

Delivering Youth Services in Philadelphia: The Integrated Youth Services Project

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Executive Summary

Youth services in Philadelphia, including out-of-school time programs, community based prevention efforts, youth development programs and programs for older out-of school youth have grown enormously over the past decade. The result, however, has not been a coherent system that effectively meets the needs of youth, their families and their communities. Instead, it has been a patchwork of networks and clusters of programs, some of them apparently successful, but often disconnected and difficult to evaluate. In some case the members and boundaries are clear; in others they are not.

The Integrated Youth Services Project (IYSP) has engaged key stakeholders to consider what a coherent system of youth services might be structured, how to ensure accountability to the public and to those in need of the services, and how to build a sustainable base of funding through ongoing dialogue, analysis, and collaboration. This report addresses those issues and offers some recommendations.

The City government's role in setting youth policy and providing clear and visible direction has eroded in recent years. In many cases, the City's policy setting and management roles have been transferred to intermediary organizations that are in charge of individual program areas, but operate as independent entities, often with ambiguous accountability. The report calls for the City and the School District of Philadelphia to work together and play a stronger and more transparent role in crafting a youth services policy and agenda and in developing a collaborative structure for engaging key stakeholders at the city-wide and neighborhood levels. Funders, child advocates, intermediaries, and community based service providers all have a role, as do the ultimate beneficiaries, youth and their families.

The vision for the youth services system is to provide easy access to high quality services that will help children and youth, especially those most at-risk, to make successful transitions to adolescence and adulthood. Services should be geared towards a common set of high-level outcomes that go beyond how many are served or how frequently they receive services. The common outcomes should include making sure that youth graduate from high school, that they are prepared for post-secondary education or to enter the world of work, and that they are prevented from entering the formal child welfare or juvenile justice systems. These outcomes should be incorporated into the goals of the City's operating departments and into contracts with community based providers. Wherever possible, a common data collection and outcomes measurement system should be adopted and used across organizations.

While funding for youth services has increased dramatically, there is a lack of diversity in funding sources and an over-reliance on state funds, which are not guaranteed to continue into the future. Private sources of funding are particularly

lacking. Funding decisions are often made through ambiguous or non-transparent processes that are not always tied to a common set of desired outcomes or to the City's stated priorities as laid out in its Strategic Plan. The major funders should take the lead in developing a sustainable funding strategy through a more open, collaborative, and participative process. One place to start would be the upcoming process for developing the Needs Based Plan and Budget to be submitted to the Pennsylvania Department of Public Welfare next fall. The funding that the City receives through this process constitutes the largest single contribution to the youth services system and affects all of the stakeholders.

Coordination or integration of services can often seem like an amorphous and elusive goal at the city-wide level where there may be competing interests and agendas. It is often at the point of service delivery, in the neighborhoods, where the need for integration is more clearly felt and the problems of trying to blend funding streams or conflicting guidelines are more real. For that reason, the report also examines services integration from the perspective of a single direct service community agency --Congreso de Latinos Unidos-- to see what can be learned from that agency's experience.

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I. Setting the Stage

Introduction

The Integrated Youth Services Project (IYSP) began in April of 2007 as an effort to help inform and guide the design and development of a more coordinated system of youth services for children and youth in Philadelphia. The project began as a collaborative effort among the Fels Institute of Government, the Out-of-School Time Resource Center and Public/Private Ventures and a group of public and private stakeholders who are involved in the planning and delivery of youth services in Philadelphia. The project was funded by the William Penn Foundation, which has been strongly committed to the development of a comprehensive policy to address the needs confronting children and youth in the City.

Background and Present Situation

Over the past decade, community based prevention services in Philadelphia have grown faster than any other category of children's services, as reported in the 2006 Philadelphia Children's Budget published by Philadelphia Safe and Sound. Prevention services are defined in the Children's Budget as "those that protect children and youth from exposure to harmful conditions or engagement in risky behaviors, and those that promote their healthy development." These services include out-of school time programs, at-risk youth prevention programs (e.g. violence prevention and teen-pregnancy prevention), family support programs, and early child-care and development.

The reasons for the growth in these programs include a huge increase in spending by the Department of Human Services for community based prevention programs, an increase in spending on prevention services by the Philadelphia School District, an increase in spending on job training and workforce development for older youth and out-of-school youth, and an increase in state-administered funding for child care services. However, many of these increases came from funding streams which were not permanent and could therefore decrease overnight. Also, the speed with which these new funds arrived and the desire to get the funds flowing resulted in the creation of a proliferation of intermediaries, which expedite the process of allocating and managing the funds. The funders and intermediary organizations were not all connected by a common set of policies or procedures to ensure agreement on the desired outcomes or the measurement of those outcomes.

Finally, the existence of a number of relatively autonomous funders and management systems resulted in a situation where service providers had to accommodate numerous different funding agencies each aimed at a particular narrowly defined program area, with different reporting requirements and forms in order to keep their programs alive and responsive to the needs of their clients.

Project Objectives

The objectives of the IYSP were refined through dialogue with stakeholders and partners. The overall objectives are:

- To engage key stakeholders in Philadelphia in considering what a more integrated system of youth services would look like
- To identify the existing resources and funding streams that support the current system
- To identify opportunities to coordinate or blend resources to more effectively address the goals of the youth services system
- To explore new funding opportunities to ensure the strength and sustainability of the system
- To consider organizational structures and management systems to support a more integrated public/private network of services

Scope of Youth Services

For the purposes of this project, a decision was made to limit the scope of youth services to those services that are community based, that are not mandatory (such as foster care or court ordered juvenile justice services), and for whom dedicated funding streams do not exist. These services represent the public/private network of services that has grown very quickly over the past decade and whose future sustainability is most vulnerable. The project team adopted the following definition:

“For this project, *youth services* are defined as services that take place out-of-school time in the school or community to support the healthy development of children and youth. Ages could range from 5 to 24, so as to include older, out-of-school youth. Excluded are formal educational programs, early childhood programs, child protective services, and residential placements.”

Those programs included in this definition include:

- Community based prevention programs administered by the Department of Human Services (including truancy prevention, school based programs, after-school programs, family support services and youth development programs)

- Programs administered by Philadelphia Safe and Sound, including after-school programs, Beacon community centers, and anti-violence programs
- Work development programs for older youth and out-of-school youth administered by Philadelphia Youth Network
- After-school programs operated by the Philadelphia Department of Recreation
- After-school programs operated by the Free Library of Philadelphia
- Programs operated (almost exclusively by private non-profit agencies) through funding from the 21st Century Community Learning Centers
- Other out-of-school time programs operated through grants from foundations or other public or private sources

II. Initial IYSP Activities

The Integrated Youth Services Project began with a meeting convened by the William Penn Foundation in April, 2007 in which the Foundation expressed its commitment to strengthening the youth services system in Philadelphia and to support the development of an overall youth services policy (See Appendix A for a list of those agencies who were invited to this and/or the subsequent meeting). At the meeting, suggestions were made including:

- The need to identify the mission or goal of greater coordination and integration.
- The need for common measurement and data systems
- The need to identify both long term and intermediate outcomes of youth services, as well as developing the capacity to measure outcomes
- The need to look at how other cities have organized these activities and measured success
- The need to agree on a few concrete items on which to start

Following the meeting, a vision statement for IYSP was developed and sent out to all of the participants:

Vision for Integrated Youth Services

“All children and youth in Philadelphia, ages 5 to 24 years, have access to quality youth services through a viable coherent, and coordinated youth services system. These services include out-of-school time activities, supports and opportunities that children and youth need to help them make successful transitions to adolescence and adulthood.”

In the context of this vision, the mission of the IYSP Partnership was defined as follows:

Mission of the IYSP Policy Partnership

“The partnership of practitioners, advocates, city agencies, intermediaries, universities, and private funders collaboratively develops a policy agenda for Philadelphia that reflects promising practices towards integrating youth services.”

Following this meeting, the IYSP project team agreed to meet with each of the agencies that had attended the meeting (plus a few additional ones that were suggested) to find out more about what they thought a more integrated youth services system would look like, and what it would take to get there. (Appendix B summarizes the major questions that were addressed at these interviews).

The IYSP research team conducted a total of twenty-seven interviews conducted over the summer of 2007.¹ The results were presented at a subsequent meeting of the IYSP stakeholders in September, 2007. Based on a review of the interviews and the stakeholder meetings, five key themes emerged. These are identified below along with selected quotes from stakeholders to illustrate the key points:

1. Mission, Priorities, and Scope

Questions were raised concerning what the end product of the IYSP effort would be, how inclusive the definition of youth services should be, and what the priorities should be. Several participants questioned whether creating a more *coordinated* or *integrated* system really qualified as a *mission*, or whether there needed to be something more concrete towards which we were striving.

“There must be a vision, and then policy flows from that. That is what we are lacking. As long as we don’t have a view on what we are trying to accomplish, then we are only doing program development.”

“We should create a picture and identify what success looks like. What would a successful coordinated youth services look like five years from now—who would be involved; how would decisions be made? We should look at this picture and then work backwards.”

“The youth services system should serve vulnerable and at-risk youth. But who are the *vulnerable* and *at-risk* youth? Are they *vulnerable* and *at-risk* for delinquency? For truancy? For drug and alcohol abuse? Behavioral health issues? Dropping out of school?”

2. Sustainable Funding

During the past decade, Philadelphia has been very successful in funding a large number of youth service programs through federal and state funding streams.² However, there is little guarantee that these funds will continue to be available in the future. Also, the existing funds are often distributed in separate programmatic areas to address narrowly defined problems and with different guidelines and reporting procedures. This places a burden on the non-profit providers who are often faced with having to satisfy many different sets of reporting guidelines.

“I think a big area for improvement is that we don’t have a clear vision about how resources could be leveraged -- the mechanisms by which money gets blended are crazy. We don’t have a single project that is one funding stream. If I told you about what I had to go through to get that money into the organization, it is ludicrous.”

“We have built these programs on the back of state dollars and if one of those cards were pulled out, the whole thing could collapse.”

“We have to apply or compete for 50 different RFP’s; we’re very good at grant writing... Is there a policy, a way to look at who they’re funding? Fund differently and hold us accountable.”

“One thing I learned about funding streams – we always *translate* it in a strict way and what you don’t understand is that funding is designed in ambiguous ways because they *want* you to have fluidity of interpretation. We have not been creative enough in doing it.”

“There has been almost no effort to secure foundation, federal or corporate dollars.”

3. Collaborative Structures

The youth services system in Philadelphia has evolved over time with different networks of programs administered by different public entities and intermediaries. Some of the key resources, such as the Department of Recreation's after-school programs or the Free Library's LEAP Program have been relatively ignored by some of these efforts. There has been no place for the leaders of these different networks to come together and talk about the potential benefits of collaboration and joint planning.

"When you try to focus on moving policy, it tends to become clouded or it is watered down. And I don't think this city plays well together."

"Creating a shared sense of a vision first and that involves getting people at the table to create and own it. There is an element of trust and transparency that has to be in place. A good coalition doesn't just come because of resources, they come for the cause. You have to start with the premise that people's intent is good until they prove otherwise."

"I am intrigued by bringing together the bigger network people and the CEO level. There's a lot of activity going on at a lower level, but no structure for that. In successful places where there is collaboration, there are multiple levels of organization and there is a cabinet that includes the CEO's and then management and a case practice level. What we have here is only the middle and lower level. There is no higher level where it is only us."

4. Accountability and Governance

Accountability in the context of youth services involves understanding the appropriate roles and responsibilities of all participants in the system. This creates special questions for government in terms of partnering with nonprofits, and in particular the use of intermediaries, in governing the overall system of services that is predominantly funded by public funds.

This issue of roles is coupled to questions of effectiveness and transparency. How effective are the individual components of the system in performing their roles, and are they being transparent in their operations so that the whole system can hold them to account for their funding, quality of service, and outcomes?

"I think the major thing going on now in services to children and youth is that we are relying more on intermediaries and that really makes accountability for public dollars a problem. From a governance perspective the intermediaries trouble me. You keep removing the touch, feel, smell of things from the funder and that is not good. What do you see the role of government being in this?"

“There is clearly a role for them [intermediaries], but I don’t think we should be looking for them as the leaders, especially since the city has so much money. The government should take the lead in this.”

“Foundations can provide leadership for change by giving a model and then government will follow...We’re creating this integrated system at the local level.”

“There needs to be feedback to providers for the data they collect. What do you look like compared to your colleagues, what does it mean and how do you interpret and respond to it?”

5. Data and Information

This issue involves examining how information technology and data are used in the city and the youth services system. Specifically the system should have the capacity to:

- Use evidence-based approaches guided by data on current conditions in Philadelphia and from the best available research to target funding and efforts towards client populations. .
- Track ongoing programs to ensure that standards of high quality and high performance are maintained at all times and appropriate management practices are followed.
- Evaluate programs on a macro-scale to understand their impact, effectiveness, and returns on investments.

“One of the challenges is there is fear in analyzing the system. People are afraid that if they are honest, and if all the facts are uncovered by sharing information, that their position will get cut.

“We created a list of 10-12 databases that we wanted to interface with. And then we actually went out to each organization and asked would you be willing to interface. “A” was open, “B” was open, “C” was open but had already bought [incompatible] software, “D” was closed, and “E” was obviously closed.”

“There is so much data [available] that is so complex... We need to consciously prioritize using the data we have to make decisions.”

“It seems that it is a data problem versus a political will problem. We get to a point where we know about an issue, know what we have, and need to use the data we have to build political will.”

III. Creation of the Steering Committee: Redefining the Goal of IYSP

At a meeting of the IYSP stakeholders in September 2007, it was decided that the issue of clarifying the mission and scope of the project should be addressed before taking on the other four themes or issues. Up to this time, the IYSP partnership group consisted of representatives of over twenty different organizations involved in advocacy, coordination and the direct provision of youth services. In order to help focus the discussion, a Steering Committee was formed consisting of officials from:

- The City of Philadelphia
- Philadelphia Safe and Sound
- Philadelphia Youth Network
- School District of Philadelphia
- United Way of Southeastern Pennsylvania
- Greater Philadelphia Urban Affairs Coalition
- Congreso

The first five of these stakeholders were involved in the planning and administration of the majority of youth service programs in Philadelphia. GPUAC and Congreso were added to provide a perspective from the community and service provider levels. The William Penn Foundation was also considered to be an unofficial part of the Steering Committee.

The creation of the Steering Committee was also considered to be an “experiment” to see what would happen if leaders from major youth services organizations were convened on a regular basis to talk about the future of the youth services system and what needed to be done to strengthen it. The interviews and early meetings had identified as a problem the lack of “safe” places for these key agency leaders to get together to talk and plan.

The initial meeting of the Steering Committee took place in November, 2007. While reviewing the five themes mentioned in the previous section, the Steering Committee came to the realization that it was crucial to relate *accountability* to *mission* and *measurable outcomes* and to find agreement on something to which they could all be committed to trying to attain. Ultimately, they decided that **a primary goal of the youth services system in Philadelphia should be to make sure that every child graduates from high school.** The factors in favor of choosing this mission/goal include:

- It is easy to understand and to communicate

- It is measurable
- All of the organizations represented on the Steering Committee contribute in some way towards its attainment
- It's capable of attracting public/community support
- It's capable of attracting support from funders
- There are activities already underway in Philadelphia that support this goal and with which this effort could be associated

At the next meeting of the Steering Committee in January 2008, each member spoke about what his/her organization was doing that could be related to the goal of high school graduation. The Fels team also presented a summary of the research related to what can be done to increase high school graduation rates. The key points of the presentation were as follows:

- In Philadelphia, the four-year graduation rates for first time freshmen ranged from 45% to 52% (depending on the year they started high school); the six year graduation rates ranged from 54% to 58%.³
- Youth services programs have been shown to improve relevant outcomes, including school attendance, better grades, reduced retention, and rate of graduation.
- Effective interventions to increase graduation rates have been shown to exist at all age levels including pre-school, elementary school, middle school, high school, and older out-of school youth.
- Philadelphia already has example of many of the interventions that have been shown to be effective such as full service community schools, anti-violence programs, a diverse set of after-school opportunities, and workforce development opportunities.

By selecting the goal of increasing the high school graduation rate, the Steering Committee recognized that it would have to work closely with the School District of Philadelphia which is responsible for classroom and curricular changes and for developing "multiple pathways" that prevent young people from dropping out and recapture those who have already left school. The point was that the Steering Committee represented an enormously valuable set of resources that could support the School District's efforts outside of school time and that engaged the youth, the family and the community in efforts to dramatically improve the graduation rate. It was suggested that the Steering Committee should explore connections with Project U-Turn and other school reform networks in the City.

IV. Funding for Youth Services

This section of the report presents a picture of the current funding for youth services in Philadelphia using the definition of youth services adopted by IYSP. It includes OST programs, youth development programs, community based prevention programs, and programs for out-of-school youth. The analyses are based primarily on the data that have been submitted by the IYSP Steering Committee members. The majority of the funds for youth services passed through them before reaching the direct service providers. Data were also obtained from the Philadelphia Children's Budget 2006 and from interviews with selected other agencies. The purpose of this section is to provide an overview of how much is being spent on youth services in Philadelphia, to look at how funds flow between the members of the Steering Committee, and to identify the major funding streams that are supporting the programs.

Analysis of Total Expenditures

The first issue to be addressed is to estimate how much is being spent each year on youth services in Philadelphia. In order to calculate this estimate, data were obtained from each of the Steering Committee organizations for their total projected expenditures for youth services for the current fiscal year (FY2008).⁴ These data are presented in Table 1. For the School District of Philadelphia, GPUAC, UWSEPA, the William Penn Foundation, and the City Departments, the numbers given represent only that portion of the organization's expenditures which are associated with defined youth services. For Philadelphia Safe and Sound, Philadelphia Youth Network, and Congreso, the figures given represent the entire projected expenditures of the organization.

The largest expenditures for youth services are made by the Division of Community Based Prevention Services in the Philadelphia Department of Human Services. For FY2008, the projected expenditures are \$134,922,464. All of these funds are sub-contracted to community based providers or to intermediaries, who in turn sub-contract with community based organizations. DHS's largest contract is with Philadelphia Safe and Sound and is in excess of \$52,000,000.

When added together, the figures in Table 1 produce a sum of over \$307,000,000. However, in order to calculate the real projected amount spent on youth services in FY2008, it is necessary to take into consideration that some of the organizations in Table 1 receive a portion of funds from other organizations in the list. For example, Philadelphia Safe and Sound receives almost 95% of its funds from the Department of Human Services and Congreso and GPUAC each receive funding from six of the other organizations listed. Figure 2 shows how much each of the Steering Committee member organizations expects to receive from the other members in FY2008. After making all of the necessary

adjustments so that the same funds are not counted twice, the total unduplicated projected amount of expenditures for youth services in FY2008 was calculated to be **\$226,695,397⁵**.

Table 1. Projected Expenditures for Youth Services FY2008

City of Philadelphia		
<u>Department of Human Services⁶</u>		\$136,699,404
- After School/Youth Dev. Programs	42,281,699	
- Delinquency & Violence Prevention	44,562,924	
- Community Development Programs	728,328	
- Community Family Support Services	24,268,713	
- School Based Case Management	4,512,236	
- Admin., Consultants, Eval., Training	20,345,504	
<u>Department of Recreation⁷</u>		\$4,041,647
<u>Free Library (LEAP)</u>		\$1,536,000
Philadelphia Safe and Sound		\$55,216,638
Philadelphia Youth Network		\$20,607,380
School District of Philadelphia⁸		\$36,542,992
GPUAC		\$14,351,622
UWSEPA⁹		\$7,715,756
Congreso		\$17,239,426
William Penn Foundation¹⁰		\$7,370,000
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TOTAL (non-duplicated)		\$226,695,397

Table 2. Individual Exchanges between Steering Committee Organizations*

	GPUAC	DHS	Philadelphia Youth Network	School District of Philadelphia	Congreso	Philadelphia Safe and Sound	United Way of SE Penna.	William Penn Foundation
GPUAC		\$2,753,713	\$202,837	\$458,715	-	\$622,948	\$45,000	\$85,244
DHS	-		-	-	-	-	-	-
PYN	-	\$6,659,557		\$1,480,000	-	-	-	\$2,601,978
SDP	-	\$84,000	-		-	-	-	-
Congreso	-	\$3,905,532	\$921,069	\$101,000		\$1,208,600	\$19,000	\$402,964
PSS	-	\$52,456,000	-	-	-		-	-
UWSEPA	-		-	-	-	\$600,000		\$1,090,242
WPF	-		-	-	-	-	-	

* Where possible, these figures are for FY2008. The numbers in each row represent the amounts obtained from the organization in each column.

Analysis of Exchanges

Table 3 summarizes the data in Table 2 and shows how much funding for youth services flows among the members of the Steering Committee. For example, Congreso receives a total of \$6,558,165 from six other organizations and does not allocate any of its funds to any others in the list. Philadelphia DHS does not receive funds for youth services from any others, but allocates \$65,774,802 to GPUAC, PYN, Congreso, and Safe and Sound. Six of the eight organizations receive funds from at least one other organization. Only DHS and the William Penn Foundation do not receive any funds from the others. Six of the eight organizations give funds to at least one other organization. Only GPUAC and Congreso do not give funds to any of the others.

Table 3. Total Exchanges among IYSP Steering Committee Members

	\$\$ Received from Steering Committee Members	\$\$ Allocated to Steering Committee Members
GPUAC	\$4,168,457 (DHS,PYN, PSD, PSS, UW, WPF)	0
Phila. DHS	0	\$64,818,563 (GPUAC, PYN, Congreso, PSS, SDP)
Phila. Youth Network	\$9,451,392 (DHS, PSD, WPF)	\$1,123,906 (GPUAC, Congreso)
Phila. School District	\$84,000 (DHS)	\$2,034,590 (GPUAC, PYN, Congreso)
Congreso	\$6,558,165 (DHS, PYN, PSD, PSS, UW, WPF)	0
Phila Safe & Sound	\$52,456,000 (DHS)	\$2,431,548 (GPUAC, Congreso, UW)
United Way of SEPA	\$1,690,242 (PSS, WPF)	\$64,000 (GPUAC, Congreso)
William Penn Foundation	0	\$3,935,679 (GPUAC, PYN, Congreso, UW)

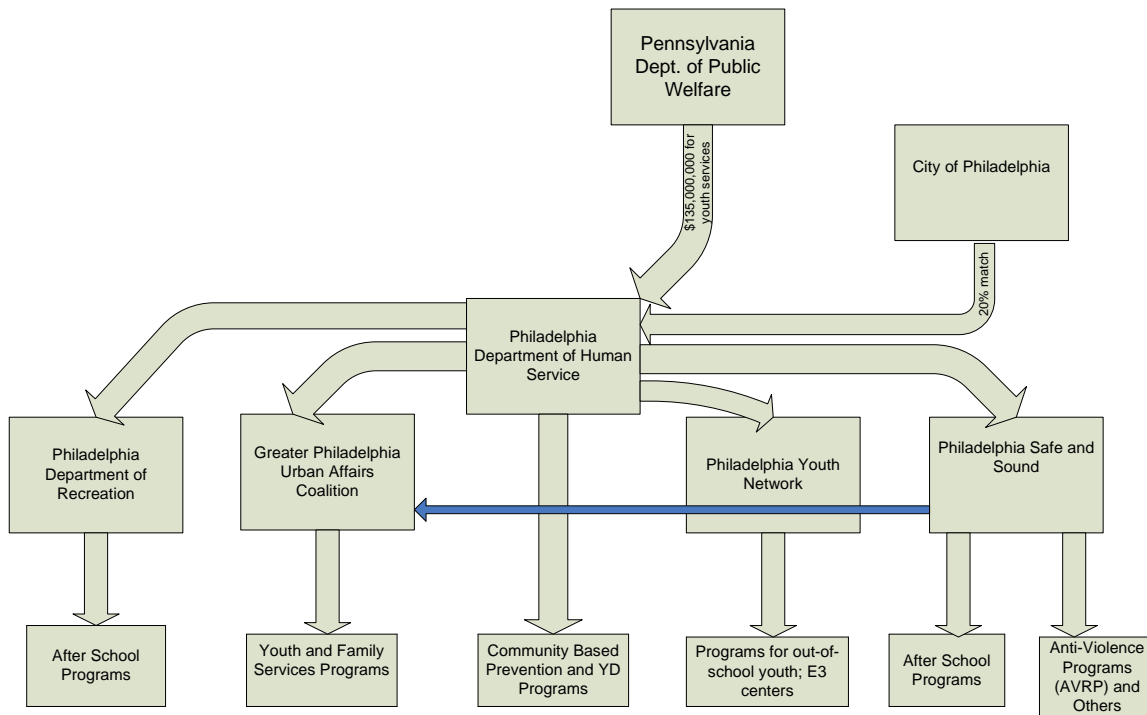
In order to illustrate the potential complexity of these exchanges, Figure 1 shows the flow of Act 148 funds, the largest single source of youth services funding. Approximately \$135,000,000 was allocated to the Philadelphia Department of Human Services to provide funding for children and youth not accepted for formal child welfare or juvenile justice services (the City of Philadelphia must provide a

20% match). DHS, through its Division of Community Based Prevention Services, then allocates this money either directly to community based providers or through other departments, coalitions or intermediaries who in turn distribute it to individual programs or providers. The largest intermediary by far is Philadelphia Safe and Sound, which received in excess of \$52,000,000 for the current fiscal year. Other intermediaries who received Act 148 funding and are not shown in Figure 1 include Philadelphia Health Management Corporation and PHMCC. Some organizations may receive Act 148 funds from more than one path. As shown in Figure 1, GPUAC receives money directly from DHS for some of the programs in its coalition. It also receives Act 148 money from Philadelphia Safe and Sound for Beacon Schools and AVRP programs at two of its members. Congresso receives Act 148 from at least three different paths:

- from DHS directly for truancy prevention and youth development
- from Safe and Sound for after school programs and AVRP
- from Philadelphia Health Management Corporation for parenting education

For each of these programs, Congresso has to submit a separate proposal and meet separate funding and reporting requirements.

Figure 1. Flow of Act 148 Funds



Major Funding Streams

Table 4 identifies the major funders and funding streams that support youth services in the City of Philadelphia. This information was derived primarily from data on revenue sources that were provided by members of the Steering Committee, from the Philadelphia Children's Budget 2006 and from selected interviews. The major funding stream as previously identified is the funding the City receives from the Pennsylvania Department of Public Welfare (DPW) through Act 148. Each year a request is submitted to DPW through the Needs-Based Plan and Budget Process. The funds received through this process are then distributed by the City. The City of Philadelphia also provides more than \$31,000,000 from its operating fund for the Act 148 match and to support the youth services programs of the Department of Recreation and the Free Library.

In addition to providing funding through Act 148, the Pennsylvania Department of Public Welfare provides over \$34,000,000 in additional funding for youth services in Philadelphia. Nearly this entire total comes from the School-Age Child Care Subsidy which distributes money to approved agencies to subsidize parents who meet DPW eligibility guidelines. The parents are required to pay a minimal fee.

The Pennsylvania Council on Crime and Delinquency has provided \$3,121,536 on an annual basis for youth services programs in Philadelphia. More than half of this amount was awarded to GPUAC, with Congreso, Philadelphia Youth Network, and Philadelphia Safe and Sound also receiving grants.

GPUAC has received \$1,685,950 from the Pennsylvania Department of Community and Economic Development (DCED) for youth services programs provided by five of the coalition members. GPUAC is the only one of the Steering Committee members to receive funding from DCED.

Foundations, corporations, and private donors provided a little more than \$3,500,000 to Steering group members. The largest amounts went to Congreso, Philadelphia Youth Network, and GPUAC. This does not include the money raised by the United Way of Southeastern Pennsylvania through its campaign.

Table 4. Major Funders/Funding Streams for Youth Services

Philadelphia Department of Human Services - Act 148 (80% of \$136,699,404)		\$109,354,523
Pennsylvania Department of Public Welfare		\$34,954,373
School-Age Child Care Subsidy	\$33,703,281	
Human Services Development Fund	\$1,251,092	
City of Philadelphia General Fund		\$31,330,436
Act 148, 20% Match	\$27,339,881	
Department of Recreation	\$2,590,555	
Free Library	\$1,400,000	
School District of Philadelphia		\$17,715,930
Philadelphia Workforce Development Corporation (PWDC)		\$14,790,647
Workforce Investment Act Funds	\$6,507,283	
TANF	\$3,781,633	
Other	\$4,672,898	
Pennsylvania Department of Education		\$14,774,602
Education Assistance Program	\$8,818,885	
21 st Century CLCs	\$4,829,056	
Other DOE	\$1,126,661	
William Penn Foundation		\$11,173,000
United Way of Southeastern Pennsylvania		\$7,715,756
Federal Sources		\$4,838,328
Private (Corporations, Foundations, Donors)¹¹		\$3,570,121
Pennsylvania Commission on Crime and Delinquency		\$3,121,536
Youth Violence Reduction Partnership (multiple funders)		\$2,949,968
Pennsylvania Department of Community and Economic Development		\$1,685,950

Opportunities for New or Expanded Use of Funding Streams

Appendix C contains a list of federal funding streams that have been used to support youth services. Many of these are already being used in Philadelphia by the City and other IYSP partners. Of those listed, the ones that seem to hold the most promise based on interviews and discussions with IYSP partners are:

- Community Services Block Grants
- Medicaid
- Juvenile Accountability Block Grants
- Community Development Block Grants

At the State level, there appears to be the potential to expand the use of the DPW School-Age Child Care Subsidy. This is an uncapped source of funds that could supplement the existing resources for after-school programs if more providers were enabled and encouraged to utilize it. There may also be an opportunity for more organizations to seek funding from the Department of Community and Economic Development.

At the local level, the greatest opportunity appears to be to seek to obtain more support from private sources, including corporations and foundations. Philadelphia lags behind other big cities in the financial support it has received from these sources for its out-of-school time and other youth services programs.

V. Case Study of a Single Provider - Congreso

In order to further understand the impact of the five themes identified in Section II (mission, collaboration, funding, accountability, and data) on the youth services system in Philadelphia, the Integrated Youth Services Project examined the effect that these issues have at the service provider level from the viewpoint of one local service provider, Congreso de Latinos Unidos (Congreso). The objective of this case study was to see if an understanding of service integration at this level might inform thinking about service integration at the macro-level.

Congreso is a non-profit agency that serves the Latino community in North Philadelphia by providing a myriad of services. Congreso's mission is to strengthen Latino communities through social, economic, education, and health services; leadership development; and advocacy. Their goal is to move individuals in the communities they serve up the economic ladder by ultimately helping them attain self-sufficiency through education, workforce development, and integration with health and support service strategies. Congreso recently announced a new structural plan to improve efforts to achieve this goal among their clients.

Congreso has a very clearly established mission and goal but in order to clarify its goal and increase accountability within the organization, the staff developed the following seventeen priority outcomes for which it will now hold the organization accountable:

- Youth graduate from high school
 1. Youth attend school regularly
 2. Youth behave well in school
 3. People increase numeracy skills
 4. People increase literacy skills
 5. Youth do not enter or re-enter the justice system
 6. Teens avoid first pregnancy and teen parents delay repeat pregnancy
 7. Parents strengthen healthy parental attachments to their children
- People complete at least 2 years of post- secondary education
 1. People increase employment soft skills
- People obtain and remain in a good job for at least one year
 1. People obtain English proficiency
 2. People increase numeracy skills
 3. People increase literacy skills
- People invest in appreciable assets
 1. People increase financial management knowledge
 2. People enroll in the benefits to which they are entitled
- People are Safe and Healthy
 1. People increase knowledge about nutrition and disease
 2. People decrease substance abuse

3. People increase knowledge about situations that lead to domestic violence
4. Caregivers increase parenting knowledge

Congreso has clearly articulated these outcomes internally and externally so that all programs are focused on achieving one or more of these with clients. By determining a set of common outcomes across the organization, service staff at Congreso are held accountable not only to the requirements of their individual funders (requirements such as a certain number of home visits per month) but also to the goals of the organization as a whole.

Congreso has also implemented a new client manager model in order to increase staff accountability to these outcomes and to the clients. When clients enter a program at Congreso, they will be paired with one primary client manager who will be their main contact during their time at Congreso. This primary client manager will perform the agency-wide intake assessment as well as make referrals to other Congreso programs and follow up with clients to determine if they are attending these additional programs. This will enable the client and primary client manager to develop a relationship and the client manager will be better able to meet the client's needs by understanding all aspects of the client and related family issues. This will also decrease the duplication in client management services.

In conjunction with developing these specific outcomes, Congreso has also implemented a data management system to track the outcomes across the agency. Congreso's has updated its *Efforts to Outcomes* software¹² to improve accountability all the way down to the client manager level. This software allows the agency to track referrals and enrollment across all agency programs (while still accounting for HIPPA regulations). It also contains data related to tracking Congreso's primary outcomes such as school attendance, number of behavior incidents, number of clients promoted to the next grade level, and whether a client is registered and has passed the GED test. Congreso is continuing to develop ways to track data to determine whether clients are achieving each of the established outcomes.

In order to better achieve these outcomes, Congreso has taken the initiative to establish collaborative relationships with other organizations in the community. Congreso's goal is to integrate the school system, the family unit, and supportive services. Congreso will work with schools to ensure social services are integrated and at-risk youth are provided with more intense client management. Services will be offered to families, as appropriate, and parents will be supported in these programs

A specific example of this collaboration can be seen in Congreso's *Exito* program which is housed in Edison High School and run by a Congreso case manager. This program targets 300 9th graders who have been deemed to be at risk of

dropping out of high school because they exhibit some or all of the following risk factors:

- Attending school less than 80% of the time
- Receiving a poor behavior final mark in middle school
- Receiving a failing math or English grade
- Earning 2 or fewer credits in the 9th grade
- Not being promoted on-time to the 10th grade

These students will then receive between one and three interventions based on their situation and need. These interventions provide academic support in language arts and math, behavioral and mental health services, as well as an entrepreneurship program that will provide students with skills to develop their own business plans. This program will track whether students graduate from high school and if they enter post-secondary institutions in order to determine whether Congreso is achieving its mission. This program is currently in the implementation stage and while this collaboration has come with challenges, the program is beginning to show some early success.

In order to fund the variety of services that it provides, Congreso must access a large number of funding sources. One of its primary funding sources is the Philadelphia Department of Human Services (DHS), which also funds organizations such as Philadelphia Safe and Sound (that also funds Congreso). Congreso also receives funds from the Philadelphia Workforce Development Corporation, the Philadelphia Youth Network, the Pennsylvania Coalition Against Domestic Violence, as well as the School District of Philadelphia. Congreso also receives some funding from private donors and grants and they are continuing to expand these sources.

Congreso's use of such a large number of different funding streams presents some challenges for the organization. Each funder has different requirements and criteria for client management services. Therefore, client managers from each different program must provide different data, reports, and services- regardless of whether they match with Congreso's established outcomes. In the same vein, each funder has different priorities and only provides funds to intervene on problems related to their individual concerns. Many of these services are related to fixing symptoms but not addressing the underlying root causes, while Congreso's goal is to address the root of these problems.

Another challenge is that these services are driven by outputs such as the number of home visits, the number of school visits, or the number of contact hours, as opposed to the broader outcomes that Congreso has established. Most funding sources deal with one primary issue affecting clients who are often dealing with many barriers or needs. Therefore, funders typically do not fund cross system or longer term outcomes such as whether a student graduates from high school or whether an individual finds employment and maintains a job.

Funders usually focus only on specific outputs that do not always lead to successful outcomes.

Therefore, Congreso is an organization that represents a microcosm of the issues affecting youth services at the larger city-wide level in Philadelphia. But Congreso has also begun to implement potentially effective solutions to these challenges. By establishing a set of agency-wide outcomes, Congreso has managed to focus its program efforts on meeting those goals at all levels. The tracking of data related to these outcomes gives the agency a clear picture of whether programs are successful. Both of these strategies would be supportive to developing an integrated youth service system in Philadelphia. By establishing common outcomes and tracking program data to determine which youth services programs in the city are successful, Philadelphia could then use this information to make more informed allocation decisions. Giving more flexibility to providers in terms of how to achieve the desired outcomes would also help to overcome some of the funding challenges that Congreso is facing.

VI. Network Models in Other Cities

According to The National Institute on Out-of-School Time, very few cities have a coherent and firmly established system for funding and managing youth services.¹³ As in Philadelphia, most of these systems have evolved through a patchwork of independent efforts funded by a variety of often-unrelated grants and contracts. However, a number of cities have begun to engage in “system building” activities, trying to put in place systems with the following characteristics:

- An infrastructure that holds the system together
- Agreement on desired outcomes
- Coordinated funding streams
- Accountability
- Shared data systems
- Ways for the community to know which services are available and how to access them

The infrastructures that are being created are typically public/private networks comprised of public agencies, private non-profit service providers, research and advocacy organizations, foundations, corporations. In some cases city governments have taken the lead. In other cases, local school districts, foundations, or intermediary organizations have been the leaders. In Table 5, we have provided some of the details concerning the structure that are in place in six cities that comparable to Philadelphia (Baltimore, Los Angeles, Washington DC, Chicago, Boston, and New York.)¹⁴

Table 5 illustrates that the variety of models that have evolved as cities grapple with how to manage youth services. In four of the cities there is a strong role for City government. In Chicago most services are administered by the Department of Children and Youth Services; In New York most services are administered by the Department of Youth and Community Development. In both cases these departments are separate from the agencies that administer formal child welfare and juvenile justice services. In Baltimore, funds are administered by a quasi-public entity (Baltimore City’s Local Management Board) that was created by state legislation. In Los Angeles, the Mayors Office is a co-manager of LA’s Best along with the LA Unified School District.

In two cities, Los Angeles and Chicago, the school district plays a prominent role. In Los Angeles, all Operation Office staff of LA Best are employees of the School District. In Chicago, the School District operates community school in 110 public schools. Corporate leaders are well-represented on the governing boards in Los Angeles, Chicago, and Boston.

Table 5. Models of Youth Services in Other Cities

City/Organization	Structure/Composition	Function/Responsibility	Comments
BALTIMORE			
<u>Safe and Sound Campaign</u>	Non-profit organization Board of Directors includes: - Pres. of Annie Casey Fdn., - Pres. of UW of Central Md. - Pres. of Baltimore Community Fdn - Various community leaders	Fundraising; Advocacy; Policy Development	Focuses on OST programs
<u>The After School Institute</u>	Non-profit organization Has 2 advisory committees: Steering Committee Training Collaborative	Professional Development; Technical Assistance	Focuses on OST programs
<u>Family League of Baltimore City, Inc. (FLBC)</u>	Quasi-public non-profit organization; functions as an arm of Baltimore City government (Baltimore City’s Local Management Board – created by State Legislature)	Funds allocation; Program Monitoring; Data Collection: Accountability	- OST Programs - Return Diversion Services - Prevention of Out-of-Home Services

City/Organization	Structure/Composition	Function/Responsibility	Comments
<p>LOS ANGELES</p> <p><u>LA's Best</u></p> <p>LA's BEST is a partnership including the City of Los Angeles / Office of the Mayor, the Los Angeles Unified School District and the private sector.</p>	<p>Board of Directors - Responsible as policy-makers of the program for oversight and strategic planning, including the creation of a diverse and sustainable funding base for the organization. (40 members – mostly from private sector, one former Mayor, one former City Council member, one current City Commissioner.)</p> <p>Advisory Board - Responsible as stewards of the program for assuring quality and representing diverse community and constituency views to the organization. (community leaders, educators, non-profit executives).</p> <p>LA's BEST Friends is a network of like-minded young professionals who have a shared commitment to the children of Los Angeles</p>	<p>LA's Best is co-managed by the Mayor's Office and the LA Unified School District. There is a corporate office consisting of the President and CEO and administrative staff housed in the Mayor's Office and an Operations Office housed at the LAUSD. All Operations Office staff are LAUSD employees.</p>	<p>Focuses on OST programs and activities</p>

City/Organization	Structure/Composition	Function/Responsibility	Comments
WASHINGTON, DC			
<u>Children and Youth Investment Partnership</u>	An informal collaboration involving multiple stakeholders whose mission is help improve outcomes for DC youth by improving the quantity and quality of out-of-school time services.		
<u>Interagency Action Team</u>	The Action Team functions as a steering group for the Partnership, and consists of representatives of DC Agenda, the DC Public Schools, the DC Mayor’s office, the Office of Early Childhood Development, the Urban Institute, the Children and Youth Investment Trust, DC Public Libraries, Parks and Recreation, Dept. of Health, and other government and community agencies.		
<u>Children and Youth Investment Trust Corp.</u>	Formed in June 1999 as a 501(c)(3) organization to link public and private resources, creativity and commitment to address strategically, the long term needs of children, youth and families in the District of Columbia. Governed by a 10 member Board of Directors. Current Chair is the CEO of the Federal City Council.	Raises and manages funds from variety of sources. Issues RFP’s Creates Standards Evaluates programs	

City/Organization	Structure/Composition	Function/Responsibility	Comments
<p>CHICAGO</p> <p><u>Dept. of Children and Youth Services</u></p> <p><u>After School Matters</u></p> <p><u>Chicago Public Schools</u></p> <p><u>Chicago Park District</u></p>	<p>A newly created City department that coordinates programs for over 100,000 children and youth.</p> <p>Non-profit organization that partners with the City of Chicago, the Chicago Public Schools, the Chicago Park District, the Chicago Public Library, the Department of Children and Youth Services, and others to expand out-of-school opportunities for Chicago teens. Has a large Board of Directors chaired by Mayor Daley's wife and includes many corporate and civic leaders and a few public officials.</p> <p>The Office of Extended Learning Opportunities operates the Community Schools Initiative which includes community schools in 110 public schools with over 400 community partners.</p> <p>An independent organization affiliated with the City of Chicago. Operates after-school programs in over 70 parks and cultural centers. The 7 member Board of Commissioners is appointed by the Mayor.</p>	<p>Funds and administers child-care, early-learning, youth programming, OST programs, youth employment and other youth services.</p> <p>Focuses on workforce development and job training for teens still in school.</p> <p>Plans and operates community schools.</p>	<p>OST programs include after-school programs, mentoring programs, and counseling services for at-risk youth.</p> <p>OST/ workforce development</p>

City/Organization	Structure/Composition	Function/Responsibility	Comments
BOSTON			
<u>Boston Beyond</u>	Non-profit organization with 14 member Board. Mayor of Boston is the Honorary Chair. Mission is to catalyze a partnership with the City of Boston, the philanthropic community and the city's business, non-profit and civic leadership to design and implement a successful youth development strategy for all the children of Boston.	Advocacy Research Networking Resource Development	Successor to After School for All Partnership and the Mayor's Boston 2: to 6:00 After School Initiative.
BOSTnet	Mission is to enhance the quality and increase the capacity of the out-of-school time field. Non-profit organization with a 12 member Board of civic leaders.	Networking Data gathering Training and technical assistance	
Massachusetts 2020	Non-profit organization with a Board of Directors composed of civic leaders. One of the co-founders was the Executive Director of the Mayor's 2:00 to 6:00 After School Initiative.	Focused on expanding after-school and summer learning opportunities for children across the Commonwealth. Provides technical assistance And conducts research.	

City/Organization	Structure/Composition	Function/Responsibility	Comments
<p>NEW YORK CITY</p> <p>Department of Youth and Community Development</p> <p>The After School Corporation (TASC)</p> <p>Partnership for After School Education (PASE)</p> <p>The Center for After-School Excellence</p>	<p>Created in 1996 to provide NYC with high quality youth and family programming.</p> <p>A non-profit intermediary which supports after-school programs. Governed by a 19 member Board of Directors composed of civic leaders. Chaired by Robert D. Joffe.</p> <p>Non-profit organization governed by a 14 member Board of Directors. Also a membership organization.</p> <p>Founded by The After School Corporation. Has a 10 member governing board and an Advisory Committee made up of leaders from academia and community based organizations.</p>	<p>Funds a wide range of programs including the OST Initiative, youth workforce development, summer youth employment programs, Beacon Community Centers, and corporate internships for youth.</p> <p>Develops model programs. Links program providers with funds.</p> <p>Provides professional development for after-school programs. Provides access to resources in the field. Develops demonstration programs.</p> <p>Provides professional development and certification for after –school staff in partnership with City University of New York.</p>	<p>OST Initiative is the largest after-school program in the U.S. Programs are operated by community based organizations under contract to DYCD.</p> <p>Started in 1998 with a \$125 million five year challenge grant from the Open Society Institute.</p> <p>Currently under contract to DYCD to provide professional development.</p> <p>Also conducts research.</p>

VII. Conclusions and Recommendations

The Integrated Youth Services Project has explored the present state of youth services in the City, how they are organized and funded, and what a more coherent and sustainable system of services would look like. IYSP activities included: convening a large group of stakeholders, conducting individual interviews, analyzing data related to funding streams, initiating discussions among a smaller steering group of leaders, and looking at the system from the perspective of an agency that provides services within the existing set of constraints.

Despite the rapid growth of resources for out-of-school time, youth development, and community based prevention programs in Philadelphia over the past decade, and the presence of successful collaborative efforts such as Project U-Turn, the reality is that there is not a 'youth services system." There are clusters operating with particular emphases and goals, such as a cluster for after-school programs that meet certain guidelines, a cluster for programs that are geared to workforce development for older and out-of-school youth, a cluster of programs to prevent youth from coming into contact with the juvenile justice or child-welfare systems.

While some overlap and exchange exists, for the most part these clusters operate as closed systems with little interaction with each other. Also, some significant actors are partially ignored or left out of the discussion and not fully recognized as being a part of any of the clusters. Prominent among these are the 95 after-school programs operated by the Philadelphia Department of Recreation and the 53 after-school programs operated by the Free Library at each of its branches.

In contrast, the one place where the need to create a more integrated youth services system is felt most clearly is at the level of the non-profit community based provider. As the case study of Congreso shows, the private provider is much more likely to experience the day-to-day problems of not having an integrated system as it struggles to turn a variety of unconnected programs into a holistic service for children, youth, and their families. It is in fact at this local level where a model of integrated services may already be evolving.

The recommendations emerging from this report are organized around three major conclusions. The first conclusion recognizes the lack of an overall structure for collaboration and coordination, including the lack a formal role for City government in setting policy for youth services. The second conclusion cites the lack of a system of accountability where stakeholders can be measured according to their attainment of an articulated and agreed upon set of outcomes. The third conclusion is that Philadelphia lacks a coordinated and inclusive effort to develop a sustainable funding plan to ensure the future of youth services.

Conclusion 1: The Need for an Explicit Role of City Government in a Collaborative Structure that Engages Citywide and Neighborhood Levels

Over the past thirty years, the City has experimented with a number of mechanisms to influence and manage policy related to youth services. In the late 1970's the City created the Youth Services Coordinating Office (YSCO) within the Managing Director's Office which operated into the 1980's before being disbanded. The YSCO was intended to oversee all spending for children's programs and also had responsibility for monitoring many of the services provided through contracts with private agencies. In the 1990's, Mayor Rendell created the Mayor's Cabinet for Children and Youth in an attempt to coordinate the major City departments that administered youth services and to seek out new sources of federal funding. After the election of Mayor John Street, the Mayor's Cabinet was discontinued, but an Office of Children's Policy was created within the Division of Social Services to develop standards for out-of-school time programs and to expand the resources available for children and youth programs through the Children's Investment Fund. Later in the Street Administration, the Office of Children's Policy was disbanded and the responsibilities of the Division of Social Services were significantly reduced.

By the time the Integrated Youth Services Project began, the City had very little formal role in developing and coordinating youth services policy. In some cases, policy making was confined to individual departments (such as Human Services or Recreation). In other cases, policy making as well as management had been delegated to non-profit intermediary organizations.

Recommendations

1. There should be a formalized and explicit location in Philadelphia City government for the development of an overall City policy regarding youth services. This responsibility should be lodged under the Deputy Mayor for Health and Opportunity in collaboration with the Chief Education Officer.
2. As in some other cities, there should be a vehicle convened by the City and the School District of Philadelphia to bring together the major stakeholders in the youth services system. While the precise participants and structure are still to be determined, the Office of the Deputy Mayor for Health and Opportunity and the School District of Philadelphia should play prominent roles, along with the private non-profit sector and the advocacy community.
3. In developing this mechanism, all relevant City Departments should be included, especially Human Services, Behavioral Health/Mental Retardation, Recreation, and the Free Library.

4. As stated in the City of Philadelphia's 2008 Five Year Strategic Plan, a more collaborative relationship should be created between the City departments and the School District of Philadelphia to ensure that the best possible education outcomes are attained.
5. In addition to a structure for youth services collaboration and integration at the City-wide level, the City should also consider structures for managing collaboration and integration at the neighborhood level. Such structures could build off of the efforts of Philadelphia Safe and Sound's community report cards and the Department of Human Services EPIC Stakeholders Groups.
6. Consider ways to incorporate the achievements of Congreso at the agency level (such as the single point case management model) into thinking about what would constitute a more integrated system at the City-wide level.
7. A well structured social marketing campaign would be beneficial for promoting a coherent system of youth services in the city. This campaign should be centrally directed by the City of Philadelphia and would be used to highlight the connections between programs and the unity of effort amongst system partners. The campaign would include mass-media advertising and also include significant efforts to develop a common brand identity for programs funded by the City and its partners.

Conclusion 2: The Need for a System of Accountability Based on Clarity of Roles, Outcomes and Data

Accountability is concerned with *who* is responsible to *whom* and for *what*. In Philadelphia, it appears that the responsibility for setting policy related to the delivery of youth services has largely devolved over the years to intermediaries, each of which has its own methods of monitoring performance.

In measuring performance of youth services, accountability has come to be based largely on how many are served or how often they are served rather than on the outcomes that are produced. In other words, organizations track only outputs, rather than measuring both outputs and outcomes. The mobilizing force of a compelling and shared *outcome* was illustrated in the brief experience of the IYSP Steering Committee. As long as the outcome of the project was defined in terms of *collaboration* or *creating an integrated system*, people were restless and kept asking "What is this project really trying to accomplish?" However, when the goal of the project began to be perceived as "making sure that youth graduate from high school," the excitement and commitment increased noticeably.

Recommendations:

1. Reconsider the extensive use of intermediaries in carrying out the work of public entities in administering and monitoring youth services. In cases where the decision is made to use an intermediary, the funder should clearly spell out in contractual terms what the responsibilities of the intermediary will be, to whom the intermediary is accountable, and how that accountability for specific outcomes will be measured.
2. In situations where the City decides to contract with an intermediary, consideration should be given to submitting the contract to a formal bidding process with a Request for Proposals.¹⁵
3. A common set of high-level outcomes should be adopted for the youth services system by funders, intermediaries, and providers. Potential high-level outcomes are:
 - Graduation from high school
 - Connecting out-of-school youth to education and employment
 - Prevention from entering the formal child welfare system
 - Prevention from entering the formal juvenile justice system
4. A set of intermediate or mid-level outcomes should be adopted that lead to each of the high-level outcomes.
5. The desired outcomes for the youth services system should be incorporated into the goals of the City's operating departments (Human Services, Recreation, Behavioral Health/ Mental Retardation, and the Free Library), and should be included in the Departments' performance measures as spelled out in the City's Five Year Strategic Plan.
6. Wherever possible, a common data collection and outcome measurement system should be adopted and used across organizations. Funders (including foundations) should explore subsidizing the purchase of a tested and reliable software package for measuring outcomes so that private non-profit providers will be able to participate.
7. Regular reports on the high-level and intermediate outcomes of the youth services system should be prepared and made available to the public and participating organizations.
8. Explore the possibility of connecting the IYSP Steering Committee's goal of making sure that youth graduate from high school with the mission of Project U-Turn. The IYSP's goal is broader in scope in that it provides for

child, family and community efforts throughout the range of age levels to support the efforts of schools.

Conclusion 3: The Need for Developing a Collaborative Strategy for Sustainable Funding

One of the stakeholders who was interviewed at the beginning of the project recalled that during the 1970's, there were actually more slots for out-of-school time programs available throughout the city than there are today. Most of these slots were funded through the Comprehensive Employment Training Act (CETA), and when the funding for CETA was exhausted, the slots disappeared. Today, Philadelphia again has a relatively large amount of resources dedicated to out-of school time, youth development, and community based prevention programs.

While there are a variety of different funding sources, 60% of the funding comes from one major source – Act 148, whose stated purpose is to support local child welfare and juvenile justice programs. Currently, Act 148 dollars can be used to fund prevention programs, including after-school programs, violence prevention programs, and family support programs. If less money becomes available from Act 148 due to worsening state fiscal conditions, or if the guidelines governing its use should change, the consequences for Philadelphia's youth services system could be severe.

Recommendations:

1. The City should utilize the upcoming planning process for the DPW Needs Based Plan and Budget for Fiscal Year 2009-2010 as an opportunity to tie the youth service system's goals and the City's priorities in its five year Strategic Plan to the funding request to the Pennsylvania Department of Public Welfare for future Act 148 funds.
2. The City should also strive to make the DPW Needs Based Plan and Budget Process more inclusive and transparent, with broader participation from other key stakeholders.
3. A task force should be convened to come up with a plan to increase the diversity of funding for the youth services system. The task force should be convened by the Deputy Mayor for Health and Opportunity and the School District of Philadelphia, with participation from City Departments, the non-profit community, foundations, and corporations.
4. The task force should establish an annual target for private (non-governmental) funding for youth services from foundations and the private sector along with a set of strategies for attaining the goal.

5. The City should move aggressively to explore expanded use of the School-Age Child Care Subsidy administered by the Pennsylvania Department of Public Welfare, including possible changes in the City's role in the licensing of facilities for after-school programs.
6. The City should review the allocation of Community Service Block Grant funds in Philadelphia to consider their potential use in supporting youth services.
7. The City and other youth services stakeholders should participate in advocacy efforts to prevent the elimination of Community Services Block Grant funds as proposed by the Bush Administration.

After the third meeting of the IYSP Steering Committee, despite the perceived value in coming together and the consensus achieved on the mission of youth services integration, it became apparent that the IYSP Steering Committee should not continue to meet as currently constituted. More clarity is needed as to how the new Administration views the evolution and management of youth services in Philadelphia and participation is needed from the major funding agencies.

Some forum like the Steering Committee is necessary to raise and discuss the major issues facing the youth services system that have been outlined in this report and to carry out the recommendations that have been made. This structure needs to be tied to the goals of the Administration and the City's Five Year Strategic Plan. The leadership of the Office of the Deputy Mayor for Health and Opportunity, the Chief Education Officer, and the School District of Philadelphia are critical to its success.

APPENDIX A

Organizations Participating in Partnership Meetings or Interviews

Catholic Social Services
City of Philadelphia
Claneil Foundation
Congreso
Delaware Valley Grantmakers
EducationWorks
Fels Fund
Fels Institute of Government
Foundations Inc.
Greater Philadelphia Urban Affairs Coalition
Juvenile Law Center
Men United for a Better Philadelphia
Out of School Time Resource Center
PA Statewide Afterschool/ Youth Development Network
Pennsylvania Partnership for Children
Philadelphia Anti-Drug/Anti-Violence Network
Philadelphia Citizens for Children and Youth
Philadelphia Mayor's Children's Commission
Philadelphia Safe and Sound
Philadelphia Youth Network
Public/Private Ventures
School District of Philadelphia
Stoneleigh Center
Support Center for Child Advocates
The Philadelphia Foundation
United Way of SEPA
William Penn Foundation

APPENDIX B

Integrated Youth Services Project (IYSP)

Protocol for Key Stakeholders Interviews

Introduction

As you're aware, Fels, P/PV and OSTRC are facilitating the research process of the IYSP. Over the next several months, we'll be conducting interviews with the members of the IYSP Partnership to conduct an assessment of the current youth services system in Philadelphia. The purpose of this interview is to gain a general understanding of your organization's/your role in this system, along with the challenges and successes of the current system. The information gathered during this interview will be used to guide our questioning in upcoming interviews with other organizations and staff throughout the summer. In all of our work, we will not be identifying any of the individuals we speak with by name, and your answers will remain confidential.

For this project, Integrated Youth Services are defined as:

“services that take place out-of-school-time in the school or community to support the healthy development of children and youth. Ages could range from 5-24. Excluded are formal educational programs, early childhood programs, child protective services, and residential placements”.

The goal of the project is to ensure that youth have access to quality youth services, including out-of-school-time activities, supports, and opportunities through a viable, coherent and integrated youth services system.

Role of Organization in Youth Services

- Please describe your organization's overall purpose and mission. Can you tell us where youth services/OST work fits within your mission?
- Please describe the roles or functions your organization plays in the current youth services system in Philadelphia.
- Numerous organizations play a role in the planning and delivery of youth services in Philadelphia. Describe the role(s) that your organization plays in the planning and delivery of these services (in relation to your organization's mission).

- We're going to ask you a little more specifically about the areas of youth services in Philadelphia in which your organization is involved . We are interested in knowing both about the content areas (such as truancy prevention) etc. and the specific nature of your involvement in it – such as providing funds, services or TA. Please describe the specific program areas in which your organization is involved. For those program areas where you provide funds to private agencies or operate services yourself, please identify the major federal, state and local funding streams that support your efforts.
- What have been the successes and the challenges of various partnerships or collaborations in which your organization has participated?

The Product

- Please describe any successes or strengths you have observed in the current youth services system.
- Please describe any gaps or weaknesses you have observed in the current youth services system. What would it take to address these challenges?
- In your opinion, what should an integrated or coordinated youth services system in Philadelphia look like? What would it take to get there?
- In your opinion, what would be the benefits of a more coordinated youth services system?
- As we launch this work, in your opinion, what may be the challenges of undertaking an analysis of Philadelphia's youth services system? Do you have any advice or suggestions about how to minimize the possible challenges?
- To whom on your staff would you recommend we speak to regarding funding sources and program costs?
- To whom on your staff would you recommend we speak to regarding program content, monitoring, and evaluation?
- One of the project goals is to recommend a policy/policies to help implement a coordinated youth services system. What does this mean to you? What types of policies (legislative changes, designated funding sources, shared grant-makers' criteria, etc.) might be included in this recommendation?
- Is there anything else you would like to tell us that would be helpful to this project? Any comments or questions?

APPENDIX C

Federal Funding Streams that Have Supported Local Youth Development Efforts

Department of Education

- 21st Century Community Learning Centers - provides funding to schools and school districts (sometimes in partnership with community based organizations) for after-school, weekend and summer activities
- Title I - up to 5% can be used for community and supportive services for youth
- Individuals with Disabilities Education Act (IDEA) – funds have occasionally been used for programs outside of the standard school day
- Safe and Drug Free Schools and Communities Act - formula grant and discretionary pool

Department of Labor

- Youth Opportunity Grants - youth development programs in selected locations for youth 14-21 who haven't finished high school (funds are no longer available)
- Workforce Investment Act - based on youth development principles – provides work experience and year-round activities for at-risk youth; involves mentoring, community service, leadership development, and long-term follow-up; 30% of funds must be used for out-of-school youth

Department of Health and Human Services

- Temporary Assistance for Needy Families (TANF) – available to states for a variety of programs including community programs for youth
- Substance Abuse and Mental Health Services (SAMSHA) - block grant
- Community Services Block Grant
- Medicaid – has been used for prevention and health promotion
- Child Welfare (Title IV-E) – can be deployed to community programs; original Beacons used IV-E funds; kids deemed at risk of being removed from their homes
- Community Health Centers

- Runaway and Homeless Youth Program

Department of Agriculture

- 4-H Program – runs program in urban areas; Children, Youth and Families at Risk Initiative

Department of Justice

- Juvenile Accountability Incentive Block Grant – can be used for prevention programs
- Byrne Formula Grant Program - gang prevention
- Formula grant portion of JJDP Program
- Safe Futures Demonstration Projects (six sites)
- Children-at-Risk Initiative (5 sites)

Department of Housing and Urban Development

- HOPE VI Program – for revitalization and demonstration of severely distressed public housing; up to 15% for community and supportive services for youth
- Community Development Block Grants
- YouthBuild
- Communities in Schools – brings supportive services into school settings for low income children and families

Corporation for National and Community Service

- Americorps – programs involve and serve young people

Endnotes

¹ A report providing more detail of the content of these interviews was submitted by Public/Private Ventures to the William Penn Foundation in November, 2007.

² In 2004, a study conducted by the Center for the Support of Families reported that the amount of money allocated by the child welfare system for prevention services (including out-of school time programs) was substantially greater than for most comparable cities in the United States.

³ From Neild, R. and R. Balfanz. *Unfulfilled Promise: The Dimensions and Characteristics of the Philadelphia Dropout Crisis, 2000-2005*. Philadelphia Youth Transitions Collaborative.

⁴ While the intention was to obtain projected expenditures for FY2008 from all of the Steering Committee members, only FY 2007 data was available for the School District of Philadelphia, Philadelphia Safe and Sound, and GPUAC. Since it is reasonable in these cases to expect that projected FY2008 expenditures would at least equal FY2007 figures, the resulting figures should be a conservative estimate of the projected FY2008 totals.

⁵ The figure of \$226,695,397 only represents the projected expenditures by the organizations who are members of the Steering Committee. Although this includes the major expenditures for youth services in the City, it does not include the total spending for youth services of many other non-profit organizations that raise money through additional public or private sources. The total also does not include an estimated \$31,000,000 which is distributed through the School-Age Child Care Subsidy program administered by the Pennsylvania Department of Public Welfare since these funds do not flow through any of the Steering Committee members.

⁶ DHS actually receives in excess of \$300,000,000 per year through Act 148 as the largest share of its almost \$600,000,000 budget. The data in Table 1 represents projected FY2008 spending for the Division of Community Based Prevention Services and is based on the Needs Based Budget submitted to the Pennsylvania Department of Public Welfare. It is understood that the data in the Needs Based Budget may not be completely accurate with respect to what DHS actually receives and spends.

⁷ The projected expenditures for the Philadelphia Department of Recreation represent City of Philadelphia funds plus grants from the Human Service Development Fund and the U.S. Department of Justice (Juvenile Accountability Block Grant).

⁸ 94% of the expenditures for the School District of Philadelphia represent expenditures for after-school (extended day) and summer remedial programs that provide academic supports for struggling students. The remainder includes contracts with PYN, GPUAC, and Congreso plus a small contract from DHS for the RETI-WRAP Program.

⁹ The projected expenditures for the United Way of Southeastern Pennsylvania were estimated by combining the projected total costs for the Success in School and Alternative Pathways initiatives, a percentage of the total allocations to member agencies, funds received from Philadelphia Safe and Sound and the William Penn Foundation.

¹⁰ The projected expenditures for the William Penn Foundation were estimated by adding the individual grants made by the Children, Youth, and Families division in 1996 and 1997 that pertained to the youth services system in Philadelphia. The estimate was based on the portions of the grants to be expended in 2008.

¹¹ This item only contains private contributions and grants received by members of the IYSP Steering Committee. Foundation and corporate grants and private contributions to other non-profit organizations providing youth services in Philadelphia are not included.

¹² Social Solutions, Inc. <http://www.socialsolutions.com/>

¹³ Young, B. (2004) Vision, leadership, and determination. Wellesley, MA: National Institute on Out-of-School Time.

¹⁴ One of the sources for the information in Table 5 was a series of reports on the six cities by students at Princeton University in a seminar taught by Dr. Jean Grossman.

¹⁵ City Ethics Reform Laws passed in Feb. 2006 and now part of Section 17-1400 of The City Code, exempt non-profits from the mandated competitive bidding process for city contracts as well as from the "open and public process required for non-competitive bid contracts".