

**Investing in Student Success:  
Financing School-Connected Initiatives in Boston**

**Prepared for Boston After School & Beyond and  
The Full-service Schools Roundtable**

**Community Matters and The Finance Project**

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## **Table of Contents**

Executive Summary.....	2
I. Project Overview.....	8
II. Boston’s Children, School and School-Connected Services.....	10
III. Findings.....	16
IV. Recommendations.....	41
V. Conclusion.....	57
VI. Appendices.....	58
• Appendix I: Key Informants	
• Appendix II: Boston Public Schools Data	
• Appendix III: Stability of Public Funding	
• Appendix IV: Foundation Support for School Improvement	
• Appendix V: Public School-Connected Funding	

# Executive Summary

## Purpose and Approach

The majority of Boston's students are thriving; they will graduate from high school and enter post-secondary training or education programs at a significantly higher rate than their peers across the country. By many measures, both the Boston Public Schools (BPS) and the citywide systems of health care, out-of-school time and other school-connected programming for children and youth have achieved continuous, dynamic improvements over the past decade, exceeding expectations and attracting national attention for reforms.

At the same time, Boston's school-age children and youth face serious challenges. Each year, 1,500 Boston public school students drop out. A substantial achievement gap separates Black and Latino students from their White and Asian peers. Clearly, not all of Boston's children and youth are experiencing positive development in their social, emotional and academic lives. Indeed, the parents, youth, educators, program providers and city and state leaders interviewed for this report were unanimous in their view: both the educational and the human services systems serving Boston's children and youth must substantially improve if all BPS students are to thrive.

The purpose of this report is to assist public and private sector leaders with strategies for advancing the success of the city's children and youth. Its analysis and recommendations detail how public and private financing can sustain more strategic and integrated approaches to the delivery of school-connected services for BPS students during in-school and out-of-school time.

The report focuses on school-connected programs that support child and youth development and academic success. Recent national research shows that children's social, emotional and physical well-being and their academic achievement are interdependent, and that school-connected programs can effectively advance student success, both academically and in terms of healthy development. School-connected programs in Boston and elsewhere show compelling evidence of their impact on student academic and youth development outcomes. School-connected services also make good financial sense, achieving economies of scale, leveraging school and community resources, integrating existing systems, and eliminating duplication of services. The sponsors, funders and authors of this report share an interest in building on this recent national research and practice, both to understand the status of funding for school-connected programming in Boston, and to apply this analysis to possible future policy and practice decisions.

Though of interest to many, this report speaks especially to a specific target audience: the people who control or seek to influence funding for school-connected programs and services. Those who can make best use of this work are leaders in city and state government, philanthropists, child advocates, and heads of organizations engaged in legislating, financing, championing or managing public education, out-of-school time, youth development, mental health and other student support services. In the report, these leaders can find and examine patterns of current financing and their impact on student success, study innovations worthy of adaptation or expansion, and consider recommended action steps and changes in policy and practice. If successful, the report will do more than inform: it will motivate its readers to action.

With funding from the Wallace Foundation and the Barr Foundation, Boston After School & Beyond and The Full-service Schools Roundtable joined forces to plan this research. Together, they commissioned Community Matters and The Finance Project to conduct the study. As the report circulates, Boston Beyond and the Roundtable plan to engage leaders in the shared pursuit of its core recommendations.

This project focuses exclusively on programs that are connected to Boston Public Schools and serve BPS students during in-school or out-of-school time. Such “school-connected” programs span a broad spectrum – from a community-based organization entering a youth development partnership with a single BPS high school to a major university in its second decade of partnering with BPS schools to coordinate school-based services. The study includes public and private funding sources and financing strategies for out-of-school time, academic support and tutoring programs, mental health services, youth development, and access to health care. Not profiled in this report is funding for pre-school, dropout recovery, special education, or programs serving children and youth with no ties to the BPS.

The study reports on two areas: the flow of money to programs, and the interaction of programs, funders, and systems. The study maps federal, state and local public funding, tracks major private sector investments, and reports on best practice programs, systems, and financing strategies in Boston and across the country.

More than 200 key stakeholders took part in this study. Youth, parents, educators, community leaders, city officials, state agency administrators, legislators, after school providers, mental health and youth development experts, and others participated in interviews, focus groups and other gatherings and responded to targeted inquiries.

## Findings

**1. A dearth of salient data limits the capacity of researchers and the options of decision-makers.** The most important finding is that no system leader – not city and state financing agency heads, not private funders, not those who run the schools, and not the leaders of their partner programs – knows precisely how much money supports school-connected programming within the systems and programs he or she leads. This finding frames the underlying context for all other findings.

Many funders are unable to document how much of their money goes to support children and youth, regardless of school involvement or connection. Some agencies and organizations which provide school-connected services can neither quantify the extent of these services nor itemize their cost as a fraction of their overall budget. Only a handful of funders and institutions document measurable outcomes of the school-connected work they fund or perform.

These data limitations require that this report base its findings on a partial and incomplete accounting for funding that supports school-connected services. More importantly, since virtually all education and social services systems in the city and the state are funding school-connected strategies for which they lack financial or outcomes documentation, there is little good data on the impact and efficacy of this funding.

The absence of good data also makes it impossible to answer the question: “Is there enough money in the system?” Champions of a greater commitment of resources to school-connected work are only occasionally capable of documenting the volume and uses of these funds. Only with better data will leaders be able to quantify the nature of funding needs, explain the impact of specific investments, and frame an accurate analysis of overall funding adequacy.

**2. \$80 million in public funding supports school-connected programming for BPS students annually.** At least \$80 million in public funding flows annually to support school-connected programs for struggling youth in the BPS. A diversity of sources at the federal, state and local level provide this funding, which flows to both the BPS and many community partners. Most of

this money flows from the federal (71%) or state (16%) government. Public funding pays for programming in three areas: OST programs, health and mental health services, and other supports and services for BPS students, such as violence and substance abuse prevention and mentoring. Public funding includes: \$34 million to support OST programs; \$24 million to support health and mental health programs; \$22 million for other supports and services. Significantly, there is currently no dedicated local revenue stream of public funding in Boston that targets children's services, out-of-school-time programming or youth development.

Some of the largest federal funding sources include: Food and Nutrition Programs, 21<sup>st</sup> Century Community Learning Center Program (21CCLC), Title I/Supplemental Educational Services Program, Child Care and Development Fund (CCDF) and Medicaid. State programs include State Academic Support Grants, Expanded Learning Time Initiative funding and AfterSchool/Out-of-School Time (ASOST). Local funding includes school-based health centers, Boston Centers for Youth and Family, Boston Public Libraries and the Boston Police Department.

**3. The flow of dollars from funding sources is somewhat stable, but the programs receiving the dollars change from year to year.** Many major funding sources, especially those provided as federal formula grants to the states (21CCLC, CCDF, Medicaid) have been relatively stable from year to year, despite periodic threats of cutbacks. This mainly steady flow of dollars from some public sources does *not* translate into program stability, however. Many programs are subject to fluctuations in resources which may be competitively awarded, subject to time limitations, or reassigned to accommodate new priorities. For instance, while the city of Boston may receive a stable amount of funding from the CCDF each year, the children served and programs receiving subsidy payments will vary. For those programs whose public funding is cut dramatically, as has just happened with Boston's 21<sup>st</sup> Century Community Learning Center funding, the effects can be severe. The constant shuffling of dollars at the program level creates many sustainability challenges. Successful efforts to achieve sustainable flows of dollars to programs and organizations have been few.

**4. Private funders have committed \$60 million in major private grants in the past decade, and appear to commit between \$10 and \$15 million annually.** Private funders made major grants of \$60 million to school-connected services in the past decade. While a precise count is not possible, it is estimated that between \$10 and \$15 million in private funds flow to this work annually in Boston. Donors supporting full-service schooling, OST, mental health and other work have tried several approaches to grantmaking including:

- Pooling resources to increase the impact of grantmaking
- Supporting innovative public/private ventures, and
- Re-directing existing public resources towards strategies with demonstrated success.

Even with many successes, funders continue to wrestle with questions about their own capacity to leverage change. A few have dedicated resources to a deliberate effort to enable a public system to alter its policy and practice, with some promising signs of success.

**5. "Working the system" is easier than changing it.** Respondents across all sectors find the current 'system' of BPS school-connected financing and partnerships in mental health, health, and OST to be seriously flawed. Few feel themselves to be engaged in effective efforts to change the system. Behind most successful financing strategies for school-connected services for students in Boston, one will almost always find a dynamic partnership between schools and outside agencies, and one or two individual entrepreneurs. These effective leaders get results for children and for schools, almost always through a laser-like focus on a limited number of people or programs. Their successful models for school-connected programs run the gamut from the

common model of a single school partnered with one or more local community organizations to the unique university/community/schools partnership working in 15 schools. Principals and non-profit agency leaders are the most common drivers of these entrepreneurial ventures. They often get their results by channeling their innovation and creativity in two ways. Some “work around” existing BPS and other system policies that, from their point of view, bar more effective and practical approaches. Others “add on” to existing programs, norms and policies in the systems, rather than correcting or improving them.

## **6. Scarce resources and the challenge of coordinating funding pose ongoing challenges in Boston.**

When it comes to providing school-connected services to support student success, Boston’s leaders are in agreement that there is never enough funding to go around. Without clear information about the effectiveness of various programs and policies, Boston’s leaders are often faced with the choice of “business as usual” or “robbing Peter to pay Paul” for a new program. For instance, the Supplemental Educational Services (SES) Program of NCLB mandates that the BPS take Title I funding from one set of districtwide programs to pay for tutoring for students in underperforming schools. The competition for scarce resources creates funding inefficiencies and ill-will which undermine the basic function of school-connected partnerships.

*"So, the question this week is whether I get paid, or whether I pay my staff. You and I both know the answer to that one. But I am not sure how long I can keep this going."*

~ Director, After School Program

## **7. Boston’s organizations, funders and systems lack a common set of child and youth development outcomes – and a way to hold themselves accountable for results – which all partners can use to ground their work.**

Most educators and youth advocates agree: MCAS is not enough. Measures of academic achievement alone do not tell the whole story about young people and their development. Research makes clear that students who develop certain positive assets – connection to caring adults, engagement in constructive use of time, commitment to learning, capacity to engage empathically with others – are more likely to succeed academically and to thrive. No citywide system exists for assessing progress in achieving such outcomes, or for measuring how successfully programs are helping students develop them. Many individual state, city and community agencies have developed outcome and performance measures to assess their work within the confines of their own programs or organizations. Boston’s Birth to Five School Readiness Initiative and the Youth Transitions Task Force (working on dropout prevention and recovery) are facilitating conversations about how to frame common outcomes at opposite, critical ends of the spectrum of child and youth development. What is missing is a *unifying vision of child and youth development at each stage, for all ages of Boston’s young people* – one that funders, agencies and programs can work with and make a part of their organizational missions.

## **Recommendations**

Boston’s leaders have shown a long-term commitment to student success. The following recommendations build on and attempt to leverage the strengths of what is already working well in Boston, and to lay out a plan to take reforms to the next level. They draw on examples of innovative programming, leadership and financing from around the country, in out-of-school time, full-service schools, mental health and academic support programming, among others. Many of the recommendations call for reforms that will take time and, in some cases, require significant resources to implement. The full report provides more detailed step-by-step ideas for getting reforms started while funding and other needed resources are being secured. The recommendations conclude with a set of detailed “next steps” that are targeted to specific sector leaders, systems and organizations.

**1. Adopt a results-based accountability framework.** At the heart of all successful initiatives is a clear vision about expected results and a system for tracking progress toward those results. Boston stakeholders can enhance and strengthen the city's next wave of reforms by establishing a set of widely accepted outcomes for students, and ensuring that public and private sector leaders embrace and use them to guide policy and funding decisions.

**2. Create a Child and Youth Budget for Boston to integrate planning and accountability into a common framework for funding positive youth outcomes.** Children's budgets are an innovative mechanism for documenting and understanding a city's total investment in children and youth. Unlike program-or agency-specific budgets, children's budgets focus on the outcomes being targeted and funded, the ways that young people are served, and the types of services and supports funded across programs and agencies. This orientation facilitates analysis of the amount and allocation of spending on children globally, allows funders and grantees alike to track the relationship between funding and outcomes, and helps leaders coordinate and align their investments in accordance with shared priorities. State and local leaders use children's budgets to ensure that programs and expenditures are aligned with desired outcomes, to identify and redress duplication or lack of coordination, to target funding to programs and services with better results, and to demonstrate the need for new funds to fill in carefully documented funding gaps.

**3. Strengthen and support city-state partnerships.** The findings clearly show that much of the funding for school-connected services in Boston is governed by state policy and legislative decisions. By necessity, major financing reforms are likely to require the buy-in and support of state officials. As Boston's leaders across the sectors develop plans for ramping up higher levels of accountability and articulating a citywide child and youth budget, it will be extremely important to strengthen statewide alliances with other localities, and to leverage Boston's many strong ties to state policymakers. Efforts in this area should build on existing ties between the Mayor of Boston, the Governor, the Legislature, agency and civic leaders in Boston, city and town leaders and advocates across the state.

**4. Provide structure and support to improve local partnerships.** The role of partner – claimed by many, excelled at by only a few – is critical for supporting financing reforms. In Boston, high quality, collaborative alliances and partnerships that link schools and other sectors and that enable students to achieve significant and measurable successes are still relatively few, especially when contrasted with the need for them. Real partnerships are often accomplished in defiance of existing custom, and sometimes by ignoring existing rules. They also require leadership from the very top levels of major systems, including the BPS. Such entrepreneurial, risk-taking, cross-sector teamwork is something Boston's leading public and private institutions have done in the past in the prevention of youth violence and infant mortality. Additional support to nurture and promote collaboration is vital to successfully reforming financing for school-connected partnerships.

**5. Provide support for program sustainability.** For many school-connected programs, the current funding climate – with little ongoing core support – is a recipe for disaster. In considering results-driven financing and accountability reforms, Boston's leaders have an opportunity to move the focus of funding away from pilot and demonstration projects, and toward the re-organization of public systems in ways that support programs and approaches that are demonstrating positive outcomes for children and youth. In addition, Boston's leaders can create incentives and policies in all financing agencies, public and private, to reward grantees and contracted agencies which offer evidence of effective interagency partnership, and which create more effective partnerships between schools and other agencies.

**6. Plan for and generate new money for critical services.** New resources to support school-connected partnerships can come in one of two ways: through a windfall, such as the tobacco settlements produced a decade ago, or by raising taxes. On the horizon are two opportunities for Boston leaders to monitor. First, a new set of policies will be forthcoming from the Department of Mental Health & Mass Health Behavioral Health in 2007, and it is likely that additional funding in Boston will follow. Boston providers and system leaders should think strategically about how these funds could fill in gaps in current care, and support the development of effective partnerships between mental health agencies and schools. Second, Massachusetts advocates, policymakers and educators are considering the case for an increase in the state foundation formula for public education. This conversation will be enriched by the voice of Boston leaders who embrace the idea of school-connected services and initiatives that address child and youth development outcomes.

In addition, Boston's leaders can begin the research needed to assess the viability of creating a dedicated revenue stream to support the outcomes reflected in the Children and Youth Budget for Boston, by examining the experience of a growing number of cities generating new local revenue to support child and youth services. In the long run, any steps that Boston's leaders take toward implementing a results accountability approach will reward the participants with increasingly compelling data on student outcomes, an essential element in any effort to generate new revenue.

## **Next Action Steps for Key Partners**

While financing reforms are most often the product of effective partnerships, key stakeholder groups can help to jumpstart this process by modifying their own policies, procedures and priorities to support this work.

### **Boston Public Schools can...**

- Place a new, prominent emphasis – in all BPS schools – on the central role of school-connected student support in ensuring the academic success of all students.
- Put a full-time coordinator of school-connected services in every school.
- Reinvent Unified Student Services as a driving force for better student outcomes.
- Develop Partnership Planning to make school-community partnerships more effective.
- Craft a new approach to the use of SES tutoring dollars, driven by student needs.

### **Private Funders can...**

- Engage with public systems as partners.
- Seek out ways to facilitate lasting systems changes.
- Avoid demonstration projects unless they lead to sustainable efforts.
- Fund research that can help public systems change.
- Invest in results accountability, Child and Youth Budget planning, and a re-invention of USS.

### **The City of Boston can...**

- Lead the results accountability and Child and Youth Budget processes.
- Lead by example through quality school-connected ventures at BCYF Community Centers.
- Explore dedicated revenue options to support school-connected strategies for student success.

### **State Agencies can...**

- Participate in the results accountability and Children and Youth Budget process.
- Engage in strategic, high-level dialogue and partnership with public/private leaders in Boston.



**Boston After School & Beyond and the Full-service Schools Roundtable can...**

- Promote citywide results accountability and Child and Youth Budget development processes.
- Support the City of Boston and the Boston Public Schools as partners in financing innovation.
- Facilitate the improvement of data capacity across the sectors.
- Foster inter-sectoral and multi-disciplinary dialogue.

**Conclusion**

If the future of young people depends on their academic success *and* their social and emotional development, Boston leaders must continue to deepen their understanding of the funding and function of school-connected programs that promote these outcomes. Acknowledging encouraging recent progress, informants for this research nevertheless share the view that current results for Boston's students are not good enough. Boston's youth-serving institutions need a common vision for child and youth outcomes, accountability for results, and an approach to financing education and youth development that is planned and productive. No person or institution can achieve all this alone, but many individuals and agencies can get started on the distinct parts of the challenge. This report lays out multiple pathways to such leadership.

# I. Project Overview

The purpose of this report is to assist public and private sector leaders with strategies for advancing the success of the city's children and youth. Its analysis and recommendations detail how public and private financing can sustain a better-integrated system of school-connected services for Boston Public School (BPS) students during in-school and out-of-school time.

Though of interest to many, this report speaks to a specific target audience: the people who control or seek to influence funding for programs. Those who can make best use of this work are leaders in city and state government, philanthropists, advocates, and heads of organizations engaged in legislating, financing, championing or managing public education, out-of-school time, youth development, mental health and other student support services. These leaders can examine patterns of current financing and their impact on student success, study innovations worthy of adaptation or expansion, and consider recommended action steps and changes in policy and practice. If successful, the report will do more than inform: it will motivate its readers to action.

With funding from the Wallace Foundation and the Barr Foundation, Boston After School & Beyond and The Full-service Schools Roundtable joined forces to plan this venture. They commissioned Community Matters and The Finance Project to conduct the study.

This project focuses on programs that are connected to Boston Public Schools and serve BPS students during in-school or out-of-school time. Such "school-connected" programs span a broad spectrum – from a community-based organization entering a youth development partnership with a single high school to a major university in its second decade of partnering with BPS schools to coordinate school-based services.

- The study examines public and private funding and financing strategies for out-of-school time programs, academic support and tutoring programs, mental health services, youth development programming, and access to health care.
- Funding not profiled includes pre-school, dropout recovery, and programs serving children and youth with no ties to the BPS.

The study reports on two areas: the flow of money to programs, and the interaction of programs, funders, and systems. The study maps federal, state and local public funding, and tracks major private sector investments. The Community Matters/Finance Project team also studied best practice programs, systems, and financing strategies in Boston and across the country.

More than 200 key stakeholders took part in this study. Youth, parents, educators, community leaders, city officials, state agency administrators, legislators, after school providers, mental health and youth development experts, and others participated in interviews, focus groups and other gatherings and responded to targeted inquiries.

Many leaders provided extensive data from their institutions and agencies, offering a high level of access. Interviews, meetings, focus groups and data collection took place in the period between September 2006 and May 2007. For a complete list of informants, see Appendix I.

*"I would like to use this report, and other research, to create a blueprint for a multi-year funding strategy to integrate the services for students that go on in the Boston Public Schools. In this way we can map our requirements over the long term, and move from an "add-on" mentality to a deliberate, strategic plan that results in improvements for students."*

*~ John McDonough, CFO, Boston Public Schools*

## Core Premises

Research for this report is rooted in several defining premises gleaned from extensive research and practical experience:

### **Student success can't be left to schools alone – but schools must be at the heart of any strategy.**

- *Student success is about learning **and** healthy development.* A child's social, emotional, physical, and economic well-being is as essential to success as his or her academic achievement. The two are interdependent: healthy kids learn best, and successful students tend to thrive.<sup>1</sup>
- *Neither schools nor community institutions can do their jobs alone – they need one another in order to succeed in their respective missions.* Schools educate most successfully with effective community partners. When providers of youth development and academic support programming partner with schools, they increase their chances for getting results. Both in-school and out-of-school programs have vital roles to play.
- *Schools are where the children are:* It is perhaps obvious, but most children and youth can be found in a school. Community programs and individuals often connect with students through schools.
- *School-connected services can foster the success of students.* In well-designed collaborations, in Boston and across the nation, school-connected services significantly improve student outcomes.<sup>2</sup>

### **Financing student success is about bringing resources to bear in a strategic, data-driven way.**

- *All children need a core system of education and care, **some** need additional services, and a **few** need larger intervention:* this “all/some/few” continuum of education, care and positive youth development is both a proven practical approach to successful student development and a guide for thinking about financing. Strategic investment in work which affects all children and supports children when their needs are first expressed can both promote better outcomes and reduce the number of children who will later need greater and more costly interventions.
- *Well designed school-connected services get “more bang for the buck.”* From a financing and systems perspective, school-connected services can reach large numbers of children, make a range of services easily accessible to families, achieve economies of scale, leverage school and community resources, and sustain promising approaches by integrating them into existing systems.
- *Money matters.* How much financing is available, what forms it takes, how it flows, and who controls it profoundly affect program content and quality.
- *Accountability for results is the gold standard for driving financing decisions.* When results drive financing and program decisions, resources can be used more efficiently and students fare better. Evidence of effectiveness in achieving target student outcomes should guide decisions to fund, expand, reduce or eliminate support for programming.

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<sup>1</sup> Pittman, Karen and Joel Tolman. *New Directions in School Reform: Youth-Focused Strategies versus Youth-Centered Reform*. Washington, D.C.: Forum for Youth Investment, November 2002. Redd, Zakia, Stephanie Cochran, Elizabeth Hair, and Kristin Moore. *Academic Achievement Programs and Youth Development: A Synthesis*. Washington, D.C.: Child Trends. 2002. Hall, Georgia, Nicole Yohalem, Joel Tolman, and Alicia Wilson. *How Afterschool Programs Can Most Effectively Promote Positive Youth Development as a Support to Academic Achievement: A Report Commissioned by the Boston After-School for All Partnership*. Wellesley, MA: National Institute on Out-of-School Time. 2003. McLaughlin, Milbrey. *Community Counts: How Youth Organizations Matter for Youth Development*. Washington, D.C.: Public Education Network, Spring 2000. Adelman, Howard and Linda Taylor. *A Sampling of Outcome Findings from Interventions Relevant to Addressing Barriers to Learning*. Los Angeles: UCLA School Mental Health Program, 2001. President's New Freedom Commission on Mental Health. *Achieving the Promise: Transforming Mental Health in America*. DHHS Pub. No. SMA-03-3832. Rockville, MD, 2003. Rothstein, Richard. *Class and Schools: Using Social, Economic, and Educational Reform to Close the Black*

## II. Boston's Children, Schools, & School-Connected Services

In order to ground a discussion of financing in the reality experienced by children, youth and adults in Boston, this report begins with a series of snapshots of the situation on the ground. What follows is an attempt to capture the nature of three phenomena in Boston, broadly defined, using recent data:

- The status of school age children in the city
- An overview of the Boston Public Schools (BPS)
- A snapshot of school-connected services for BPS students

### **Boston's Children: Assets They Bring, Challenges They Face**

**Many school-age children and youth of Boston are thriving.** Boston families, living in a wide diversity of neighborhoods, and nurtured by a wealth of ethnic and cultural communities and traditions, are raising 77,000 children. Many of these children and youth have confidence in their future, enjoy good communication with their parents or guardians, are learning in school, forge strong relationships with peers and adults, and have high aspirations for their education and professional life.<sup>3</sup> Most will graduate from high school and enter post-secondary training or education programs at a significantly higher rate than those of their peers across the country.<sup>4</sup> As a group, the majority of Boston's children are likely to mature to healthy young adults who will enter the economy as active and engaged members of society.

#### **Key Data on School-Age Children in Boston<sup>5</sup>**

School-age population in Boston: 77,000 (est.)	Enrollment in BPS: 57,000 (74%)
Students in private/parochial schools: 12,200 (16%)	Students in public charter schools: 4,260 (6%)
Students in private special education: 480 (<1%)	Students who are home schooled: 200 (<1%)
Students in METCO/suburban program: 3,000 (4%)	

**At the same time, Boston's school-age children and youth face many challenges.** More than seventy percent of the 57,000 students in the BPS live in low income families, double the national average. One in six BPS students is an English Language Learner. Two of every five Boston high school students live in single parent households. Homelessness and forced mobility affect many hundreds of BPS students each month. Marked disparities between the health of Black, Latino, and Asian Bostonians and White Bostonians begin in childhood and are well-

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*White Achievement Gap.* Washington, D.C.: Economic Policy Institute, 2004. Dryfoos, Joy and Carol Barkin. *Adolescence: Growing Up in America Today.* Oxford: Oxford University Press, 2006.

<sup>2</sup> Blank, Martin, Atelia Melaville, and Bela Shah. *Making the Difference: Research and Practice in Community Schools.* Washington, D.C.: Coalition for Community Schools, 2003. Brabeck, M.M., Walsh, M.E., and Latta, R. (Eds.) (2003). *Meeting at the Hyphen: Schools-Universities-Communities-Professions in Collaboration for Student Achievement and Well-Being.* Chicago: The University of Chicago Press.

<sup>3</sup> City of Boston with the Harvard School of Public Health. *Report of the 2004 Boston Youth Survey,* Boston, MA: City of Boston, August 2005.

<sup>4</sup> Boston Youth Transitions Task Force. *Too Big to Be Seen: The Invisible Dropout Crisis in Boston and America.* Boston, MA: Private Industry Council, 2006.

<sup>5</sup> Boston Public Schools Communications Office. *The Boston Public Schools at a Glance,* BPS Facts No. 10. Boston, MA: Boston Public Schools, March 2007.

documented.<sup>6</sup> A fifth of Boston’s children face a mental health disorder “severe enough to affect their ability to learn.”<sup>7</sup> Violence affects many: in 2004, 87% of high school age respondents reported witnessing violence in the prior year, and more than two thirds regarded gang violence as a significant danger in their neighborhood.<sup>8</sup>

“Why do you have to wake up in the morning  
and wonder if this is your day?”  
~ Enrique, 10<sup>th</sup> grader  
Boston Public Schools

## **The Boston Public Schools: Aiming Higher**

Over the past decade, the Boston Public Schools have climbed steadily higher in measures of student achievement, outpacing much of the rest of Massachusetts in the rate of improvement on the state’s standardized testing measures, the Massachusetts Comprehensive Assessment System (MCAS). Intensive efforts to improve the quality of instruction, create more cohesive school-wide programs, encourage innovation in in-district charter schools, attract and retain strong teachers and effective principals, and re-invent high schools have contributed to levels of college attendance and graduate employment that outstrip national norms, and affect students across the spectrum. In 2006, the BPS received the Broad Prize, an award that recognizes outstanding urban school systems for their demonstrated record of excellence. See Appendix II for more details of BPS schools and student sociodemographics.

Nationally recognized achievements notwithstanding, there is consensus among the 200 parents, youth, educators, program providers and city leaders interviewed for this report: ***the Boston Public Schools must substantially improve if all students are to thrive.*** Thousands of students are struggling academically. Only three of five students in a 9<sup>th</sup> grade class will graduate in four years. Each year, roughly 3,000 Boston public school students graduate and 1,500 drop out; some 8,000 Boston youth and young adults have left school with neither a diploma nor a GED certificate. Future prospects for these young people are grim: the employment rate for students who dropout in Boston ranks 44<sup>th</sup> among the 50 largest metropolitan areas in the US.<sup>9</sup>

## **School-Connected Services: At the Crossroads of Many Systems**

This study treats a program as school-connected if there is a link between a school and the program – communication between school and program staff, co-location in the same or adjacent buildings, interaction with a common group of children, overlapping programs, or a deliberate partnership.<sup>10</sup> A program can be school-connected whether it takes place physically in a school or not. Other common features in school-connected programs:

- *Staffing:* School-connected programs and activities are staffed by some combination of BPS personnel, consulting full- or part-time project staff hired by the school, program staff from a community partner agency, volunteers, parents or youth.
- *Partnership:* School-connected services tend to draw on the resources of multiple organizations, institutions and programs. They combine the facilities, students,

<sup>6</sup> Boston Public Health Commission, *Data Report: A presentation and analysis of disparities in Boston*, The Disparities Project, Mayor Thomas M. Menino, June, 2005

<sup>7</sup> Children’s Hospital Neighborhood Partnerships. *Reinventing the Mental Health Care System for Boston’s Children*. Boston, MA: Children’s Hospital, 2006.

<sup>8</sup> City of Boston with the Harvard School of Public Health, 2005.

<sup>9</sup> Boston Youth Transitions Task Force, 2006.

<sup>10</sup> Financing for community based OST and youth development programs is, as much as possible, included in the scope of this study, as long as programs meet least one of these conditions for school-connectedness.

- curriculum or other resources of a school with the program, staff, funding or other capacities of a provider or partner agency.
- *Cross-sectoral and interdisciplinary approach:* School-connected programs often mix the mission or agenda of two or more distinct institutions – the school and its partner organization(s). This can be a focus of synergy, a cause for friction, or both.
  - *Variation:* No two school-connected programs are the same. Variety is the rule, in terms of program goals, design and function; in terms of experience, capacity and quality; and in terms of student engagement, connection, and outcomes.

## **How Boston Delivers School-Connected Services**

School-connected services for BPS students come in many different forms:

*Out-of-School Time (OST) programs:* Either through a partnership with a school, or as a free-standing community-based program, before and after school programs offer services to students in the BPS, including academic support, arts, sports, clubs, recreation, and other learning opportunities. Whether in the school building or at another site, the degree of connection between the school and the community partner varies widely.

*Full-service community schools:* In these programs, entire schools commit themselves to active partnership with community institutions and leaders, believing that positive child and youth development and school success are community-wide enterprises for which many partners are needed. Full-service schools typically partner with at least one primary community organization or agency. Core elements of a FSS initiative include opening the building for extended hours of use in the afternoon, early morning, evening and weekends; staffing the initiative with at least one full-time coordinator; creating a range of programming that promotes positive child and youth development as a means to address and overcome any non-academic barriers to learning; and cultivating a schoolwide culture of inclusion and leadership development – of students, parents, community members, and partners

*School-based health and mental health programming:* Multiple program approaches offer students access to health care and mental health counseling through their schools. School-based health centers offer primary health care, referrals, and access to counseling. Multiple external mental health, health, and child welfare agencies partner with schools to offer mental health counseling, group work, expressive arts therapy, professional development and technical support.

## School-Connectedness in Context: Services, Leadership and Challenges

The following charts offer a quick contextual overview of three key dynamics in school-connected programming in Boston: 1) the actual services supported by public and private financing, 2) recent areas of leadership in which Boston's public and private youth-serving institutions excel, and 3) key challenges.

**Services:** Three core sectors often overlap – the Boston Public Schools, out-of-school time and full-service programs, and health access and mental health services:

<b>School-Connected Services Currently Provided</b>		
<b>Boston Public Schools</b>	<b>OST and Full-Service Schools Programs</b>	<b>Health/Mental Health Programs</b>
<p><b>Basic Data</b></p> <ul style="list-style-type: none"> <li>The Boston Public Schools (BPS) is a system of 57,279 students, 4,800 teachers, and 145 schools</li> <li>The central coordinating entity for student support in the BPS is the department of Unified Student Services</li> <li>30% of students walk to school; there are few "neighborhood" schools</li> </ul> <p><b>Services Provided</b></p> <ul style="list-style-type: none"> <li>Pre K – 12 Education (not a focus of this study)</li> <li>OST programming</li> <li>Academic support</li> <li>Student Support Teams</li> <li>School-based guidance, psychological assessment, and nursing, through USS</li> <li>College prep</li> <li>Teacher / Staff Prof Development</li> <li>Violence prevention</li> <li>Meals / snacks</li> <li>Nutrition and wellness</li> <li>Data collection on adolescent health status</li> <li>Expanded Learning Time</li> <li>Extensive special education services (not studied in this report)</li> </ul>	<p><b>Basic Data</b></p> <ul style="list-style-type: none"> <li>In Boston, as many as 40,000 children participate in some form of OST program</li> <li>80% of BPS schools have at least one OST program<sup>11</sup></li> <li>Community providers offer OST programming to thousands of children and youth each day</li> <li>Many of the Boston area's 600-800 OST programs have formal or informal ties to BPS</li> </ul> <p><b>Services Provided</b></p> <ul style="list-style-type: none"> <li>OST programs / child care</li> <li>Meals snacks</li> <li>Nutrition and wellness</li> <li>Youth development</li> <li>Arts education</li> <li>Career development / job readiness</li> <li>Summer work stipends / summer jobs</li> <li>Training for teachers &amp; staff</li> <li>One-stop-career centers</li> <li>Mentoring</li> <li>Family outreach</li> <li>Traumatic stress intervention</li> <li>Youth transition from detention facilities</li> <li>Support to youth organizations</li> </ul>	<p><b>Basic Data</b></p> <ul style="list-style-type: none"> <li>Services provided at clinics, child welfare agencies, hospitals, multi-service centers and human service centers, with a connection to one or more schools</li> <li>22 Neighborhood Health Centers</li> <li>16 school-based clinics</li> <li>A range of school-based and school-linked services provided or funded by DMH, DSS, DPH, the City of Boston, private funders, and others, often in collaboration with Unified Student Services, the BPS coordinating arm for student support</li> </ul> <p><b>Services Provided</b></p> <ul style="list-style-type: none"> <li>Training for school staff</li> <li>Parent support to navigate special ed. system</li> <li>Basic health and MH services/ out-patient</li> <li>Peer leadership</li> <li>Individual therapy (speech, hearing, etc.)</li> <li>Emergency services / urgent care</li> <li>Medication administration</li> </ul>

<sup>11</sup> BPS Department of Extended Learning Time, Afterschool and Services, Marta Gredler interview, April 2007

**Achievements:** Boston’s child- and youth-serving institutions excel, in many ways.

<b>Institutional Achievements in the Past Decade</b>		
<b>Boston Public Schools</b>	<b>OST and Full-Service Schools Programs</b>	<b>Health/Mental Health Programs</b>
<ul style="list-style-type: none"> <li>• <b>BPS record of excellence.</b> <ul style="list-style-type: none"> <li>• Whole school improvement</li> <li>• Improvement in instruction</li> <li>• Re-organized high schools</li> <li>• 20 pilot schools</li> <li>• System reforms: Human Resources, Technology, Institutional Advancement, Research and Evaluation</li> </ul> </li> <li>• <b>Student achievement is up.</b> Over a period of several years, rate of improvements in MCAS achievement tests exceeded improvement rate of communities across the state.</li> <li>• <b>Systemwide improvements recognized.</b> BPS won the 2006 Broad Prize, a national, data-driven competition among urban systems with measurably improved student outcomes.</li> <li>• <b>BPS graduates faring better than before.</b> Rates of employment and college attendance among graduates – including African American and Latino students – have climbed substantially in an increasingly competitive labor market, and are significantly higher than among comparison groups in the state or the nation.<sup>12</sup></li> <li>• <b>BPS investing in family engagement, expanded learning, and OST.</b> In the past seven years, BPS has increased its Family and Community Engagement capacity, created an office (DELTAS) for a range of OST innovation, and joined a statewide experiment in Expanded Learning Time.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Half of Boston children and youth participate in OST programming,</b> double the national average.<sup>13</sup></li> <li>• <b>OST program offerings have expanded dramatically.</b> 400 organizations in Greater Boston provide out-of-school time programming or support, and the breadth and diversity of OST programming has never been greater.</li> <li>• <b>Advocates and providers are creating a citywide system of OST</b> and school-connected programming and capacity-building supports for programs and organizations serving school age youth. These include professional development and learning opportunities for OST staff.</li> <li>• <b>Upwards of 40 BPS schools are functioning as full-service schools,</b> or planning to become a FSS, with full- or part-time staff coordinating with community partners to ensure child development.</li> <li>• <b>Sustainability in Boston differs</b> from sustainability across the state. Because of the concentration of children, human services, community resources, formula-driven public funding, and private grantmakers, Boston-based programs have greater access to external funding, partners, and resources than programs in much of the rest of MA, particularly its large cities.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Boston’s health and mental health care system offers “an embarrassment of riches.”</b> 22 highly regarded neighborhood health centers (serving all people, regardless of ability to pay), 16 school-based health centers, a strong state child health insurance program, and a large, accessible hospital system provide good access to primary care for Boston’s children.</li> <li>• <b>Many mental health providers in Boston have developed strong collaborative ties to BPS schools.</b> The Collaborative of Boston School-based Mental Health and Social Services is a multi-member coalition promoting school-community partnerships, data sharing, and communication with the BPS. Its public and private sector members provide mental health services to children across the city, much of it in some form of partnership with schools.</li> <li>• <b>State agency leadership in Boston is especially focused on mental health support for students.</b> The Department of Mental Health requires its Boston grantees to provide a minimum of 40% of services in schools. The Department of Social Services provides a large amount of mental health support and is increasingly interested in school-based work.</li> </ul>

<sup>12</sup> Boston Youth Transitions Task Force, 2006.

<sup>13</sup> Market Street Research. *OST Needs Assessment: Findings from Surveys of Parents with Children in Grades K through 12 in Boston Public Schools.* Boston, MA: Boston After School and Beyond, August 2006, p. 6.



**Challenges:** Schools and other youth-serving institutions still face serious challenges to sustainably fund work that gets excellent outcomes for all children and youth.

<b>Current Partnership, Financing and Outcomes Challenges</b>		
<b>Boston Public Schools</b>	<b>OST and Full-Service Schools Programs</b>	<b>Health/Mental Health Programs</b>
<ul style="list-style-type: none"> <li>• <b>Overall student achievement is below national averages.</b></li> <li>• <b>An unacceptable gap:</b> Black and Hispanic student achievement lags behind that of White and Asian students.</li> <li>• <b>Many students leave school:</b> Two fifths of 9<sup>th</sup> graders entering the BPS do not graduate in 4 years, and a third does not graduate at all.<sup>14</sup></li> <li>• <b>Non-academic barriers to learning interfere with student success, including:</b> trauma, mental health issues, poverty, gang violence, limited access to health care, forced mobility and homelessness.</li> <li>• <b>Student support is uneven and often insufficient:</b> BPS students face serious academic, behavioral, and social problems. Student support systems in BPS are uneven – some schools have strong programs; others do not.</li> <li>• <b>Special education is ripe for innovation.</b> Though not a subject of this study, this part of the BPS system was frequently cited by interviewees as full of difficulty and promise: while student achievement lags and inclusion practices are uneven, some SPED services excel. SPED budget of \$176 million is poorly understood by all but a few advocates and BPS leaders.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>There is an unmet demand for affordable high quality OST</b> for low income families: Boston’s waitlist for state subsidies for school-age children is 914. In a 2003 survey of BPS parents using after school programs, 45% had a choice of programs; 42% cited cost, transportation, or both as a barrier.<sup>15</sup></li> <li>• <b>Safety remains a challenge for many students and families.</b> A fifth of BPS parents of non-participants called safety – in programs and traveling to and from programs – a “big problem.”</li> <li>• <b>Staff turnover in OST programming is high,</b> with nearly one third of group leaders/teachers leaving their position each year.</li> <li>• <b>Nearly 30% of parents surveyed identified access to transportation as a “big problem.”</b><sup>16</sup> A third of Boston principals cite transportation as a barrier to OST enrollment.</li> <li>• <b>Few programs manage student data well, or have developed systems for holding themselves accountable.</b> Few OST/FSS programs routinely collect and track data on participating students in ways that are useful in assessing student development.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Schools and educators are not oriented to address mental health issues.</b> Teachers require support to respond effectively to student’s non-academic needs.</li> <li>• <b>Many emotional issues children face are not really about mental illness,</b> and can have a practical solution, like participating in an after school program or having a mentor.</li> <li>• <b>Cultural competence in the provision of mental health services is essential and often lacking.</b></li> <li>• <b>There is little flexibility in the provision of mental health services.</b> Most is therapy or counseling, despite evidence that other interventions can be more effective and less expensive.</li> <li>• <b>Children and adolescents have gaps in access to health care,</b> particularly oral and mental health. 21% of people 9 to 17 have a behavioral or mental health disorder, but less than 1/3 receive treatment.<sup>17</sup> In 2004, 70% of children on MassHealth receive no dental care.<sup>18</sup></li> <li>• <b>The school-assignment system makes it hard to use a school clinic for primary care.</b> A sick student does not want to travel across the city to see a doctor.</li> </ul>

<sup>14</sup> Boston Public Schools Communications Office, 2007. 41% of ninth graders entering the class of 2006 did not finish four years later. 20% dropped out, 17% were still in school, 2% were non-grad completers (not passing MCAS), 2% earned a G.E.D. and <1% were expelled; Massachusetts Department of Education, Dropouts in Massachusetts Public Schools: 2003-2004, October, 2005, Appendix C, p. 1.

<sup>15</sup> Boston’s After School for All Partnership. A Survey of Boston’s Parents about Their Children’s After-School Hours. Boston, MA, October 9, 2003.

<sup>16</sup> Boston’s After School for All Partnership, 2003.

<sup>17</sup> U.S. Department of Health and Human Services. Mental Health: A Report of the Surgeon General, Rockville, MD: U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, National Institutes of Health, National Institute of Mental Health, 1999, p. 124, 180.

<sup>18</sup> Massachusetts Society of Prevention to Children. Oral Health and the Commonwealth’s Most Vulnerable Children: A State of Decay. Boston, MA: Massachusetts Society for Prevention to Children, 2004. p 6.

### III. Findings

This section highlights key findings regarding public and private financing that supports school-connected services in Boston. The findings address two large questions:

- how money flows into the city and to schools and programs, and
- how interactions between agencies, partners and programs result in services to students.

#### ***Finding #1: A dearth of salient data limits the knowledge and options of decision-makers***

The most important finding is that no system leader – not city and state financing agency heads, not private funders, not those who run the schools, and not the leaders of their partner programs – knows precisely how much money supports school-connected programming within the systems and programs he or she leads. This finding frames the underlying context for all other findings.

Many funders are unable to document how much of their money goes to support children and youth, regardless of school involvement or connection. Some agencies and organizations which provide school-connected services can neither quantify the extent of these services nor itemize their cost as a fraction of their overall budget. Only a handful of funders and institutions document measurable outcomes of the school-connected work they fund or perform.

These data limitations require that this report base its findings on a partial and incomplete accounting for funding that supports school-connected services. In the policy and financing arenas, this data shortage has serious consequences. Since virtually all education and social services systems in the city and the state are funding school-connected strategies for which they lack financial or outcomes documentation, there is little good data on the impact and efficacy of this funding. Until it is addressed, this gap will significantly impede efforts to expand school-connected financing.

It is clear from this review that many public agencies' budgets are too tightly "bundled" to analyze costs for a single characteristic like funding for school-connected programs. This is especially true for the City of Boston agencies and major state agencies, each of which has a large public bureaucracy of staff with substantial connections to students and engagement in school-community partnerships. However, just because staff is working in a school-connected capacity does not mean the budgeting or financing operations of their agency can document how many people are engaged in school-connected work, or account for the dollars spent on these functions.

By contrast, private non-profit agencies engaged in school-connected services are too diverse and variable to be tracked. Across the spectrum, from youth development and child welfare organizations, to mental health clinics, to arts and cultural institutions – these many hundreds of entities offer a wide range of privately and publicly funded services. They cannot readily be studied because they are so numerous, variably reported, and difficult to categorize, sort, or compare. Further, because of the constant flux in the non-profit sector, any large scale attempt to quantify their funding or program status would be obsolete by the time of its publication. Finally, some of the funding for these services comes from fees paid by families of participating children and youth; no consistent tracking of such revenue exists.

By one reckoning, the fact that data on school-connected programming and its financing is scarce is no surprise: most institutions and systems – be they school systems, government agencies, funders, or businesses – are set up to document their work and budget in discrete, institutionally specific ways that do not include special mention of any partners or collaborators. However, the finding is a penetrating one for those who think that the national research evidence cited at the outset of this paper offers a compelling rationale for increased school-community collaboration and financing coordination. The fact that documenting the resources currently committed to school-connected work is simply not yet a priority – even for the key institutional players who are doing this work and spending these dollars – is sobering.

The study team attempted several methods for quantifying resources known to support school-connected services. In the end, however, it was apparent that most estimates generated were so arbitrary that they were better left out. The following example illustrates the problem. The BPS employs 73 pupil support professionals (mainly school psychologists), 102 guidance professionals, 101 school nurses, 93 evaluation team facilitators (coordinating special education referrals and some student support teams), 99 program support coordinators (including student services coordinators and social work coordinators), and 84 school police officers.<sup>19</sup> What is not known is how many of them participate in, facilitate or lead school-connected services in collaboration with one or more community partners, or what portion of the cost of their positions can or should be part of an estimate of school-connected services financing.

*“There are an enormous number of mental health services delivered in the Boston Public Schools by dozens of community providers, but they are quite difficult to quantify. Most of the community mental health providers working in the BPS have access to Medicaid reimbursement, but MBHP [Mass Behavioral Health Partnership, the company that manages Medicaid payments in the state] does not currently have a method of sorting “school-based” services from other services, and the BPS has never been able to track or map the services that exist in schools. We believe that school based clinicians provide a great amount of “clinical care coordination.” But we can’t quantify it because it is not billable.*

*I wish there were ways of supporting our beliefs with data: that's one of the great challenges we face. We can only guess at the real amount – and value – of these services.”*

~ Karl Peterson, Director of Child/Adolescent Services,  
Department of Mental Health, Metro Boston Area

The absence of good data also makes it impossible to answer the question: “Is there enough money in the system?” The subject of funding adequacy arose frequently; virtually all informants for this report – a group predisposed to believe in the value of this work – characterized funding for children and youth as insufficient:

- state agency leaders regard federal allocations as inadequate to needs in communities
- city officials turn to federal and state government and taxpayers for greater investments
- program leaders cite the impossibility of meeting rising program and staffing costs
- employees press for wages which are livable
- parents and youth experience service fragmentation and compromises in program quality

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<sup>19</sup> Boston Public Schools. *Fiscal Year 2007 Budget*, adopted March 22, 2006, pp. 71-72. Many additional titles are included under these formal budget titles. All figures are FTE (full-time equivalent) positions; the actual number of people is larger, as some are part-time.

That advocates and agency heads should argue for more resources is hardly news; what is intriguing is that many of these same champions for greater resources are not yet capable of documenting the uses of their funds in ways that might make a case for further investment. Only with better data will leaders be able to quantify the nature of funding needs, explain the impact of specific investments, and frame an accurate analysis of overall funding adequacy.

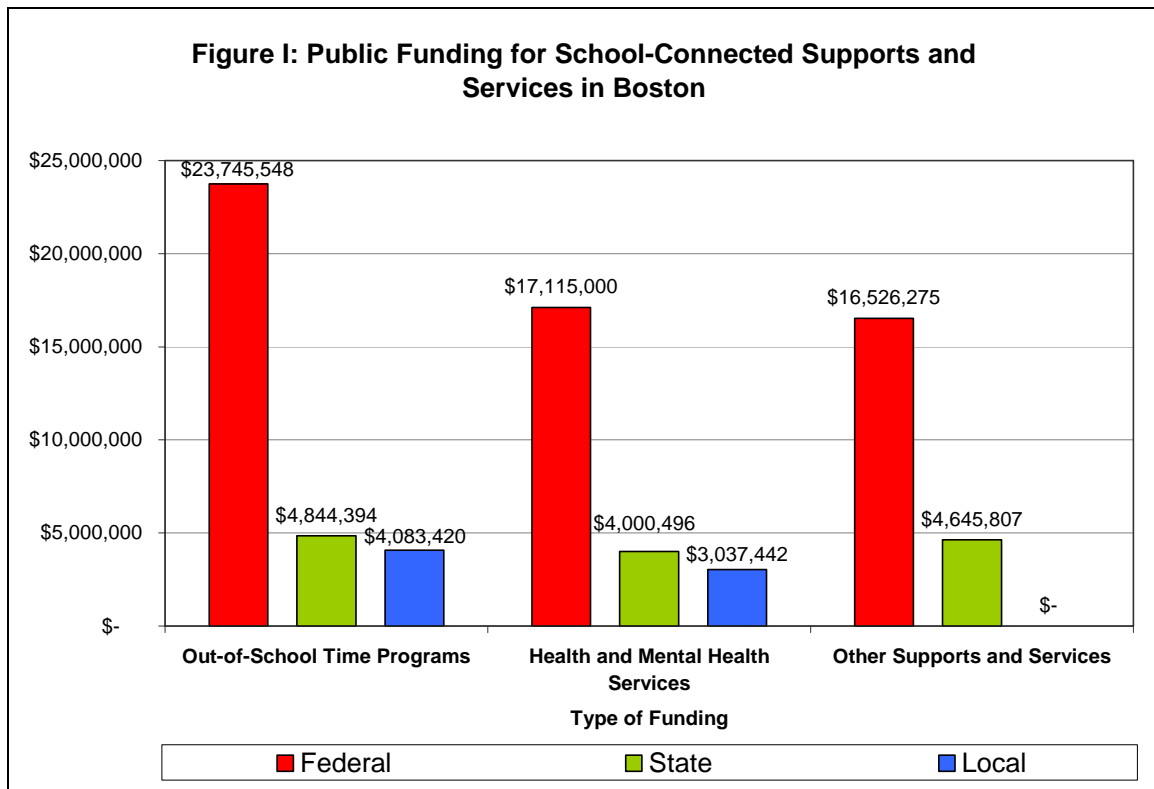
***Finding #2: At least \$80 million per year in public funding supports school-connected programs for BPS students.***

Altogether, the research team identified \$80 million in FY 07 in public financing serving BPS students in a school-connected way. Most is federal (71%) or state (16%) government funding.

This funding pays for programming in three areas:

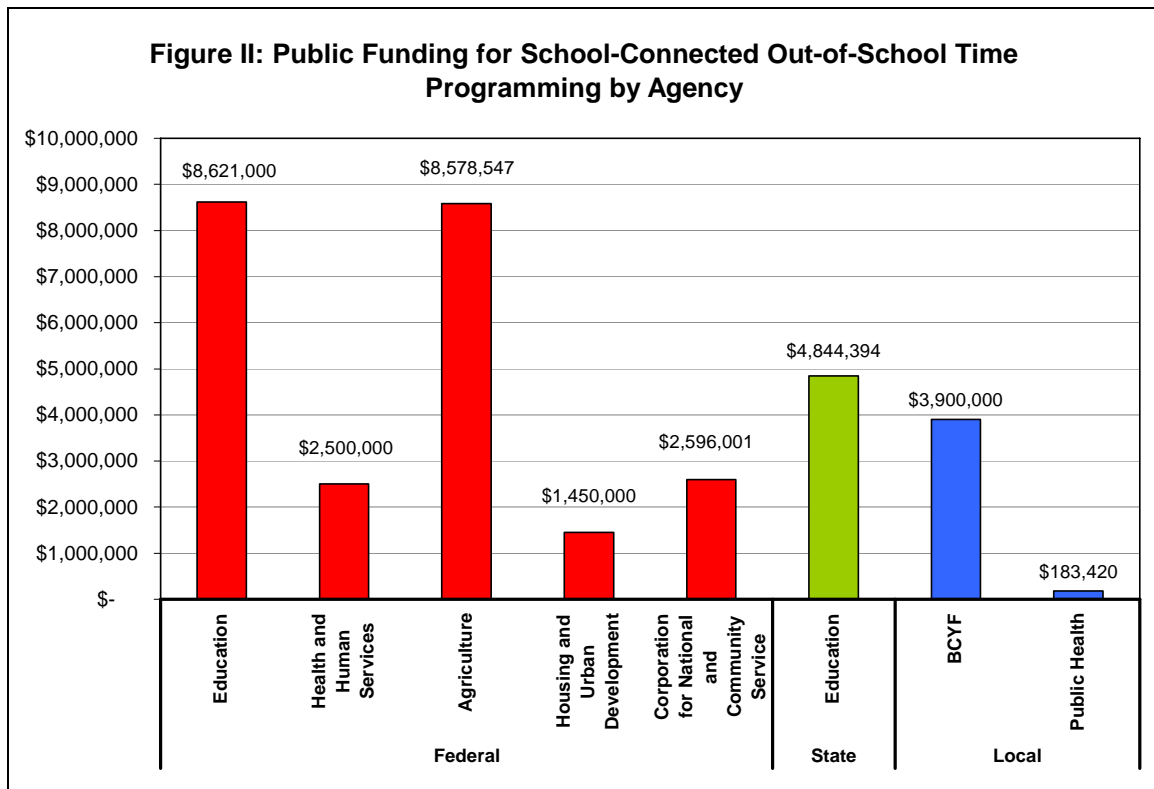
- OST programs
- Health and mental health services, and
- Other supports and services for BPS students. (This category includes programs to promote college awareness and transitions, violence and substance abuse prevention, and mentoring.)

Figure I details the amount of public funding across the three service areas, and Appendix V provides detailed information on each of these funding sources and the services that they support. The figure shows that for each of the three service areas, the majority of public funding comes from federal programs. Federal agencies fund \$57 million in school-connected supports and services in Boston, with food and nutrition dollars making up more than \$21 million of this total. State agencies spend approximately \$13 million, and local public funding provides \$7 million.



## Public Funding for School-Connected Out-of-School Time Programming

Federal funding provides the lion’s share of public funding for OST programs in Boston – approximately \$24 million. State funding provides \$5 million, and local funds provide another \$4 million. Figure II provides more detail on public funding for OST by originating agency: OST funding flows from five federal agencies – Education, Health and Human Services, Agriculture, Housing and Urban Development, and The Corporation for National Service. All state funds all come through the Massachusetts Department of Education. Local funding comes from Boston Centers for Youth and Families and the Boston Public Health Commission.



The following summaries briefly describe the major federal, state and local funding sources that support school-connected OST programs in Boston.

### Federal Funding

**Food and Nutrition Programs** The majority of school-connected, out-of-school time programs take advantage of food and nutrition programs for free and reduced school breakfasts, after school snacks, and summer program meals. The US Department of Agriculture reimburses programs \$.65 per child for a daily snack and \$1.56 per free breakfast to eligible students.

**21<sup>st</sup> Century Community Learning Centers (21CCLC)** The 21CCLC program is a key piece of Boston’s after school landscape. It provided over \$2 million in FY2007 to support 25 after school program sites that principally operate in public schools in coordination with community partners. The only federal funding source dedicated exclusively to out-of-school time programs, 21CCLC grants support programs that offer a range of academic and enrichment activities targeted toward low-income students.

## **Boston's 21CCLC Programming and Funding: Striving for Sustainability**

In 2001, the federal Elementary and Secondary Education Act reauthorization known as No Child Left Behind (NCLB) focused the 21CCLC program on promoting academic enrichment through out-of-school time programming in high-poverty, low-performing schools. This led to a focus on tutoring and extended learning activities in Boston's 21CCLC programs.

Federal 21CCLC dollars were level-funded for the past several years, with flat funding at the state level and a ten percent decline in Boston's funding in FY 06 and FY 07. Additional changes to the administration of 21CCLC have adversely affected schools' and agencies' access to funds. Historically, the Massachusetts Department of Education has used a formula which caps annual grants to any locality in the state at \$850,000 a year. As the only city receiving this maximum amount – but no more – Boston leaders have considered this cap an arbitrary limit on their access to funds: based on number of Massachusetts children living in poverty in Boston, the city would qualify for additional funds were it not for the state-imposed cap. Most recently, in June 2007, Boston's application for FY08 funding under a new Exemplary Programs grants category was not funded, leading to an anticipated loss in 21CCLC funding in Boston of \$585,000 or more, a cut of at least 25%.<sup>20</sup>

21CCLC grants to programs are short-term in nature, a fact which forces grantees seeking to sustain their programs to leverage community investments. In Massachusetts, 21CCLC grants provide five years of funding that taper off in final years, with an expectation that grantees are raising additional funds.<sup>21</sup> According to the BPS administrators who oversee the 21CCLC programs in Boston, community partners in Boston typically match federal dollars on a 1-1 basis. Recent FY 06 and FY 07 cuts in Boston's 21CCLC funding have tested the strength of community partnerships, with partner organizations striving to fill in funding shortfalls, with varying degrees of success. The unprecedented drop off in 21CCLC funding that will take effect in FY08 poses a new and serious challenge to current programs and their leaders.

The success of some 21CCLC programs in leveraging community dollars is in part due to the school district's infrastructure of support for 21CCLC grantees. BPS has used the 21CCLC approach to build a replicable after school program model. It has created a central coordinating office, the Department of Extended Learning Time, After School and Services (DELTA), which provides its grantees with technical assistance and support is making efforts to maximize the impact of 21CCLC dollars by aligning or coordinating grants with other funding sources. Boston now gives priority to grant applicants who braid their 21CCLC dollars with other funding streams, particularly Title I Supplemental Education Services funds (SES). In addition, the BPS is considering efforts to coordinate 21CCLC funding with Child Care Development Fund (CCDF) funds.

***Title I/Supplemental Educational Services*** Title I is the largest federally funded K-12 education program, providing supplemental funding to schools and school systems serving economically disadvantaged students. The Title I Supplemental Education Services program is particularly prominent in Boston's OST federal funding landscape, providing \$6 million for academic support during out of school time in Boston in 2007.<sup>22</sup>

Many cities are experimenting with approaches to incorporate Supplemental Services into ongoing after school programs. This often involves the use of SES funds to support the academic

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<sup>20</sup> Efforts to appeal this decision were underway as this report went to press.

<sup>21</sup> Grantees in MA have thus far had opportunities to apply for smaller continuation grants, while demonstrating that they have accessed other resources, and, in the most recent grant round, achieved exemplary status.

<sup>22</sup> In Boston, nearly all schools qualify for "schoolwide" Title I dollars, meaning that at least 40% of students in the school are low-income. "Schoolwide" schools can flexibly use Title I dollars in a variety of ways, and may choose to use funds to support OST programs. In Boston, however, most Title I funds support teacher salaries.

tutoring component of out-of-school time programs, with other funds used to promote athletics, arts, or other activities. In Boston, a handful of after school program providers, including Citizen Schools, The B.E.L.L. Foundation, and Tenacity, currently take this approach. BPS is also a provider of SES services, and promotes coordination with existing school-based after school programs, asking that after school programs serve students after they attend BPS-sponsored SES tutoring.

Like several other components of the NCLB legislation, SES funding is the source of much controversy across the country.<sup>23</sup>

***Child Care and Development Fund*** The Child Care and Development Fund (CCDF) provides subsidies for child care for children in low-income families and resources to improve the quality of care provided in the state. In Massachusetts, CCDF funding flows through the Department of Early Education and Care in two ways – as subsidy payments for eligible children, and as contracts to programs serving low-income children. After school programs, including those operated by or in coordination with schools, can access subsidies for eligible children under age 13 if the programs or their sponsor agencies become licensed child care providers. Approximately \$2.5 million in CCDF funding supports school-age children in Boston in school-connected out-of-school time settings.<sup>24</sup>

***Community Development Block Grant*** The Department of Housing and Urban Development's Community Development Block Grant provides \$1.5 million for youth services in Boston. Most funds support community-based after school programs in Boston's neighborhoods. Community organizations run most programs, and as a condition of funding, the Mayor's Office of Jobs and Community Services requires grantees to develop linkages to local schools.

***Americorps*** More than \$2.5 million from the Corporation for National Service's Americorps program supports stipends for volunteers who spend a year providing community service as staff in after school programs. Competitively selected programs receive \$12,000 in federal funds for each full-time Americorps member that they employ.

## **State Funding**

***State Academic Support Grants*** State Academic Support Grants, like SES, fund extended learning opportunities for students. While some funds support school-day learning and staff training, the Academic Support Grants provide nearly \$1 million to Boston for academic programming after school and during the summer. Programs are staffed by BPS teachers and target high school students preparing for the 10<sup>th</sup> grade MCAS exam.

***Expanded Learning Time*** The Expanded Learning Time (ELT) initiative, launched in 2006, is a new statewide initiative that offers a different model for increasing learning time for Boston students. Beginning in the summer of 2006, BPS was awarded a state grant for programs in three schools, whose total ELT spending in the 06-07 school year will be \$2,213,000.<sup>25</sup> The ELT initiative aims to expand the learning time of students by 25% for all students at a number of schools in Massachusetts. Grants are substantial, awarding \$1300 per student to each participating school. Schools can use funds to support teachers' extra time as well as the staff time and resources of partner organizations. This new initiative builds on substantial popular

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<sup>23</sup> For details on this complex program's history in Boston, see the discussion in Finding #6, below.

<sup>24</sup> This figure is based on the rate of child poverty in Boston, an estimate of the amount of CCDF funding that goes to school age care, and a conservative calculation of the portion of these funds supporting school-connected activities.

<sup>25</sup> Conversation with John McDonough, CFO, Boston Public Schools, April, 2007

appeal and strong backing from diverse political leaders; more than 30 additional communities hope to receive funding in the coming year.

**ASOST (After School/Out-of-School)** provides nearly \$1,000,000 statewide to support quality enhancements to after school programs, including those run by schools and community partners. This state line item was not funded for several years, and has recently reappeared in 2007, due to advocacy from the statewide after school community. In 2007, \$200,000 flowed to after school programs in Boston.

### **Local Public Funding**

Local funding for school-connected OST supports and services is provided by several city agencies, including Boston Centers for Youth and Families (the City of Boston agency running the community centers), the Boston Police Department, the Boston Public Library, and a handful of others. While many of the city departments invest substantially in child and youth development and school-connected programs, the way their budgets are organized makes it difficult to quantify these contributions. The following local public agencies and organizations provide funding for school-connected OST supports and services in ways that are substantial, but which, in most cases, cannot be quantified.

**Boston Centers for Youth and Families** The City of Boston plays a central role in supporting BPS students during out-of-school time. Boston Centers for Youth and Families (BCYF) offers OST or youth programming in its 46 neighborhood-based sites. Twenty of BCYF's 38 community centers sites are actually co-located in the same building with one or more BPS schools. Many BCYF community centers also serve as venues for Boston Community Learning Centers. BCYF is stably funded and staffed by the City of Boston. It maintains a large inventory of facilities in all neighborhoods of the city, with high-quality gymnasiums, swimming pools, computer labs, and recreational facilities serving thousands of Boston children and youth every day.

In consultation with senior BCYF leaders, using a very conservative formula for calculation, the study's researchers have determined that a minimum of \$3.9 million in City of Boston funding is spent annually through BCYF to support BPS students.<sup>26</sup>

**Boston Public Library** By virtue of its mission, the BPL has a key role to play in supporting student achievement in the BPS. Librarians collaborate with BPS teachers to provide students access to reading materials, especially summer reading books; members of the Boston Teachers Union offer tutoring on site. BPL offers learning resources on their website, including MCAS practice and the "School Rooms" portal, with curriculum support aligned to the Massachusetts frameworks. For many students, the 27 neighborhood branches provide *de facto* drop-in OST programming, academic support, homework help, and mentoring. Some schools have linked their libraries into the BPL system. Although BPL does not currently quantify the cost or impact of these services, they clearly constitutes a substantial additional public investment in the learning and success of BPS students.

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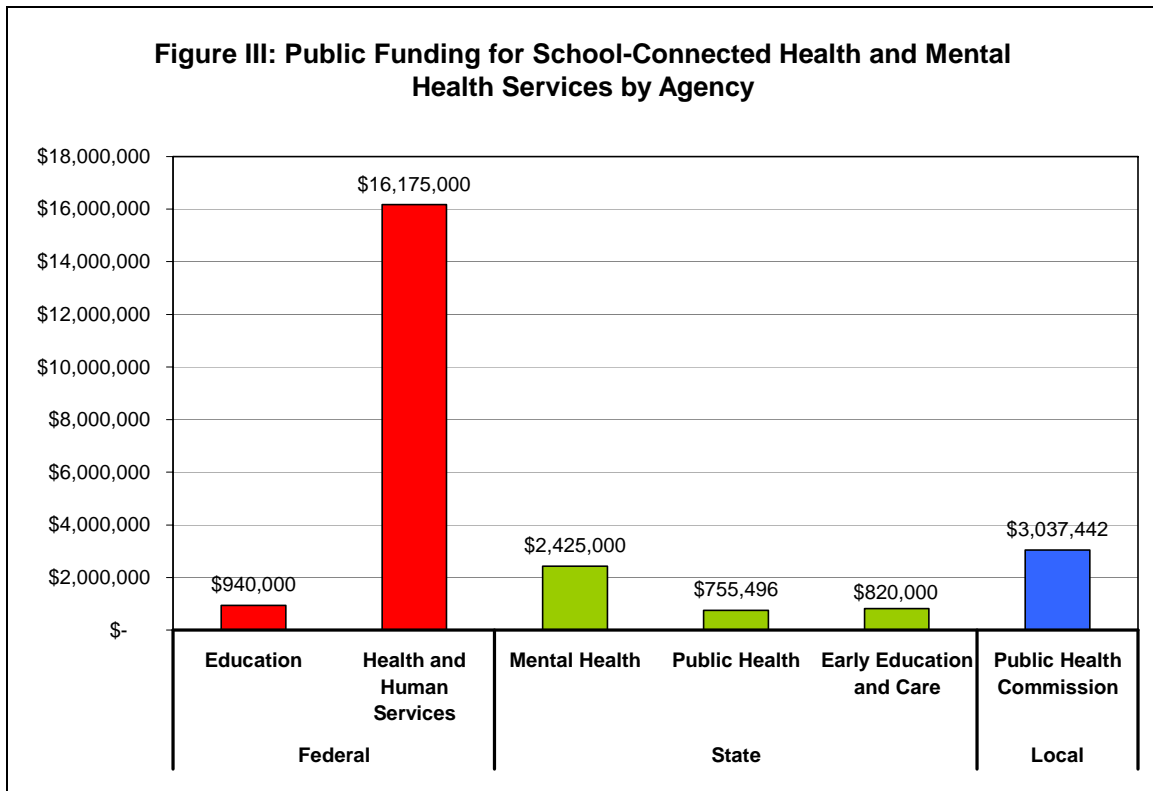
<sup>26</sup> This deliberately conservative estimate is almost certainly low. BCYF's 2007 budget is \$19,198,292; less \$3,073,896 in external funds, the remaining \$16,124,396 is City of Boston (COB) spending. A \$926,000 After School Capacity Building Grant is a Mayoral commitment to OST funding. The remaining \$15,198,396 funds central office, neighborhood center, program and custodial staff. When asked to calculate the portion of BCYF resources committed to BPS students, BCYF senior staff estimated *at least 40%* of these resources support BPS students' use of programs and facilities. Since not all youth served by BCYF are school age or BPS students, the researchers cut the BCYF leaders' estimate *in half*, from 40% to 20%. Twenty percent of the COB commitment of \$15.2 million is slightly more than \$3,000,000; combined with the \$926,000 OST grant from the City, the 2007 total comes to \$3.9 million.



**Boston Police Department** The Boston Police Department runs dozens of school-connected youth programs, sporting activities, and school-police prevention and intervention activities, including OST programming. For many of these activities, the BPD absorbs the cost of the staff time that officers put into the programming; for some, the department has received grants or special funding. Like many public agencies, the BPD simply does not break out its spending on school-connected work.

### Public Funding for School-Connected Health and Mental Health Programs

Health and mental health funding for school-connected services comes from a combination of federal, state and local funding. Like OST programs, the largest share of funding is provided by federal sources. Figure III shows where funding for health and mental health services originates.



As Figure III shows, the federal Medicaid program makes up the largest source of health or mental health funding. Other funding includes City of Boston funds from the Public Health Commission and state funding from the Departments of Mental Health, Public Health and Early Education and Care.

The following summaries briefly describe the major federal, state and local funding sources that support school-connected health and mental health programs.

**Medicaid / MassHealth** With contributions from both federal and state governments, Medicaid reimburses some of the cost of healthcare for low-income children in Boston, primarily through hospitals and clinics. It also provides a large amount of funding for mental health care for students in Boston. Unfortunately, although substantial federal Medicaid reimbursement money flows into school-connected work in Boston, with the exception of the money that comes directly to the City of Boston, there are no good ways to disaggregate the amount of Medicaid financing

for this work. Medicaid supports school-based health and mental health services in Boston in the following ways:

- The Boston Public Schools provides BPS students with extensive mental health services each year, and bills Medicaid for approximately \$14 million in reimbursements.<sup>27</sup> While a significant source of support, Medicaid billing is a complicated and costly process that is outsourced by BPS to a private company. Moreover, the state has moved toward a focus on documenting outcomes, and the federal government has imposed more stringent reporting requirements and an increased threat of audits.
- School-based health centers (SBHCs) are also eligible for Medicaid reimbursement. SBHCs can bill Medicaid and private insurance for many of their services. While billing to private insurance typically requires that students receive a referral from their primary care physician, the Boston Public Health Commission has negotiated with MassHealth to streamline the process and allow SBHCs to receive reimbursement from Medicaid without a referral.
- Private clinicians can operate in schools offering health and mental health services that may also be eligible for Medicaid reimbursement, including occupational, physical and mental health therapies. Clinicians may also qualify for administrative claims for collateral work, such as consulting with a teacher regarding a particular student. When clinicians provide services in schools on a fee-for-service model, however, BPS is limited in its ability to monitor the quality of care or quantify the amount of Medicaid dollars supporting these services. Moreover, services are typically not well coordinated with other services provided by the school to address the student's unique needs.
- Private dental clinicians that operate in schools offering services to eligible children may also be eligible for Medicaid reimbursement. As a result of the settlement of *Health Care for All v. Romney*, a lawsuit charging that the state was in violation of federal law because it has failed to provide access to dental care for MassHealth members, Medicaid reimbursement rates for oral health services to children have been raised; school-based oral health care is now more cost-effective and sustainable for providers.
- Boston Emergency Services Team (BEST), a mobile emergency team, is supported with Medicaid dollars to go into schools and respond to psychiatric emergencies. BEST has set up urgent care centers for early morning hours when school personnel are available to help students to return to school after a mental health emergency. Without urgent care clinics available in schools, students would have to go to an emergency room for this clearance process.

***School-based Health Centers*** There are 16 school-based health centers in Boston. Ten are run by the Boston Public Health Commission, and the rest are operated by community health centers in the city. Funding for these health centers comes from a combination of federal, state and local support. The state Department of Public Health invested \$750,000 in FY 07. The city contributes \$2.2 million from its operating budget to support the ten school-based health centers it operates. Another federal program, Healthy Schools/Healthy Communities, supports school-based health centers, providing \$475,000 to Boston for preventive and comprehensive primary health care services to children at risk for poor health outcomes.

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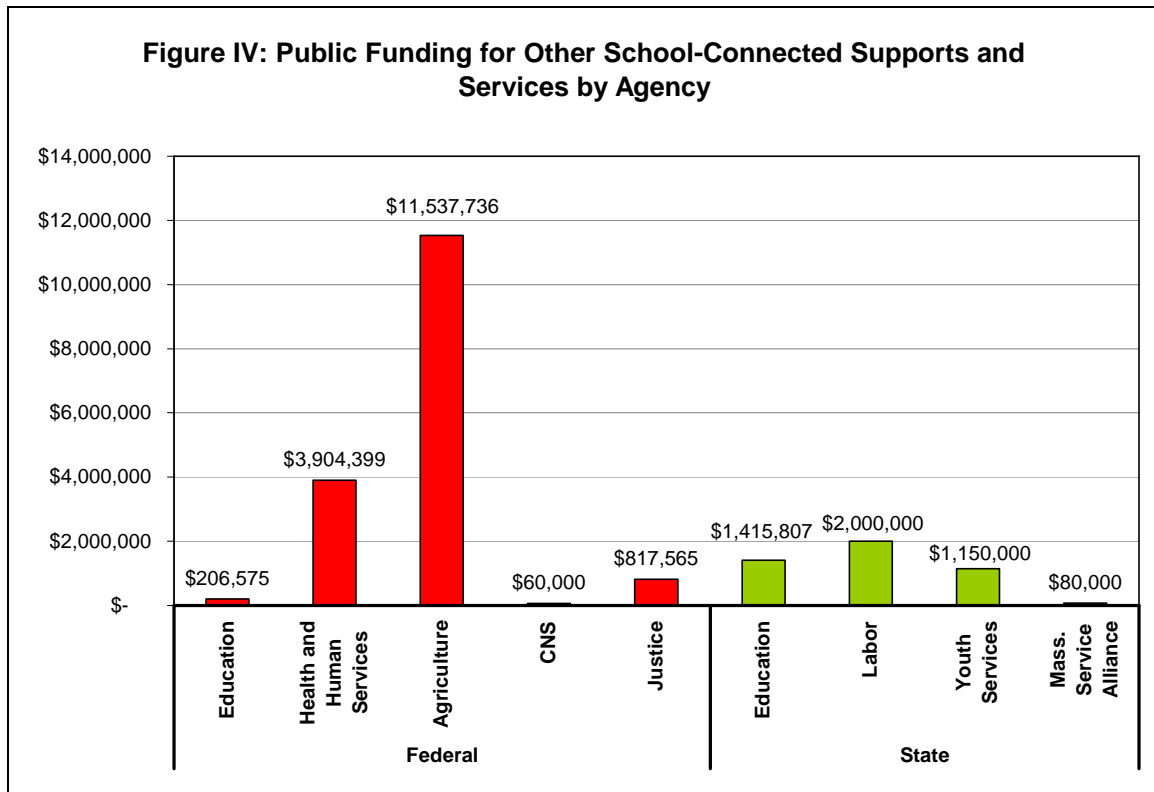
<sup>27</sup> Under state law, any school district in the Commonwealth seeking Medicaid funding for services provided by the school system must submit reimbursement claims; the school system's municipality is the recipient of any actual reimbursement dollars.

**Other Sources of Funding for School-Connected Health and Mental Health Services** Finally, these other funding sources help to support school-based services and to build an infrastructure to treat and maintain students' physical and mental health:

- Boston receives over \$300,000 in federal dollars for various school-linked mental health initiatives through the **Mental Health Block Grant**.
- The state provides contracts for **School and Community Therapeutic Support**.
- Boston currently has a five-year, \$7 million **STEPS** grant from the Center for Disease Control and Prevention.

**Public Funding for Other School-Connected Supports and Services**

Many BPS schools benefit from other supports and services focused on improving outcomes for children and youth. These services include violence and gang prevention, community service opportunities, mentoring programs and programs that connect students to higher education. Figure IV documents the sources of this funding.



Here too, federal dollars provide the largest share of funds. By far the largest contributor is the US Department of Agriculture, which provides free and reduced-price lunches to a wide range of students. Other major contributions include federal and state grants that support prevention and youth development activities in the schools and in school-linked community organizations.

The following summaries briefly describe the major federal, state and local funding sources in the other school-connected supports and services arena.

*Safe Schools, Healthy Students* grant has provided \$3 million annually since 2004 (it is now in a fourth, extended year) to support partnerships between ten high-need Boston Public Schools and Boston Police, Boston Public Health Commission, Massachusetts Department of Public Health, and the District Attorney's office. Funds are used to support a range of services, including added truancy and case management, alternative education seats, and therapy for students and families.

*Safe and Drug Free Schools* funding provides \$650,000 to support training for teachers to address violence prevention, substance abuse prevention and suicide prevention in classrooms.

*The Community Service Learning Partnership Initiative* funds \$60,000 for three Boston schools' service-learning partnerships. Community partners support teachers during the school day and provide service-learning opportunities to students during out-of-school time.

*Community-Based Juvenile Justice Roundtables* receive funds from the Suffolk County DA's office to coordinating monthly roundtables at 30 schools (most of which are in Boston) with staff from BPS, police, probation, Department of Social Services and the DA's office. Roundtables enable stakeholders to discuss strategies that support at-risk or court-involved youth.

*Massachusetts Mentoring Initiative* funds \$400,000 statewide for programs for school-age children and youth. Grantees are community-based organizations that are often linked closely to schools, and mentoring programs may be offered as a component of an after school program. Roughly 30% of this funding is allocated to Boston.

### ***Finding 3: The flow of dollars from funding sources is relatively steady, but the program recipients of the dollars change from year to year.***

Both public and private dollars often flow steadily from their federal or state source, but this stable flow of dollars does not lead to program stability or sustainability.

In an effort to assess the stability of public funding for school-connected services, a stability rating was assigned to each source based on information provided by key informants and funding history. Figure V presents the results of this assessment. This analysis of public funding shows that:

- There is relative stability in the flow of public funding to Boston. Many of the major sources of funding for OST, health and mental health, and other services are relatively stable, when viewed from a city-wide perspective. Medicaid funds, funding for food programs, CCDF, core city funding for BCYF, and a host of other sources have not fluctuated widely in the recent past, and are likely to be available to support programs for years to come.
- Public dollars flow with a varying degrees of stability *at the program level*. For many programs, public funding is short term and unpredictable. Boston's access to 21CCLC grants is time limited and subject to changes in state grantmaking policy and decision-making; SES funding is cut off when qualifying schools improve; CCDF vouchers follow the child, rather than the program. For some programs making use of Medicaid and other third party payments, or supported by stable non-profit sponsors, the vagaries of public funding are less disruptive. Few program leaders rely on public dollars as a stable source of funding.

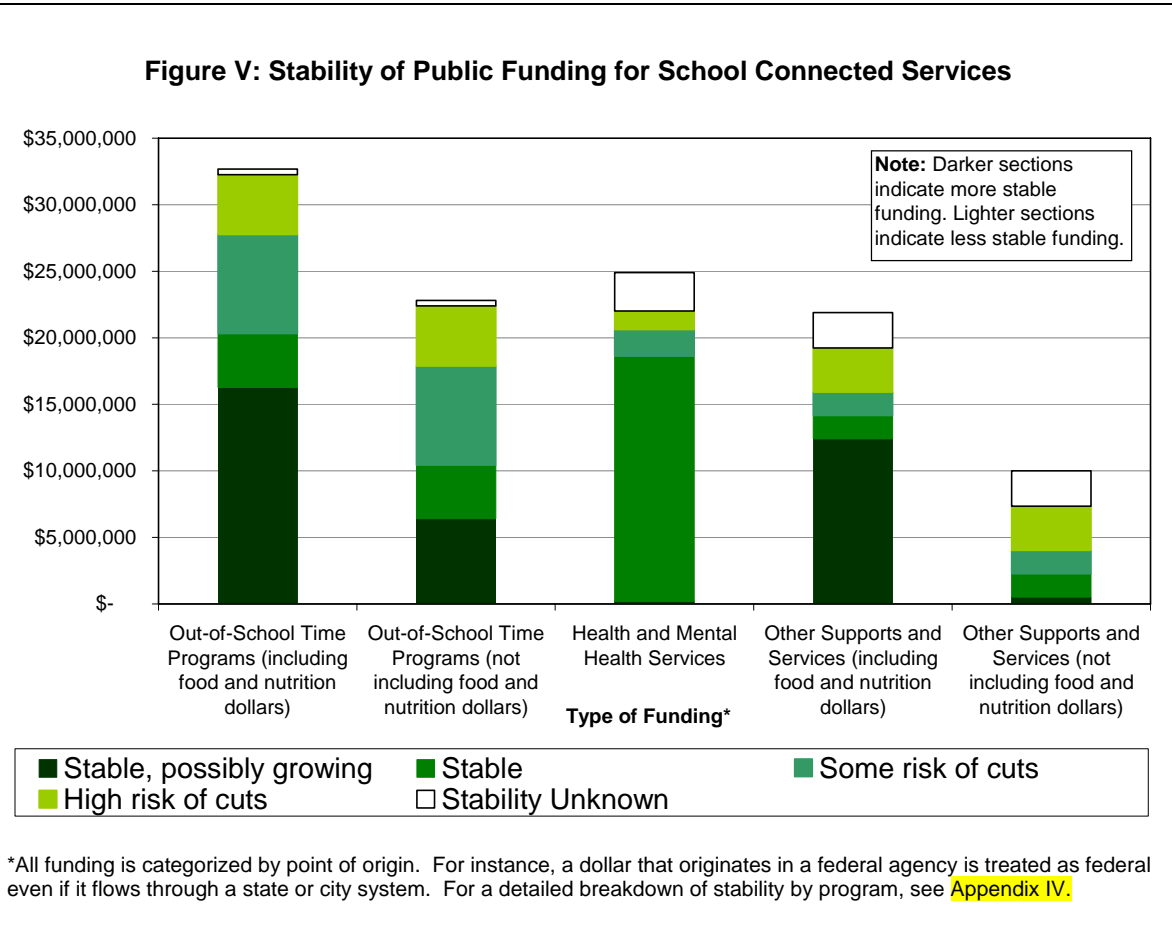
Private funding follows a similar trajectory: there is a stable flow of funds out of foundation and corporations, but the recipients of the grants change from year to year.

Many grantmakers and public agency funders in Boston share a concern that the work they fund is, in the words of one study informant, “*Doomed*’ to success.” A five year grant is just large enough and long enough to allow a program to develop, establish its practice, achieve some results. Then, suddenly, when the work is finally bearing fruit and showing promising signs of affecting other elements of the system in which is functioning: the grant period ends, and the program dies or is severely truncated and diminished. These dynamics prevail in the public and private sectors. Understanding how to foster sustainability is a challenge for even the most experienced grantmakers, financing agency staff, and program leaders.

“*Sustainability? That’s what we say when what we really mean is... where’s the next check coming from?*”

~ Program Director

**Figure V: Stability of Public Funding for School Connected Services**



Some privately funded projects have been successful at securing ongoing support over time. A few recent school-community partnerships, for instance, were launched or strengthened with School Sites Initiative funding from Boston’s After School for All Partnership (ASAP), and then were able to secure either 21CCLC or Partners for Student Success funding to carry on their work. Most of those funded by ASAP did so while pursuing other resources as a part of a continuum of grants and funding sources. However, as entrepreneurial and effective as these

approaches may be, they are a form of sequential gap-filling, rather than a planned and reliable funding system.

This finding highlights how few financing strategies are targeted at redesigning systems or creating new positions which, once their utility has been demonstrated, become permanent. The preponderance of funding reviewed for this study is either for pre-existing programming or for special projects which are subject to the predictable cycle of time-limited grant periods and changes in funding priorities. Using public or private financing to create or develop new long-term, permanent positions and functions within systems is uncommon. One such experiment is profiled below.

### **Stretching the System: One Approach to Sustainable School-Connected Grantmaking**

Here is an example of school-connected private grantmaking that led to a long-term commitment of new public funding. While it profiles a professional development program rather than student support programming, it illustrates a key opportunity and technique that may prove useful to future collaborations between grantmakers or financing entities and any public agencies serving children and youth.

In 2003, Strategic Grant Partners launched what eventually become a \$3.8 million commitment to the BPS to create the Boston Teacher Residency, a one-year intensive teacher preparation program designed to provide highly motivated and in-demand teacher candidates with high quality professional preparation for a teaching position in the BPS. As a condition of the grant, SGP asked for and received a commitment from the BPS that it would pick up the costs of the program in a phased-in manner over the course of the next four years. The highly successful program is thriving today, and the BPS has honored its commitment by absorbing an ever-larger share of its budget.

The difficulty with this approach is that it is predicated on the capacity of the BPS to commit substantial resources to new ventures once their external funding begins to decline. Senior leaders of the BPS express concern about the limited capacity of the system to absorb major ongoing costs when other, short-term funding sources – public or private – wind down. They point to the absence of an effective method to cut back on things in one area so as to be able to grow and commit resources in another.

In the words of one senior BPS administrator: *“We need to pay more attention to understanding what our best practices are in programs, and in their funding. And we especially must ask, ‘What does NOT work?’ This is the only way we will eventually be able to move financing away from work that is not producing results, in order to invest in more promising approaches.”*

### ***Finding 4: Private funders made grants of more than \$60 million to school-connected services innovation in the past decade, but fostering long-term change is difficult.***

Private funding of school-connected services in Boston includes at least \$60 million in major grants in the past decade. Donors supporting full-service schooling, OST, mental health and other work have tried several approaches to grantmaking:

- Pooling resources to increase the impact of grantmaking
- Supporting innovative public/private ventures, and

- Facilitating the re-direction of existing public resources towards strategies and approaches with demonstrated success.

Despite many successes, private funders continue to struggle with questions about how most effectively to leverage change.

## Major Foundation Funding for School-Connected Initiatives

Major foundation grants to school-connected out-of-school-time, mental health, access to health care, and youth development total over \$60 million in the past decade.

Boston's After School for All Partnership played a large role in organizing and leveraging the surge in OST funding over the past decade. ASAP was a five-year, public-private venture led by Mayor Menino and Chris Gabrieli, a local civic leader. It brought together fifteen partners, including the City of Boston, several corporate foundations, Harvard University, and many of the city's largest private funders. In the period 2001-06, the initiative awarded direct grants to more than 125 youth-serving agencies and organizations, investing a grand total of \$43 million in out-of-school time programs, research and support. While many ASAP grants were awarded through the separate grantmaking programs of the participating partners, nearly a quarter of its grant total was distributed through the Partnership's Pooled Funding Initiatives.

<b>Boston's After-School for All Partnership History, 2001-2006</b>			
<b>PARTNERS</b>	<b>Partnership Pooled Funding Initiatives</b>	<b>Individual Partner Direct Grants</b>	<b>FIVE-YEAR TOTAL, ALL GRANTS</b>
Anonymous Foundation	\$1,237,000	\$11,069,233	\$12,306,233
The Boston Foundation	\$2,988,500	\$3,177,000	\$6,165,500
The City of Boston	\$80,000	\$4,385,861	\$4,465,861
Fleet National Bank Trustee, LG Balfour Foundation	\$200,000	\$2,304,000	\$2,504,000
FleetBoston Financial Foundation	\$0	\$2,335,333	\$2,335,333
Harvard University	\$200,000	\$3,427,397	\$3,627,397
The Hyams Foundation	\$378,000	\$1,884,234	\$2,262,234
The Robert Wood Johnson Foundation	\$300,000	\$296,722	\$596,722
Nellie Mae Education Foundation	\$793,750	\$1,068,000	\$1,861,750
Liberty Mutual Group	\$15,000	\$498,800	\$513,800
Massachusetts 2020	\$469,500	\$446,150	\$915,650
New Profit Inc	\$0	\$1,126,667	\$1,126,667
United Way for Massachusetts Bay	\$1,882,000	\$2,093,608	\$3,975,608
Verizon	\$211,000	\$190,202	\$401,202
Yawkey Foundation	\$735,000	\$1,030,000	\$1,765,000
<b>Subtotals</b>	<b>\$9,489,750</b>	<b>\$35,333,207</b>	<b>\$43,057,957</b>

Over the past decade or so, large foundations at the local and national level committed an additional \$17 million to Boston’s innovation in mental health, full-service schooling, and related student support and school-community collaborations.

<b>Major Foundation Funding for School-Connected Student Support*</b>				
<b>Funder</b>	<b>BPS Partner</b>	<b>Focus</b>	<b>Since</b>	<b>Amount</b>
Hayden Foundation	Boston Connects and YMCA	Full-service schools coordination	2004-7	\$667,000
Robert Wood Johnson Fdn	Alliance for Inclusion and Prevention	Connecting with Care	2006	\$513,762
Robert Wood Johnson Fdn	United Way of Mass Bay	Launching Boston After School & Beyond	2005	\$2,250,000
Strategic Grant Partners	Boston College	Boston Connects expansion	2007	\$2,000,000
DeWitt-Wallace Readers Digest Foundation	Making the Most of Out-of-School Time	Parents United for Child Care	1995-2000	\$1,200,000
Wallace Foundation	United Way of Mass Bay	Engaging Parents in Children’s Success	2002	\$1,450,000
Wallace Foundation	YMCA of Greater Boston	Expanding the Gardner Model in Allston-Brighton	2000, 2001	\$400,000
Wallace Foundation	Boston After School & Beyond	Partners for Student Success	2005	\$8,000,000
Youth Transitions Funders (Carnegie, Gates, Mott, William Penn, and Meyer Foundations)	Boston Private Industry Council/ Youth Transition Task Force	Dropout prevention and recovery	2005	\$550,000
			<b>TOTAL</b>	<b>\$17,030,762</b>

\* Only grants of \$250,000 or more. List is not exhaustive. Smaller foundations made hundreds of less sizable grants in this period.

Between 1995 and 2007, major foundation support for out-of-school time and other school-connected services for students totals slightly more than \$60 million. In roughly the same period, major foundations awarded \$71,674,596 to Boston schools and non-profits for academic, professional development, curricular and systemic administrative reforms in the BPS. See Appendix IV for a summary of this academically-focused giving.

### **Local Foundation and Corporate Funding**

Boston’s private and corporate foundation community makes many hundreds of grants each year to local non-profit agencies for programs that support school age children and youth. Typically, most grants are small, focused on direct service provision. With the exception of the United Way and a small number of other funders, few local foundations support organizations on a long-term, ongoing basis.

A number of corporations support school-connected programs in Boston, and they are often active in the foundation networks and collaborations discussed below. However, Boston experienced a precipitous decline in its status as a major corporate hub: in the 80s and 90s, a wave of mergers and consolidations reduced the size of corporate grantmaking budgets available to Boston grantseekers.

Examples of corporate engagement in school-connected activity are particularly strong in the workforce development sector, which generates a large number of student summer jobs each year led by the Private Industry Council. The value of these annual summer jobs commitments is several hundred thousand dollars each year. These investments provide money and time, as businesspeople act as mentors. Business leaders also serve on boards of non-profits leading school-community collaborations. One project, the Lucy Stone Initiative, has tapped the leadership of many corporate and business executives. With the exception of a small number of



such entrepreneurial programs, and periodic fundraisers by intermediary agencies, there is limited corporate funding for student support or positive youth development in the BPS.

## **Public/Private Funder Collaboration**

As Boston's After School for All Partnership demonstrated, Boston has a recent history of funder collaboration, particularly in the OST arena. Another strong example of pooled funding in the city is EdVestors. EdVestors is a five-year old venture that convenes individual and family foundation donors, offers project and capacity-building grants to public schools in Boston and Lowell, and provides technical assistance and other supports to applicants and grantees. In response to demand from schools, EdVestors has been an active investor in full-service schools and school-connected mental health strategies, and has worked effectively to educate others on the experiences and lessons learned by its grantees and its participating grantmakers.

In addition, many education grantmakers in Boston gather to think strategically and to learn from experts – but not to pool funding – through the Boston Education Funders group. Finally, several local grantmakers supporting programming for BPS students are themselves set up to pool resources. Strategic Grant Partners is a team of individual and family donors acting as a single grantmaking body, and Philanthropic Advisors, The Philanthropic Initiative, and the Hestia Fund are three other local examples of teamed, collaborative approaches to grantmaking that focus on these and related issues.

Much of the success of school-connected programs and services is due to the long history of public-private funding partnerships in Boston. Over the past two decades, private/private financing partnerships have driven the development of several intermediaries for organizations offering after school, out-of-school time, mental health, and youth development services. Building on long-standing local funder support for its early 'school-age child care' work, Parents United for Child Care (now known as BOSTNet) attracted \$2 million from the Wallace Foundation to support Boston Making the Most of Out-of-School-Time (MOST). This infusion of national money was the first large private sector investment in OST in Boston. The Wallace grant funded a set of linked initiatives in affordability, quality, capital and school-linked programming, and began the process of developing a city-wide infrastructure to expand and support OST programming. MOST also provided the city with strong evidence of the impact of a system-building strategy.

Mayor Menino then used public funds to create the Mayor's 2:00-to-6:00 After-School Initiative, a city agency which expanded the citywide OST system by opening up many more BPS schools, and by helping to expand professional development, research, and planning activity citywide. Throughout this period, the United Way of Massachusetts Bay was supporting many of the city's leading OST providers, and introducing and strengthening a series of accountability measures to develop the capacity of grantees to document and account for the outcomes of their work. When a Mayoral commission recommended the creation of a consortium of funders to support the expansion and improvement of the work, the United Way agreed to serve as fiscal agent.

Boston's After-School for All Partnership (ASAP), the funder consortium that emerged, generated and invested more than \$43 million dollars, much of it new funding, on expansion, increased learning, and sustainability of OST in both school-based and community contexts. It is important to note that the Mayor's 2:00-to-6:00 After-School Initiative enjoyed steady City of Boston funding, and that the sole public sector funder in ASAP was the City of Boston.

Boston After School & Beyond (Boston Beyond), the newest of these intermediary organizations, is the result of a strategic merger of the Mayor's 2:00-to-6:00 After-School Initiative and ASAP.

With major funding from local and national foundations, Boston Beyond provides information, technical assistance, professional development, funding, convening and other support to OST providers and others working in collaboration with schools to support children in Boston. It has successfully attracted private sector funding, with more than \$12 million in new private foundation funds committed since its inception in 2005.

Working in a similar fashion on the related issue of developing school-connected partnerships that address the non-academic barriers to learning, the Full-service Schools Roundtable has been actively supported by local private foundations and has built a coalition of participating schools, providers of mental health, child welfare, and OST services, youth development agencies, and advocates. These public-private partnerships continue to push for financing reforms through the support of this study.

### **Sustaining Innovation and Fostering Lasting Change**

Even with many successes, funders wrestle with questions about their capacity to leverage change, particularly in their relationship to large public agencies. While many have contributed to and participated in public/private partnerships and joint ventures, relatively few have dedicated sustained resources to a deliberate effort to enable a public system to alter its policy and practice. Fewer still report success in the attempt. A shared sentiment about the difficulty of effecting long-term change in public systems drives a widespread interest among funders in increased evidence of results and student outcomes in their grantmaking.

#### **“The Game of Chicken”**

Funders and their non-profit grantees often expect an initial private investment to inspire their public sector partners to take new, systems-altering action. Designers of demonstration projects and pilot initiatives plan on how the public sector in question will re-direct its staffing and budget to absorb the cost of the funded project when the foundation money winds down. For their part, public sector entities often act in the hope that private funders will make commitments – directly or through an intermediary – that continue over time without much change in the flow of long-term public dollars. Few private funders can point with pride to their success in using grant funds to leverage a change in public spending.

*“I call it the financial game of chicken: funders and the public system – usually the schools – each hold out, hoping that the other will make the next commitment, resisting the pressure to provide their own ongoing support. There is usually no winner.”*

~ Steve Pratt, President, Boston Beyond

Funders cite several strategies that seem to make a difference when it comes to sustaining changes in policy and program. The first is to ensure that key partners hold respected and discrete roles from the very start, so that they play active roles in planning and implementation. Such partners include those who will carry out the work over the long-term, those who are most affected by the work (clients, parents, youth), and those who are *not* a part of the “system” trying to make change (and therefore able to “see” things that those working inside the system sometimes cannot). If a diversity of key individuals, agencies and organizations “own” a joint venture, they are individually and institutionally much more likely to keep its successful experiments going.

Several funders reported on their success in working with public agencies to identify and fund discrete areas of research and learning which could then provide data to drive change. This approach has applied across a broad spectrum, from supporting the Department of Transitional Assistance to examine and revise its policies based on foundation-funded research on homeless family outcomes, to assisting the BPS to research the experience of new teachers in order to increase their retention. Elements of success include the development of a shared understanding and appreciation for the seriousness of the problem being studied, the willingness of funders to invest in learning efforts that target the internal workings of public agencies, a commitment by the parties to act on research findings, and the participation of *policy-level decision-makers* in research design and follow-up next steps.

A third strategy for fostering long-term change is to achieve, document and celebrate results. Here, too, there is a constant tension between funding direct services and other supports such as evaluation, monitoring and technical assistance. Yet without a strong knowledge and information gathering infrastructure, it is difficult to know what works and why. Across the service fields, successful expansion and on-going support occur within initiatives that are able to document progress and demonstrate success. Efforts to expand this success to more programs and approaches will have to address more systemically the challenge of accounting for results.

***Finding 5: Although leaders have effected some large-scale systems changes, for many, “working the system” is easier than changing it.***

Over past decade, several systems changes have increased the scale and impact of school-connected services for BPS students. In the late 1990s, under the leadership of Mayor Menino and then-Superintendent of Schools Payzant, the BPS adopted a policy of opening school buildings to increase before and after school activity, contributing to a surge in the number and size of such programs in BPS schools. Recently, both the metro regional office of the Department of Mental Health and the Mayor’s Office of Jobs and Community Services have instituted requirements that applicants for funding place a portion of their programming in a school or in a school-community partnership.

Unlike these systemic examples, however, most successful financing strategies in Boston involve dynamic partnerships between schools and outside agencies, which “work around” or “add on to” systems, rather than changing them. Successful models for school-connected programs run the gamut from a single school partnering with a local community organization to a university/community/schools partnership working in 15 schools. Principals and external non-profit leaders are the most common drivers of these entrepreneurial ventures. They often get results by channeling their innovation and creativity in two ways. Some “work around” existing BPS and other system policies that, from their point of view, bar more effective and practical approaches. Others “add on” to existing programs, norms and policies in the systems, rather than correcting or improving them.

Principals are famous for the ‘working the system’ approach. Some manage their relationship with the school system by being hyper-responsive to all central office requests, cultivating close ties to key administrators capable of ensuring a favorable decision, and making sure they hear about new or potential policy or financing decisions as early as possible, so as to take advantage of opportunities and avoid problems. Others keep a low “downtown” profile, turn their attention

outward to their community partners and resources, and try to “fly below the radar” of the central BPS system. A few try to do both.

Non-profit leaders adopt similar patterns of high energy entrepreneurialism. They hustle grants and bring them to the table in planning with schools. They become strong and welcome presences in the school building and seek to become a known and trusted “part of the school.” They try to help solve their Principal’s problems, and in the process, make themselves indispensable. They stay on top of internal policy and program trends within the BPS, and cultivate a focus on the schools among their staff and Board of Directors.

The following examples highlight programs that have been notably successful in creating and sustaining school-connected services that contribute meaningfully to better outcomes for BPS students. Each has a particular approach to the difficult tasks of addressing systemic challenges, achieving measurable student results, and improving financing.

### **Leading Programs and Approaches**

***Boston Connects*** Led by Boston College in partnership with the YMCA and the BPS, and building on these partners’ prior success with the Gardner Extended Services School, Boston Connects does several distinctive things. It places a full-time coordinator in each school with responsibility for organizing a range of services and supports for children and families. This person is jointly hired by the principal and the project, responsive to both, and working to develop a shared long term vision for student success in the school. In addition, Boston Connects aligns itself with the BPS, as a system, partnering not only with each principal, but with the central office and the cluster administrator, ensuring a high level of collaboration and teamwork. Boston Connects achieves measurable results and documents them regularly. Like other successful models, Boston Connects works to attract major private grants, drawing on the generosity of individuals as well as foundations and corporations. Boston Connects has made exemplary use of its host institution, Boston College, leveraging a large volume of student volunteers and interns, deploying university researchers and graduate students, and attracting the highest levels of leadership and investment from an institution which has come to see Boston Connects as an expression of its historical commitment to its community and to social justice.

***Children’s Hospital Neighborhood Program*** CHNP provides school-based mental health counseling and other supports to 3,500 BPS students in 15 schools across the city. Part of what enables CHNP to work so closely with schools is that it does not attempt to forge a school partnership on the basis of third party payments alone. It has an energetic fundraising approach, working in partnership with schools but also independently, and has attracted substantial private funding over the years. Another key to its success is the leadership and investment of senior administrators within its lead organization, Children’s Hospital. While providing community-based mental health to children is a value within Children’s Hospital, one of the reasons CHNP has been so successful is that its program director has forged very strong working ties to both her medical supervisors and the Vice President for community and public affairs. She has helped them to understand how her work is addressing the hospital’s core program and bottom line priorities. They, in turn, have guided her in her effort to explain her work internally to top leadership, and supported her efforts to attract and secure substantial additional financial support both externally and from within the organization.

***Boston Public Library and BPS*** With about \$500,000 each year in support from the Boston Public Library Foundation, its private fundraising arm, and with strong support from Boston teachers, the Boston Public Library supports programming to improve academic outcomes, including homework help, summer reading, outreach to schools, etc. The library itself shares the

in-kind costs of using library space and the time that librarians spend supporting these initiatives; all other costs are borne by private funding.

***Alliance for Inclusion and Prevention (AIP)*** In the Irving Middle School, AIP expands the use of Special Education funding to serve many additional students – including students who would otherwise be in out-of-district placement and students who are having difficulty in the regular education and other programs of the school. Using funds that would otherwise be spent to send some of its students to out-of-district, high-cost-per-student programs, the AIP staff offers school-wide mental health and after school clinical and program services that reach not only its core group of students, but dozens of additional students. In this way, AIP leverages Special Education funding to serve all students, and reaches students with interventions that meet their needs, and that also serve to prevent their referral to more intensive and costly services. The program is sustained by its success – dozens of students have returned from out-of-district placements to successfully enter and complete BPS high schools. These student successes alone would be notable and adequate justification for the program approach, but AIP also offers sustainable programs that reach hundreds of other students each year, while staying within existing BPS budget parameters. AIP is also one of the sponsors of Connecting with Care, profiled below.

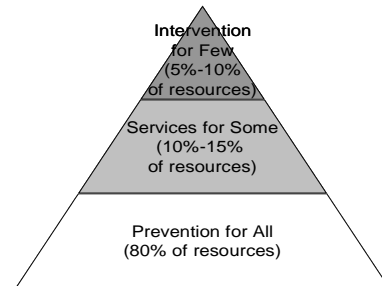
## **Promising New Ventures**

***Connecting with Care*** is a multi-site, school- and community-based mental health reform and treatment model striving for a new financing approach. Specializing in working with children and families who have experienced trauma, and planned with the intention to become self-sustaining over time, CWC is a growing partnership that already includes multiple mental health care providers, a local community organizing project, and several schools in the BPS. Connecting with Care has adopted several financing reforms. First, project organizers invested in a long ramp-up period to engage local leaders and win foundation grants. Second, rather than relying on foundation start-up funding alone, the project began with the entrepreneurial goal of securing substantial funding from other sources. The goal is to develop an organized, results-driven, highly successful initiative, and to have that success create a strong incentive among private non-profit Medicaid and health care providers to participate. By making participation attractive to them and to the third party payers who fund their clinical work, CWC hopes to develop a robust market-driven model of sustainability. Finally, CWC addresses sustainability by regularly expanding the team of program partners who can help with resource development

***Partners for Student Success (PSS)***, an initiative of Boston After School & Beyond, represents a new effort by the City of Boston, out-of-school time and full-service schools leaders, and the Boston Public Schools to ensure student success with a more systemic approach to the provision of student support services through school-community collaboration. PSS treats every part of a student's day as learning time, deliberately recognizing the connection between the positive social and emotional development of students and their academic success. The initiative targets BPS elementary schools struggling to increase student achievement, whose principals and faculty have developed detailed plans for aligning in-school and out-of-school time learning and services. Grants to schools fund a new position, called the Manager of Extended Learning Services (MELS), whose job it is to organize and develop effective partnerships with external organizations that can support the academic, social and emotional development of students. PSS plans feature increased access to and use of BPS student data by school partners, and the project design stresses the use of student and school data as a key driver of program activity, evaluation and improvement. Entering its second full year of program work in September 2007, the venture is active in 10 schools, and will grow to reach 15 schools under its current business plan. Privately funded thus far, with the Wallace Foundation providing the largest share of the project's

multiple foundation grants, PSS seeks to engage its public sector partners in the development of longer-term funding solutions that can reduce reliance on private funding. All schools are being challenged to develop long-term strategies for the sustainability of their work, and as the leader of PSS, Boston Beyond is actively engaged in the effort to intensify a citywide dialogue about the sustainability of such efforts at interagency collaboration and systems change.

***EOHHS Schools*** At the state level, an initiative launched by the Executive Office of Health and Human Services (EOHHS) has the potential to forge a new approach. The EOHHS Schools initiative funds eight communities in Massachusetts to shift state and school responses to the needs of distressed students away from the acute intervention end of the spectrum, and towards a more consistent focus on positive child and youth development (see a simplified model of the EOHHS Schools approach, at right). The goals include: earlier and more effective interventions; fewer referrals to restrictive placements; a record of better outcomes for affected students; greater coordination between schools, the Department of Social Services, and other agencies; and a concentration of resources on the development of *all* children. The initiative leverages the senior leadership of local school systems and the leaders of each local Educational Collaborative, part of a quasi-public statewide infrastructure.



The Initiative works at local, regional and state levels to address problems: when practical issues arise in direct services to students, the administrative and policy leadership of the agencies can respond. Initial financing for this effort comes from the re-direction of an existing line item called the School and Community Support Program. Although not yet active in Boston, this initiative has several of the core elements needed for larger-scale reforms: leadership from senior managers of state agencies, a multi-system approach, a focus on planning, and a deliberate goal to shift the flow of resources toward positive youth development.

While each of these initiatives can claim some degree of success, none has yet been responsible for a major change in the way the BPS or any other public agency operates. AIP's highly successful Irving School effort is the only program of its kind in the BPS, after nearly a decade of successful work. CHNP is making great headway in individual schools, but is quick to point out that its efforts are severely hampered by the lack of a Student Services Coordinator – a core staffing position within the BPS – in most of the elementary schools in which it works. Boston Connects is still bringing nearly all of the money to the table in its second decade of work with the BPS. To date, the Library Partnership, Connecting with Care, and Partners for Student Success depend on soft money to keep their doors open. EOHHS Schools offers a rare combination of vision, senior statewide leadership, and a deliberate, unusual focus on schools from another part of the public sector, but it is in the earliest testing stages, is undergoing a change in leadership, and plays no current role in Boston. While they last, these initiatives are making great contributions, but the fact that so little BPS funding or other public sector money is involved confirms that any shift in BPS systems policies and financing practices is, so far, limited.

### ***Finding 6: Scarce resources and the difficulty of coordinating funding pose ongoing challenges in Boston.***

When it comes to providing school-connected services to support student success, there is rarely enough funding to go around. Without clear information about the effectiveness of various

programs and policies, Boston's leaders are often faced with a choice between conducting business as usual or denying funding for one program in order to fund another. The following examples highlight the financing challenges inherent in doing business in new ways.

***Supplemental Educational Services Funding:*** Boston, along with many other cities, is having difficulty using Supplemental Educational Services to provide maximum benefits to students. Despite the fact that SES dollars in Boston amount to \$6 million in academic support funding, the problems with this new financing stream abound.

The core conflict inherent in the SES funding formula is that the dollars to fund local SES providers come directly out of the pre-existing BPS Title I budget. Perhaps inevitably, community providers (both non-profit and for-profit) see SES funding as a new funding source and a largely positive development. For its part, the BPS leadership views the SES funding mechanism as a blunt, unfunded federal mandate, with each SES dollar extracted from limited Title I resources, most of which are dedicated to BPS strategies for closing the achievement gap. BPS leaders are further alienated from the SES program because the state oversees authorization of SES providers, while any concerns about quality have to be monitored by the BPS. Finally, there is limited data on the effectiveness of SES-funded programming in improving the performance of participating students, and no clear relationship between the impact of programming and its eligibility for future funding. The current situation, with community-based SES providers and the BPS remaining in positions of defensiveness and mistrust with regard to one another, is neither strategic for the BPS and the other providers of SES services, nor good for students.

***Student Services Teams and School-Based Coordinators:*** A pervasive scarcity of resources and a constant shifting of limited funds are consistent factors in the coordination of student support services within the BPS.

Unified Student Services (USS) is a major division of the BPS, which created USS in 1999 to merge student support and special education functions. Its mission is to establish a more deliberately preventive approach to both student support and special education, by engaging struggling students and helping them with early, effective referrals to less intensive and costly interventions, before they require a formal referral to special education. The vehicle for this engagement is the Student Support Team (SST), a cross-disciplinary school team often including the school nurse, guidance counselor, teachers, a school psychologist, partner agency staff, a school administrator and other service providers. SSTs are often staffed by a Student Services Coordinator.

Unfortunately, there are only 40 Student Services Coordinators (SSC) working for USS, virtually all of them in middle and high schools. They cover a fraction of the schools in the system, and are not placed in the elementary schools, where younger students served by a well-run SST could have early opportunities to develop skills, relationships and opportunities that lead to school success. Those SSTs that function well capture data on student needs, referrals made, resources tapped, services accessed, partners engaged, interventions planned and managed, and student outcomes observed. However, research for this report has yielded no publicly available evidence documenting the actual number of functioning Student Support Teams in the BPS, no evidence that data collected by individual SSTs is being centrally gathered or analyzed by the BPS, nor, finally, any recent BPS assessment of the impact of the SST function on students.

This uneven allocation of resources and lack of evidence of impact in the student support work of the BPS is only the latest manifestation of a chronic problem: funding for the student support

function within the BPS has fluctuated often in the past decade, has never been stable, is chronically subject to the competing funding priorities of principals and central administrators, and is not currently well understood or well documented.

**Unified Student Services:** Many systems and financing sources outside the BPS have not been able to report in detail on their connection to school-connected programming. In a similar vein, the BPS is unable to document in a detailed way the extent of the student support, mental health and program coordination in which it engages.

Most student support services and staffing within the BPS are concentrated in Unified Student Services. For this reason, many informants, across a spectrum of roles and disciplines, expressed a strong desire to understand the staffing and internal financial workings of the Unified Student Services department of the BPS, a research task beyond the scope of this report. Ironically, the perception of funding and staffing capacity varies dramatically, depending on one's vantage point. Administrators in the BPS are quick to point out, accurately, that the majority of USS staff are clinicians or teachers working directly with students and families in the Special Education program, and are not administrators. BPS senior administrators, while open to the idea that ongoing innovation and re-directed resources may be needed and advisable within USS, do not express a sense of significant flexibility in the short term – there is a long history of support for the system's most vulnerable students being driven by the legal requirements of special education law, and many inside the system have difficulty imagining things functioning differently.

By contrast, advocates and observers see several hundred mental health, health care and other student support professionals, with a wide array of formal titles, working within USS. They repeatedly wonder how, with a budget of \$176 million, USS resources might be allocated in a way that ensures that the kinds of comprehensive student services available in *some* schools become available in *all* schools. However, neither BPS administrators nor advocates and observers can advance their thinking and begin to seek common ground in the absence of good data on needs expressed, staffing currently deployed, services provided and outcomes achieved. Informants in and out of BPS expressed an interest in a clear, well-documented accounting for the uses and impact of USS-directed student support resources.

***Finding 7: Boston's organizations, funders and systems lack an articulated set of positive child and youth development outcomes – and a corresponding way to hold themselves accountable for results – that all partners can use to ground their work.***

Many individual state, city and community agencies have developed outcome and performance measures to assess their work. Looking forward, two different planning initiatives are facilitating citywide conversations about the way to frame child and youth outcomes at the critical ends of the spectrum: Boston's Birth to Five School Readiness Initiative, the City of Boston-led planning effort on early education and care, and the Youth Transitions Task Force, a two-year strategic planning and assessment project focused on dropout prevention and recovery. Even if each of these encouraging developments carried forward successfully, those concerned with young people in Boston will still lack a unifying child and youth development vision for all ages – one that many funders, agencies and programs can agree on and make a part of their own missions.

Many of Boston's institutions have made some level of commitment to measuring and reporting results in the past decade, and there are pockets of evaluation and documentation excellence



throughout the public and private sectors. The City of Boston is using monthly data collection on program and service results to guide its activity and to inform its budgeting. Many teachers in the BPS use student work and assessment data regularly. The non-profit community, stimulated by the raised expectations of public and private funders, has become increasingly sophisticated about the importance of articulating and measuring progress toward outcomes, and the duty to use performance measures to guide program improvements. Despite this progress, however, there is rarely evidence that either funders or program leaders are assessing the impact of specific funding or financing patterns on school-connected services, and using such assessments to allocate resources.

It is useful to look to public education for lessons on accountability. A decade ago, the Massachusetts Comprehensive Assessment System (MCAS) was introduced in K-12 education statewide. Many have been critical of one or more of its effects. However, MCAS has done two things that are clearly new: it has focused policymakers, educators and students across the state on a common set of academic outcomes for which both institutions and individuals are held accountable, and it has given families, schools and communities ongoing data about academic outcomes that can be disaggregated by race. This twin focus on academic outcomes data *and* public accountability for results has led to a citywide effort by BPS and community leaders to close the achievement gap between Black and Latino students and Asian and White students.

In the realm of school-connected child and youth development programming, no comparable system of results accountability exists in Boston or in Massachusetts. What is lacking is 1) a set of results and performance measures that zeroes in on child and youth development outcomes, and 2) a way to use them that can drive program improvement, systems coordination, and financing policy. Many organizations in Boston have crafted their own goals for positive child and youth development – the trick will be to come up with a common vision that can help all of Boston’s families, communities and institutions to get better at ensuring student success.

## Recurring Themes

In addition to the key findings, several important ideas or themes emerged through the data gathering process. These themes likely will have bearing on future discussions regarding financing reforms.

**Resources are unevenly distributed throughout the city’s schools.** Some schools in the city have multiple, on-site, full-time staff coordinating services; other schools have one person, working part-time. Some community-based organizations and agencies enjoy access to national grants, individual donors, and earmarked funding from the state legislature. Others are chronically underfunded, with modest networks and fundraising capacity, and programming that is unstable and sometimes haphazard.

*“There is an equity challenge in Boston. Even though Boston is resource-rich, we have a problem bringing good work to scale. While some schools are successfully engaging partners and funders, and helping children achieve better outcomes, many others do not enjoy the same access to funding or program opportunities.”*

~ Carolyn Riley, Director  
Unified Student Services, BPS

**Funders should test ideas, not simply create projects.** Many funders have adopted a “knowledge capture” or “learning” approach to grantmaking, though too many are still engaged in demonstration projects which have no provision for sustainability.

*“We should stop thinking of ourselves as funding programs, and begin to think of our work as funding laboratories for making change, for testing ideas and approaches, and for learning things we can apply in the next set of grants.”*

~ Melinda Marble, Paul and Phyllis Fireman Charitable Foundation

**Data-driven grant-making must constantly be balanced with informed risk-taking.** Many funders focus on results and accountability in their grantmaking. Other funders – and sometimes the same ones – have practical experience in taking careful risks to support work and organizations that show promise, but require a leap of faith. This creates a tension. On the one hand, few would argue with an approach that uses data and evidence of student outcomes to drive action. On the other hand, it is the role of foundations, and some would say of leading public agencies, to be innovators. A data-driven process may eliminate the opportunity for creativity, or render grantmakers risk-averse; a process too influenced by intuition is not likely to yield results upon which others can build.

**Funders and program leaders each seek a way to encourage evaluation and assessment.** An important corollary to this idea is the importance of planning, conducting and *funding* evaluation. Generating evidence of impact is a critical ingredient in both sustainability and in the expansion of the work to other venues and fields. But no funder is in a position to evaluate all that they fund, and not all community-based grantmakers can undertake a rigorous evaluation study. Funders in both public and private sectors reported in this research that they want to encourage innovation, and at the same time ensure its documentation and success, equipped with the evidence to advance the case for sustainability or expansion.

*“If we value knowledge,  
we must pay for it.”*

~ Celina Miranda  
Mellon Foundation

**Earmarking funds for school-connected programming is a partial, non-systemic step.** In the current competitive and stressful fundraising environment, a number of successful providers of out-of-school time and youth development in Boston have sought and received earmarked funds from the state legislature. This has the salutary effect of shoring up an individual institution’s finances, but it plays little or no role in engaging systems in long-term policy change. It is important not to mistake such effective entrepreneurial work with a drive for sustainability.

**Sustainability is not for everyone.** Just because a program is currently funded, or has a secure funding source, does not necessarily mean it should be sustained. Some stably funded programs are not delivering meaningful positive outcomes for children and youth, and should either get help or go out of business. In a similar vein, some programs are designed to have a beginning, middle, and an end, and can stop when their objectives have been met.

## IV. Recommendations

The following recommendations follow from the core findings in the report. They build on and attempt to leverage the strengths of what is already working well in Boston.

Experience shows that financing reforms are often best done by a team of allies. The recommendations therefore begin with a set of strategies and actions for all stakeholders to pursue. The recommendations conclude with a set of targeted “next steps” for specific sector leaders, systems and organizations.

### ***1. Adopt a results-based accountability framework.***

At the heart of all successful initiatives is a clear vision about expected results and a system for tracking progress toward those results. Boston stakeholders can begin this process by establishing a set of widely accepted outcomes for students that leaders and citizens embrace and that will guide policies, programs and funding decisions. This will involve:

- Crafting a citywide, universal a set of targeted *outcomes* for all children and youth; agreed on *indicators* that chart progress toward achieving these outcomes; and establishing *performance measures* that report how well a program, agency or system is working to advance these outcomes and document these indicators.<sup>28</sup>
- Developing a strategy, and a set of tools, for applying these outcomes, indicators and performance measures to the daily work of programs across the spectrum of disciplines and fields.
- Creating incentives and shaping policy or funding requirements that mandate the phased in use of these outcomes to drive a more comprehensive, linked and strategic process for understanding how students are faring, what programs are working, and what more can be done to improve funding or financing practices and policies.

The following examples show how this type of process has worked in other cities:

#### Hartford, CT: Shared Priorities for Youth

In Hartford, Connecticut, a system-building initiative known as the Future Workforce Investment System is taking steps to improve the readiness of the city’s youth for employment and postsecondary education. This effort brings together the leaders of the Hartford Public Schools, the capital area workforce development board, private funders, the mayor’s office, the city’s office for youth services, business leaders, and several local community-based organizations. Together these partners have articulated ten shared priorities for youth in Hartford and developed a coordinated system for referring, serving and tracking data on youth across separate systems and agencies.<sup>29</sup>

#### Arizona: Shared Vision for Youth

Arizona has implemented a state-level “shared vision for youth” taskforce, composed of state agency representatives, that focuses on improving services for vulnerable youth. This visioning

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<sup>28</sup> This framework for looking at outcomes, indicators, and performance measures is based on the Results Based Accountability framework developed by Mark Friedman, Director of the Fiscal Policy Studies Institute, <http://www.resultsaccountability.com>

<sup>29</sup> Relave, Nanette and Sharon Deich. “A Guide to Successful Public-Private Partnerships for Youth Programs.” Washington, DC: The Finance Project, January 2007.

work has supported the development of a comprehensive policy plan for youth development services and systems, crafted by the state Youth Development Task Force, whose members include youth, government, business and community leaders.<sup>30</sup>

#### Portland/Multnomah County: School-Age Policy Framework

Led by the chair of the Multnomah County Board of Commissioners, and building on the success of the Schools Uniting Neighborhoods (SUN) full-service schools initiative, Portland and surrounding Multnomah County, Oregon have developed a vision and framework for delivering all public services to school-age children. After the Board found that the county was funding over 100 separate programs providing services to school-age children, they agreed that these programs and services should be brought under the same umbrella. The School-Age Policy Framework (SAPF) was created in 2003 to guide how Multnomah County and the city of Portland would invest varied resources for school-age children and their families. Implementation of the Framework has supported the development of the SUN Service system, an effort to coordinate services across key agencies and partners, and has led to the significant redirection of resources to new or alternative programs.

## ***2. Create a Child and Youth Budget for Boston to integrate planning, financing, and accountability into a common framework for youth***

Children's budgets are an innovative mechanism for documenting and understanding a city's total investment in children and youth. Unlike program-or agency-specific budgets, children's budgets focus on how youth people are served, the types of services and supports funded across programs and agencies, and the child and youth outcomes being funded. This orientation facilitates analysis of the amount and allocation of spending on children citywide, helps leaders to coordinate and align their investments, and permits regular assessments of progress toward desired student outcomes. State and local leaders also use children's budgets to move funding to programs and services with better results and to demonstrate the need for new funds to close funding gaps. A children and youth budget will allow Boston leaders to:

- Organize the budget development process around data. This work can build on the recent efforts of the City of Boston, the United Way of Mass Bay, the BPS, and others to use results-based planning and accountability measures to drive financing decisions. This process would:
  - Identify baseline information on the current status of Boston's children and youth ages 5-21, across the sectors of OST, mental health, education, academic support, and other related services.
  - Align with ongoing planning and citywide organizing efforts in early education and care (Boston's Birth to Five School Readiness Initiative), dropout prevention and recovery (Youth Transitions Task Force), violence prevention, and others.
  - Extend the current use of data collection to include the development and adoption of new tools for public and private funders to use in making their financing decisions. Make use of existing national resources for connecting outcomes, strategies and actions to indicators and performance outcomes.<sup>31</sup>

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<sup>30</sup> Ibid.

<sup>31</sup> For access to tools, see Adding it Up: A Guide to Developing a Children, Youth and Families Budget, Flynn-Kahn, Ferber, Gaines and Pittman, Forum for Youth Investment and The Finance Project, 2006, <http://www.forumfyi.org/Files/cyfguide.pdf>

- Establish a baseline *Child and Youth Budget for Boston*. Document the financing that flows to multiple public and private institutions within the city of Boston, to promote alignment, close gaps, and eliminate duplication in services. A baseline budget would:
  - Enable all City of Boston departments and state agencies to report, with authority, the proportion of their budgets spent on services to children and youth
  - Report spending in the city – by all participating public and private entities – on specific child and youth outcomes, as determined by the budget partners.
    - Outcomes could include child and youth outcomes like health, mental health, and readiness for college, as measured by a variety of indicators
    - Outcomes could also be aspects of positive child and youth development, such as a connection to caring adults, civic engagement, leadership, a sense of personal purpose, and so on, also measured by a set of indicators
  - Become the template for an annual or biannual version of the Child and Youth Budget that charts the alignment and expenditure of resources linked to citywide outcomes for children and youth, and documents progress toward outcomes.
  - Provide accurate breakdowns of all school-connected financing that flows to or from all public agencies affecting children and youth – from the BPS, to the City of Boston’s Center for Youth and Families, Police Department, and Office of Jobs and Community Services, to each of the city or regional offices of the state agencies within the Executive Office of Health and Human Services
  
- Create a process to monitor citywide progress toward outcomes that also promotes increased alignment and exchange of data. Boston would be able to:
  - Conduct an annual reporting process that draws on existing data collection and reporting systems within various systems, and dovetails with current data sharing efforts within the BPS, the City of Boston and other major systems, including the emerging Boston Out-of-School Time Navigator, a citywide database of OST programs and services
  - Develop a process to assess and update citywide outcomes, indicators and performance measures for children and youth every four years
  
- Sort what works from what does not. Outcome and performance data can make the case for increased funding for strategies that show positive effects and provide the rationale to reduce or eliminate funding for strategies that fail to produce desired outcomes.
  
- Engage youth, parents, the City of Boston, the Boston Public Schools and other city and state agencies, and representatives of a diverse group of youth-serving organizations and institutions as active participants.

A growing number of cities are adopting children and youth budgets. Some of these include:

**Philadelphia** Safe and Sound develops a biannual children’s report card and children’s budget to document investments in various types of services, including prevention, education and intervention, and to inform local policy decisions

**Seattle’s** Office of Policy and Management has spearheaded a children’s budget that has been integrated with the annual budget and planning process in city departments.

*San Diego's* children's budget analyzes how much total funding supports "front-end" or youth development services, as opposed to "back end" treatment services, visually demonstrating the cost effectiveness of investments in prevention and child and youth development.

The twin focus on results-based accountability and a child and youth budgeting approach serves a vital purpose: it forces programs and schools to produce results, and it lays the foundation for the expansion of those programs that are most effective. Through these two processes, all parties will have ample opportunity to test the impact and demonstrate the effectiveness of a variety of approaches, including school-connected programs. Many programs will be subject to the wider application of agreed-upon outcomes expectations. Programs that prove most effective will benefit from their success in advancing youth outcomes that are widely valued in the city, and will increase their credibility and strengthen their ability to generate resources. Advocates for school-connected work will have a stronger case to make for the future financing of those school-connected program approaches that prove most effective. Any school-connected programs that do not help children and youth advance toward the shared outcomes will be challenged to improve and will face stiff competition for resources from programs that are getting results.

### ***3. Strengthen and support city-state partnerships***

The findings clearly show that the vast majority of funding for school-connected services in Boston is governed, at least in part, by state policy and legislative decisions. Therefore, by necessity, any major financing reforms are likely to require the buy-in and support of state officials. As Boston's leaders across the sectors develop clear plans for ramping up higher levels of accountability and articulating a citywide child and youth budget, it will be vital to cultivate strong ties to state policymakers. A recent announcement speaks directly to this point: in June 2007, Governor Deval Patrick appointed a business leader, a college president, and the former superintendent of Boston Public Schools to carry out his multibillion-dollar plans to reform the state's education system.

Efforts in this area should build on and strengthen existing ties between the City of Boston, the Governor, the Legislature, local civic leaders in Boston, city and town leaders across the state, advocates and others. Boston leaders can:

- *Advance the efforts of elected and civic leaders in Boston to promote Expanded Learning Time* as a promising new source of revenue and program innovation. Boston leaders can continue to find ways to strengthen ELT as a strategy and as a financing mechanism by documenting ELT outcomes, tracking the substantial gap between the cost of increasing learning time and current ELT funding, and articulating a vision for the increased achievement of students whose successful development is promoted through ELT work.
- *Secure additional state funding for Boston to address core programming needs.* Convene a citywide team of public and private planners, in partnership with allies around the state, to develop approaches to expanding existing state financing streams. The City of Boston, BPS, providers, and child and youth advocates can work together to engage the state's political leadership in consideration of financing policy changes already on the table:
- *Eliminate the child care waiting list.* Nearly 900 low-income school-age children in Boston are on the waiting list for subsidies for out-of-school time care. Without subsidies, many are unlikely to access after school or school and summer vacation care.

A statewide increase of \$8.2 million in 2007, proposed by the Massachusetts Afterschool Partnership, would cut the current statewide waiting list in half.

- *Expand access to child care for middle school aged youth.* The expansion of child care vouchers to 13 year olds is a \$2 million initiative under consideration by the Massachusetts Legislature in the spring of 2007. This policy, successfully adopted in Rhode Island, would allow youth to receive needed services throughout middle school, rather than losing eligibility in the middle of an academic year.
- *Increase state funding for the 21<sup>st</sup> Century Community Learning Centers (21CCLC) program.* Develop a proposal that the state supplement federal funds with additional funding for 21CCLC. Massachusetts has yet to commit state dollars to support this successful, well-documented, school-connected initiative, which finances out-of-school time programming in elementary, middle, and high schools across the state. A statewide investment of \$5 million would increase available funding by a third, and greatly increase the capacity of the state to support successful programming in Boston and the Commonwealth.
- *Increase Boston's share of Massachusetts' 21CCLC funding.* The current formula for 21CCLC spending in Boston, administratively determined by the Massachusetts Department of Education (MADOE), has been capped at \$850,000. Many in Boston feel that this amount fails to respond to the city's needs, and should be raised in order to reflect more closely the proportion of the state's low income children living in Boston.

#### **Wyoming 21<sup>st</sup> Century State Incentive Grant – A State and Community Partnership**

In order to encourage community collaborative around youth services throughout the state of Wyoming, state leaders in 2001 braided four federal and state funding streams supporting youth programs into the 21<sup>st</sup> Century State Incentive Grant (21<sup>st</sup> Century SIG.) Spearheaded by the Wyoming Department of Education (WDE) and the Wyoming Department of Health (WDH), state officials combined 21st Century Community Learning Centers (21CCLC), Safe and Drug-Free Schools money, a federal Substance Abuse and Mental Health Services Administration State Incentive Grant (SIG), and state tobacco settlement dollars. The funds were used to prevent alcohol, tobacco, and other drug use and abuse for youth ages 12–17; reduce known risk factors and enhance known protective factors; advance academic achievement through before- and after school activities, including during summer recess periods for youth of all ages; and serve populations not normally served by the state educational agency, such as school dropouts and youth in detention centers.

The grant program was worth about \$4.6 million in its first year. It aligned the overlapping goals of the four funding streams and encouraged communities to collaborate across systems to build a community-wide continuum of care during non-school hours. As part of their applications, communities had to identify their unique risk and protective factors, and had to justify that their programs addressed those factors. Initially, 26 Wyoming communities created community collaboratives and community advisory boards to oversee and coordinate this and other relevant funding sources at the local level. The 21<sup>st</sup> Century SIG program came to a close at the end of 2005, when many of the funding streams that supported it ended. However, 21CCLC funds continue to support after school programming in Wyoming, and many of the community collaboratives remain active.

#### ***4. Provide structure and support to improve local partnerships.***

The role of partner – claimed by many, excelled at by only a few – is critical for supporting financing reforms. Genuine, high quality, collaborative alliances and partnerships across sectors – while emerging – are still the exception rather than the rule in Boston. Real partnerships are often accomplished in defiance of existing custom, and sometimes only by breaking or ignoring existing rules. Such entrepreneurial, cross-sector team building is something Boston’s leading public and private institutions have done in the past, to very positive effect, in related areas of work. In the 90s, Boston lowered its infant mortality rate through a concerted multi-partner public health effort. In the late 90s it tackled and dramatically curtailed youth violence through a strong network that crossed community, City of Boston and non-profit lines. A similar kind of coming together is needed now.

The following suggestions are designed to foster stronger partnerships across the broad range of sectors – between education and mental health, between child protection, homelessness prevention and after school, between major health care providers and schools, between private sector organizations and large public sector systems. Boston’s leaders can strive to:

- Create new ***School-connected Rules of Engagement***: guidelines for financing school-connected programming and initiatives at the city, district level and individual school levels. Potential rules include:
  - All partners are responsible for bringing funding to the partnership
  - Youth outcomes – both educational and developmental – will drive program design, budget, and spending decisions
  - Partners share accountability for outcomes and for the collection and analysis of data to document those outcomes
  - Funders, both public and private, will hold themselves accountable by designing and launching grantmaking ventures and special programs that address core sustainability issues up front. Options include:
    - Featuring (and funding) a sustainability planning process as a part of demonstration or pilot grants that are intended to carry forward after the funders’ money is expended
    - Planning for the responsible conclusion of a funded program when the funding runs out – an “exit strategy” for programs that have a beginning, middle and end
- Reduce barriers to interagency collaboration
  - Increase the proportion of school buildings which are open for school-community ventures in the evenings and on weekends. Explore ways to minimize additional expense through flexible scheduling for maintenance staff. Secure ongoing support for this cornerstone of school partnerships from the City of Boston and the BPS.
  - Explore new ways to work together across agencies. Consider small grants to agencies that propose innovative, low-cost interagency collaboration models or approaches
  - Develop interagency planning and communications “habits” which bring routinely together the staff of BPS (Unified Student Services, Family and Community Engagement, the Institutional Advancement office, and Department of Extended Learning Time, Afterschool and Services), city and regional leaders of DSS, DMH, DPH, and DYS, and school-connected providers of services.



This could involve working groups with leaders from these and other institutions to plan new approaches in two areas:

- Interagency planning for braiding and aligning of funding streams
- Interagency planning for improved communication about specific struggling BPS students, coordination of services for them, and management of issues of confidentiality
- Use existing networks and planning initiatives such as Youth Transitions to maintain a high level of communication and exchange of information
- Consider geographically-based partnership initiatives
  - Build on the lessons learned from Boston Connects, and encourage future school-connected ventures to consider working with clusters of BPS schools
  - Draw on the model of the Harlem Children’s Zone in New York City to explore the possible creation of interagency, public-private, neighborhood-based, school-community partnerships
- Encourage all funders, public and private, to fund planning and collaboration efforts, treating them as a core cost of doing business.
- Make the observation of clear standards for partnership a requirement for future financing
  - Affirm that future grantees, both schools and partner agencies, must adhere to the School-connected Rules of Engagement (described above)
  - Make it clear that only applicants for public and private funding who demonstrate these practices – in actual planning and service delivery, not simply in the grantwriting stage – will be funded
  - Include assessment of schools’ and partner agencies’ use of the Rules of Engagement partnering practices as one key measure of their efficacy, and as one measure for determining what funding gets renewed

***Vermont’s Act 264*** In 1988, Vermont created Act 264, a state law that requires all public agencies involved in the education, treatment or provision of services to a child experiencing severe emotional disturbance to participate in an ongoing interagency collaboration and parent involvement with the education, mental health, developmental and social service agencies of the state and municipalities. The Act mandates that agency representatives meet together to review individual cases, debate responses, and jointly craft next steps, including the commitment of staffing and other resources. Should agency participants be unable to resolve differences with their peers with regard to action or spending, the decision on next steps is referred to the next supervisory level in the respective agencies, creating a strong incentive for meeting participants to resolve decisions at the level that is closest to the child or youth.<sup>32</sup>

*“Back in the 80s, before the cuts, we had strong interagency coordination going between the schools, the Department of Social Services, the Department of Education and the Department of Mental Health. We insisted on having decision-makers in the meetings, so that we could get things done. This is still what works – you have to have decision-makers in the room to say yes or no.”*

~ Jim Earley, The Walker School

***Lincoln Nebraska’s Community Learning Center Initiative***, with funding from private foundations and 21CCLC grants, has brought in community partners who were already providing after school services and supported them with their program funds. There is an explicit

<sup>32</sup> Vermont State website, [http://education.vermont.gov/new/pdfdoc/pgm\\_sped/laws/act\\_264.pdf](http://education.vermont.gov/new/pdfdoc/pgm_sped/laws/act_264.pdf), 6.1.07

understanding that as various grants taper off, their partners will continue to support activities at their respective sites.

## ***5. Provide Support for Program Sustainability***

The current funding climate provides little if any on-going core program support. For many school-connected programs, this is a recipe for disaster. In considering financing reforms, Boston's leaders have an opportunity to:

- Move the focus of new funding away from pilot and demonstration projects, and toward the re-organization of public systems in ways that support programs and approaches that are demonstrating positive results for children and youth.
  - Reduce reliance on projects and initiatives with time-limited funding; seek solutions with the potential for long-term support.
    - Encourage the BPS, the City of Boston, and state agencies to redirect existing funding into priority, long-term or permanent positions and functions.
    - Create sustainable positions and functions by building them, over time, into core school and system budgets.
- Create incentives and policies in all financing agencies, public and private, to reward grantees and contracted agencies which offer evidence of effective interagency partnership, such as shared program development and planning, joint staffing, results accountability, and braided funding.
- Create more effective partnerships between schools and other agencies. Either as a condition of funding – or in combination with incentives such as greater programming flexibility, additional funding or staffing freedom – require schools and external partners to create 3-5 year financing plans for key initiatives that braid BPS and other public financing, foundation grants and other external resources.
- Place a premium on planning. Most successful school-connected initiatives in Boston have benefited from a commitment by their funders and organizers to an intensive planning process, which can enable a greater reliance on data, allow participants to develop high levels of communication and trust, permit the planners to anticipate and neutralize potential problems, create a strong level of program “ownership” or “buy-in” among all partners, allow program leaders to plan for sustainability, and lead to a stronger and more credible case for program funding and future, longer-term financing.

## ***6. Plan for and generate new money for critical services***

Boston's leaders should begin a process of exploring the options for generating new revenues for child and youth programming. New resources to support school-connected partnerships could come in one of two ways: through a windfall, such as the one the tobacco settlements produced a decade ago, or by raising taxes. Leaders should anticipate the possibility of two such potential windfalls:

- ***Reforms based on the “Rosie D” case.*** In the near term, engage the BPS and its multiple mental health partners in citywide preparation for upcoming changes in Mass Health

Behavioral Health Services, in light of the “Rosie D” case. A new set of policies will be forthcoming from DMH & Mass Health Behavioral Health sometime in 2007, and it is probable that some form of additional funding in Boston will follow. Boston providers and system leaders should think strategically about how these funds could be used to fill in gaps in current system of care, and to support the development of effective school-connection partnership practices between mental health agencies and schools.

- **Increasing the state’s education ‘foundation formula’.** Massachusetts has had several recent statewide efforts to address the adequacy of state funding for public education. Advocates, policymakers and educators are considering the case for an increase in the state foundation formula. This conversation will be enriched by the voice of Boston leaders who embrace the idea of school-connected services and initiatives that address child and youth development outcomes.

In addition, Boston’s leaders can begin the research needed to assess the viability of creating a dedicated revenue stream to support the outcomes reflected in the Children and Youth Budget for Boston, by examining the experience of a growing number of cities generating new local revenue to support child and youth services. In the long run, any steps that Boston’s systems take toward a results accountability approach will reward the participants with increasingly compelling data on student outcomes, an essential element in any effort to generate new revenue.

**School Finance Formula Reform Efforts:  
A Window of Opportunity for OST and other School-Connected Services**

At the heart of education funding are state finance formulas that determine the minimum guaranteed amount of funds needed for each student and establish the state’s share of those costs. Current trends are creating a potential window of opportunity for states to rethink their finance formulas. Massachusetts relies more heavily on local government for public education than all but six other states, and ranks 35<sup>th</sup> in the nation for its education spending as a proportion of per capita income.<sup>33</sup>

At the same time, as school finance formulas are being reconsidered across the country, various state and federal financing streams – including Expanded Learning time, MCAS remediation, and SES funding – increasingly reflect the widely supported view that expanded or extended learning time can boost achievement. This creates a potential opportunity to propose the inclusion of expanded learning time strategies and funding into the state’s education finance formula, or foundation.

While this approach has not yet been implemented in other states, statewide after school networks in several states, including Washington, South Carolina, and New York, are promoting funding for academically enriching out-of-school time programming as their states rethink their education finance formulas.<sup>34</sup>

- Research the viability of creating a dedicated revenue stream to support the outcomes reflected in the Children and Youth Budget for Boston, by examining the experience of a growing number of cities generating new local revenue to support child and youth services. Once in place, dedicated revenues are often stable and renewable, and can

<sup>33</sup> Noah Berger and Jeff McLynch, “Public School Funding in Massachusetts, Where We Are, What Has Changed, and Options Ahead,” Boston, MA: Massachusetts Budget and Policy Center, November 2006.

<sup>34</sup> Deich, Sharon with Amanda Szekely. “After school and State Education Finance Formulas: A Primer for Statewide After school Networks.” Washington DC: The Finance Project, September 2006.

provide needed money to bridge gaps, fund research, and expand promising programs and practices. Some early steps in this process include:

- Determining how much money is needed, based on the research and activity outlined above (the preparation of Child and Youth Budget, application of an assessment process that determines the degree to which financing is effective, exploration of other financing options, etc.)
- Developing plans for how new funding would be used, including a clear rationale for the new dedicated revenue generation plan
- Researching those revenue sources most palatable to the electorate and the legislature, and assessing how well they will meet the need
- Treating this as a long-term strategy, dependent on a legislative and political feasibility assessment, an outlay of political capital, and a substantial organizing effort and expense

A number of cities have approved dedicated local funds, typically small additions to property or sales taxes, to support exclusively a set of services for children and youth. The following examples demonstrate the variety of types and purposes of dedicated local revenue in other cities:

***Seattle’s Families and Education Levy*** Seattle’s families and education levy, which is based on the property tax, first passed in 1990 at a level of \$69 million. The assessment provides funding for early child care, out-of-school time, and youth development programs. Due to a sunset clause, voters must renew the levy every seven years, which means that stakeholders must make efforts to maintain the program and influence decisions for future programming. The levy was renewed in 1997 at \$69 million and, in 2004, voters approved an expanded families and education levy proposition at \$116.8 million. New funds will support different activities in eight major investment areas. The city council approved \$3.1 million of this funding annually for out-of-school time programs, an additional \$1 million for middle school support, and \$1.25 million for high-risk middle and high school students. Seattle’s department of neighborhoods within the office of education oversees the program. A Levy Oversight Committee directs the use of levy funds, setting desired outcomes from levy investments and expectations for accountability. Individual programs must apply to the committee to receive funds. A partnership agreement with the Seattle Public Schools identifies their role in supporting levy-funded programs.<sup>35</sup>

***Fort Worth Crime Control Prevention District*** In the late 1990s, Fort Worth, Texas, experienced a rise in violent crime and gang activity, prompting law enforcement to suggest the development of a tax increment district dedicated to combating local crime. As a result, in 1999, the public overwhelmingly approved a half-cent sales tax and the Crime Control Prevention District was created. A nine-member board of directors appointed by the city council establishes the budget and policies of the district. By law, the city manager proposes the annual district budget to the board, which then votes to approve or disapprove the budget after holding a mandatory public hearing. After the district board has approved the annual budget, it is forwarded to the city council, which votes to approve or disapprove the budget after holding a mandatory public hearing of its own. The annual revenue from the sales tax, amounting to \$48 million, is used to provide additional resources for law enforcement; of this amount, \$1.4 million—increased to \$1.6 million in 2005/06—is allocated annually to the Fort Worth After School (FWAS) program through Fort Worth’s annual budget process. FWAS, a joint collaboration between the city and the Fort Worth Independent School District, provides after school enrichment activities for approximately 7,200 school-age children in Fort Worth. The independent school district’s goals

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<sup>35</sup> Sherman, Rachel, Sharon Deich and Barbara Langford. Creating Dedicated Local and State Revenue Sources for Youth Programs. Washington, DC: The Finance Project, January 2007.

include promoting educational competence and physical and social development and, eventually, reducing juvenile crime.<sup>36</sup>

***Portland, Oregon: Children's Investment Fund*** In 2002, voters in Portland passed Measure 26-33, which increased property taxes by 40 cents per \$1,000; the revenues are used to fund the Children's Investment Fund. The fund provides approximately \$10 million annually for five years to support 47 organizations that help children arrive at school ready to learn, provide safe and constructive after school alternatives for children, and prevent child abuse and neglect and family violence. An Allocation Committee governs the Children's Investment Fund and makes grants to individual service providers. Applicants must demonstrate positive outcomes for children through cost-effective services. The Children's Investment Fund is one of several funders of Portland and Multnomah County's SUN Service System.<sup>37</sup>

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<sup>36</sup> Ibid.

<sup>37</sup> Ibid.

## *Strategies for Sectors and Systems*

The following clusters of strategic recommendations respond to the issues in each key sector.

### **Strategies for the Boston Public Schools**

**Place a new, prominent emphasis on the central role of school-connected student support in ensuring the academic success of all students, and on the challenge of increasing the BPS capacity to address non-academic barriers to learning.**

**Require every school to have at least one full-time Coordinator position to create and drive school-connected ventures to support students, with larger schools requiring more staffing.**

- Identify and support the Coordinator role at every school – a person whose job it is to cultivate and support school-connected relationships with community-based organizations and families. Identify the core responsibilities for a person in this role.
- In order to fund this work in the short term, maintain a high degree of flexibility about the title, financing source, and formal affiliation of this position. Permit the person to be a Family and Community Engagement Coordinator, Coordinator of a 21CCLC, a Manager of Extended Learning Services (MELS) Coordinator, or a person serving in another role – as long as the Coordinator’s responsibilities make up the entirety of his or her job description. Do not permit this position to be part-time, however, with other, separate duties to be performed – an Evaluation Team Facilitator (ETF) or a school Nurse is not in a position to serve as Coordinator, for instance. *This is a full-time position in every school.*
- In the short term, secure funding for these positions through a variety of public and private sources. Over the longer term, plan for the integration of this core function *into the core operating budget of all BPS schools.*
- Assign as a core duty of this position the job of identifying new partnering, funding and financing opportunities. Assign also the role of cooperating closely with the Principal and the BPS Office of Institutional Advancement on all initiatives.
- Pay for this long-term position, across the BPS, with the re-allocation of funds from areas that have been identified, through the accountability process, as having less impact.

**Develop a BPS Partnership Planning process for district level and school-based partnerships with agencies and community-based organizations, whether the partnerships are initiated by different departments within the District (e.g. USS, DELTAS, Family and Community Engagement, or others), an individual school, an external organization or a funder.**

- Develop a “Partnership Plan” for use by all schools, BPS leaders, and partners as they plan a partnership, which addresses: outcomes to be achieved, indicators to measure the initiative’s results, performance measures to determine how well the services were provided, cash and in-kind resources to be provided by all parties, and plans for sustaining the strategies and systems implemented through the partnership.
- Engage the BPS Office of Finance in this process.
- Continue to coordinate and clarify the relationships between the many “partnership coordination” roles and departments in the BPS. Increase the communication and planning time that is allocated for regular meetings between Unified Student Services, the Office of Family and Community Engagement, the DELTAS office, the new Office of Institutional Advancement, and others in BPS with partnering and community engagement roles.

**Redesign BPS’s approach to student support to enable *all* students to overcome non-academic barriers to learning, and to access and leverage additional financing.**

- Place a higher level of emphasis on the work of Unified Student Services, recognizing the *central* role of USS in achieving the core mission of the BPS: academic success for all.
- Conduct a review of current USS, central, and school-based staffing. Examine current roles, responsibilities, and impact on student outcomes of current staff positions and functions in counseling, student support, psychology, nursing, social work and all related areas. Use these findings to consider the strategic redeployment of existing staff to new roles and functions, which, in the judgment of BPS leaders and their community partners, are more likely to yield positive student outcomes. Use data on student outcomes to drive any such staffing or redeployment decisions.
- Create a change in USS culture, to augment the required focus on managing costs and containing crises with an intensified focus on engaging multiple community partners in ambitious planning and program development, interagency collaboration, creative problem-solving based on data and documented program results.
- Plan an ambitious effort to secure external funding for the re-invent and strategic redirection of USS. Work with the new Office of Institutional Advancement to secure capacity-building funding. Match this funding with BPS financing made available on a one-time basis.
- Develop a plan for ensuring that *all* schools have a Student Support Services Coordinator as soon as practicable. Make the position full-time in any school larger than 200 students. Achieve this standard through a combination of staff redeployment, BPS Office of Institutional Advancement resource development, and the long-term integration of the SSSC role into all school budgets. Consider the flexible use of external partner staff as transitional SSSCs, with the explicit commitment to full BPS staffing and funding by a target date of the 2009-10 school year.
- Establish guidelines for the implementation of student support teams at elementary, middle and high schools that ensure the discussion and review of every child in the school at least once a year; regular meetings at least twice a month; thorough data collection on the nature and incidence of student issues; 24-48 hour action on referrals; documentation and follow-up on all referrals; and engagement of parents and/or guardians, as appropriate.
- Seek and encourage partnerships with community-based organizations and city and state agencies which can promote effective practices, make better use of BPS and external resources, leverage institutional changes, and help to achieve the desired outcomes prioritized in the city’s results-driven vision for its children and youth.
- Develop, publicize and make active use of the BPS Guidelines for Partnership, a new statement of commitment and organizational direction for all schools. Help to broker partnerships between resource-rich community partners and schools that are under-resourced.

**Implement a new approach to the use of Title I Supplemental Education Services (SES). Work with local providers, the state DOE, and intermediary organizations to plan a new process to ensure that:**

- SES-funded activity achieves maximum results for students
- All students who are eligible for and in need of SES support receive it
- All providers remain subject to review based on performance measures already established by BPS to monitor the effectiveness of SES service provision
- Students enrolled in SES programs also participate in OST programming that offers additional enrichment and youth development opportunities beyond the hours of SES

- BPS uses this planning process to anticipate the probable availability of Title I dollars for other purposes, knowing that a stable and predictable SES planning process is in place
- Any changes in SES policy through the pending reauthorization of No Child Let Behind legislation become integrated into BPS work



## Strategies for Private Funders

**Participate in each of the proposed Recommendations, above.** Consider funding:

- Development of citywide child and youth outcomes, indicators and performance measures
- Citywide planning process for a Child and Youth Budget
- Specific public-private funding partnerships, alignments or tests of new strategies
- Pre-project and program development planning that permits the leaders of large emerging initiatives to fully assess their options and develop and refine their strategies over time

**Engage with public systems as strategic partners**

- Seek out and create common cause with leaders of city and state agencies who are seeking ways to reform, align or re-invent their work
- Fund research on specific problems or issues which, if addressed, could offer a public agency valuable data, evidence of the need for change, and tools for action

**Place a priority on grantmaking that enables systems to make larger changes**

- Support efforts to create permanent new capacities and positions in BPS and other systems
- Build sustainability strategies into short-term initiatives and demonstration projects
- Reach beyond the BPS and the City of Boston to partner with state agencies, and to form multi-agency partnerships that cross multiple fields and disciplines

**Build on recent successful leveraging efforts between BPS and private funding partners.**

- Encourage BPS to commit in advance to a gradual increase in its share of costs, as modeled by Strategic Grant Partners and BPS in the Boston Teacher Residency
- Encourage the application of this principle by other public partners and private funders
- Recognize that the sustainability of this method depends on a critical assessment of the results of BPS programs, and on redirected financing taken from ineffective programs

**Identify and pursue common grantmaking to promote school-connected systems change.**

- Allow issues and opportunities to create common grantmaking ventures to emerge from the citywide research, budgeting and accountability planning process

**Invest in a complete revitalization of BPS's approach to student support.**

- Fund a BPS strategic planning effort that places a new and prominent emphasis on the central role of USS in ensuring student success, and that engages external partners, youth, and families
- Fund an extensive data collection, staffing inventory, and financing review of Unified Student Services (USS) that is co-led by BPS and collaborating external partners
- Apply the capacity-building lessons learned from recent private funders' investments in BPS Human Resources, Institutional Advancement, High School Renewal and New Teacher Development

**Fund high level inter-agency planning and communication.**

- Convene leaders of public systems to develop financing strategies and reforms

**Fund research on public systems and opportunities for system change.**

- Build on current citywide planning and research on early education and care, dropout prevention and recovery, and other efforts

**Develop a common grantmaking database that is uniform across the foundation sector, and sorts current trends in foundation grantmaking in Boston in a maximally useful way.**

- Support all financing and resource planning work in the city with a new level of data
- Include school-connected programming, public agency planning and capacity building, public/private partnerships, and positive child and youth development

## **Strategies for the City of Boston**

**Participate in, guide, and in some cases lead action on recommendations detailed above.**

- These tasks include: developing the Child and Youth Budget of Boston, aligning all financing to support school-connected work, increasing state funding, planning new revenue, and mandating collaboration as essential for financing reform.
- Build on the City of Boston's successful leadership and engagement in citywide planning for large scale reforms, including Boston's Birth to Five School Readiness Initiative, YBPS, dropout prevention and recovery, gang and youth violence prevention, the Boston Out-of-School-Time Navigator data project, and related citywide planning and systems efforts
- Ensure that the research and planning efforts of the Child and Youth Budget process are informed by, and aligned with, these ongoing citywide efforts

**As a part of the development of a Child and Youth Budget for Boston, develop a department-by-department financing analysis of all City of Boston spending on children and youth.**

- Cover all relevant City of Boston departments, including libraries, Boston Center for Youth and Families, arts, recreation, public safety, public health and other child and youth services
- Use this research process, and City of Boston decisions about how to collect and organize data, to shape future City of Boston reporting and data expectations for school-connected and child and youth programming, citywide
- Use this analysis to guide future City of Boston financing decision-making

## **Strategies for State Agencies**

Including EOHHS, DMH, DSS, DPH, DTA and DYS

**City and regional offices:**

Participate in each of the recommendations listed above

**City, Regional and Executive Offices:**

Engage the senior leadership of the City of Boston, the BPS and major youth and human service agencies in an ongoing dialogue about ways to partner, and new ways to braid and channel funds.

## **Strategies for Intermediaries**

(Boston Beyond, Full-service Schools Roundtable, Others)

### **Participate in each of the recommendations listed above**

#### **Press a systems change vision and agenda**

- Seek out ways to assist BPS and other systems to interact strategically
- Identify effective program, partnership and financing strategies underway in single schools or communities and assist them to develop into more systemic approaches

#### **Expand capacity to collect and analyze public and private funding data**

- Work with providers and partners to develop a system for collecting grant/financing information and ensuring its inclusion in a citywide database
- Collaborate with private funders in their efforts to track their school-connected, partnership-building and cross-sectoral grantmaking in a more systemic way

#### **Help public agencies build new bridges to schools**

- Reach out to and assist the city and regional offices of the state agencies serving school-age youth – DMH, DSS, DPH, DYS, DTA as well as EOHHS
- Alert schools and state agencies to specific opportunities to partner or collaborate

#### **Convene a Task Force on Medicaid funding in school-connected programs**

- Work with mental health providers and city and state agency representatives to examine the possibility that non-BPS providers of mental health services to BPS students may be able to access Medicaid reimbursement
- Develop a systemic approach to accessing and tracking Medicaid reimbursements already being received by organizations delivering services in the BPS or in partnership with schools.
- Explore how to increase reimbursement for administrative claims, a potentially valuable resource. Most providers of mental health services do not access it because of logistical difficulties; a citywide strategy might be able to overcome those problems.
- Massachusetts has recently adopted a new approach to working with and providing Medicaid reimbursements to mental health organizations who partner with child care agencies. The Task Force should look into the possibility that a similar arrangement could be made with mental health providers who provide services to BPS students.

## V. Conclusion

A central premise of this report is that the success of young people depends on *both* their academic success *and* their social and emotional development. Against a background of substantial progress over the past decade, there is widespread agreement: much more work is required to ensure that all of Boston's children and youth succeed. Boston leaders and systems can make significant headway if they develop a common vision for better youth outcomes, a way to hold all parties – participants, funders, programs, and systems – accountable for positive child and youth outcomes, and an approach to financing education and youth development services that uses results to drive funding, and draws on both the public and private sectors for ideas, leadership and resources.

No individual, institution, or system can pursue all these recommendations alone – but single leaders and small teams can take many of the next steps detailed here. School-connected programs operate on the principle that schools and communities better together than they can do apart. So it is with the larger, more systemic changes called for in the report: efforts to put these ideas into effect will begin to bear fruit when senior public and private sector leaders take them up together, and hold one another accountable for planning, action and results.

The urgent need for such collaborative leadership is apparent. Over and over, the youth and adults who informed this research expressed a firm, shared ambition: the achievement of better educational and youth development outcomes for all of Boston's young people. This report maps a set of pathways that can help Boston's leaders to move in this direction.

## Acknowledgement

The authors dedicate this report to the memory of their colleague and co-author Rachel Sherman, who pursued knowledge and labored joyfully to advance the well-being of children, youth and families.

# **Appendices**

**Appendix I: Key Informants**

**Appendix II: Boston Public Schools Data**

**Appendix III: Stability of Public Funding**

**Appendix IV: Foundation Support for School Improvement**

**Appendix V: Public School-Connected Funding**

## Appendix I

### Key Informants

Many people participated in a series of meetings, forums, small group interviews, focus groups, and exchanges of information and data.

#### **Boston Public Schools**

Antonio Barbosa, Principal, Winship School  
Laura Bayona, Food and Nutrition Services  
Francine Bouchard, Budget Office  
Michelle Boyers, Asst. Supt., Human Resources  
Amie Capodanno, TechBoston Academy  
Joanna Casey, Murphy School  
Sheena Collier, Winthrop School  
Mike Contompasis, Superintendent  
Chris Coxon, Deputy Superintendent, Teaching and Learning  
Helen Mott Ferguson, Director, Food & Nutrition Services  
Linda Grant, Medical Services Director  
Marta Gredler, Dept. of Extended Learning Time, Afterschool & Services/DELTAS  
Maureen Harris, Director, Extended Learning Services  
Erica Herman, Principal, Gardner School  
Barbara Huscher, Unified Student Services  
Bill Kelley, Director, Comprehensive Support Services and Partnerships, Unified Student Services  
Jim McIntyre, Chief Operating Officer  
Kim Moloney, Manager of Extended Learning Services, Chittick School  
Catalina Montes, DELTAS  
John McDonough, Chief Financial Officer  
Dishon Mills, Senior Manager, DELTAS  
Sarah O'Donnell, Unified Student Services  
Karen Richardson, Deputy Supt. for Family and Community Engagement  
Carolyn Riley, Senior Director, Unified Student Services  
Monica Roberts, Title I Manager  
Mary Russo, Principal, Murphy School  
Mike Teoh, Human Resources  
Karen Wontan, Family and Community Engagement

#### **City of Boston**

Ken Barnes, Jobs and Community Services (JCS)  
Conny Doty, Director, JCS  
Diane Joyce, Boston Centers for Youth & Families (BCYF)  
Judith Kurland, Chief of Staff  
Robert Lewis, Director, BCYF  
Larry Mayes, Chief of Human Services

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## Appendix II

## Boston Public Schools

<b>Boston Public Schools (BPS) at a Glance</b>			
	<b>BPS<sup>1</sup></b>	<b>Massachusetts<sup>2</sup></b>	<b>National</b>
<b>Free/reduced lunch</b>	71% (63% free, 8% reduced)	29%	34% <sup>3</sup>
<b>Race/Ethnicity</b>			
<i>Black</i>	42%	8%	12% <sup>4</sup>
<i>Hispanic</i>	34%	13%	15%
<i>White</i>	14%	72%	75%
<i>Asian</i>	9%	5%	4%
<b>Students with disabilities</b>	20%	17%	14% <sup>5</sup>
<b>English language learners</b>	17%	5%	7% <sup>6</sup>

	<b>BPS</b>	<b>Massachusetts</b>	<b>National</b>
<b>Academic Performance</b>			
<i>Average 2005 SAT scores</i>	Verbal: 436 Math: 459	Verbal: 520 Math: 527	Verbal: 508 Math: 520
<i>Four year high school graduation rate</i>	59% <sup>7</sup>	80% <sup>8</sup>	74% <sup>9</sup>

<i>Achievement gap data<sup>10</sup></i>	<b>MCAS Proficiency: 10<sup>th</sup> Gr. English</b>		<b>MCAS Proficiency: 10<sup>th</sup> Grade Math</b>	
	<b>Boston</b>	<b>Massachusetts</b>	<b>Boston</b>	<b>Massachusetts</b>
<i>Students</i>				
<i>White &amp; Asian</i>	70%	75%	82%	77%
<i>Black &amp; Hispanic</i>	41%	45%	43%	38%
<i>Gap</i>	29%	30%	39%	39%

<sup>1</sup> All data in this column from: Boston Public Schools Communications Office, 2007 unless otherwise noted.

<sup>2</sup> All data in this column from: Massachusetts Department of Education, State Profile (viewed online April 2007) unless otherwise noted. Data refer to public school students only.

<sup>3</sup> U.S. Department of Education, National Center for Education Statistics, *Common Core of Data (CCD)*, "Public Elementary/Secondary School Universe Survey," 2001–02

<sup>4</sup> U.S. Census Bureau. *American Community Survey: Data Highlights*. Suitland, MD: U.S. Census Bureau, 2005. Data refers to all ages.

<sup>5</sup> U.S. Department of Education, National Center for Education Statistics. *The Condition of Education 2006*, NCES 2006-071. Washington, DC: U.S. Government Printing Office, 2006.

<sup>6</sup> David Meyer, David Madden, and Daniel J. McGrath. "English Language Learner Students in U.S. Public Schools: 1994 and 2000," *Education Statistics Quarterly*, NCES 2004-035, Volume 6, Issue 3, August 2004.

<sup>7</sup> Massachusetts Department of Education. *District Profile: Boston Public Schools* (viewed online April 2007)

<sup>8</sup> Massachusetts Department of Education. *State Profile* (viewed online April 2007)

<sup>9</sup> Meyer et al., (2004)

<sup>10</sup> Massachusetts Department of Education. *District Profile: Boston Public Schools* (viewed online April 2007)

## Appendix III

## Stability of Public Funding

### Selected OST Programs

Program	Source	OST Expenditures	Stability
Breakfast, snacks, and summer food reimbursements	Federal	\$7.4M	Stable, possibly growing
Title I, SES	Federal	\$6.0M	Some risk of cuts
Boston Centers for Youth and Families	Local	\$2.9M	Stable
AmeriCorps	Federal	\$2.6M	Stable
Child Care and Development Fund	Federal	\$2.5M	Stable
Extended Learning Time	State	\$2.2M	Stability unknown
21st CCLC	Federal	\$2.1M	High risk of cuts
See Appendix V for OST funding sources under \$2M			

### Selected Health and Mental Health Programs

Program	Source	School Connected Health and Mental Health Expenditures	Stability
Medicaid	Federal	\$14M	Stable
School Based Health Centers	Local	\$2.2M	Stable
DMH Children's Services	State	\$2M	Some risk of cuts
Steps Grant	Federal	\$1.4M	High risk of cuts
See Appendix V for school connected health and mental health funding sources under \$1M.			

### Selected "Other" School Connected Programs

Program	Source	School Connected Other Expenditures	Stability
School Lunches	Federal	\$11.5M	Stable, possibly growing
Safe Schools, Health Students	Federal	\$2.9M	High risk of cuts
Career Specialists	State	\$2.0M	Stability unknown
Title I – Family Resource Centers	Federal	\$1.6M	Stable
DYS Community Reentry Centers	State	\$1.0M	Stability unknown
See Appendix V for other school connected funding sources under \$1M.			

## Appendix IV

### Foundation Support for Systemwide School Improvements in Boston

These grants focus on school improvement programs with academic, curricular, professional development, systems reinvention, and other school reform purposes. These are the grants which focus on “school reform” as contrasted with youth development or student support services. They are profiled here to offer a comparison with foundation funding that has supported school-connected OST, mental health, youth development, and student support; such grants are detailed in the body of the report.

<b>Foundation Support for Systemwide School Improvements in Boston</b>				
<b>Funder</b>	<b>BPS Partner</b>	<b>Focus</b>	<b>Since</b>	<b>Amount</b>
Annenberg	Boston Plan for Excellence	Whole school improvement, coaching	1997	\$20,000,000
Anonymous Foundation	Boston Plan for Excellence	Coaching, new teacher induction and research	2002	\$2,034,000
Anonymous Foundation	Boston Public Schools	Human resources reinvention, software	2004	\$1,000,000
Anonymous Foundation	Center for Collaborative Education	Pilot schools	2005	\$994,000
Broad Foundation	Boston Public Schools	Human resources reinvention, technology	2003	\$1,800,000
Endowments at the Boston Foundation	Boston Plan for Excellence	Whole school change, coaching, high school reform	2000	\$9,000,000
Carnegie Corporation of New York	Boston Plan	High school restructuring, coaching	2000	\$8,000,000
Bill & Melinda Gates Foundation	Center for Collaborative Education	High school restructuring in Pilot Schools	2000	\$3,100,000
Bill & Melinda Gates Foundation	Jobs for the Future	High school restructuring	2003	\$21,500,000
Jane’s Trust	Center for Collaborative Education	Principal Residency Network	2006	\$450,000
Strategic Grant Partners	Boston Plan for Excellence	Boston Teacher Residency	2002	\$3,796,596
			<b>TOTAL</b>	<b>\$71,674,596</b>

**Public Funding for School-Connected Out-of-School Time Programs in Boston**

Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected OST	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
<b>FEDERAL FUNDING</b>										
<b>Dept. of Education</b>										
21st Century Community Learning Centers	Block/Formula	Direct services	FY07: \$2.1 M; FY06: \$2.4 M; FY05: app.\$2.6 M	\$2.1 M	1- Unstable, with major, unanticipated cuts looming in FY08, and modest declines in recent years	Funds flow from the U.S. Dept. of Education to the state education department and then to Boston Public Schools (BPS) on a formula basis. BPS is fiscal agent, but manages funds jointly with city of Boston.	Core support for comprehensive school-based or school-linked after school programs that provide academic and other types of activities to approximately 3300 students at 25 sites in Boston.	Typically, a Boston public school with community partner, although sites may be run by community partners or by parochial schools.	Z1CCLC has leveraged support of community-based organizations. Funds are short-term in nature, but support infrastructure/partnerships that may outlast funds Boston gives priority to grantees who braid Z1CCLC with SES funds. There is potential to align funds more closely with CCDF & Title I.	Dishon Mills, BPS; Kevin Stanton, Boston After school and Beyond; John McDonough BPS
Title I- Supplemental Educational Services	Block/Formula	Direct services	FY07: \$2.05 M (5% of Title I); FY06: \$6.1 M (15% of Title I) FY05: \$6.1 M; FY04: \$5 M; FY03: \$6.6 M.	\$6 M. (Even though FY07 expenditures are \$2.05 million, actual spending is closer to \$6 million.)	2- The status of SES may change with upcoming NCLB reauthorization (FY07 decrease due to use of carry-over funds.)	Funding comes out of Title I allocation and supports state-approved SES providers selected by parents. Per pupil allocation rate in Boston is \$2389.67	Academic tutoring during out-of-school time for students in schools classified as in need of improvement.	BPS is largest provider. Other state-approved providers include Citizen Schools, BELL and Tenacity.	May support academic tutoring aligned or part of more comprehensive after school program. However, many challenges include lack of transportation and low take-up rate. BPS provides SES at one third of cost of outside providers.	Monica Roberts, BPS; John McDonough, BPS; FY07 BPS Budget; "SES Fact Sheet"; "Fingertip Facts about SES
McKinney Vento Homeless Education Grant Program	Block/Formula	Direct services	FY07: \$84,000; FY06: \$84,000	\$21,000 (estimate 25% of funding for OST)	3- Flat funding	Funds flow from U.S. Department of Education to BPS.	Supplemental educational activities, including those that take place during out-of-school time, for homeless children and youth.	BPS		Mass. Dept. of Education website
Title III: English Language Acquisition	Block/Formula	Direct services	FY07: \$2 million; FY06: \$2 million	\$500,000 (estimate of 25% of funding for OST)	3- Flat funding	Funds flow from U.S. Department of Education to BPS.	School-day language instruction, professional development for teachers, and extended day/summer programming for LEP students.	BPS		Mass. Dept. of Education website
<b>Dept. of Health and Human Services</b>										
Child Care and Development Fund (Federal/state)	Block/Formula	Direct services/infrastructure	FY07:\$150 million statewide	\$2.5 M- estimate based on assumption that 25% of subsidy-eligible children in state are in Boston. (Boston has 13% of school-age children in state, but more low income children.) Assumption that 25% of CCDF dollars support school-age children and assumption that 25% of these children attend school-linked programs.	4- Stable	Funds flow from U.S. Dept. of Health and Human Services to Mass. Dept. of Early Education and Care. Providers receive subsidies for serving eligible children.	Supports subsidized child care for low-income families with children under age 13, as well as efforts to improve the quality of care in the state.	Licensed child care providers (may include schools.)	Potential build stronger alignment between CCDF and other after school funding sources.	Amy Kershaw, Mass. Dept. of Early Ed. and Care
Free and reduced breakfast	Entitlement	Direct services	FY06: 5,334,659.96 M in reimbursement to BPS. Reimbursement per free lunch is: FY07: \$1.56, FY06: \$1.51, FY05: \$1.47, FY04: \$1.43	\$5,344,660	4- Stable/Increasing	Funds flow to state Dept. of Education and are then distributed to school districts.	This is the federal share of the combined federal/state funds that reimburse schools for providing free/reduced breakfasts to low-income children.	BPS Food Services		Helen Mont Ferguson, BPS

**Public Funding for School-Connected Out-of-School Time Programs in Boston**

Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected OST	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
Federal snacks reimbursement (Federal Section 4)	Entitlement	Direct services	FY06: \$2,033,887.44 (also includes some funding for school lunches). Reimbursement per snack is: FY07: .65, FY06: .63, FY05: .61, FY04: .60	\$2,033,887	4- Stable/increasing	Funds flow to state Dept. of Education and are then distributed to school districts.	Reimbursement for snacks/meals for schools and after school programs. Students qualify based on income; most Boston schools qualify for schoolwide program based on high percentage of needy students.	BPS Food Services	Schools that are opened extended hours are interested in serving afternoon meals, rather than snacks, but the state has not been able to honor this request.	Helen Mont Ferguson, BPS
Federal summer food reimbursement	Entitlement	Direct services	FY05: \$1.2 M	\$1.2 million	4	Funds flow to state Dept. of Education and are then distributed to school districts.	Reimburses summer programs for either (1) breakfast and lunch or (2) lunch and snack	BPS Food Services		Helen Mont Ferguson, BPS
Dept of Housing and Urban Development										
Community Development Block Grant (CDBG)	Block/Formula	Direct Services	FY07: \$1.5 M. of human services funding spent on youth services.	\$1.2 million (80% of youth service funding)	2- Declining by 5% each year in recent years	Funds flow from U.S. Dept. of Housing and Urban Development (HUD) to Boston's Dept. of Neighborhood Development. 15% of funds are set aside for human services and contracted to Boston's Jobs and Community Services (JCS), who awards grants to community organizations through competitive process.	80-85% of youth services funding supports after school program for families that fall below 80% of median income. Remaining funds support other programs, such as counseling, arts education, and career development.	Community organizations provide services. While programs are not school-based, they are required to be school-linked.	CDBG grants lend small non-profits credibility, boosting their ability to leverage additional funds.	Conny Doty and Ken Barnes, JCS
Empowerment Zone	Project grants	Direct Services	FY06: \$500,000	\$250,000 (estimate: half of funds used for OST programs)	2- Declining significantly in recent years.	Funds flow from HUD to JCS, which serves as fiscal agent. Empowerment Zone staff make funding decisions.	Funds support summer jobs and pilot projects for after school for students who live in an empowerment zone.	Nonprofit program providers.		Conny Doty and Ken Barnes, JCS
Corporation for National Service										
Americorps	Block/Formula	Direct services	Programs funded at \$12,000 per full-time Americorps member. At least 215 volunteers are serving in OST programs in Boston.	\$2.6 million	3- Relatively stable	Some organizations receive funding directly from CNS. In other cases, funds flow through the Massachusetts Service Alliance which serves as a state-level intermediary.	Supports stipends for volunteers spending a year providing services that may include working at after school programs or health centers or providing school-day tutoring.	Nonprofit community organizations		Beth McGuinness, Mass. Service Alliance
STATE FUNDING										
Dept. of Education										
Academic Support Allocation Grants	Allocation Grant	Direct services	FY07: \$417,105 for school year services and \$503,109 for summer	920,214	3- Fairly stable	Allocation to BPS	BPS gives money to schools to run after-school programming staffed by its teachers. Now specifically focused on high school.	BPS		Peg Helgaard, Mass. DOE; John McDonough, BPS
ASOST (After school-Out-of-School Time)	Competitive Grant	Direct Services	FY07: \$191,554 (About 20% of statewide funding)	191,554	1- Very unstable. ASOST was gone for several years and reappeared for FY07 after significant lobbying by the Mass After School Partnership and others.	Department of Education makes competitive grants.	Primarily for quality enhancements at after-school programs.	OST programs with a variety of school and other CBO partnerships.	Funds are used to help build and strengthen partnerships between school districts and CBOs and between different CBOs. The state and some grantee programs are using ASOST to make up for recent cuts in 21CCLC program. For FY08 the DOE requested 7.5 million statewide, up from \$5 million that was funded in FY07. MAP requested \$10M in its ask.	Donna Traynham, MA DOE
Tomorrow's Urban Leaders Excelling in Academic Performance (TU-LEAP)	Earmark	Direct Services	FY07: \$100,000	100,000	Steady from 2006-2007	Funds flow from state Department of Education to Urban League of Eastern Mass.	After school programming	Urban League of Eastern MA		State budget and <a href="http://www.ulem.org/programs/tuleap.cfm">http://www.ulem.org/programs/tuleap.cfm</a>

**Public Funding for School-Connected Out-of-School Time Programs in Boston**

Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected OST	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
Citizen Schools	Line Item	Direct Services	FY07: \$50000	50,000	New funding; stability unknown	State to Citizen Schools	Citizen Schools program	Citizen Schools		
Extended Learning Time (ELT)	Grant from MA DOE	Extends the school day by 30% in year one (future schools will extend by 25%)	2,213,900 to Boston schools; \$1300 per student at three schools	\$2,213,900	1- New pilot initiative, stability unclear	State pay out to the BPS?	Provides for an expansion of the school day in each school, and pays for both teachers' extra time and the staff time and resources of partner organizations. All students in each school must be served under the grant.	BPS schools.	Strong bi-partisan support for this early stage of the work, but BPS taking a step back to evaluate program and understand its true costs before it is expanded further. Concern that there are hidden and unreimbursed costs (ex. transportation, utilities)	Mass2020
Free and reduced breakfast	Subsidy program	Direct services	FY06: \$710,377 in state's share of severe need breakfast reimbursement; \$583,229 in state universal breakfast program	\$1,293,606	4- Total state contributions to reimbursement programs for school breakfast and lunch have increased in the last few years.	Funds flow from state education agency to BPS to subsidize school breakfasts.	This is the state share of the combined federal/state funds that reimburse schools for providing free and reduced breakfasts to low-income children.	BPS Food Services		Helen Mont Ferguson, BPS
Extended day snacks	Grant	Infrastructure					Funds provide extra support to 3 Boston schools with extended day programs to support the additional labor needed to serve afternoon snacks	BPS		Helen Mont Ferguson, BPS
<b>LOCAL FUNDING</b>										
<b>Boston Center for Youth and Families</b>										
After School and other supports at BCYF Community Centers		Direct services	FY07: \$3,900,000 on child care and afterschool in Boston	\$3.9 million	4 - Very Stable	City funding. Includes \$926,000 After School Capacity Building Grant, and 20% of remaining annual \$15M BCYF City of Boston funding	OST services at community-centers, half of which are school-connected (co-located with a BPS school)	BCYF		BCYF budget documents
<b>Public Health Commission</b>										
Youth to Health Careers			FY07: \$183,420	\$183,420			OST programming supporting youth in developing skills for health careers			
<b>Boston Public Library</b>										
OST/Academic support programs							Tutoring from BPS teachers on site at Library, safe after school location for many unenrolled children and youth	BPL, and Boston Teachers, members of BTU		

Public Funding for School-Connected Health and Mental Health Services in Boston										
Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected Health/MH	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
<b>FEDERAL FUNDING</b>										
<b>Department of Education</b>										
IDEA- Federal Individuals with Disabilities Education Act	Block/formula	Direct services	FY07: \$18.8 M; FY06: \$18.8 M	\$940,000	4- Stable	Funds flow from U.S. Dept. of Education to the state and then to BPS. BPS Office of Unified Student Services determines how funds are used.	Supports special education staff salaries and benefits, but may support therapy, consulting and literacy programs for students with and, in some cases, without documented special needs.	BPS	There is not as much flexibility in IDEA as in Title I in supporting programming for wide range of students.	Monica Roberts, BPS; BPS 2007 budget
<b>Department of Health and Human Services</b>										
Medicaid (federal/state)	Block/Formula	Direct services	FY07: App. \$14 M. by BPS through Municipal Program.	\$14 M	3- Federal government is making reimbursement processes more difficult. However, providers in Boston also learning how to maximize the system.	Services provided by BPS are eligible for Medicaid reimbursement. However, the state reimburses the city of Boston, rather than the school district for these services.	School-based reimbursable services include (1) Municipal Program: special education services (speech therapy, occupational therapy) are reimbursable when provided for students with IEPs. (2) School-based health centers can bill Medicaid for some reimbursable services; and (3) Private clinicians operating in schools may bill Medicaid for medical services and collateral work. (4) Boston Emergency Services Team (BEST) bills Medicaid for work in schools responding to psychiatric emergencies.	BPS staff and outside providers	Federal government has made it more difficult to receive reimbursement (e.g., parents now need to provide active consent, as opposed to passive consent). However communities are more skillful in understanding system/maximizing resources. Weak coordination between outside clinicians and schools could be improved.	John McDonough, BPS; Karl Peterson, Mass. DMH; Kathleen Betts, Mass. EOHHS
Steps Grant	Block/Formula	Infrastructure	\$7 M. over 5 years (FY07 is Year 4)	\$1,400,000 (Estimate of one year's funding)	1-Only a five-year grant.	Funds flow from Center for Disease Control and Prevention (CDC) to Boston Public Health Commission.	Mini-grants (\$3000-\$5000) to Boston public schools to promote nutrition and wellness. Funds also support the salary of a wellness coordinator at BPS to work with individual schools on these issues.	BPS		Helen Mont Ferguson, BPS

Public Funding for School-Connected Health and Mental Health Services in Boston										
Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected Health/MH	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
HRSA funding for school-based health centers		Direct services	\$2.2 million to East Boston Neighborhood Health Center; \$742,000 to Mattapan Community Health Center	Unknown how much goes toward school-based health services				School-based health centers		
Healthy Schools, Healthy Communities		Direct Services	\$450,000	\$450,000			Funds support school-based health centers providing preventive and comprehensive primary health care services for children at risk of poor health outcomes and other medically underserved populations.	School-based health centers		
Mental Health block grant	Block/Formula	Direct services/ Infrastructure	FY07: Over \$300,000 for various school-linked initiatives in Boston.	\$300,000 (estimate)	3- Stable, but flat funding	Funds flow from SAMHSA to Mass. Department of Health and Human Services, Metro Boston Division. Private contractors carry out funded initiatives.	Funds provided start-up and now ongoing funding for several initiatives in Boston, including: annual trainings for principals and school personnel on responding to critical incidences and traumatic events; parent support program for parents of special education students, a therapeutic after school program for emotionally disturbed children; and an intensive outpatient program and peer leadership program to promote adolescent mental health.	Private entities working in partnership with Boston Public Schools		Karl Peterson, Mass. DMH
<b>STATE FUNDING</b>										
<b>Department of Mental Health</b>										
Flexible Support (DMH Children's Services)	Contracts	Direct services	Fy07: \$2.8 million in Greater Boston, nearly \$2 million for Boston FY97-FY06: \$2.8 million	\$2 M	2- Flat funding for ten years without adjustments for inflation.	DMH has 7 contracts using Flexible Support in Boston. There is an expectation that contractors are partnering with schools.	Funds consultation, training, collateral contacts, family outreach, mentoring with children, and family advocacy- all services that support outpatient treatment. Provider decides how to use dollars on services not supported by insurance. Over 40% of services provided by contractors are in the schools. In these cases, providers can use funds to make connections and support care coordination in the schools.	Community health centers, in coordination with schools	Rosie D. Class action suit, in which parents of children claimed that there are inadequate community-based mental health services, so children end up in hospitals. May change the funding climate. Remedies may include funding for school-based mental health services.	Karl Peterson, Mass. DMH
School and Community Therapeutic Support- Parent Support	Contracts	Direct services	FY07 \$190,000. Funding has grown from \$135,000 to \$190,000 in ten years.	\$190,000	4-Stable/ increasing.	DMH has contract with specific provider to provide parent support services	Develop connections with parents seeking services for their children and provide resources and support to them. One function is to focus on helping parents negotiate special education system.	Contracted service provider.	Expectation that funds will increase following class action lawsuit.	Karl Peterson, Mass. DMH



Public Funding for School-Connected Health and Mental Health Services in Boston										
Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected Health/MH	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
School and Community Therapeutic Support-Children's, Recovery Foundation	Contracts	Infrastructure	FY07: \$235000. Funds have increased from \$90,000 ten years ago.	\$235,000	3- Stable	DMH has contract with Children's Trauma Recovery Foundation	Provide consultation and training around response to critical incidence and traumatic events. Train BPS principals and school personnel to respond to traumatic events.	Children's Trauma Recovery Foundation	This program was a major factor in Boston applying for Safe Schools/Healthy Students grant.	Karl Peterson, Mass. DMH
Child Psychiatry Access Project	Contracts	Infrastructure				DMH contracts with Children's Hospital and New England Medical Center	Child psychiatry consultation to physicians around child psychiatry and psychopharm. (on-call system) This could be accessed by school-health centers.	Children's Hospital and New England Medical Center		Karl Peterson, Mass. DMH
Training for Child Psychiatrists	Contracts	Infrastructure				DMH contracts with Children's Hospital.	Children's Hospital child psychiatrists are training child psychiatrists. One of the training grounds is school-based work.	Children's Hospital		Karl Peterson, Mass. DMH
<b>STATE FUNDING</b>										
<b>Department of Public Health</b>										
School-Based Health Centers		Direct services	FY07: \$755,496	\$755,496	3- Fairly stable		Funds support Boston school-based health centers	School-based health centers		
<b>Department of Early Education and Care</b>										
Mental Health Consultation	Grants	Direct Services	FY07: 820,000	\$820,000 (Note: this includes consultation for early care programs, as well as after school programs.			Grants providing mental health consultation in early care and school-age care settings			EEC website
<b>LOCAL FUNDING</b>										
<b>Public Health Commission</b>										
School-Based Health Centers		Direct services	FY07: \$2.2 million	\$2.2 million	3- Fairly stable		Local support for school-based health centers			
Adolescent Wellness Program		Direct services	FY07: 839,007	839,007			Program works with youth, schools, community health centers and other community-based providers to promote the idea of "wellness" and empowerment within adolescent population of Boston			

Public Funding for Other School-Connected Services in Boston										
Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected Services	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
<b>FEDERAL FUNDING</b>										
<b>Dept. of Education</b>										
Title I: Education for the Disadvantaged	Block/Formula	Direct services/ Infrastructure	FY07: \$39 M, FY06 \$43 M	1,677,081 for Family Resource Centers and 51,005 for Home for Little Wanderers (neglected and delinquent children)	3- Recent decline following long-term funding increases	Funds flow from U.S. Dept. of Education to the state and then is distributed to BPS on a formula basis. All but one Boston school qualifies as a Title I School-wide project school. 80% of funds distributed to schools to make school-site based decisions about how funds are used. Remaining funds support district-wide initiatives.	Supplements general funds to support children at risk of failing to meet state academic standards. Other uses of funds include Supplemental Educational Services (SES) tutoring services, family resource centers and alternative education.	BPS	Title I funds are a flexible source of funding that might support OST/FSS initiatives; but funds in Boston are allocated for other uses.	Monica Roberts, BPS; John McDonough, BPS
Title V: Innovative Education	Block/formula	Infrastructure	FY07: \$206,576; FY06: \$206,576	\$206,575	2- Declining/flat		Supports higher education partnerships that promote college awareness	BPS and higher education partners	Historically, Title V has been used to leverage partnerships with higher education.	John McDonough, BPS; BPS 2007 budget
GEAR UP	Discretionary	Direct services	FY07: \$0	\$0	Boston no longer funded, but potential for future grant	BPS and partners previously received funds directly from U.S. Dept. of Education. State education agency currently receives federal GEAR UP funds and contracts to Educational Resources Institute, which services two Boston schools.	College preparatory services, including after school programming, workshops and MCAS/SAT preparation. Two Boston schools currently have GEAR UP programs through a state GEAR UP grant.	BPS and higher education partners	BPS has interest in applying for another grant.	Monica Roberts, BPS; Jo Corro, Mass. DOE
Magnet Schools Assistance	Discretionary	Direct services/ Infrastructure				Funds flow from U.S. Dept. of Education to BPS.	College awareness and study skills program.	BPS		Monica Roberts, BPS
<b>Dept of Health and Human Services</b>										
Temporary Assistance for Needy Families (TANF)	Block/Formula	Direct services/infrastructure					Currently no support for BPS, but the city is exploring seeking funds to support DCYF, alternative education and/or school-based health centers.		Potential funding source for OST/FSS initiatives.	John McDonough, BPS
Safe Schools, Healthy Students Initiative	Discretionary	Direct services/ Infrastructure	FY07: \$2.98 M; FY06: \$3 M	\$2.98 M	1- Five-year grant awarded in 2004.	Funds flow directly from U.S. Dept. of Health and Human Services to BPS.	Supports BPS in working with the Police, Public Health Commission, Metro-Boston Office of the Massachusetts Department of Mental Health and District Attorney's office to fill gaps in ten high-incidence schools. Funds used to increase police presence, add alternative education seats, add truancy and case management services, deepen and intensify training to maintain consistent discipline and create a new program called Multisystemic Therapy that treats students and families.	BPS and partner agencies		Monica Roberts, BPS; BPS 2007 budget

Public Funding for Other School-Connected Services in Boston										
Funding Source	Type of Program	Function	Funding History	Total 2007 Expenditures on School-Connected Services	Stability of Funding (Ranked 1-4)	Flow of Funds	Student Services and Students Served	Who Provides Services	Strategies for Sustainability /Innovation	Sources
Safe and Drug-Free Schools	Block/Formula	Infrastructure	FY07: \$657,399; FY06: \$829,822	\$657,399	2- Declining	Funds Flow from U.S. Dept. of Health and Human Services to BPS.	Support salaries of six staff who come into Boston Public schools and train teachers to work with students on violence prevention, substance abuse prevention and suicide prevention. District-wide initiative, but focus on specific types of schools/students, including alternative schools and Latino students.	BPS	Sustainability is a major challenge for this program.	Monica Roberts, BPS; BPS 2007 budget; Barbara Huscher, BPS
Youth Risk Behavior Survey	Discretionary	Infrastructure	FY07: \$27,000 a year (Funded since 1993)	\$27,000	3-Stable, flat funding	Funds flow from CDC to BPS	BPS collects about 1700 surveys in Boston; asking for information on youth behaviors, such as violence, alcohol and drug use, sexual behaviors and health/dietary behaviors.	BPS staff conducts survey.	Survey has been a powerful tool in leveraging additional funding sources, including HIV/AIDS prevention grant that is no longer funded.	Barbara Huscher, BPS
State and Local Youth Development National Demonstration Project	Discretionary	Infrastructure/Direct services	\$1.2 M. over 5 years	\$240,000 (estimate of one-year funding)	1- Unstable	Funds flow from U.S. Dept. of Health and Human Services to state EOHHS.	Funds largely support pilot program in Grove Hall (Roxbury) to implement youth development program model and study best practices to inform future work. Services include youth-police partnership program and youth services provided by clinical social worker attached to police. Goal is violence prevention and maximizing community assets.	Local nonprofit organization (Children's Services of Roxbury)	Interest in leveraging private dollars. Aligned with America's Promise initiative which has considerable corporate support.	Glenn Daly, Mass. EOHHS
<b>Department of Agriculture</b>										
Fed. School lunch (section 11)	Entitlement?	Infrastructure	FY06: 11,537,735.70	\$11,537,736	Stable	Funds flow to state Dept. of Education and are then distributed to school districts.	This is the federal share of the combined federal/state funds that reimburse schools for providing free/reduced lunches to low-income children.	BPS		Helen Mont Ferguson, BPS
<b>Corporation for National and Community Service</b>										
Community Service Learning Partnership Initiative	Discretionary	Infrastructure/Direct services	FY07: app. \$60,000 to three Boston schools. (\$300,000 to 15 schools statewide).	\$60,000	1- Short-term competitive grant	Funds flow from Corporation for National and Community Service (CNS) to Mass. Department of Education. Funds are managed jointly with the Mass. Service Alliance.	These funds support 15 schools statewide as they implement and institutionalize school/community partnerships that support service-learning practice. Funds support professional development for high-quality service-learning as a teaching methodology and for developing school/community partnerships, project implementation, and increasing opportunities for youth leadership development (particularly for at-risk youth). Community partners may be after school programs who provide service-learning opportunities during out-of-school time.	Partnership between schools and community partners.	Grantees receive 3-year grants that decline somewhat each year, allowing them to build community support.	Beth McGuinness, Mass. Service Alliance
<b>Juvenile Justice</b>										
G.R.E.A.T.	Discretionary	Direct services	FY07:166,667; FY06: 423,844; FY05: 105,560; FY04:201,095	\$166,667	2- Volatile funding	Department of Justice to Boston Police Department	Police officers deliver curricula to students in schools. Prevents youth from becoming involved with gangs and criminal activity associated with gang involvement.	Boston Police Department		

Public Funding for Other School-Connected Services in Boston										
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Juvenile Assistance Grant		Direct services	FY07: 650,898; FY06: 182,507	\$650,898	2- Volatile funding	Department of Justice to Boston Police Department	Supports the Youth Service Providers Network- a partnership to enable police officers to refer at-risk youth to social workers.	Nonprofit community organizations		
<b>STATE FUNDING</b>										
<b>Department of Education</b>										
Pilot Grant: Academic Support Partnering Program for Students from the Classes	Competitive Grant	Direct services/Infrastructure	FY07: \$34000	34,000	1- pilot program	Grant to Bunker Hill Community College	Support services that enable students from the Classes of 2003-2007 to continue to pursue a Competency Determination through the delivery of programs developed collaboratively by school districts, workforce investment boards, One Stop Career Centers, community colleges, and other partners in underserved areas of the state.	Partnerships of Bunker Hill Community College, school districts, career centers and others		Pel Helgaard, Mass. DOE
One Stop Career Centers	Competitive Grant	Direct services/Infrastructure	FY07: \$157,936	157,936		Grant to Boston Private Industry Council	One Stop Career Centers broker education, training, and employment options that address the unique needs of post-12th grade students who require further remediation to attain the skills necessary to pass the MCAS in order to complete the state required Competency Determination for high school graduation.	One stop career centers		Peg Helgaard, Mass. DOE
PeaceZone	Earmark	Direct Services	FY07: \$250,000	250,000	New funding; stability unknown	Earmark to PeaceZone	PeaceZone is an elementary school violence prevention program developed by researchers at the Harvard School of Public Health and delivered within the context of the regular school day.	Schools/Harvard School of Public Health		State budget and HSPH newsletter
State Share school-lunch	Subsidy program	Direct services	FY06: 352,410.84	352,410.84	4- Total state contributions to reimbursement programs for school breakfast and lunch have increased in the last few years.	Funds flow from state education agency to BPS to subsidize school breakfasts.	This is the state share of the combined federal/state funds that reimburse schools for providing free and reduced lunches to low-income children.	BPS Food Services		
State Summer Expansion	Grant	Direct services	FY05: \$54,530	\$54,530		Funds flow from state to BPS Food Services	Funds for expansion of summer food programs run by BPS	BPS Food Services		Helen Mont Ferguson, BPS
Start-up grants supporting summer food programs	Grant	Direct services	FY05: \$20,600	\$20,600		Funds flow from state to BPS Food Services	Start-up grants for summer food programs run by BPS	BPS Food Services		Helen Mont Ferguson, BPS
Work and Learning Programs	Competitive Grant	Direct Services	FY07: \$268,460	\$268,460	4- Stable and possibly growing	Funds flow to Private Industry Council	Provided quality Work and Learning instruction in English language arts and mathematics to students in the Classes of 2003, 2004, 2005, 2006, 2007, and 2008 who have not passed the 10th grade MCAS needed to complete the state required Competency Determination for high school graduation. These services are to supplement currently funded local, state, and federal programs. 1400 Boston students are served with remediation funds.	Private Industry Council	BPS gives \$1 M. in general funds to PIC to work with high schools.	Pel Helgaard, Mass. DOE



