A Guide to Successful Public-Private Partnerships for Youth Programs

by Nanette Relave and Sharon Deich
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Foreword

Growing up today, youth face challenges and opportunities very different from those of past generations. Supporting the healthy growth and development of youth, as well as providing them with the services and experiences they need to mature into productive adults, are growing concerns in many communities. Pressure to raise student achievement, the need for safe and enriching environments for youth during out-of-school time, a focus on building the skills and competencies of young people, and an emphasis on preventing risky behaviors are all fueling the demand for quality youth programs. In many communities, however, leaders are challenged to find and coordinate adequate funding for youth programs and to access resources for program capacity and quality enhancements.

For youth programs to succeed, policymakers, program leaders, and intermediary organizations need resources and strategies to support quality programs over time. A Guide to Successful Public-Private Partnerships for Youth Programs aims to provide practical information on creating and maintaining public-private partnerships to improve and expand youth programs in states and communities nationwide. It draws from the wisdom and experiences of successful partnership leaders at the national, state, and local levels and offers guidance on existing and future partnerships. This guide defines public-private partnerships and explores why they are created and what they can do. It identifies challenges for youth program partnerships and principles key to their success. The guide shares effective strategies for establishing and sustaining partnerships based on lessons learned from successful national, state, and local models.

This publication is part of a new series of products from The Finance Project. The series focuses on tools, strategies, and resources to support and sustain effective youth programs and policies. Each product will present options for financing and sustaining, or for governing and managing, youth initiatives. Each will illustrate these options with examples of initiatives and highlight considerations to help leaders weigh the alternatives. This body of work also includes an online clearinghouse of information and other resources for supporting and sustaining youth programs and policies. Our hope is that these products and the clearinghouse, in adding to The Finance Project’s extensive resources on financing and sustaining promising initiatives for children, youth, and families, will prove useful to policymakers, program and community leaders, and others concerned with supporting vital youth initiatives.

Cheryl D. Hayes
Executive Director
Introduction

During the past decade, changing political and economic forces fostered an environment in which many public- and private-sector leaders discovered a strong mutual interest in exploring new ways to form and sustain partnerships. Many states and communities are learning that partnerships can effectively bring together a wide range of contributors, including governments, businesses, philanthropies, and service providers, to improve and expand services for children, youth, and families. In the field of youth programming, an emphasis on positive youth development is encouraging greater collaboration and community engagement to provide young people with the supports and opportunities they need to mature into healthy and productive adults.

Nationwide, the demand for quality youth programs is growing. Social changes have weakened the informal community supports once available to youth. At the same time, many people are concerned about the well-being of youth in today’s society. During out-of-school time hours, parents want their children and teens to be safe and to have access to caring adults and enriching activities. Employers, with a vested interest in the job readiness of the future workforce, see an increased urgency in preparing all youth for a productive adulthood. State and local leaders seek solutions that improve outcomes for at-risk youth. Moreover, practitioners and stakeholders increasingly are recognizing that all youth need various supports, experiences, and opportunities to develop their full potential.

Youth programs help address these needs. Youth programming seeks to accomplish goals that include offering youth safe and enriching settings during out-of-school time, bolstering academic achievement and readiness for the workforce, providing youth with supports and activities that prevent or reduce risk-taking behaviors, and supporting positive youth development. In many communities, however, not enough quality youth programming exists. Youth-serving organizations and community leaders are challenged to address issues of program capacity and quality, community engagement, and program and funding coordination. Public-private partnerships offer an important avenue for tackling such challenges to improve supports and services for young people.

“From their earliest years until their twenties, children, teens, and young adults awaken every morning looking for people to talk to, places to go, and things to do that will help them feel that they matter.”

— Karen Pittman, Executive Director, The Forum for Youth Investment

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3. Eccles and Gootman, 5.
Youth Programs and Positive Youth Development

Throughout this guide, the term “youth programs” is used to describe a wide range of services and activities for youth. Youth programs include prevention, intervention, and developmental programs across multiple domains, including academics, workforce preparation, leadership and civic engagement, and health and well-being. They are provided by large and small and public and private organizations in diverse settings, such as schools, workplaces, and community facilities. Examples of youth program activities include counseling, mentoring, career exploration, summer employment, dropout prevention, financial literacy, academic assistance, and sports and recreation.

During the past few decades, the positive youth development approach to programming has had a considerable impact on the field and on those who care about outcomes for youth. This approach orients providers and programs to develop the skills, assets, and competencies of the youth they serve in order to help young people experience a healthy adolescence and successful transition to a productive adulthood. Programs that incorporate elements of positive youth development can be effective in building youth skills, assets, and competencies. They can also help reduce specific problem behaviors, such as smoking, misbehaving in school, and using drugs and alcohol. The positive youth development approach encourages broad community engagement and collaboration to provide young people with the supports, services, and opportunities they need to grow and thrive.

About This Guide

This guide aims to provide practical information on creating and maintaining public-private partnerships to improve and expand youth programs in states and communities nationwide. It draws from the wisdom and experiences of successful partnership leaders at the national, state, and local levels and offers guidance on existing and future partnerships.

This guide defines public-private partnerships and explores why they are created and what they can do. It identifies challenges for youth program partnerships and principles key to their success. The guide shares effective strategies for establishing and sustaining partnerships based on lessons learned from successful national, state, and local models. A concluding resources section lists publications and organizations on partnerships.
What is a public-private partnership?

A public-private partnership exists when the public sector—federal, tribal, state, or local officials and agencies—joins with the private sector—families, employers, citizens, philanthropies, the media, civic groups, service providers, and community-based organizations—to pursue a common goal. Public-private partnerships for youth programs typically focus on ways to improve and expand the capacity of schools, neighborhoods, communities, service providers, or the state to meet the needs of young people and their families.

All effective public-private partnerships share these characteristics.

- Representatives from the public and private sectors coalesce around shared goals.
- The partners contribute time, money, expertise, or other resources to the partnership.
- The partners work together toward common goals or objectives.
- The partners share decision-making and management responsibilities.

Although these four characteristics are shared, the goals, structure, and organization of partnerships vary widely. For example, the types and amounts of resources contributed by the partners will differ according to ability. Similarly, the extent of shared decision making will depend on the resources and constraints of the various partners, such as technical expertise, fundraising capability, potential conflicts of interest, legal responsibility for the oversight of public funds, and other considerations.
Why are public-private partnerships created?

Each prospective partner has unique reasons for participating in a public-private partnership for youth programs. Recognizing these reasons makes it easier to understand how and why partnerships are able to mobilize public and private resources to improve and expand supports, services, and opportunities for youth. The most successful partnerships accommodate the motivations underlying partners’ participation and shape partnership goals and activities to benefit all partners.

Families desire safe places staffed by caring adults when the school day ends before the workday is over. They want youth programs to support their children’s social, physical, emotional, and educational development. Families seek opportunities that reflect diverse family and community values, cultures, languages, and work schedules. They want to be included in designing and evaluating programs in which they have a stake.

Governments are making investments in youth programs. Partnerships enable the public sector to connect with the business sector and with youth-serving organizations in the community or state; these connections bring valuable leadership and technical expertise to youth programming. Partnerships also enable governments to enhance their programs by offering complementary services, such as training, technical assistance, and efforts to foster public support. Finally, governments look to private-sector-led initiatives to provide continuity when elected and appointed public-sector leaders change.

Educators want youth to succeed in school. They see youth programs as one way to improve education outcomes in an environment marked by high-stakes testing and increased accountability. In schools serving students with multiple educational and social service needs, youth programs can also supplement scarce resources. Whether for enrichment or remediation, many educators are looking to youth programs to help bolster academic achievement and support students’ transition to the workforce or postsecondary education.
Employers identify several reasons for participating in youth program partnerships. First, addressing the work-family needs of their employees is a way for businesses to attract and retain qualified workers. Employees focused on work and not worried about their children are more productive. Second, employers are often dissatisfied with the skills and education new employees bring to the job; an investment in youth programs is an investment in the workforce of the future. Third, employers understand that their long-term well-being depends on the economic viability of their communities, and quality supports and services for youth can help achieve that end. Although many employers are enthusiastic partners in efforts to create and improve youth programs, their resources are limited. They, too, seek to realize the benefits from sharing resources (e.g., ideas, dollars, and expertise) with other employers and public-sector partners.

“Corporate leaders are forging public-private partnerships focused on youth because they recognize that such collaborations can be a win-win. Business increases the talent pool of new entrants, and young people have an opportunity to develop positive skills needed for long-term success in work and in life. These partnerships can take many forms, including partnerships with schools and after-school and youth development programs, with business providing much-needed opportunities for young people to practice a range of skills through internships, mentoring programs, and summer jobs.”

— Donna Klein, President and Chief Executive Officer, Corporate Voices for Working Families

Philanthropies seek to leverage their investments by fostering systemic changes that can improve the way states and communities address the needs of youth and their families. For example, the William Penn Foundation has developed a neighborhood-based youth development strategy that aims to support local leaders in building community-wide networks of quality, year-round programs and activities for young people. Recognizing that investments in the early years are not sufficient to ensure a successful transition to adulthood, philanthropies are looking for ways to support youth programming.

Youth development workers, out-of-school time providers, and health and human service professionals want to ensure young people’s healthy social, emotional, vocational, and cognitive development and to meet the health, housing, employment, or other needs of youth and their families. Service providers are also interested in ways to share knowledge and resources that help them improve the quality of the services they provide.
Civic, community, and youth-serving organizations have been pioneers in creating and expanding quality youth programs. They see their support of such programs as an important strategy for attracting and retaining businesses, preparing youth to succeed in employment and postsecondary education, reducing future dependence on public assistance, and reducing crime and school dropout rates. Their experience, knowledge, and know-how can aid new partners looking to create or expand youth programming.

Police and other law enforcement agencies know that most juvenile crime occurs between 3:00 p.m. and 8:00 p.m. They view youth programs as a way to lower crime rates and provide young people with positive alternatives to risk-taking behaviors.

Many other state and community partners also have a stake in seeing youth programs succeed. For example, libraries, religious institutions, hospitals and clinics, child welfare authorities, community development groups, arts and cultural institutions, local chambers of commerce, and local colleges and universities are potential partners with a vested interest in better outcomes for youth.
What can public-private partnerships do?

Across the nation, innovative efforts are under way to form public-private partnerships to improve supports, services, and opportunities for youth. Although these partnerships share this overarching goal, they have been created specifically to:

- increase the supply of quality youth programs and services;
- enhance the quality of youth programs and services;
- raise additional public and private revenue;
- support school success;
- facilitate connections to the labor market; and
- improve or build state and community systems for youth programming.

In some cases, partnerships are working at a city or county level to build and coordinate systems of support. In other cases, they are working to establish a program in a particular neighborhood. Whether the agenda is broad or targeted, partnerships can effectively mobilize resources to get the job done.

Increase the Supply of Quality Youth Programs and Services

Demand is growing for youth programs and services that provide more than remediation. Fueling this increase are recognition of the importance of positive youth development and concerns about the availability of safe and productive opportunities for youth. By combining the resources and know-how of the public and private sectors, states and communities are responding with innovative approaches, such as:

- reaching out to employers, school districts, citizen groups, youth-serving and community organizations, and parks and recreation departments to create or expand opportunities for youth;
- recruiting providers for programs that serve youth, including programs that provide recreational, academic enrichment, career exploration, and health and mental health services; and
- providing startup funding for new programs or increasing funding levels to support the expansion of existing ones.
Enhance the Quality of Youth Programs and Services

For many young people and their families, finding quality opportunities during nonschool hours is an ongoing challenge. In the wake of increased demand but limited funding for these programs, providers often have to make do with little training, run-down facilities designed for other purposes, and few resources to support quality enhancements. In response, public-private partnerships are improving the quality of youth programs and services by:

- recruiting, training, and licensing staff;
- helping programs understand and adopt effective approaches to serving youth;
- constructing and renovating facilities where youth spend time;
- educating parents and families to be careful consumers and eager participants in programs serving their children;
- conducting public awareness campaigns to build support for youth programs; and
- providing technical assistance to youth-serving programs.

The Sacramento region Youth Services Provider Network (YSPN) works to strengthen the quality of services and opportunities offered to youth. YSPN is a collaboration of a broad cross-section of youth-serving providers and funders in the region. These providers and funders are committed to promoting positive youth development and strengthening the capacity of people, organizations, and communities working with youth. YSPN offers, for example, low-cost skills-based training sessions several times throughout the year to provide youth service agency staff with the skills relevant to implementing positive youth development principles. Its flagship program is the 50-hour youth development institute that creates a broad-based learning community to help youth-serving organizations align their practice with positive youth development principles. YSPN also maintains a 1,500-person e-mail list to help connect youth providers with community resources. For more information, visit the youth development section at http://www.leed.org.
Raise Additional Public and Private Revenue

Additional resources from both the public and private sectors are required to meet the need for youth programs and services and help improve the quality of these programs and services. Public-private partnerships are raising revenue by:

- promoting legislation that creates funding streams for youth programs and services;
- taking advantage of tax credits, user fees, and other incentives that generate revenues dedicated to a specific purpose, such as youth development initiatives;
- collecting and providing data on the supply of and demand for youth programs and services and using that information to expand current investments and create new ones; and
- using both public and private funding as leverage to secure additional dollars for youth programs and services.

New Futures for Youth in Little Rock, Arkansas, was established as a collaborative of public and private and community and institutional representatives dedicated to improving outcomes for youth. The collaborative played a vital role in raising additional public revenue for youth programming. New Futures for Youth served as a hub of community support for the city’s Future—Little Rock initiative, a public planning process that resulted in voters passing a half-cent sales tax to fund increased law enforcement as well as prevention, intervention, and treatment activities for youth. New Futures for Youth was instrumental in ensuring that prevention, intervention, and treatment activities would receive a portion of the funding generated by the new sales tax. The tax dollars help support afterschool programs and gang intervention activities. For more information, visit http://www.newfuturesforyouth.org/content/index.php.

Support School Success

The current focus on academic achievement, as well as growing concerns about youth leaving school before obtaining a high school diploma, are drawing attention to the need for youth programs that support school success. Public-private partnerships for youth programming are addressing this need by:

- working to build connections at the state and community level between the education system and youth-serving programs and organizations;
- funding programs that offer academic enrichment and support to youth during nonschool hours;
- using data on dropout rates to foster investments in programs that reengage youth in traditional or alternative education; and
- developing policy recommendations and goals to support a continuum of learning opportunities for youth.
Facilitate Connections to the Labor Market

Government, business, and community leaders all recognize the importance of helping young people attain the skills, knowledge, and aptitudes to become productive workers. Public-private partnerships have a critical role to play in building career awareness among youth and in creating the pathways that will enable youth to move successfully into the workforce. Partnerships are facilitating needed connections to the world of work by:

- creating incentives and opportunities for apprenticeships, work experience, work-based learning, and other activities that foster young people’s connection to the labor market;
- providing funding at the state or local level for school-to-work activities and programs;
- engaging the expertise, leadership, and resources of business leaders through advisory councils, coordinating bodies, and other mechanisms to help support youth programs; and
- establishing and supporting intermediaries that connect youth programs with the business sector for school-to-work and youth workforce development activities.

Improve or Build State and Community Systems for Youth Programming

Some partnerships focus on improving supports and services in a particular program or organization, while others strive to build systems of services for youth in a neighborhood, in a city, or across a state. Public-private partnerships are creating or strengthening systems for youth services and programming by:

- building public support and lobbying for change;
- coordinating financial resources that support youth programs with other community services, such as health and family support services;
- creating youth councils, legislative committees, children’s cabinets, and other coordinating bodies that support system-building through activities such as strengthening state and local planning for youth programming and taking steps to address gaps and inconsistencies in services, policies, or program regulations;
- developing comprehensive frameworks for youth programming that articulate shared goals and principles, establish desired outcomes, and lay out strategies for aligning programs and resources; and
- providing funding or in-kind support to systems development efforts, such as brokering technical assistance to providers in financing, strategic planning, or staff training.
What challenges do partnerships for youth programs face?

All partnerships face challenges in becoming organized, attracting a broad base of support, and finding the resources they need to carry out their vision. Understanding and anticipating the particular challenges that partnerships for youth programs face can help partnerships smooth the road to success.

The Diverse Nature of Youth Programs

Youth programming encompasses a myriad of activities and services for youth of differing ages. In addition, youth programs vary in their goals, clients, sponsors, locations, and schedules. Educating the public and policymakers on the value of this diversity is a challenge that all youth-serving partnerships face.

Reluctant Partners

Partnerships for youth programs often reflect members’ commitment to improving outcomes for youth, but partnerships can also result from funding or legislative requirements. For example, the federal Workforce Investment Act requires local workforce investment boards to establish youth councils. Reluctant partners end up in partnerships for various reasons—partners feel pressured to sign on to a project that is not really a high priority; a supervisor volunteers an employee’s service or an employee inherits a position; or the concept of partnering is more attractive than the reality of sharing decision-making authority. Once partnerships are established, it is crucial to engage all the partners, even the most reluctant ones, in meaningful ways.

Funding for Collaboration

For many partnerships, finding the core funds to support their efforts is a continual challenge. Some partnerships are lucky enough to have funding, if only for a short while, to underwrite the collaboration. Funding for partnerships can come from different sources, including public programs (e.g., the Community Services Block Grant), foundation grants, member contributions, and in-kind donations. For youth program partnerships that are already piecing together funding from multiple sources to support direct services, finding dollars to fund the collaborative process is even more challenging.
Sustainability Issues

Partnerships often struggle to sustain themselves and their momentum beyond their initial call to action. The means by which partnerships are established and their capacity to institutionalize their activities have a strong impact on their sustainability. For example, a youth development council or other type of partnership established through executive or legislative action has a policy lever such as an executive order or a joint resolution to help bolster its sustainability. Partnerships should take steps to institutionalize their activities within an existing infrastructure or the regular operations of their members. By doing so, they may be better able to withstand changes in leadership and other challenges to sustainability.⁶

Engaging Business Partners

Many businesses are coming to understand the important effects that quality youth programs and services can have on their corporate bottom line and future productivity, but many are still reluctant to join a partnership for fear they will be left with the tab. Partners need to educate the business community about the various roles they can play and the contributions they can make. Small businesses may be able to help by providing technical resources for a few hours; for example, a small computer company could help develop a web page for the partnership. Larger companies could contribute their employees’ time—or their paid lobbyist’s time—to advocate for improved funding among state lawmakers. An important message to repeatedly communicate is that business partners can contribute more than just financial support.

Although the challenges facing partnerships are many, the experiences of successful partnerships can guide the way for new efforts. Public-private partnerships can draw on key principles and proven strategies to help them overcome the challenges and move forward with their agendas.

What principles are key to the success of partnerships?

Every partnership has unique goals, approaches, and membership. Yet the experiences of existing partnerships and their public- and private-sector leaders point to some key principles for success. These 10 principles provide a useful framework for establishing successful public-private partnerships.7

Principle 1: Successful Partnerships Have Clear Goals

Successful partnerships engage in a thoughtful process to define a vision or mission and clear short- and long-term goals. They also take time to ensure agreement and understanding among all the partners. The objective is to achieve consensus, so all partners are enthusiastic about the work that lies ahead. Collectively defining the goals gives all partners ownership of the partnership. This increases the likelihood that partners will stay committed.

Goal agreement serves both as the glue that holds a partnership together and as a rudder that steers its actions. If all partners are committed to the same goals, they are better equipped to negotiate the inevitable differences of opinion that will arise as they work together. When the goals are held firm, a partnership can be flexible in how they are accomplished. Flexibility is essential to accommodate political, economic, leadership, or other changes. Clear goals also help guide the partnership as it evolves.

Principle 2: Successful Partnerships Focus on Results and Measure Progress

Defining benchmarks and achieving specific outcomes or results—a criterion of success that the business sector has long held as important and that the public sector is striving to embrace—is an effective way to assess progress. Successful partnerships use indicators and performance measures to regularly monitor whether their efforts are productive and funds are well spent. Measuring progress toward goals establishes accountability in both the public and the private sectors, showing that limited resources are being used effectively. This bottom-line emphasis on results is particularly useful for managing a partnership with shared authority and multiple interests.

As a management tool, the process of regularly measuring progress and results can provide partnerships with critical information about what is and what is not working and what changes can help accomplish the partnership’s goals. Stakeholder groups then create strategies to address each indicator, and public and private funders can tie allocations to actual results.

Principle 3: Successful Partnerships Involve Youth and Families in Developing Programs

Youth and their families are the ultimate consumers of the programs and services supported by youth program partnerships. Partnerships are more likely to establish programs and services that achieve their purpose when youth and families are involved in planning and evaluating those programs and services. Consumer involvement can also ensure that a partnership’s programs and services are culturally and linguistically appropriate for the target populations.

Engaging youth and families means giving them the tools and information they need to be equal partners. It also means recognizing that funding may be needed to support leadership development training. The Iowa Collaborative for Youth Development facilitates youth participation in the State of Iowa Youth Action Committee, a group of young people who seek to bring the youth voice to public policymaking. The collaborative provides support by allocating staff time, accessing leveraged funding and other resources, and designating mentors from state agencies for each involved youth.

Using research, data, and evaluation to improve local school-to-career partnerships is a vital component of Johnson & Johnson’s Bridge to Employment (BTE) initiative. BTE builds long-term partnerships among schools, parents, businesses, community groups, and postsecondary education institutions to prepare and connect young people to the workplace and opportunities for further education and training. A strong evaluation component permeates the BTE initiative. Evaluation activities include internal evaluation managed by local personnel who regularly track actions and progress made toward achieving stated goals. External evaluation is conducted by a third party through on-site visits that concentrate on establishing a sustainable program, documenting changes in program activities, and measuring their impacts. Evaluation findings are used to adjust strategies and resources for achieving stated goals. Overall, evaluation is a critical part of the continuous quality improvement of the BTE project that leads to sustainability. For more information, visit http://www.bridge2employment.org/index.cfm?fuseaction=home.
The Kentucky Youth Development Partnership looks to support youth involvement in meaningful ways. In late 2004, the partnership and Kentucky Child Now began a Youth Trainers program to enable young people statewide to serve as trainers and facilitators of youth development training sessions for community organizations across Kentucky. New youth participants attend a two-day training session to prepare them to serve as trainers and facilitators. Once serving in these roles, the youth trainers participate in training sessions on topics that include youth leadership, youth and adult partnerships, and the engagement of youth as partners. They also work with staff at Kentucky Child Now to design training agendas and activities. For more information, visit [http://www.kychildnow.org/involvement/trainers.html](http://www.kychildnow.org/involvement/trainers.html).

**Principle 4: Successful Partnerships Involve Diverse Stakeholders from the Start**

Partnerships are most effective when they draw on a wide range of expertise, resources, and perspectives. By involving diverse stakeholders—such as school districts, senior citizens, law enforcement agencies, youth-serving organizations, businesses and chambers of commerce, leaders of the faith community, or health and mental health providers—partnerships can gain broader public and private support for their efforts through the constituencies that each partner represents and supports.

Successful partnerships must work to engage parents, citizens, providers, businesses, community groups, and other stakeholders from the start. When members join the partnership late, they miss out on establishing the partnership’s vision and goals and on building the important relationships that result from such shared work. Although it is difficult to know who all the stakeholders will be in advance, taking the time early on to engage as many as possible will save time in the long run. Partners will inevitably come and go, but as new members come on board, it is important to orient them on the mission and goals and to bring them up to speed on the history and direction of the partnership.
Principle 5: Successful Partnerships Rely on Champions for Support

Success requires leaders who act as change agents by clearly communicating the goals of the partnership and building a broad base of support. Governors and other elected officials, as well as health, business, education, religious, philanthropic, and law enforcement leaders, have all been effective champions by using their own avenues to promote consensus on partnership goals and to build political will for supporting or expanding successful partnership efforts. Families and youth also are effective champions when they mobilize and speak with a unified voice.

Champions bring visibility to the partnership by securing media attention through press conferences, opinion pieces, letters to the editor, and public service announcements. They can also share information and influence decisionmaking at public events, such as hearings, town meetings, and meetings of related groups or organizations (e.g., local chambers of commerce). In addition, prominent organizations, such as charitable foundations, community service groups, and economic development or planning organizations, are often respected leaders.

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 Hartford Public Schools; Capital Workforce Partners, the capital area workforce development board; the United Way; the Hartford Foundation for Public Giving; the mayor’s office; the city’s office for youth services; business leaders; and several local community-based organizations. Together, these partners have articulated 10 shared priorities for youth in Hartford and developed a coordinated system of referring, serving, and tracking data on youth across separate systems and agencies. For more information, visit http://www.capitalworkforce.org/youth_jobs/future_workforce_investment_system.shtml.
Principle 6: Successful Partnerships Establish Clear Governance Structures

Successfully managing a partnership requires an effective governance structure. Some partnerships build on existing, respected governance structures to avoid creating organizational duplication. Other partnerships create new nonprofit entities or establish temporary blue-ribbon committees, commissions, or advisory boards to guide their work.

Effective governance structures define the various roles that partners will play and ensure that all partners understand and accept these roles. Many partnerships create written plans that include the roles and responsibilities of each partner or use contracts or memoranda of understanding to define roles and responsibilities. Defining partner roles and responsibilities usually occurs after the partnership embraces a shared mission and articulates its goals. Once partners share a mission, they are more likely to see ways they can contribute to the partnership’s success. Partners are also more likely to remain actively involved when they feel their role is valuable.

These governance structures must include ground rules so the diverse individuals and organizations working together toward shared goals can reach agreement on difficult issues. Ground rules could address how the partners will share information, conduct meetings, make decisions, define and measure success, and communicate with one another. Such mutually agreed-upon guidelines can prevent miscommunication and establish a process in which all partners participate effectively and are respected for their unique contributions. They also provide a mechanism to resolve the unavoidable differences of opinion.8

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In late 2001, city, school, and community leaders in Grand Rapids, Michigan, undertook an initiative to develop standards for high-quality out-of-school time programs for children and youth. To facilitate this effort, initiative leaders created a two-tiered governance structure that defined partners’ roles and responsibilities. The Leadership Council, which included community leaders such as the mayor, superintendent of schools, and business leaders, was tasked with guiding the initiative, promoting broad community support, and overseeing activities. The Action Team, which included afterschool providers and other stakeholders, was charged with activities such as making recommendations to the Leadership Council on policy and practice, developing standards of care, and evaluating outcome measures for programs. Early on, the Leadership Council adopted a vision for afterschool programming to create a shared focus for partners and their work. This initiative led to the establishment of standards of care for afterschool programs in Grand Rapids. More information is available from the National League of Cities at http://www.nlc.org/iyef/a_city_platform/11443.cfm.

Principle 7: Successful Partnerships Adapt to Changing Conditions

Because existing public and private support for youth programming is inadequate to meet the need, partnerships must be flexible enough to take advantage of changing conditions and resources. This entrepreneurial mindset could involve adapting a partnership’s scope to take advantage of new state or federal funding, creating or developing services in response to a foundation’s specific guidelines, or serving a particular population (e.g., adjudicated youth) that is important to public policymakers. Similarly, entrepreneurial thinking can lead a partnership to use new resources as leverage. Successful partnership leaders consistently credit their success to serendipity or the convergence of several complementary opportunities. Yet such opportunities can lead to success only when leaders recognize and take advantage of them.

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9 This initiative was part of the Institute for Youth, Education, and Families’ Municipal Leadership for Expanded Learning Opportunities technical assistance project at the National League of Cities. For more information, see M. Ouellette et al., The Afterschool Hours: A New Focus for America’s Cities (Washington, D.C.: National League of Cities, 2005), at http://www.nlc.org/content/Files/IYEF-Lessons%20Learned%20Afterschool.pdf.
The Montgomery County Out-of-School Youth Task Force in Dayton, Ohio, brought together leaders in business, government, and education to address the needs of the county’s large out-of-school youth population. Recognizing that the local community college enjoys substantial public support and approval, the task force turned to Sinclair Community College to house a key component of its out-of-school youth initiative—a central resource and referral site for the youth. Sinclair’s involvement helped leverage additional public and private resources to support the out-of-school youth initiative. For more information, visit http://www.aypf.org/publications/WhateverItTakes.htm.

Principle 8: Successful Partnerships Enable All Partners to Benefit

Each partner operates in a unique environment, bringing different strengths, knowledge, and resources to the mix. Successful partnerships draw on the strengths of individual members while remaining sensitive to the different corporate, government, or community cultures. For example, most business leaders operate in an environment that requires rapid decisions and quick action. Public-sector partners often work in environments that require lengthier agency or legislative approval processes. Community and civic groups often prefer inclusive, consensus-building processes that are also time consuming.

Successful partnerships play to the strengths of the various partners. Private-sector partners, for example, may be well positioned to lead or convene efforts requiring quick action, such as lobbying or generating financing commitments. Public-sector partners may complement these activities by providing information, convening meetings, and revamping or establishing rules that support the partnership’s goals. Community and youth-serving groups can be tapped to lead visioning and goal-setting processes that require consensus among all partners. Although partners may use different approaches, their focus on the same results can unify their efforts.

Whatever their role, partners must benefit from participating in the partnership. When all partners perceive they have something to gain, they remain actively involved, even though each partner’s perceived gain may be different. Yet achieving harmony in a partnership that includes diverse cultures takes work. Successful partnership leaders stress that it is essential to create a common language and understanding and to foster a culture in which diverse ideas, talents, and perspectives are valued. The most successful partnerships make room

for new partners, even if they lack a background in youth programs and policies. These partnerships create effective ways to educate members about the partnership’s mission, goals, and challenges and to use partners’ different ideas, talents, and perspectives to find new solutions to old problems.

**Principle 9: Successful Partnerships Work to Maintain Momentum and Sustain Their Efforts**

The most successful partnerships take time from the start to plan how they will maintain momentum and sustain their efforts. Many celebrate even the small successes and generate media attention whenever possible. Others structure activities so partners gain a sense of accomplishment from completing interim tasks, even though the partnership’s vision and goals may take many years to accomplish. It is also important to plan for financial sustainability and to recognize that dedicated staff may be needed to support the partnership both initially and over time. Partnerships have celebrated successes by holding awards luncheons and dinners, by presenting special certificates of recognition, and by hosting community events such as career fairs and youth fun runs.

*The Chatham-Savannah Youth Futures Authority (YFA), mandated by the state legislature in 1987, brings together community stakeholders to address issues relevant to children, youth, and families in Chatham County, Georgia. This collaborative is composed of representatives from city, county, and state government; the board of education; more than 20 health and human service agencies with a focus on children, youth, and families; the United Way; and area businesses. As a long-running community initiative, YFA must take steps to build and maintain stakeholder buy-in and engagement. YFA convenes, for example, an annual community summit to strengthen and expand partnership efforts to address issues facing children, youth, and families. The community summit includes a “Vision Awards” presentation to recognize individuals and entities contributing to the betterment of local youth and families. For more information, visit [http://www.youthfutures.com/](http://www.youthfutures.com/).*
Principle 10: Successful Partnerships Support Like-Minded Community Partners

The healthy development of youth and their successful transition to adulthood require the resources and support of a broad range of community groups and advocates. Effective partnership leaders introduce partners to others working to improve supports, services, and opportunities for youth. They keep other groups up to date on the partnership’s work and give them support when they need help.

When partners are aware of what others are doing, the partnership can use resources more efficiently. Sometimes the strategy will be *divide and conquer*—only one group needs to invest the time to track a particular piece of legislation. Other times the strategy will be *all hands on deck*—when it comes time for the crucial vote, all partnerships can lend their support. Regardless of the strategy, youth, families, and communities will benefit from coordinated efforts.

The Arizona Statewide Youth Development Task Force and the state-level “shared vision for youth” task force inform and support each other’s work to improve services and systems for the state’s young people and most vulnerable youth. The Youth Development Task Force, whose members include youth, government, business, and community leaders, has crafted a comprehensive policy plan for youth development services and systems. The vision task force, composed of state agency representatives, focuses on improving services to vulnerable youth. This task force helped inform the Youth Development Task Force on issues affecting vulnerable youth, and it will implement the section of the comprehensive plan that addresses this population. These youth-focused task forces, along with the Governor’s P–20 Council, the Arizona Children’s Cabinet, and the Governor’s Council on Workforce Policy, are also beginning to work together to support related goals for children and youth in the state. For more information, visit [http://www.volunteerarizona.org/task-force/main.htm](http://www.volunteerarizona.org/task-force/main.htm).
What are effective strategies for creating and sustaining partnerships?

Successfully convening or maintaining a public-private partnership is a complex, challenging, and time-consuming task. Both the public and private sectors must be involved, and all partners must play significant roles for the partnership to succeed. Although public or private entities cannot create public-private partnerships by themselves, all entities can use some or all of the following strategies to encourage, create, or sustain partnerships. The strategies also are applicable to both newly formed partnerships and well-established partnerships. Most of the strategies support one or more of the key principles for partnership success outlined in the previous section of the guide.

Serving as a Catalyst

Both the public and private sectors can be catalysts, initiating partnerships among and within sectors. One way to start is to convene forums that raise important issues and attract potential partners. For example, in late 2000, the executive director of the McCune Charitable Foundation convened a meeting of people interested in youth development to initiate a discussion about opportunities to improve the development, organization, implementation, and funding of youth development activities in New Mexico. This initial convening grew into the New Mexico Forum for Youth in Community, a public-private partnership that advances positive youth development practices and principles throughout the state. The forum provides a resource for meaningful networking, collaboration, and support of youth-serving organizations. Many public, private, state, and community groups have held forums to engage new and diverse partners in improving support and services for youth. The public, private, and philanthropic sectors can also act individually or collectively as catalysts by convening potential partners; providing information; or offering incentives, such as small grants, matching funds, or tax breaks for private-sector partners.

Targeting and Recruiting Partners

Robert Wehling, former senior vice president of Procter & Gamble, offers the following suggestion for recruiting partners: “You have higher odds if you find someone who’s already leaning your way and get them to do more. Don’t enlist anyone from business to help unless they are personally and genuinely enthusiastic about being involved. They must be willing to take the personal time to truly understand the problems and issues you are dealing with.” The most direct method for recruiting partners is to identify public- or private-sector leaders in the state or community who are already interested in youth issues or related fields. These leaders may be concerned with the needs of their own organizations, their employees’ needs, funding mandates, organizational missions, public visibility, or the larger communities where they live and work.

11 For more information on the New Mexico Forum for Youth in Community, visit http://www.nmforumforyouth.org/index.htm.
Relying on Personal Contacts When Approaching Potential Partners

Investing the time to make a personal contact and having that first contact made by someone who knows the prospective partner can ease potential partners into a relationship. “It’s a one-person-reaches-one-person thing,” says Dee Topol, former president of the Travelers Foundation. A business colleague, a respected elected official, or a community leader may be the best person to make a first contact. Once on board, new champions can promote initiatives and recruit their peers.

Underscoring the Benefits of Involvement

Prospective partners are more likely to become involved when their own needs will be met. Partnerships should be prepared to describe how prospective partners could benefit from the partnership. For example, schools seeking to improve education outcomes may look to youth programs to provide support and opportunities for at-risk students. Employers seeking to prepare and retain a qualified workforce may view an investment in youth programming as a strategy to enhance their economic competitiveness. State agencies seeking to reduce negative outcomes for youth may be willing to fund youth development programs and initiatives to help create opportunities for youth to gain the skills and behaviors that lead to a healthy and productive adulthood. Local governments, chambers of commerce, or economic development entities may see these initiatives as a strategy for enhancing workforce, economic, and community development. Partnership is also an effective approach for small- and medium-sized businesses. Although these businesses have limited resources, they can benefit from the economies of scale that partnerships offer.

Expanding the List of Stakeholders

Traditional youth advocates and service providers are critical partners, but it is important to cultivate the people and institutions needing to be sold on investments in youth programs. These could include parents; tribal, state, county, and local governments; legislators and their staff; the media; local advocates; law enforcement agencies; the education community; faith communities; health care providers and advocates; senior citizens; community residents; and, of course, the business community. The broader the constituency of the partnership, the broader its appeal will be.

Offering New Partners a Clear Task

Partnerships must always be ready to answer this question from new partners: “What do you want me to do?” If discussions begin with a clear goal, such as whether the new business partner can host a breakfast for other prospective partners or whether the local foundation can house the developing initiative, potential partners will be more likely to take the plunge. Another trend in business involvement in community activities and philanthropic causes is
called “cause-branding.” Businesses may be interested in adopting a cause—positive youth development—and tying a logo or slogan related to their business to products or advertisements for the cause.

Designing the Partnership’s Structure and Guiding Its Activities

Government and philanthropic partners often set funding guidelines that shape a partnership’s organizational structure and policy development. In addition, government leaders can provide structure and guidance to a partnership when using executive or legislative action (e.g., an executive order or a joint resolution) to establish a youth development council, task force, or other type of collaborative body. The executive order establishing the Arizona Statewide Youth Development Task Force, for example, required the creation of policy work groups and charged them with developing policy recommendations on key youth development issues and services.

Assigning Meaningful Tasks

Partnerships often fall apart when members perceive their role to be unimportant. Once partners are committed to the partnership’s goals, keeping them meaningfully involved is essential. Active participation goes beyond attending meetings. “You can’t just engage people in the issue, tell them to come to a meeting, and then—three months later—tell them to come back to another meeting,” says one partnership leader. By asking all partners to assume significant roles, such as solving financing challenges or influencing policymakers, they can make valuable contributions and feel that the time and energy they invest in the partnership is worthwhile. This will also make them want to stay involved.

Setting a Manageable Agenda

Creating a shared vision or mission, goals, and strategies that all partners understand and support is a time-consuming process. Successful partnership leaders in all sectors and at the national, state, and local levels stress that developing true partnerships with demonstrable results takes considerable time. Partners must be patient during this process and remember that a collaborative planning process ultimately results in broader and more secure support from partners and the public. At the same time, partnerships should create steps in this process that lead to early successes. By starting small and doing a few things well, partnerships can build credibility and a reputation that attracts additional partners and support for their efforts.
Keeping Expectations Clear
Clear goals and expectations are important when creating, expanding, or sustaining a partnership. Business, government, and community leaders must always be clear about ongoing tasks, responsibilities, and expected results. One way to do this is to agree to a timetable. According to a business leader, “Businesspeople . . . move faster than a lot of the public agencies. . . But both sides need to listen to each other. The businesspeople need to understand why speed may not be in the best interest of the outcome we seek. By the same token, those used to operating at a slower pace may need to find ways to speed up efforts.”

Building the Capacity of Partners to Work Together
The early phase of partnership development requires opportunities for partners to get to know one another. Once partnerships are organized, regular opportunities for partners to work together help develop these relationships. Building on partners’ mutual interests generates enthusiasm. A retreat or a series of meetings that brings partners together to develop and apply a common language and a common set of expectations is another way to create bonds. Many partnerships and advocates use site visits to build knowledge about a program and provide a shared experience. The American Youth Policy Forum has facilitated site visits for policymakers and program leaders to schools and youth programs, including an alternative school for at-risk youth in Boston and a YouthBuild program in Washington, D.C. Site visits aim to encourage peer-to-peer learning and help participants build a network of information, resources, and contacts. Partners also need time to meet in person, as well as over the phone, to create the positive relationships that so many successful partnership leaders consider essential.

Keeping Partners Informed
Partnerships can fail when partners do not regularly receive the information and support they need to make informed decisions. Partners require accurate and concise background material well in advance of meetings or other activities. Busy people are unlikely to read long, dense policy analysis reports, and all partners benefit when materials are clear and succinct. Partners also need periodic updates on the partnership’s progress. E-mails, phone conversations, or written correspondence to partners can let them know about partnership progress, results, and challenges. These communication tools can also let partners know when their help is needed. Partners are more likely to stay involved when they know what is going on.
Disseminating Brief Issue Papers

Many states, localities, employers, and private-sector community organizations use brief issue papers to deliver their messages to stakeholders. These short reports can focus attention on what is needed to improve youth programs and services and how community members can help. The National Collaboration for Youth used this strategy to bring attention to legislation designed to improve coordination among federal youth-serving programs. The organization helped build momentum and support that led to enactment of the Tom Osborne Federal Youth Coordination Act in October 2006.

Providing Information on Promising Practices and Replicable Models

Providing information about practices or models that have been successful in other places can help establish a partnership or move one forward in several ways. First, such information brings new ideas and approaches to the table. Second, it helps partners buy into the concept of public-private partnerships by highlighting success stories. The information can also inspire partnerships to embrace new ideas or approaches that contribute to partnership success and help maintain partnership momentum. Finally, identifying promising practices and replicable models leads to a network of peers to call on for support and assistance as partnerships evolve. Both public and private partners have many opportunities to share such information. The resources section at the end of this guide lists publications and websites with information on promising practices and replicable models.

Aligning Public- and Private-Sector Practices

Government can work to decentralize decisionmaking and establish results-based accountability systems to better align public- and private-sector practices and to be more user-friendly to private-sector partners. Private-sector leaders can help identify policies and practices that are barriers to expanding and improving services for youth. In Kansas City, Missouri, the Local Investment Corporation is acting as an intermediary between the public and private sectors, finding ways to make better use of public dollars so programs can spend less time on bookkeeping and administrative activities and more time on delivering high-quality services to children, youth, and families. Public- and private-sector leaders can also learn more about how and when each can or cannot act, and they can create goals and strategies that build on the strengths of all partners.
Identifying Indicators and Measuring Progress

The continued success of public-private partnerships ultimately depends on being able to demonstrate positive results over time. Partners must find ways to show continued progress toward goals in all phases of their work. Ideally, goals should be set and performance measures should be used to track the success and promote the value of public-private partnerships. Change takes time, so partnerships need to find ways to show successes—even small ones—that result in positive change. Sure signs of progress help keep partners enthusiastic and help engage the general public.

Successful partnerships regularly collect data to measure progress toward their shared goals. Both process and program evaluations are important tools for tracking partnership successes. To inform the actions and effectiveness of a partnership, advocates, business and government leaders, or the partnership itself can begin by establishing indicators and collecting and analyzing data about how youth are faring and what services are available for them. The Workplace Learning Connection—the school-to-career intermediary in East Central Iowa—regularly collects and shares data on key indicators that are important to its business and education partners. These indicators include youth participants’ awareness of local career opportunities and understanding of the relevance of high school course work.

Giving Partners Credit and Recognition

A partnership will benefit from recognizing the efforts of its members. Opportunities that build goodwill through public recognition can help keep partnerships strong and attract new partners. Events that generate media attention for partnerships and celebrate big and small successes also are valuable. Some partnerships choose to share the collective credit for success, while others encourage partners to take ownership of specific projects. Businesses may like to see their company name attached to partnership materials and public engagement campaigns. For example, the Ford Motor Company logo is displayed prominently on the home page of the website for America’s Promise: The Alliance for Youth. The Ford Motor Company Fund is an alliance partner and a major donor to the alliance. Foundation partners such as family or community foundations, on the other hand, may prefer to work quietly behind the scenes. Whatever the approach, all partners must be comfortable with the strategy for publicizing the partnership’s successes.
Conclusion

In communities across the nation, youth programs provide young people with safe and structured opportunities to develop their skills and competencies and build relationships with caring adults. The positive youth development approach infusing the field is helping bring program and community leaders, as well as other public and private stakeholders, together to address the needs of youth and to support programs and systems that help them transition to a healthy and productive adulthood. The need for such partnerships is critical to help youth-serving programs and organizations build their capacity to deliver quality, effective programs that are sustainable and embedded in the fabric of the community.
Resources

Publications


Organizations

Afterschool Alliance
1616 H Street NW, Suite 820
Washington, D.C. 20006
202-347-2030
www.afterschoolalliance.org

America’s Promise: The Alliance for Youth
909 North Washington Street, Suite 400
Alexandria, Virginia 22314-1556
703-684-4500
www.americaspromise.org

American Library Association
Young Adult Library Services Association
50 East Huron Street
Chicago, Illinois 60611
800-545-2433
www.ala.org/ala/yalsa/yalsa.htm

AmeriCorps
Corporation for National Service
1201 New York Avenue NW
Washington, D.C. 20525
800-94-ACORPS
www.americorps.org

American Youth Policy Forum
1836 Jefferson Place NW
Washington, D.C. 20036
202-775-9731
www.aypf.org

Big Brothers/Big Sisters of America
230 North 13th Street
Philadelphia, Pennsylvania 19107
215-567-7000
www.bbbsa.org

Boys and Girls Clubs of America
1275 Peachtree Street NE
Atlanta, Georgia 30309-3506
404-487-5700
www.bgca.org

Camp Fire USA
1100 Walnut Street, Suite 1900
Kansas City, Missouri 64106-2197
816-285-2010
www.campfire.org

Center for Community Partnerships
University of Pennsylvania
133 South 36th Street, Suite 519
Philadelphia, Pennsylvania 19104
215-898-5351
www.upenn.edu/ccp

Center for Youth Development and Policy Research
Academy for Educational Development
1825 Connecticut Avenue NW
Washington, D.C. 20009
202-884-8000
www.aed.org

Children’s Aid Society
105 East 22nd Street
New York, New York 10010
212-949-4800
www.childrensائdsociety.org

Children’s Defense Fund
25 E Street NW
Washington, D.C. 20001
202-628-8787
www.childrensdefense.org
National 4-H Council
7100 Connecticut Avenue
Chevy Chase, Maryland 20815
301-961-2800
www.fourhcouncil.edu

National Association of Police Athletic/
Activities Leagues, Inc.
658 West Indiantown Road, Number 201
Jupiter, Florida 33458
561-745-5535
www.nationalpal.org

National Clearinghouse on Families
and Youth
Family and Youth Services Bureau
Administration on Children, Youth and
Families
U.S. Department of Health and Human
Services
P.O. Box 13505
Silver Spring, Maryland 20911
301-608-8098
www.ncfy.com

National Collaboration for Youth
National Human Services Assembly
1319 F Street NW, Suite 402
Washington, D.C. 20004
202-347-2080
www.collab4youth.org

National Community Education
Association
3929 Old Lee Highway, Suite 91-A
Fairfax, Virginia 22030
703-359-8973
www.ncea.com

The National Council for Public-Private
Partnerships
1660 L Street NW, Suite 510
Washington, D.C. 20036
202-467-6800
www.ncppp.org

National Governors Association
Center for Best Practices
Hall of the States
444 North Capitol Street NW, Suite 267
Washington, D.C. 20001-1512
202-624-5300
www.nга.org

National Institute on Out-of-School Time
Wellesley Centers for Women
Wellesley College
106 Central Street
Wellesley, Massachusetts 02481
781-283-2547
www.niost.org

National League of Cities
Institute for Youth, Education, and Families
1301 Pennsylvania Avenue NW, Suite 550
Washington, D.C. 20004
202-626-3000
www.nlc.org

National Mentoring Partnership
1600 Duke Street, Suite 300
Alexandria, Virginia 22314
703-224-2200
www.mentoring.org

National Urban League
120 Wall Street
New York, New York 10005
212-558-5300
www.nul.org
National Youth Development Information Center
National Collaboration for Youth
1319 F Street NW, Suite 402
Washington, D.C. 20004
202-347-2080
www.nydic.org

Partnership for After School Education
120 Broadway, Suite 230
New York, New York 10271
212-571-2664
www.pasesetter.org

United National Indian Tribal Youth Inc.
500 North Broadway, Suite 10
Oklahoma City, Oklahoma 73102
405-236-2800
www.unityinc.org

United States Department of Labor
Division of Youth Services
www.doleta.gov/youth_services
Find information and resources on youth investments, partnerships, and employment and training programs.

United Way of America
701 North Fairfax Street
Alexandria, Virginia 22314
703-836-7112
www.unitedway.org

YMCA of the USA
101 North Wacker Drive
Chicago, Illinois 60606
800-872-9622
www.ymca.net

United States Department of Education
www.ed.gov
Get the latest news about national education issues, review education-related publications and statistics, and learn about the department's offices and programs.

United States Department of Health and Human Services
www.hhs.gov and www.afterschool.gov
The many resources available through this federal agency are featured on its websites.

United States Department of Justice
Justice for Kids and Youth
www.usdoj.gov/kidspage
Youth can learn about safety, crime prevention, volunteer and community service opportunities and the criminal justice system on this website.

Youth Smoking Prevention
Philip Morris USA
P.O. Box 26603
Richmond, Virginia 23261
www.philipmorrisusa.com

YWCA of the USA
1015 18th Street NW, Suite 1100
Washington, D.C. 20036
202-467-0801
www.ywca.org
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About the Finance Project

Helping leaders finance and sustain initiatives that lead to better futures for children, families, and communities.

The Finance Project is an independent nonprofit research, consulting, technical assistance, and training firm for public- and private-sector leaders nationwide. It specializes in helping leaders plan and implement financing and sustainability strategies for initiatives that benefit children, families, and communities. Through a broad array of tools, products, and services, The Finance Project helps leaders make smart investment decisions, develop sound financing strategies, and build solid partnerships. To learn more, visit www.financeproject.org.

Sustaining and Expanding Youth Programs and Policies

This publication is part of a series of tools and resources on financing and sustaining youth programming developed by The Finance Project with support from Philip Morris USA. These tools and resources are intended to help policymakers, program developers, and community leaders develop innovative strategies for implementing, financing, and sustaining effective programs and policies. To access these resources and for more information on this project, visit www.financeproject.org/irc/yp.asp.