) creates an environment for collective problem-solving on local campaigns HUB has established an effective process for receiving and incorporating multiple stakeholder's perspectives

	Sites have multi-ethnic participation
	Sites have engaged strategic multi-sectoral partners: Disabled
	Sites have engaged strategic multi-sectoral partners: Ex-offenders
	Sites have engaged strategic multi-sectoral partners: LGBT
	Sites have engaged strategic multi-sectoral partners: Seniors
	Sites have engaged strategic multi-sectoral partners: Special Populations
	Sites have engaged strategic multi-sectoral partners: Undocumented
	Sites have engaged strategic multi-sectoral partners: Youth Participants
	Sites have engaged strategic multi-sectoral partners: Youth Serving Organizations
	Sites have provided opportunities for meaningful engagement from Residents
	Sites have provided opportunities for meaningful engagement from Youth
	BHC partners turns out large numbers of people for events and to public meetings
Advocacy and policy	Rate the overall capacity of the Community to engage in advocacy for policy & systems change
	Rate the overall capacity of the Community to see health problems from a policy & systems change perspective
	HUB is able to obtain and retain the political support needed for the collaborative/HUB's role as a vehicle to achieve the BHC campaign goals
	HUB is able to obtain and retain the public support needed for the Collaborative/HUB's role as a vehicle to achieve the BHC campaign goals
	BHC Site's plan is known and understood by elected and appointed political figures
Research and legal	BHC participants have quick access to relevant data and research through a designated data/research entity
	BHC Data and Mapping Tools (Healthy Cities, Enroll America) are utilized as a source for data and maps to support local campaigns
	Place and County-Level CHIS data are disseminated and made available to HUB collaborative
	Existing local data sources are utilized to support BHC local campaigns
	Local data and research are disseminated in user-friendly formats that facilitate use
	New local data are collected to support local campaigns
	Schools and their community partners use CHKS data or similar data for health improvement strategies
	HUB is collecting, tracking, and reporting data
	Learning & Evaluation Specialist is collecting, tracking, and reporting data to the local collaborative
Communications, cultural, and narrative change	HUB is facilitating active site participation on Cal Connect
	HUB Staff is generating & disseminating communications to the collaborative about BHC strategy
	HUB is facilitating active site participation on Facebook
	HUB is facilitating active site participation on Google
	HUB is facilitating active site participation on Instagram
	HUB is facilitating active site participation on Other (please specify)
	HUB is facilitating active site participation on Pinterest
	HUB is facilitating active site participation on Tumblr
	HUB is facilitating active site participation on Twitter
	Regular outreach and communication to BHC residents to raise awareness, encourage involvement
	There is effective communication within the collaborative (meeting notices, info sharing, progress updates)
	There is substantial use of digital/social media, including CalConnect, for communication and advocacy

HUB Staff is building relationships with mainstream and ethnic media to continually report on SDOH, and BHC work

Your site is in communication with other BHC sites on relevant policy/systems issues and priorities

BHC Site's plan is known and understood by the local philanthropic community

HUB promotes the use of arts & culture

Local news stories, Op-eds, & letters to Editor on obesity include a substantive discussion of environmental determinants

Community-driven storytelling (text, pictures, video, social media) about BHC work is occurring and being published regularly

Local news stories, Op-eds, & letters to Editor on local campaigns include a substantive discussion of social determinants

There is evidence of changing local social norms

Local news stories, Op-eds, & letters to Editor on youth violence include a substantive discussion of environmental determinants

Alliance and coalitions

HUB is building capacity of systems leaders for understanding best practices and cross-sectoral collaboration

HUB is perceived as an effective convener of multi-sectoral collaboration

HUB Collaborative is reflective of a diversity of community-building perspectives (eg organizing, service-delivery)

HUB has established partnerships with local institutions (e.g. academia)

Sites have engaged strategic multi-sectoral partners: Business Leaders

Sites have engaged strategic multi-sectoral partners: Faith Community

Sites have engaged strategic multi-sectoral partners: Health Department

Sites have engaged strategic multi-sectoral partners: Law Enforcement

Sites have engaged strategic multi-sectoral partners: Media

Sites have engaged strategic multi-sectoral partners: Planning Agency

Sites have engaged strategic multi-sectoral partners: Political Reps

Sites have engaged strategic multi-sectoral partners: Probation

Sites have engaged strategic multi-sectoral partners: Parks & Recreation

Sites have engaged strategic multi-sectoral partners: School Leaders

Engagement of public sector agencies/representatives in the following areas: Redevelopment Authorities

Engagement of public sector agencies/representatives in the following areas: Transportation Authorities

Engagement of public sector agencies/representatives in the following areas: Workforce Investment Boards

Engagement of public sector agencies/representatives in the following areas: Business Improvement Districts

Engagement of public sector agencies/representatives in the following areas: Economic Development Authorities

Engagement of private sector agencies/representatives in the following areas: Hospitals/Medical Centers

Engagement of private sector agencies/representatives in the following areas: Colleges and Universities

Engagement of private sector agencies/representatives in the following areas: Utilities

Leadership development

HUB and Collaborative Partners are building capacity of community residents for advocacy, reform and systems change

HUB members participating in learning

BHC partners uses an intentional "boundary-crossing" leadership development process to grow youth and adult leaders

Peer networking has led to new information, skills and resources

Sites are able to incorporate and make use of TA resources and learning materials

Organizational development, infrastructure, funding	HUB and Collaborative Partners are building capacity for community-based organizations for advocacy, reform and systems change
	There is a process to identify required TA
	Sites have a good collaborative process
	Sites have an inclusive/effective decision-making process
	Sites have a process for managing inter-group tensions
	Sites are developing a process for leveraging TCE opportunities
	The BHC site is optimizing public funding opportunities

Evidence of Power Analyses [Section 3]

Evidence of power analyses primarily relied on existing secondary data sources, with the exception of one primary source (California Network Project Survey). Power-related measures from these sources were identified and mapped to the four stages of power: building power, exercising power, having power, and expanding power. Measures were further categorized to correspond to three domains where TCE focused its power-related work: schools, neighborhoods, and organizations. The data presented in this report are descriptive and are meant to illuminate the extent to which power is observed in its many forms across the BHC initiative. These descriptive analyses provide the foundation for upcoming studies that will examine the relationship between TCE’s investments and power-related outcomes.

MEASURE IDENTIFICATION: In order to identify power-related measures, we reviewed a range of available and accessible data sources with an emphasis on those that were supported by TCE, aggregated at a county-level or lower, and available across multiple years. The original measure exploration process in 2018 identified 40 potential data sources and several hundred potential measures across numerous domains relevant to the BHC initiative. We narrowed our list of potential power measures by using the power literature review and feedback from partners to identify conceptual indicators of power across the four stages (i.e., building, exercising, having, and expanding). We then mapped potential power measures to each stage of the framework. This list of measures was further refined through an examination of the quality of various measures and data sources, timeliness of data collection, and validity of each measure. Our rationale for operationalizing each power stage through the set of specific measures used is discussed further in each section of our findings.

The current set of measures includes those from state level survey data sources (e.g., California Health Interview Survey, California Healthy Kids Survey), state level administrative data sources (e.g., California Department of Education data), national level survey data sources (e.g., American Community Survey), and data sources created or compiled by CORE (e.g., Organizational Network Survey).

ANALYSES BY DATA SOURCE: Data were aggregated across sites to provide initiative-level estimates. When data were available across multiple years, we relied on the most recent data in an effort to capture the presence of power at the end of the first 10 years of BHC. Certain measures use earlier points in time (i.e., within the first few years of the initiative, believed to be before TCE’s “pivot to power”) or across spaces (comparing BHC sites with California as a whole) as benchmarks in an effort to provide context for initiative-level data and for potential further analyses.

- **California School Parent Survey (CSPS), California School Staff Survey (CSSS), and California Healthy Kids Survey (CHKS):**
 - BHC site schools were identified using ChildrenNow reports of BHC schools in the 2012-13 academic year. We assumed no schools were added to the BHC designation after this point, and that the BHC designation remained constant between 2012-13 and subsequent reporting periods. Not all BHC site schools were represented in analyses, but all BHC site schools that had survey responses in reporting years were included in the analyses.
- **California Department of Education:**

- Suspension, expulsion, chronic absenteeism, and dropout rates were calculated using available data; some measures used different denominator and numerator classifications in calculation of rates. For example, all measures besides dropout rates used cumulative enrollment as a denominator for calculation. Dropout rates used total enrollment between grades 9-12 as a denominator. BHC site schools were identified for analysis as described above.
- **California Official Redistricting Database:**
 - Voter data was available at the voter precinct level of analysis. Converting from precincts to census blocks was done using the [2010 Conversion file](#) provided by the California Official Redistricting Database. After converting voter precincts to census blocks, census blocks within BHC communities were aggregated to get voting and registration totals by BHC community and across the initiative.
- **California Health Interview Survey (CHIS):**
 - Selected measures were summarized for the CHIS main sample and targeted oversample in BHC communities during the pre-BHC baseline period (2009-2010) and at a five-year follow up (2015-2016).
- **American Community Survey (ACS):**
 - ACS data was aggregated at the census tract level. Census tracts were aggregated to the BHC communities if there was at least a 10% overlap in their spatial boundaries. Five-year estimates were used to calculate rates for the years 2014-2018 or 2006-2010. Different five-year estimates, 2009-2013, were used to calculate language rates because these language measures were compared to health provider language from the California Medical Board collected in 2013.
- **California Medical Board Survey:**
 - Self-reported foreign language proficiency from the 2013 California Medical Board Survey was aggregated into statewide and zip code of primary practice location totals. Zip code level data was then aggregated to BHC communities if there was at least a 10% overlap in their special boundaries.
- **Inventory of BHC Policy, Systems, and Physical Changes:**
 - Policy activities and systems change data were derived from 14 site-specific documents prepared by BHC site leaders and TCE staff that chronicle prominent activities at the BHC sites over time, as well as additional documents on youth-led activities by site and state-level policy changes. This data set represents policy activities and systems changes between 2010 and 2019. CORE coded activities using the CORE universal framework to capture the timeframe, populations served, geographic reach, and topic domains, among other flags.
 - Detailed methods for this source can be found in the upcoming report: Policy & Systems Change Issue Brief
- **California Network Project Survey:**
 - Analyses for this report were restricted to data from organizations who participated in the survey by July 17, 2020 and who reported working in one of the 12 counties in which BHC communities are located (n=162). This survey was launched in early 2020; it should be noted that this data source generally reflects a time period that is later than other sources used in this report.
 - Detailed methods for this source (e.g., sampling scheme) can be found in the California Network Project Snapshot Report.

IMPORTANT CAVEATS & LIMITATIONS

CORE acknowledges that there are inherent limitations in our analyses. As external evaluators, we relied on documents and literature reviews that could not fully capture the richness and complexity of the communities participating in the BHC initiative. In addition, many fundamental changes occurred in 2020, including the COVID-19 pandemic, the recent nationwide protest movement against police killings of Black community members and systemic racial injustice, and record-breaking wildfires and other effects of the ongoing climate crisis. These realities are likely to have deep impacts on the communities included in this report, but are not part of the analyses, which are designed to look back at events and investments that occurred from 2010 to 2019.

GMS Investments: As stated in CORE’s Issue Brief 1: *Strategic Investments*, because GMS was not developed for evaluation purposes or with the intention of being used to summarize investments at the conclusion of the BHC initiative, there were some challenges to adapting it for that purpose in this report. While the codes in the GMS capture valuable information on each of the grants, there are multiple areas where codes were either not precisely defined or were not applied consistently across grants, potentially because of inter-coder differences. To address some of the gaps in the original coding, we mapped the GMS fields onto the CORE coding framework. CORE also manually coded over 8,000 grants that needed additional specificity to be mapped to our framework. While this approach mitigates some of the gaps in coding, it only applies to a fraction of the total codes, and does not necessarily adjust for grants that may have been originally over- or under-coded.

Specifically in terms of coding grants with power building categories, CORE only coded grants which contained a field related to power; this means we did not code the entirety of grants within the GMS with the power building categories, and some power-related grants may be missing from our analysis. Additionally, we coded grants based on how the grant description was written; there could be instances where grant descriptions did not include specific or precise language or described proposed activities which were not realized. Coding, like other types of analysis, is subjective, and applying a power building code was at the coder’s discretion based on their understanding of the power building category. Therefore, there is the possibility that some grants were under- or over-coded with power building categories. Finally, we only coded grants with the seven power building categories which are broader and less specific than the 12 power building strategies. Ultimately, the CORE coding framework and manual coding rely on data captured via GMS; therefore, the coding and analyses are limited by the quality of GMS data.

Document Review: For the power building document review, our analysis was limited to documents received prior to May 2020. This analysis may have missed any documents that were created by the BHC sites and/or commissioned by TCE related to power that were not shared with CORE. We also limited eligible documents to only those documents that focused on BHC sites. Any document that focused on the state of California or regions that did not specifically call out the BHC sites were not included in the analysis. By limiting the documents, we recognize that we may have missed some documents that talk about power building efforts.

Unlike grants in GMS, we coded the documents with the 12 power building strategies, instead of the broader seven power building categories. This allowed the coder to be more precise when coding; however, subjectivity still exists, as coders may interpret the meaning of the power building strategies differently and coding was based on how the document was written. If it was not written, coders did not do any additional research or interpretation.

Evidence of Power Analyses: We recognize that the data sources and measures used in these analyses are imperfect and are unable to fully capture all the ways in which power was and is present in BHC communities. Below we discuss a few limitations specific to the different data sources used in this section. In general, however, the measures included in this report should be taken as an illustration of the measures we have available for assessing impact through more sophisticated analytic methods. Impact analyses will consider the optimal units of analysis, account for when and where investments were made, and have more nuanced comparison geographies in place for examining trends.

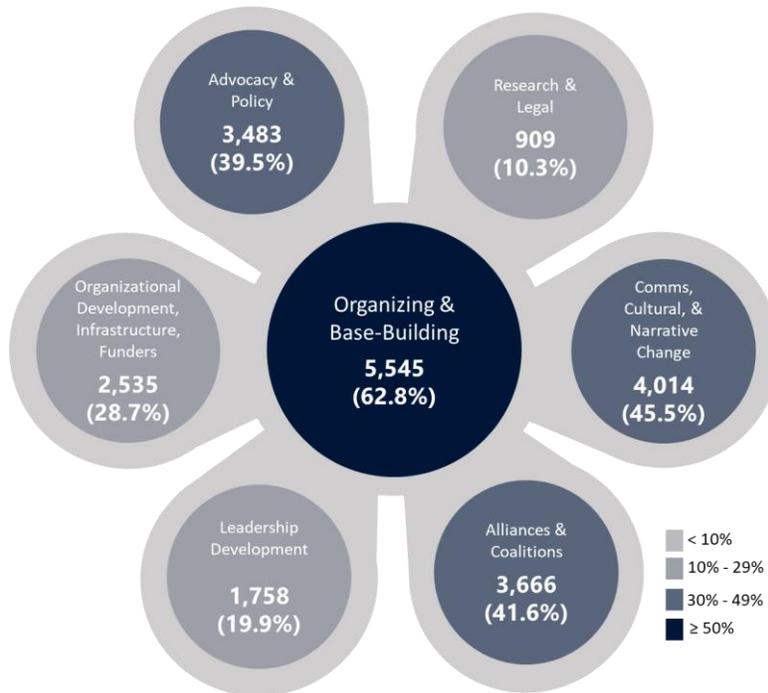
Data from the Cal-SCHLS system of surveys, which includes CHKS, CSSS, and CSPS, only includes secondary schools that chose to conduct the voluntary surveys. More investigation would be needed to assess the response rates within the schools across BHC sites. The descriptive data presented in this report does not use corrections or weighting to address the possibility that responses taken from the same school, district, or other unit might be more correlated with each other; however, these corrections will be considered when using these data in more sophisticated analyses in the impact studies. Because the data presented in this report are descriptive and for the purposes of illustrating the types of measures available, our data does not adjust or correct for local investments, activities, policies, or other factors that could affect the measure in question.

Lastly, we used the California Network Project Survey as the exclusive data source for understanding building, exercising, and expanding power in organizations, and while these measures represent the best available data related to organizational power, there are also some important limitations. The survey sample includes only organizations that have been invited to participate (a very TCE-centric sample), and for this report, only those who had participated as of July 17, 2020 and reported working in a BHC county. A single contact person responds for each organization, and may not know every aspect of the organization equally well. The California Network Project Snapshot Report notes that participation appears to be weighted towards larger, more established organizations. Data completeness across the different portions of the survey varies; roughly 75% of organizations in the current sample provided data on power-building capacity and partnerships, which were the primary measures used in this report.

APPENDIX C: POWER INVESTMENTS

Overall Power-Related Investments

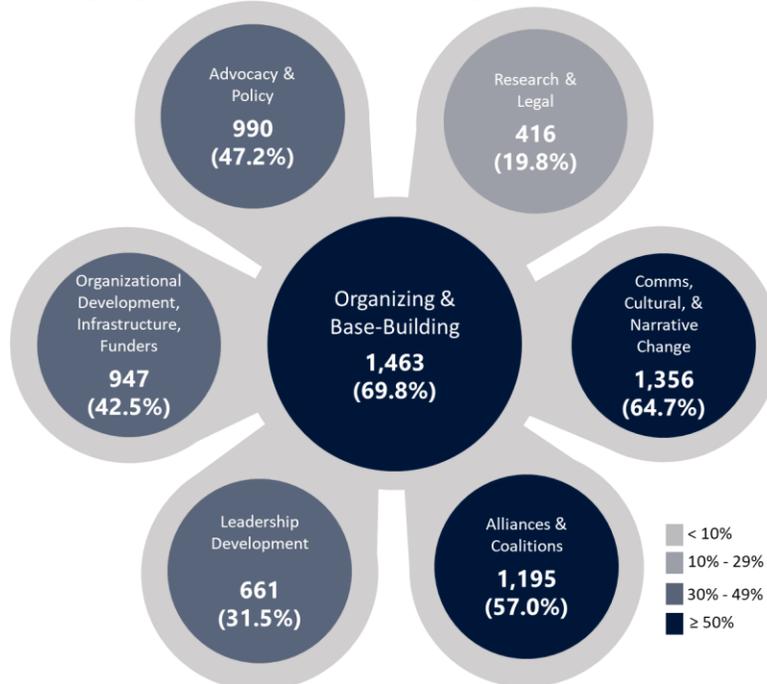
Appendix Exhibit C.1. Power Building Grants by Power Building Category



Total grants to all power building investments = 8,833

Only includes organizations who received investments that had power-related flags in GMS

Appendix Exhibit C.2. Power Building Organizations by Power Building Category

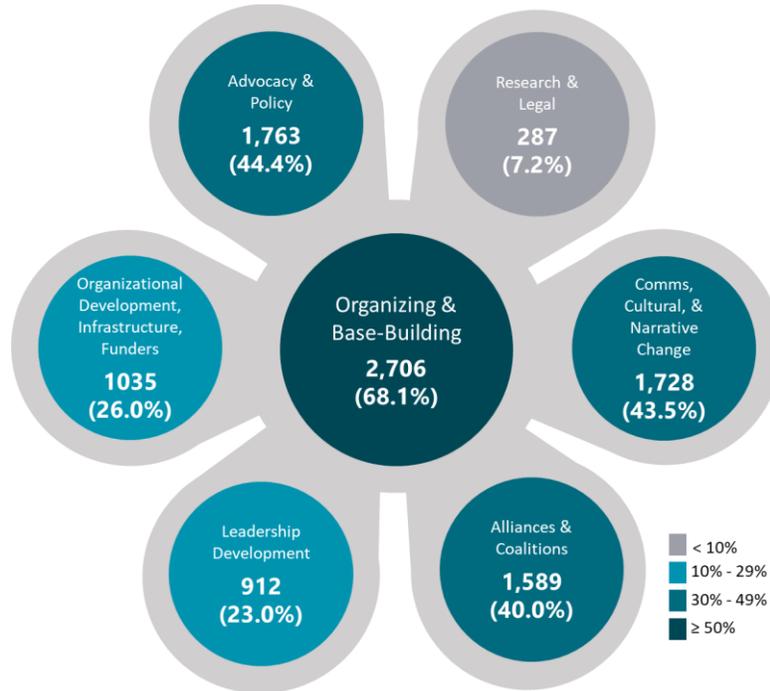


Total organizations receiving power building investments = 2,096

Only includes organizations who received investments that had power-related flags in GMS

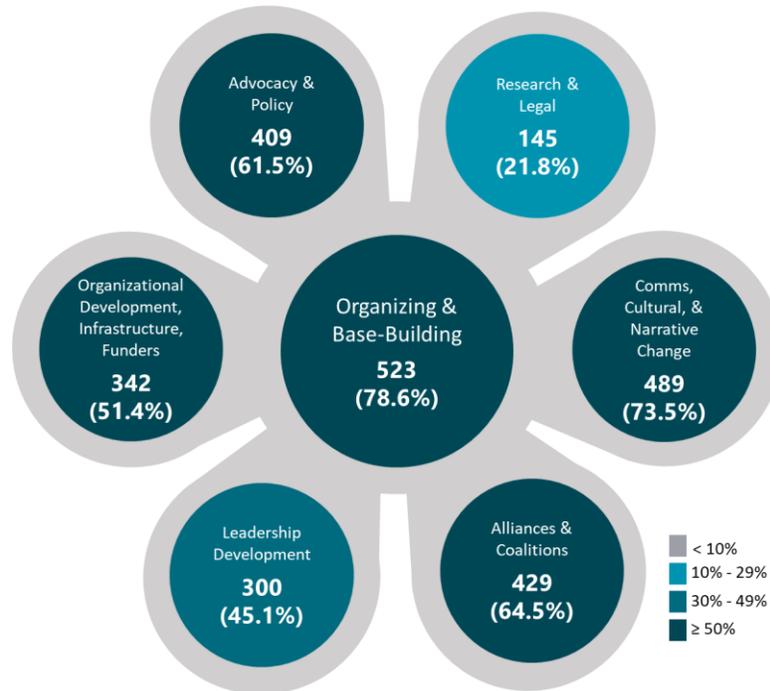
BIPOC-Led Organizations

Appendix Exhibit C.3. Power Building Grants by Power Building Category



Total power building grants to BIPOC-led organizations = 3,974
 Only includes organizations who received investments that had power-related flags in GMS

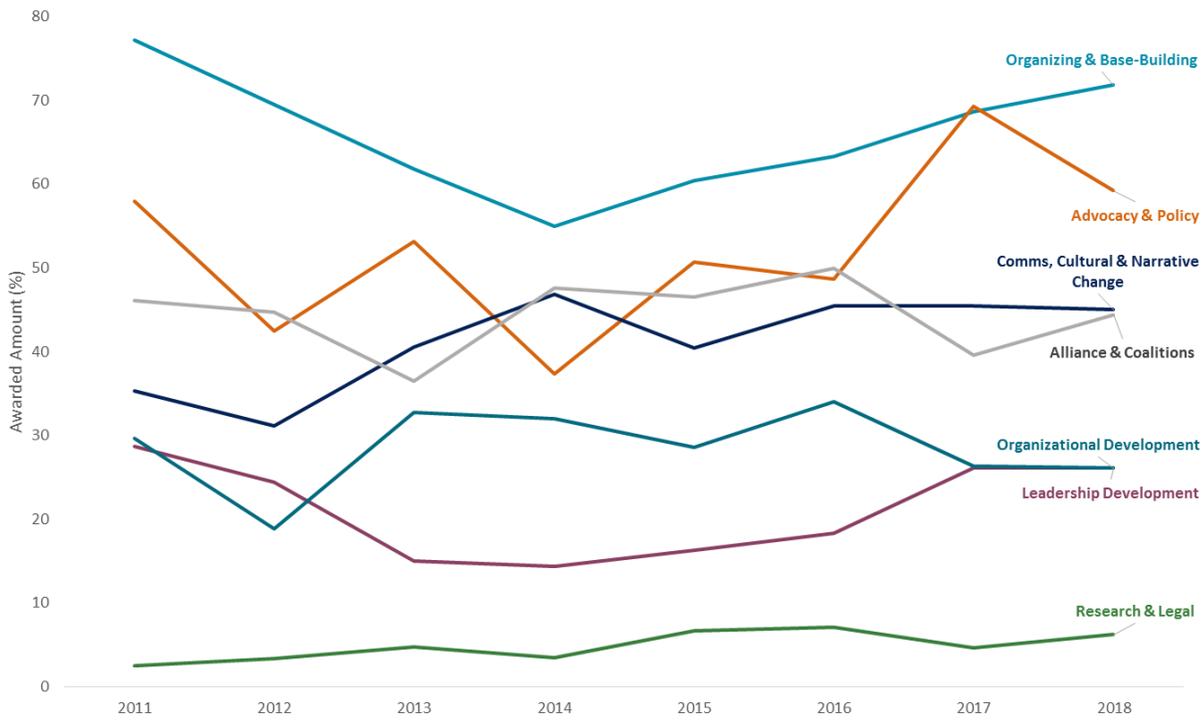
Appendix Exhibit C.4. Power Building Organizations by Power Building Category



Total BIPOC-led organizations receiving power building investments = 665

Only includes organizations who received investments that had power-related flags in GMS

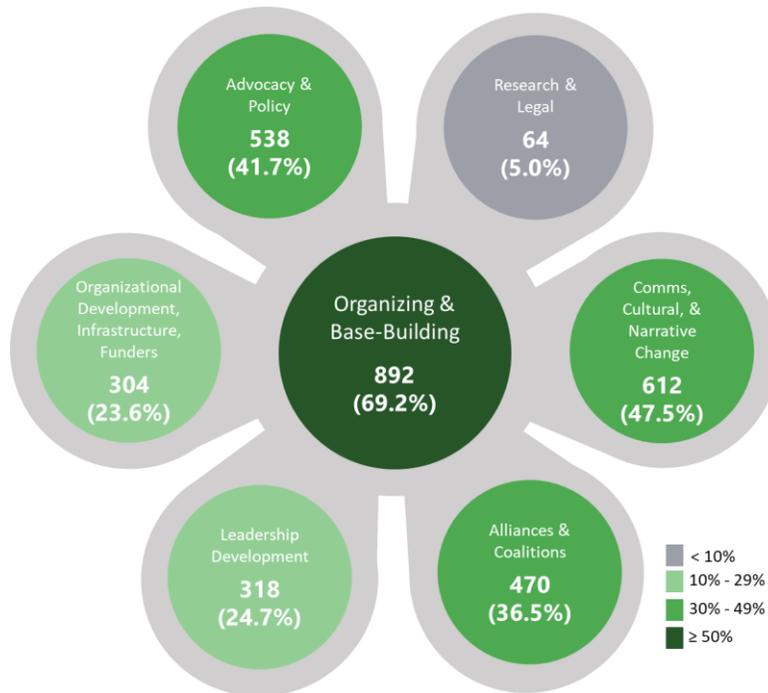
Appendix Exhibit C.5. Power Building Categories and Percent Awarded Amount over Time for BIPOC-Led Organizations Power Investments*



Percentages do not add to 100; grants could be coded with more than one power building category.
Total awarded amount to all power building investments = \$654,180,326.
Only includes organizations who received investments that had power-related AND BIPOC Led flags in GMS.
2019 is not included due to limited data availability.

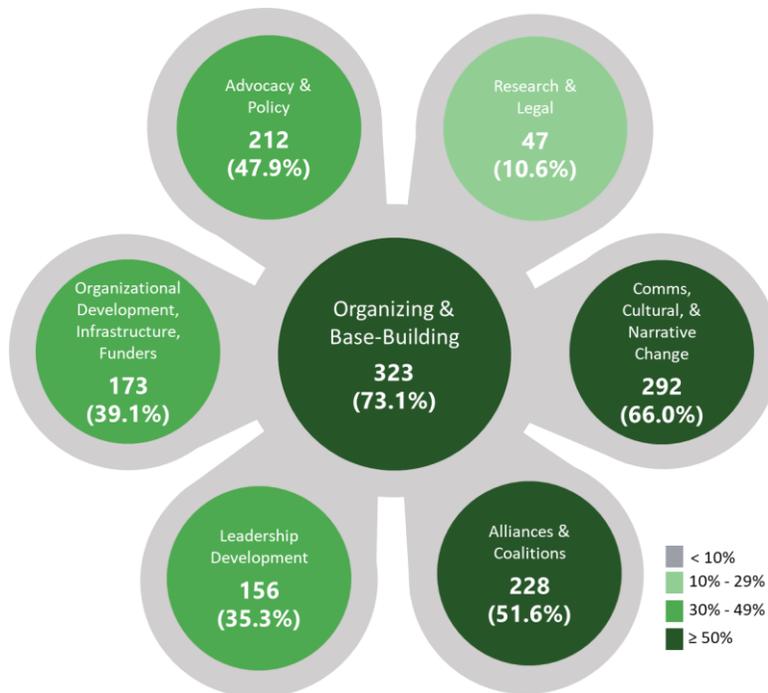
Small Organizations

Appendix Exhibit C.6. Power Building Grants by Power Building Category



Total power building grants to small organizations = 1,289
 Only includes organizations who received investments that had power-related flags in GMS

Appendix Exhibit C.7. Power Building Organizations by Power Building Category



Total small organizations receiving power building investments = 442
 Only includes organizations who received investments that had power-related flags in GMS

Appendix Exhibit C.8. Number and Percent of Power Grants Awarded to Small Organizations

	2011	2012	2013	2014	2015	2016	2017	2018	2019	Overall
\$0	14 (2.7%)	12 (2.5%)	26 (2.2%)	26 (2.0%)	27 (2.2%)	25 (2.0%)	26 (2.4%)	25 (2.7%)	0 (0.0%)	181 (2.1%)
\$1 to \$499,999	46 (8.9%)	39 (8.1%)	103 (8.8%)	106 (8.3%)	114 (9.4%)	106 (8.5%)	95 (8.9%)	82 (8.8%)	2 (0.2%)	693 (7.9%)
\$500,000 to \$999,999	39 (7.5%)	35 (7.3%)	70 (6.0%)	90 (7.0%)	84 (6.9%)	93 (7.5%)	100 (9.3%)	80 (8.6%)	5 (0.6%)	596 (6.8%)
\$1,000,000 to \$4,999,999	149 (28.9%)	146 (30.5%)	315 (27.0%)	360 (28.0%)	362 (29.7%)	376 (30.4%)	360 (33.6%)	279 (29.9%)	13 (1.4%)	2360 (26.8%)
\$5,000,000 to \$9,999,999	49 (9.5%)	50 (10.4%)	110 (9.4%)	126 (9.7%)	124 (10.2%)	134 (10.8%)	109 (10.1%)	92 (9.8%)	10 (1.1%)	804 (9.1%)
\$10,000,000 to \$49,999,999	84 (16.2%)	86 (17.9%)	157 (13.4%)	180 (14.0%)	190 (15.6%)	194 (15.6%)	161 (15.0%)	143 (15.3%)	9 (0.98%)	1204 (15.3%)
\$50,000,000 to greater	51 (9.9%)	41 (8.5%)	110 (9.4%)	126 (9.8%)	92 (7.5%)	99 (8.0%)	90 (8.4%)	67 (7.2%)	5 (0.55%)	681 (7.7%)

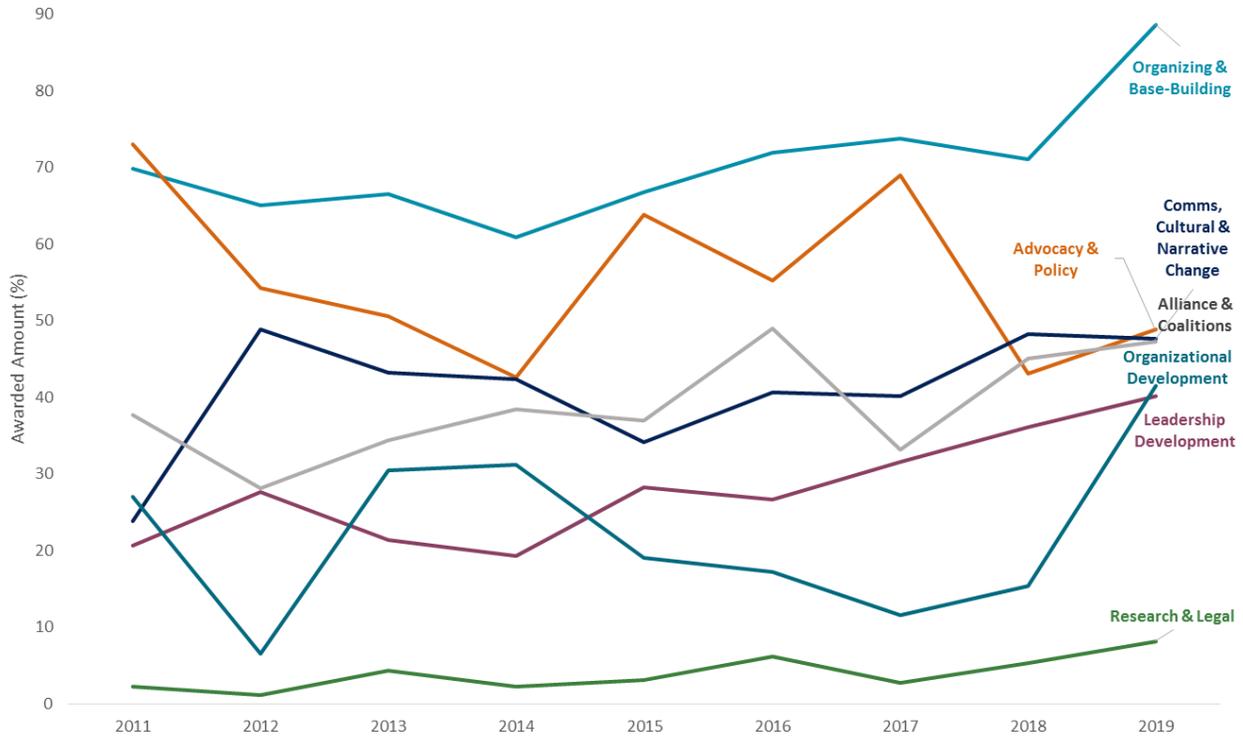
*Total Missing = 2304 (26.1% of all investments)

Appendix Exhibit C.9. Percent Amount Awarded (%) of Power Grants to Small Organizations

	2011	2012	2013	2014	2015	2016	2017	2018	2019	Overall
\$0	1.6%	0.5%	3.3%	0.7%	2.4%	3.5%	1.0%	3.0%	0.0%	1.9%
\$1 to \$499,999	4.3%	3.4%	4.4%	3.3%	4.1%	3.1%	3.2%	3.8%	0.1%	3.2%
\$500,000 to \$999,999	5.5%	8.5%	4.0%	5.2%	4.9%	5.4%	7.1%	6.2%	0.5%	4.8%
\$1,000,000 to \$4,999,999	33.6%	22.0%	22.5%	17.1%	25.8%	24.8%	29.5%	31.2%	1.3%	22.0%
\$5,000,000 to \$9,999,999	10.3%	14.7%	7.6%	6.1%	7.6%	7.9%	10.7%	13.1%	2.0%	8.1%
\$10,000,000 to \$49,999,999	22.0%	19.8%	17.7%	21.1%	17.6%	24.8%	22.7%	21.1%	1.1%	18.4%
\$50,000,000 to greater	11.5%	15.7%	10.3%	10.0%	8.0%	9.9%	10.2%	8.6%	0.6%	8.7%

*Total Missing = 2304 (26.1% of all investments)

Appendix Exhibit C.10. Power Building Categories and Percent Awarded Amount over Time for Small Organizations Power Investments*



Percentages do not add to 100; grants could be coded with more than one power building category.

Total awarded amount to all power building investments = \$112,445,656.

Only includes organizations who received investments that had power-related flags in GMS AND was identified as a small organization.

APPENDIX D: POWER MEASURES

Stage	Measure	Data Source	Year	Setting
Building	Percent of students who report feeling like they are a part of their school	CHKS	2009-2011 2017-2019	School
Building	Percent of staff who report their school is welcoming and facilitates parental involvement	CSSS	2009-2011 2017-2019	School
Building	Percent of parents who report their child's school encourages parents to be active partners in their child's education	CSPS	2018-2019	School
Building	Percent of residents volunteering or doing community service work	CHIS	2009-2010 2015-2016	Neighborhood
Building	Percent of residents who have lived at their current address for the past 5 years	CHIS	2009-2010 2015-2016	Neighborhood
Building	Percent of adults registered to vote (all adults and young adults ages 18-34)	CA Official Redistricting Database	2012 2016	Neighborhood
Building	Percent of organizations that report they are in forming, developing, or mature stages of development for each power building category	CA Network Project Survey	2020	Organizational
Building	Percent of organizations that report partnering with other organizations for each power building category	CA Network Project Survey	2020	Organizational
Building	Number of staff in paid positions	CA Network Project Survey	2020	Organizational
Building	Number of volunteers/unpaid staff	CA Network Project Survey	2020	Organizational
Exercising	Percent of staff who report their school gives students opportunities to 'make a difference' by helping other people, the school, or the community	CSSS	2009-2011 2017-2019	School
Exercising	Percent of students who believe they can make a difference at school	CHKS	2009-2011 2017-2019	School
Exercising	Percent of students who help decide activities or rules in their schools	CHKS	2009-2011 2017-2019	School
Exercising	Percent of students who report they have a say in how things work at school	CHKS	2009-2011 2017-2019	School
Exercising	Percent of students who say their teachers listen to them when they have something to say	CHKS	2009-2011 2017-2019	School
Exercising	Percent of adults in child's household that have served on a school committee	CSPS	2018-2019	School
Exercising	Percent who report that residents are willing to help each other	CHIS	2009-2010 2015-2016	Neighborhood
Exercising	Percent who report that neighbors look out for children	CHIS	2009-2010	Neighborhood

			2015-2016	
Exercising	Percent adults voting in elections (all adults and young adults ages 18-34)	CA Official Redistricting Database	2012-2016	Neighborhood
Exercising	Percent of organizations with [X%] of senior leadership are people of color	CA Network Project Survey	2020	Organizational
Exercising	Percent of organizations with [X%] of senior leadership under 30	CA Network Project Survey	2020	Organizational
Exercising	Percent of organizations that report growth in stage of development for each power building category compared to 3 years ago	CA Network Project Survey	2020	Organizational
Having	Rates of suspension	CDE	2011-2012 2017-2018	School
Having	Rates of expulsion	CDE	2011-2012 2017-2018	School
Having	Rates of chronic absenteeism	CDE	2017-2018	School
Having	Rates of dropout	CDE	2011-2012 2016-2017	School
Having	Policy, systems, and physical changes in BHC communities	Inventory of BHC Policy, Systems, and Physical Changes	2010-2019	Neighborhood
Having	Percent of residents who report feeling safe in their neighborhood	CHIS	2009-2010 2015-2016	Neighborhood
Having	Percent of households paying more than 50% of income on housing (renters and owners)	ACS	2006-2010 2014-2018	Neighborhood
Having	Percent of households that are renter-occupied	ACS	2006-2010 2014-2018	Neighborhood
Having	Percent of residents that are employed	ACS	2006-2010 2014-2018	Neighborhood
Having	Percent of adults without health insurance	ACS	2014-2018	Neighborhood
Having	Ratio of primary care providers with language abilities to population facing language barriers	ACS; CMB	2009-2013	Neighborhood
Expanding	Linked policy, systems, and physical changes in BHC communities	Inventory of BHC Policy, Systems, and Physical Changes	2010-2019	Neighborhood
Expanding	Percent of organizations that report partnering more often on each power building category compared to 3 years ago	CA Network Project Survey	2020	Organizational
Expanding	Number of organizations interested in finding a partner to employ different power building categories	CA Network Project Survey	2020	Organizational

Note: CHKS = California Healthy Kids Survey; CSSS = California School Staff Survey; CSPS = California School Parent Survey; CDE = California Department of Education Data; ACS = American Community Survey; CMB = California Medical Board Survey Data

APPENDIX E: GMS FIELDS MAPPED TO POWER FLOWER FRAMEWORK

Initially, CORE mapped existing GMS fields to the Power Flower Framework. Appendix D shows which GMS fields and associated labels were mapped to power. Any grant with one of these fields and labels was considered a power-related investment. Then, CORE’s trained qualitative researchers reviewed each power-related investment and confirmed and/or adjusted the power building categories as appropriate. Additionally, we added in flags for the stages of power at the same time.

Appendix E. Mapping of GMS Fields to Power Flower Framework

Power Building Category	GMS Field	GMS Label
Organizing and Base-Building	Driver of Change Subcategory	Community Organizing
	Driver of Change Subcategory	Youth Organizing
	NSG Cross Cutting	Enhance Movement Building Capacity
	NSG Cross Cutting	Ensure Resident Participating in Land Use Planning
	NSG Cross Cutting	Increase Resident Voice
	NSGI	Increased Resident Voice and Power
	Population Served	Youth involved in organizing/advocacy
	SDH Categories	Civic Participation
Advocacy and Policy	Driver of Change	Collaborative Advocacy and Policy Innovation
	Driver of Change Subcategory	Policy and Advocacy
	Driver of Change Subcategory	Policymaker Education
	Program Sub Area	Policy & Action
Research and Legal	Program Sub Area	Learning and Evaluation
Communications, Cultural, and Narrative Change	Driver of Change	Changing the Conversation
	NSG Cross Cutting	Promote a Shared Narrative of Community Safety
	NSGI	Changed Narrative
Alliances and Coalitions	Driver of Change	Leveraging Partnerships and Resources
	Driver of Change Subcategory	Coalition and Network Building
	Driver of Change Subcategory	Relationship Building
	NSG Cross Cutting	Build Alliances and Networks
Leadership Development	Driver of Change Subcategory	Youth Leadership
	NSG Cross Cutting	Expand Leadership Development
	Program Sub Area	Leadership
Organization Development, Infrastructure, funders	Driver of Change Subcategory	Supporting Champion Organizations
	Driver of Change Subcategory	Supporting Internal Systems Champions
	NSG Cross Cutting	Bolster Anchor Organizations