

2021 LOUISVILLE FISCAL MAPPING PROJECT

COALITION SUPPORTING YOUNG
ADULTS



JANUARY 2022



Acknowledgments

We greatly appreciate the willingness of the sector serving young people in Louisville to partner with us in this exercise of trust, accountability, learning, and transparency. We hope this is the beginning of a greater understanding of accountability and action for transformation and equity outcomes for youth who have been left out of so many systems. There is so much more to learn, and we hope this is the beginning of many explorations into the system that cares for youth ages 16-24. Also, thank you to the funders of this work: Louisville Metro Government and the Jewish Heritage Fund for Excellence.

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- Boys and Girls Haven
- Coalition for the Homeless
- Coalition Supporting Young Adults
- Family Scholar House
- Goodwill Industries of Kentucky
- Home of the Innocents Pathways Program
- Jefferson Skills U at Jefferson County Public Schools (JCPS) (Adult Education)
- LouieConnect
- Louisville Urban League
- Maryhurst
- Metro Louisville Juvenile Justice Coalition
- Metro Louisville Office of Youth Development
- Metro United Way
- St. Vincent de Paul
- VOA Mid States - Restorative Justice
- YMCA Safe Place
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Table of Contents

Acknowledgments	2
Table of Contents	3
Introduction	4
About Fiscal Mapping	4
About Project	4
About the Process	6
Findings	8
Rating the Funding Ecosystem	9
Population Served	12
Types of Programs	15
Identified Needs	16
Funding Sources	20
COVID-19 and Funding	29
Transparency and Accountability	31
Equity, Inclusion, and Belonging	33
Capacity	35
Recommendations	36
1. Prioritize youth-informed and youth-led work	37
2. Collaborate across nonprofit organizations, and across sectors	38
3. Funders: Listen to community voices and adjust funding strategies	39
4. City leaders: Prioritize funding for the needs of Louisville youth	41
5. Nonprofits: Put young people’s needs before the logos and above funders	43
6. CSYA: Coordinate, convene, engage, and lead	44
Next steps: Continue the inquiry	45
Methodology and Limitations	46
References	47
Appendix	49
Fiscal Map Data Collection Tool 2021	50

Introduction

First started in 2011, the Coalition Supporting Young Adults (CSYA) is a collective action initiative of more than 650 members representing over 60 community organizations, entities, or departments in Louisville who are committed to transforming the way we support vulnerable youth and young adults. CSYA accomplishes this by bringing together existing, fragmented, and complex systems to:

- Increase the supply of quality education and career pathways
- Expand funding for and coordination between supportive services (housing, transportation, mental health services, and adult/peer supports)
- Build the capacity of our community to confront implicit racism and other sources of marginalization.

About Fiscal Mapping

Fiscal mapping has been done around the country locally, at the state, regional, and national levels. It has been conducted for many different populations and issues. Fiscal maps can examine where funds originate, how they are directed, and what outcomes/services/interventions they support. Fiscal maps can show currently available resources, gaps in funding, and how resources can be more effectively coordinated, maximized, or secured, among other things. There are many models to learn from, and the projects generally have similar purposes, which include:

- Understanding current investments
- Aligning goals and resources
- Creating a more collaborative approach to seeking and using resources
- Identifying new areas for attention, efficiency, and innovation

About Project

CSYA conducted this fiscal map of programs in Louisville, Kentucky who serve disconnected and system-involved young people (16 to 24 years) as part of a collaborative effort. The researchers gathered data about resources, programs, and funding using a survey tool. This project did not collect specific amounts of funding but instead started with identifying funding sources for youth programming among 18 of the city's largest youth-serving organizations and agencies. The project sought to identify limitations or restrictions of the identified funding. When possible, researchers gathered approximate numbers and basic demographics of individuals the

“Opportunity youth are young people who are between the ages of 16 to 24 years old and are disconnected from school and work. This developmental time period, also referred to as emerging adulthood, has great potential for individual growth through exploring independence and life opportunities. It is a critical window of opportunity for youth and young adults to gain an education and/or training that would “...provide the foundation for their occupational trajectories during the rest of their adulthood.” This can include developing knowledge, skills, and character traits that are important for opportunity youth’s career pathway development.”

-<https://youth.gov/youth-topics/opportunity-youth>

funding serves. Research participants also provided brief descriptions of the program components and outcomes associated with each funding stream.

This report presents themes and experiences of a small group of key organizational partners on how programming for young persons aged 16-24 years old is funded in Louisville. We sought to learn and share perspectives and analyses about funding resources, availability, priority for youth, and accessibility to organizations of all sizes. This report aims to start a community conversation for funders, decision-makers, organizations, and youth. Louisville's leaders can unite with and behind youth experiences to inform high-quality services that create an impact for Louisville's young people, the community, and the city as a whole. This report is not an "end-product" per se but the beginning of a conversation and process. There is so much opportunity to expand on the work as the findings are not exhaustive in scope or scale. The intention is that this is the first of a regularly reported type of process.

The steering committee identified and invited 20 organizations in the Louisville area that provide services or programs for young people ages 16-24 years old who are not in school and not working in the formal economy (also referred to here as "Opportunity Youth"). These organizations were identified as those that provide the majority of youth programming, services, and referrals to Opportunity Youth in Louisville. Of those invited, 18 organizations participated. The 18 organizations reported hosting 31 programs that serve individuals and families in our community, including programs for young people ages 16-24 years old¹. Of the 31 programs, participants shared data for 22 programs that serve young people ages 16-24 years old, including (See Figure 1).:

¹ Organizations were invited to identify their top three (3) programs serving young people ages 16-24 years old, including young persons not in school and not formally working. One organization gave information on one program that provides services to the two different age groups (youth ages 18-24, and youth under 18 years old) as separate projects and through different funding sources, thus it is counted as two programs for this research. Organizations were not restricted to their inputs, and some included programs open to all ages or without age limitations, such as community kitchens and food programs, programs for families with children, and public health programs.

Figure 1

Names of Programs Studied

Aftercare	Community-Based Residential Treatment	Family Education	GED Prep and ESL Classes	Homeless Prevention & Diversion	Ignite (Justice-Involved Youth)
Louisville Youth Network	Kentuckiana Builds	Network for Youth Development and Community Building	Pathways Home (Rapid Rehousing)	Pre-Independent Living Program	Project Ready
Renewal	Restorative Justice Louisville	Single Point of Entry	Street Outreach	Summerworks	Urban Conservation Corps
	Young Adult Project	YouthBuild Training Program	Youth Homelessness Demonstration Project	Youth Career Center	

About the Process

The project had several phases:



McNary Group worked with the members of CSYA to identify and convene a small steering committee. The group leveraged their expertise to inform, develop and implement the fiscal and resource mapping research by connecting with young people and other stakeholders, gathering information, and being key informants. Guided by the steering committee and informed by local and national resources, the project started by setting the scope, goals, participants, and other parameters for this fiscal mapping project. The steering committee oversaw the project’s integrity.

McNary Group developed and led the process for data identification, collection, and sharing. The process included both quantitative and qualitative data points and featured different data sources. See the appendix for a copy of the tool. Key topics addressed:

- Who are the agencies providing programming/services for youth and which services do they provide?
- What services, funding, or agencies have changed over time?
- How are programs funded?
- What are the trends?
- What are the gaps?

The steering committee was responsible for assisting with the following tasks:



Assist in outreach to anchor organizations



Review the data collection tool and make any necessary adjustments



Review of similar projects and tools



Give input on draft data collection tool



Pilot data tool and offer feedback to the data tool



Assist in processing preliminary data

We conducted one-hour, one-to-one interview-style virtual conversations with each organization to collect input to the data tool. The research team also offered organizations the opportunity to fill the tool out before the call and to finalize the tool after the call. Additional follow-up with organizations requested sharing financial information, including 990s, annual reports, and anything else they would like to share. This was a voluntary process. McNary Group reviewed the data collected and shared highlights with the steering committee for feedback and discussion on the preliminary thematic highlights.

Findings

Highlights of main findings:

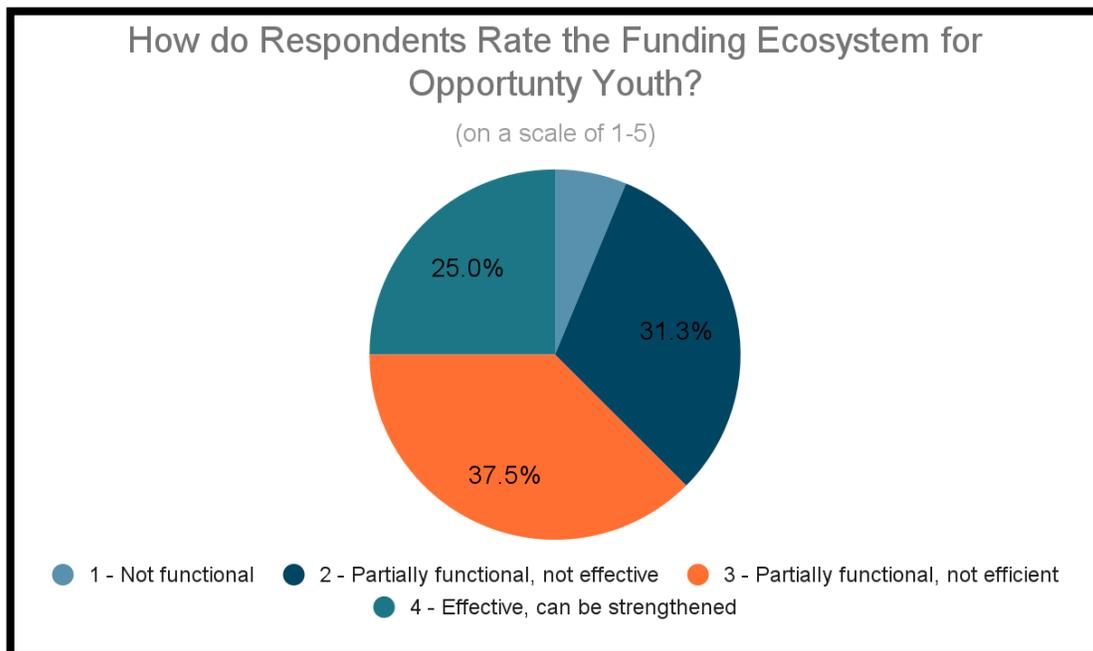
- The Louisville funding ecosystem was ranked low overall.
- Louisville organizations' top programs for youth may not be tailored to meet the needs exclusively of young people ages 16-24.
- Education and employment training were the most common types of programs identified for young people 18-24.
- There were fewer programs overall for youth 16-17, but the types of services were more equally distributed.
- More than half (59%) of all programs included in this sample depend on federal funding to deliver youth programming in Louisville.
- Funders need to invest in local, long-term, and systemic change as prevention, not just a transactional approach to funding.
- Youth participation is needed at all levels in funding decision-making.

Rating the Funding Ecosystem

Participating Louisville organizations, on the whole, rated Louisville’s funding ecosystem for opportunity youth low. This ecosystem includes federal, state, and city funding, national and local philanthropic giving, donor dollars, and other revenue sources.

On a scale of 1 to 5, with 1 representing not functioning (not effective and not efficient) and five representing fully functioning (effective and efficient), the mode score was 3: partially effective and somewhat efficient. (See Figure 2). However, the mean score of 2.8 reflected that more organizations described the Louisville funding ecosystem for opportunity youth as only partially functional and not efficient. This lower rating of the Louisville funding ecosystem is interesting given that the participants expressed witnessing an increase in funding overall.

Figure 2



The findings in this report present a challenge to Louisville to transform how civic and organizational leaders and funders come together with and for young people. This transformation is critical to collectively ensuring adequate and equitable investment in the health, safety, and inclusion of some of our most vulnerable citizens. Louisville leaders identified what is needed most to co-create a highly effective functioning ecosystem for Louisville youth. (See Figure 3).

Figure 3

Characteristics Needed for Fully Functioning System



“We need to use the basic principle of ‘Not about us, without us.’ No decisions around funding should be made without leadership and feedback from the communities being targeted for services.”

Note: Italicized text throughout the report are quotes from the key informants.

“If we had a fully functioning ecosystem for young adults, the narrative would be more asset-framed than deficit-framed. Right now, there's a competition, and we believe the worst stories get the most funding. That narrative has an impact on the populations and communities we serve, and it also stifles the possibilities that we have for that population.”

“If we're talking about a system that works for youth, then every sector must be invested in this: private, corporate, citizens, government, educational systems, philanthropy, employers, etc. It should be part of the budget. Philanthropy funds one-off, but you need a sustained budget, and that's where government budgets and corporate organizations come in.”

“If we had a fully functional ecosystem, thinking on the side of the providers as well as resource-seekers, it would be much more collaborative. When we talk about silos, we think about getting my piece of the pie - even for those who try to do the work by themselves, they are trying to maintain their legitimacy. Through collaboration, we could actually inspire more innovation - and achieve better results for young people.”

“A fully funded ecosystem would be more navigable by young people, rather than by word of mouth.”

“I have seen more interest in both grantmakers and philanthropists to serve youth which gives me hope, but it's still very disjointed and unfocused. There remains fairly deep

distrust between funders, service providers, and prospective service users to come up with collaborative solutions. I think grantmakers are still looking for magic bullets to solve problems, and we (service providers) keep building short-term solutions masked as long-term solutions to get funding. Funding needs to be longer-term in nature (3-5 years), and funders must understand the uphill battle we are facing to undo the insane amount of community/historic/generational trauma that we have perpetuated for decades or centuries, frankly.”

“A functioning ecosystem would use one data system for funders and across streams. This would reduce the time and energy spent on paperwork and allow that time and energy to be directed to service delivery. For example, with UniteUs, the idea was to introduce a new way to do something, but it requires additional time. Instead, we now have three different data systems we have to keep updated.”

Population Served

At the start of the project, it seemed there was great concern about the conversation getting stuck in the cycle of comparing which organizations received funding - or, more importantly, which organizations did not receive funding. As the steering committee and the research team developed the fiscal mapping tool, there was an intention to understand the funding landscape of services for opportunity youth. We quickly discovered that respondents were also very focused on the lack of funding available for young people themselves, along with the resources needed for the immediate, urgent, and systemic needs of Louisville youth.

“When we talk about outcomes, the measures in which we measure success are on the backs of the kids, and it really shouldn’t be.”

“There has to be an understanding that ‘opportunity or disconnected youth’ - that is not their only identity. You cannot invest in this population without understanding who they are fully. A lot of times, we try to do problem-prevention work: ‘opportunity or disconnected’ is still a deficit lens. Opportunity is really positive sounding, but it’s a label from a deficit lens. Opportunity for who?”

“Louisville organizations cannot be expected to take on more work to serve harder to reach youth with the same or existing funds.”

Of the twenty-two (22) programs discussed in this project:

13 programs reported serving young people ages 16 and 17 years old (59%)

20 programs (or 91%) reported serving young people ages 18-24 years old or ages 18 and up

Nine (or 41%) provided services only for persons age 18 and older

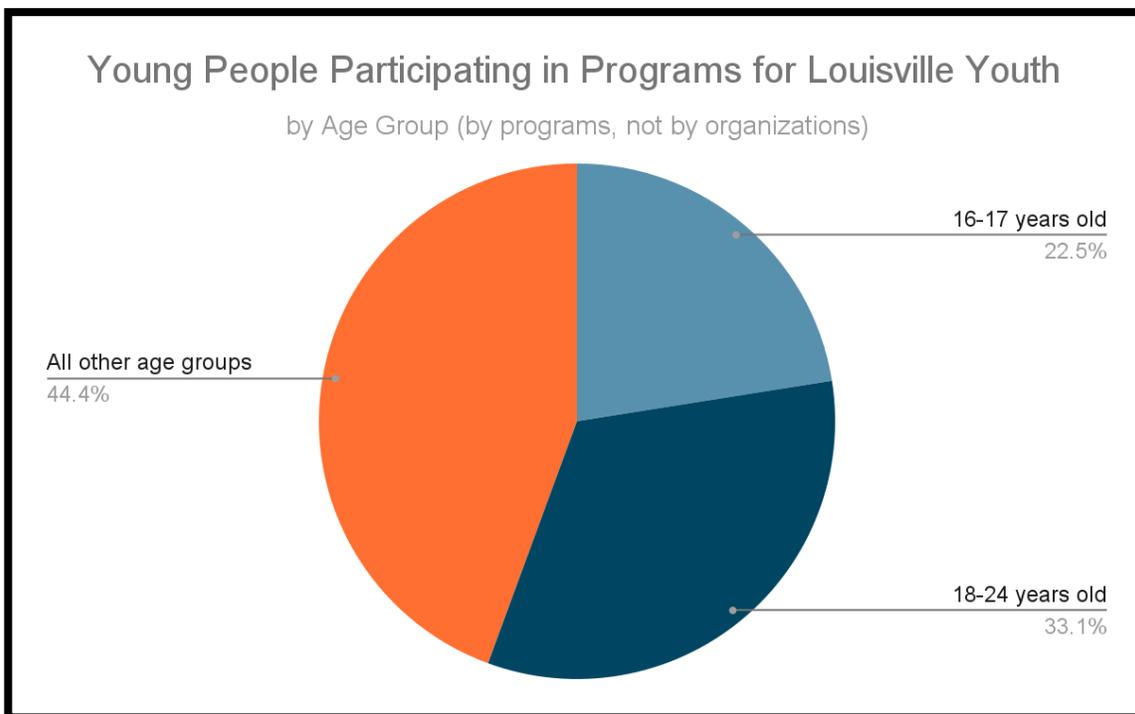
Three programs identified more than 50% of participants ages 16 and 17

This reflects the disconnect between programs and services designed for adults ages 18 and older and those for children under the age of 18 and the need to ensure a continuum of care of services throughout the life cycle. In the interviews, some organizations identified the need to ensure that there is a culture and an infrastructure to support the engagement of young people as they transition from childhood and adulthood.

Perhaps the most surprising finding is that when many Louisville organizations were asked to self-identify their top three programs for young people, they mentioned programming that

does not exclusively serve young people ages 16-24. (See Figure 4).² For example, programs that offer emergency shelter and housing, employment assistance, or other services may be open to all persons ages 18 and older. It could be a missed opportunity to engage opportunity youth if programs, services, and outreach are not tailored to meet their unique needs. This represents a significant need in the Louisville community to offer more programming that specifically engages with and is designed by young persons aged 16-24 years old.

Figure 4



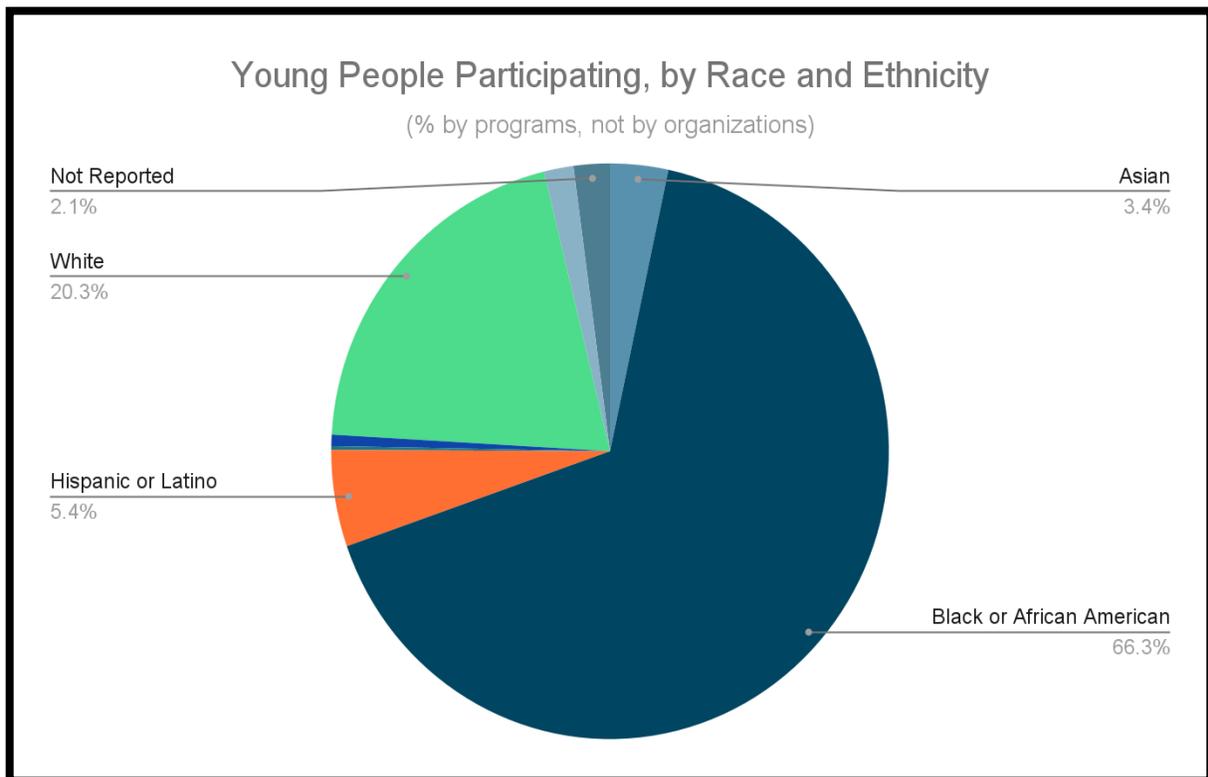
“We need to create more opportunities for young people to have agency in having their needs met. Agency means that they are not limited to only or two organizations; they have options. Opportunity youth - not in school and not working; young people have full, happy, and healthy lives, not as numbers, not as jobs, and not as schools; we have to view them not as a deficit. Otherwise, we are allowing capitalism to define how we do youth development.”

Participating organizations cited that their programs focused on all populations, with the majority serving Black youth and young adults. When program participant data was disaggregated by race and ethnicity, the data included approximately 66% Black or African American, 20% White, 5% Hispanic or Latino/a, 3% Asian, 2% unknown, and about 2% not reported in the survey. (See Figure 5). To be clear, data on youth participation in programming disaggregated by race and ethnicity must be viewed in the context of structural racism. It is not that anyone population of young people is in more need of services or programs because of

² This chart reflects the aggregated estimates of 20 of the 22 programs; two programs did not report age data.

their race or ethnicity, but instead, it is the systemic discrimination of some groups of children and young people based on their race or ethnicity (or perceived race or ethnicity) that contributes to greater vulnerability experienced by some young people. This can also be applied to addressing other risk factors for social exclusion, including gender and gender identity, sexual orientation, (dis)ability, immigration status, English proficiency, or experience in the foster care system. The demographics of youth participants echo how important it is to ensure programming is designed and led by leaders representing participants and their communities. (Please see the thematic section on equity below for further reflections.)

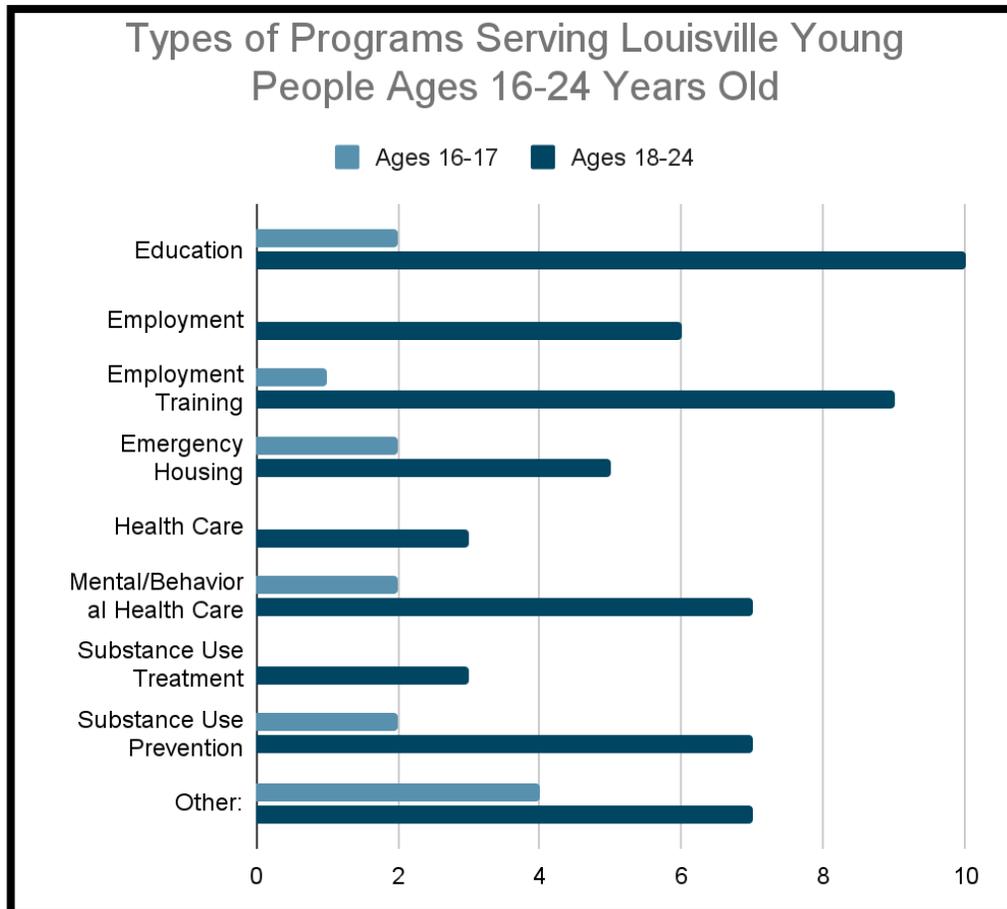
Figure 5



Types of Programs

Participants selected the type of program from a list of provided categories, and education and employment training were the most common for young people 18-24. There were fewer programs overall for youth 16-17, but the types of services were more equally distributed. (See Figure 6).

Figure 6



Other services included: criminal justice alternatives, street outreach, navigation through barriers/ connecting with available resources, childcare, transportation, and food. Some programs had criteria that would have excluded some opportunity youth (including unintentionally): parenting, parent or legal guardian consent, age (e.g., ages 18-21), work eligibility in the United States (and ability to provide proof), state-issued ID, GED or diploma, and select service registration.

Identified Needs

Housing and Transportation: Many cited a severe lack of affordable housing in Louisville as a significant barrier, especially for young people. Several interviews directly pointed to the need for safe, affordable, and emergency housing services for young people ages 18-24. They noted the lack of shelter/housing options for children under 18 years old. There is also a need for more emergency shelters that are safe for young people. Federal funding changes also impact local capacity to provide housing; as one organization shared regarding a federal Housing and Urban Development rapid rehousing grant, *“In the past, the community lost 33 slots.”*

Transportation also came up as an issue, but not in the usual method of providing TARC vouchers. When a city has an inefficient public transportation system, a free TARC ticket does not support the ongoing needs of young people to access services, food or meet their needs within or outside of their community.

“We need big funders, local funders to help address local long-term affordable housing.”

“We need more housing - it is the biggest thing. We still have 60 homeless young adults that we have connections to. Housing is the great starting point. Has anyone figured this out? [We have] YHDP (Youth Homeless Demonstration Program), [which is] - a lot of work, there is a round three of funding - hopefully, HUD will stay committed. We need more COC grants for young adults - we lost 30 vouchers of housing for young adults - there is only so much funding each year.”

Sector Workforce: There is a need for trauma-informed, adequately paid caseworkers, social workers, public health workers, mental health counselors, community leaders, faith leaders, mentors, educators, and employers. This critical resource is essential across the sectors as it is arguably the most important component needed to reach a young person who is disconnected from school or formal employment. These critical “staff” provide one-to-one outreach and a warm connection to the services a young person chooses. This is about more than human resources, but for funders, it is about being willing to invest in staff positions to deliver the programs and services that can reach young people where they are and maintain a consistent relationship over a period of time. When an organization loses funding for a staff position, the risk is that the relationships will go with that person. Funding levels also impact the compensation of frontline workers and direct care providers. Working to compensate workers for their professional services, with a living wage to retain quality staff, and benefits to cover the often mental, emotional, and physical health risks that can come when working in the high-stress condition is needed. For example, in just one program, 370 Louisville youth were identified as eligible for education services and contacted by letter; 50 were then connected to staff members, with 20 reconnected to an educational pathway. It takes intentional, sustained outreach to engage disconnected youth and ideally requires people to employ a wide variety of approaches to best meet young people where they are.

“At the organizational level, fully funded means that organizations have enough for fully trained staff with capacity for low ratios for serving youth; and that unrestricted funds are available for meeting the needs of youth and their families. For the sustainability of the organizations, as we think about how right now, many people are doing what they can, but if they had enough money, a lot of their programming would change and move their models from problem-solving to support the development of and changing how we work. Instead of needing a sustainability plan, we would be planning for sustainable change.”

“We would have more funding for human resources. If you are going to reach this population, you have to have people. And often that’s one of the most expensive to fund - social workers, front line workers, canvassers or others to do this work.”

“We lost funding that supported one of our most important positions that work directly with young adults to prepare them for transitioning out of state’s care.”

Safety: Public safety has been a topic of need in Louisville, which has fueled a shift in directing funding for youth services, and in particular for opportunity youth. While this is positive, it was noted by many that funding programs for young people without engaging young people in deciding funding for programming for young people might not have a long-term impact on public safety. Instead, several leaders pointed to the need for young people to feel valued and to feel that they belong. It is through the meaningful participation of young people that we can co-create a more inclusive society that respects and values each other’s safety and wellbeing.

“One thing we are seeing is that as the country continues to wrestle with racism and with police brutality and our response to police brutality and accountability to the institutions at the forefront, there is possibly a greater will to examine root causes. We are starting to peel back the layers -- we are starting to ask questions such as: why are police overrepresented in Black communities if the crime rates are relatively equal across Black, Brown and White communities; why are the educational outcomes different-- it seems there are actual funding sources now to start to address those root causes.”

Cash for Daily Living: Many of the urgent, daily-life needs of disconnected youth are not covered under many funding sources, and they require greater flexibility to meet young people’s needs as they define them. This includes everyday necessities such as a cell phone, the ability to access the internet safely, access to transportation (beyond TARC passes), a backpack or suitcase to carry belongings, and, especially for young persons experiencing homelessness - access to emergency housing, hotel or rental assistance. Just as organizations need unrestricted funding to ensure the flexibility of meeting clients, youth also need resources to allow them to deal with unexpected needs. An effective solution that is sometimes prevented by funders is cash transfers. Cash transfer programs honor that a young person knows what is most needed in his/her/their situation. With funders and sometimes with organizations, the challenge is more about trust and beliefs about the worthiness of a person in crisis or living in poverty and their ability to make decisions and or their right to have choices.

“Young people need access to direct cash transfers. There are so many things that are not funded, like cell phones, backpacks, or suitcases or providing emergency hotel stays. Cash transfers are about trusting people, including young people, to know their situation best”.

” Traditionally, in social services, government regulations tend to not allow for direct cash. This is part of a larger mindset of asking ‘are you worthy of receiving cash? / worthy poor concept’. Direct cash empowers the client to use the funds however they choose and honors their ability to determine what is best for them in their circumstances. This is about trusting persons experiencing poverty to make their own decisions. On a mission to plug in ‘Direct cash transfers’ to as many conversations as possible. Federal regulations and city funds may not allow for this, but this is where private funding or unrestricted funding really comes into play and is important for self-determination. This is why it's so important to have funding sources from all levels: federal, state, city, and private sources.”

“People in poverty are typically pretty savvy budgeters, so forcing someone to take a financial literacy class because they lost their job due to the pandemic, not because of poor budgeting skills...why are we requiring tenants to take this class to access housing and not requiring the landlords to take this class.”

Systemic Change vs. Transaction Solutions

Louisville organizations critiqued the nature of most funding streams, which they identified as overly focused on transactional solutions that can be easily quantified and reported ideally in a 12-month project cycle. While many expressed the growing need for providing more persons with critical services (such as shelter, food, etc.), they were also eager to point to the need for funding to help them adapt as organizations and better contribute to the systemic challenges in Louisville. These challenges include structural racism, generational poverty, social exclusion, and complex trauma. Further, the responsibility for keeping young people safe and engaged in school is not on vulnerable groups of children and youth, nor on the organizations that provide programming; the responsibility is with society. There must be accountability for ensuring equity and inclusion across systems (whether foster care, juvenile justice, education, health, or public safety).

“Prevention is the key, and sometimes funders do not want to fund prevention because they do not see the immediate impact. Funders really need to look at prevention services and really understand trauma-informed care. Whether this is local or state funding, employers, etc., [we need to be] deeply aware of the complex trauma of disconnected youth who have been exposed to different forms of trauma, including racial trauma. We need funders to philosophically understand so that we can put programs into place to treat and heal trauma. If you have a disconnected youth that has been traumatized, it is really hard to keep them engaged in a job or in school.”

"We would have a highly interconnected continuum of care for young people at all ages and stages. Organizations could work seamlessly to refer individuals to other services, and we would be able to track impact through shared data including short/mid/long-range success metrics."

"You have youth that may not meet the criteria of a specific group [for example, LGBTQ youth] or does not score high enough for a housing voucher, for example."

"Funding not focused on addressing barriers to young adults, focused on placement first (past) -- need to address barriers for young adults; we need programs to focus on (the long-term needs) instead of short term solutions of placement."

"A lot of people generally do not understand the experience of 16-24-year-olds not in school and not working. What happened that led to the disengagement? What are the barriers that keep them from engagement in school or work? What does it look like to get them back to that place where they're engaged in school and work and working toward their future. It's been tough watching all of the shootings and violence that impacts that demographic. I think the community sees that; they see young people engaging in crime, and they make judgments about that. Like so many things, we should be taking a harder look at ourselves if we are concerned about the community. What happened to them? Look from a compassionate and empathetic lens. If you want to help young people get a GED and get back on track, what does that take? "

Funding Sources

Discussions with Louisville organizations leads the conversation to ask how local nonprofits and funders can come together to utilize funds for systemic change? How can funding be invested in long-term solutions, address systemic inequities, and thereby contribute to preventative measures to keep young people from becoming disconnected in the first place? How to do this while also providing immediate support needed by young people in Louisville who are already experiencing homelessness or housing insecurity, disengaged from school, and/or unemployed?

“I would argue that much of the resources for this are already there, and the shift is more in a philosophy of thinking for individuals, educators, employers, health care providers, community leaders. the shift would include welcoming young people in the door, both literally and figuratively, and fostering an environment where they want to stay.”

Louisville nonprofits were asked to describe the “funding buckets” of the current fiscal landscape. These included the federal government, state government, local government, national foundations, local foundations, and other sources, such as individual donors. National and local foundations may include private philanthropies, corporate foundations, and family foundations. The qualitative inputs through the key informant interviews were compiled and analyzed, alongside publicly available information, including organizations' annual reports and 990s, to share an overall picture of resource availability, opportunities, and challenges.

During the fiscal mapping project, the wider Louisville community engaged in conversations on how to invest public funding, including new federal funding as part of the CARES Act. In July 2021, Louisville Metro Council held the first of three public sessions to include public input on the allocations and use of the \$340 million of American Rescue Plan (ARPA) funding (Barton, 2021). A designated portion of \$32.5 million will fund vaccination outreach, economic recovery, tourism, and increased policing (Barton, 2021). There is a need for organizations and funders -- from public to private philanthropies and corporations -- to shift their approach to take care of the immediate needs in our communities while also addressing the root causes as prevention.

The proposed Louisville Metro budget for [Fiscal Year 2022](#) included a few highlights of how the American Rescue Plan would be invested in public safety and employment. In the [executive summary](#) opening letter, the Mayor presents the budget priorities as responses to structural racism and the COVID19 pandemic (Louisville Metro Government, 2021). One of the highlights is the \$2 million for the Office of Youth Development; other funding priorities included violence intervention and prevention programming, improving relationships between communities and law enforcement, and a new Office of Inspector General and Citizen Review Board (Elahi, 2021). Participants noted that while interest in public safety, for example, may have motivated increased investment in prevention efforts, including youth engagement, this does not address the systemic issues identified by participants above.

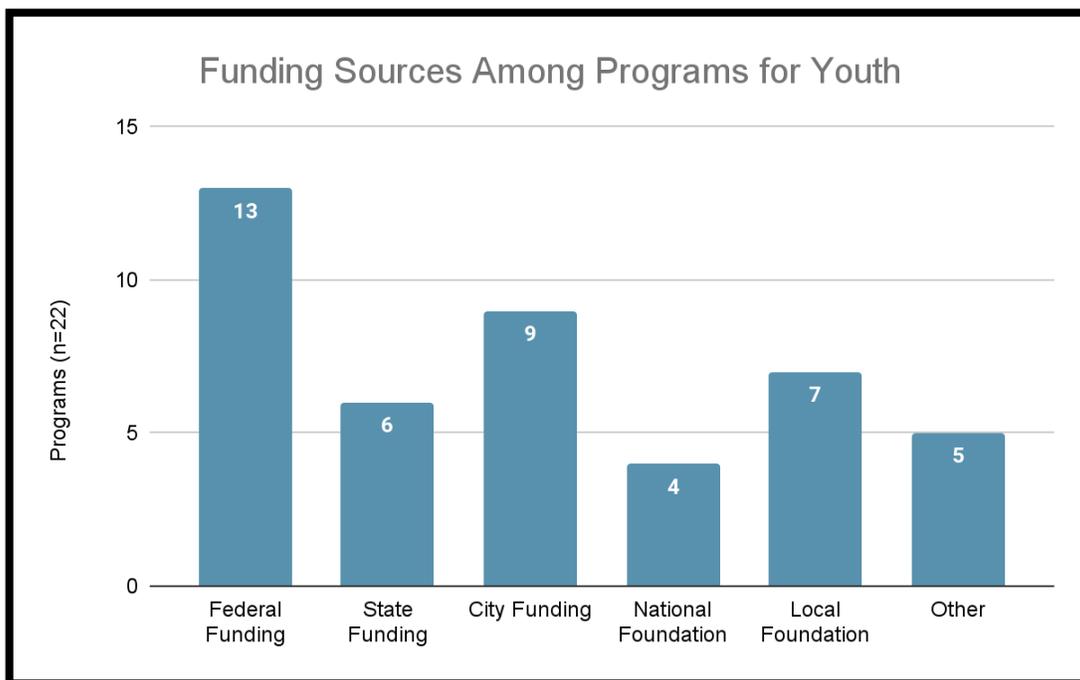
In addition, two Louisville nonprofits that were not interviewed as part of this project recently received their largest funding sources to date:

- A \$3 million investment in Evolve502 for education programming for high school graduates experiencing poverty (part of its \$14.85 million raised so far) (Kwangwari, 2021)(Clark, 2021).
- A large reparation donation was made to Change Today Change Tomorrow, which will be invested in their community support and outreach (Chappel, 2021).

Some organizations shared information on more than one program, and many programs receive funding from more than one source. See Figure 7 for the number of programs that accessed each type of funding source. Among the 22 programs:

- 13 received federal funding
- 6 received state funding
- 9 received city funding
- 4 received national foundation funding
- 7 received local foundation funding
- 5 received other sources of funding (including contributions from donors or other sources)

Figure 7



It is important to reflect on how many programs are accessing which buckets of funding and how each funding source contributes to the overall budgets of programs serving young people ages 16-24 years old. For example, more than half (59%) of all programs included in this sample depend on federal funding to deliver youth programming in Louisville. Federal funding

supports half or more (50% or more) of programs, budgeting for 41% of the programs sampled in this project. Among them includes some juvenile and criminal justice programs, emergency shelter and housing programs, and education programs.

The **federal funding sources** reported in the research include:

- CARES Act Provider Relief Fund (HHS)
- US Department of Housing and Urban Development (HUD), including Continuum of Care (COC), Transition Housing for Young Adults (THYA), Emergency Solutions Grants program (ESG) Case Management, Youth Action Board; and Youth Homelessness Demonstration Program (YHDP), and Rapid Re-housing
- US Department of Labor
- Victim of Crime Act (VOCA)
- Workforce Innovation and Opportunity Act (WIOA)
- Title II (Adult Education and Family Literacy Act - AEFLA) (distributed through the Kentucky Education Workforce Development Cabinet)

Some other potential federal sources for opportunity youth include: (Thompson, K. 2017).

- **K12 Education:** Individuals with Disabilities Education Act; Elementary and Secondary Act Titles 1-6; supplement; Carl D. Perkins Vocational and Technical Education Act Postsecondary Education: Pell – grants for tuition and books; Work-Study – employment ‘sponsored’ by the institution; Adult Education and Family Literacy (ESL/ABE); Loans (Perkins / Stafford)– can be used for academic or living expenses; must be repaid; and TRIO – navigation/case management supports
- **Workforce:** Workforce Innovation and Opportunity Act (WIOA); U.S. Department of Labor youth offender reentry program; U.S. Department of Labor; Titles 1, 2, 4, & 5; and Apprenticeship Programs
- **Other Funding Areas:** HHS: Temporary Aid for Needy Families (TANF) – job training, education, childcare, more; Agriculture: SNAP Education and Training (SNAP E&T) – job training, education; HHS: John H. Chafee Foster Care Youth Independence Program; and HUD: Public Housing; Section 8
- **Opportunity Youth-Specific Federally Funded Programs:** Labor: Reentry Employment Opportunities; JobCorps and YouthBuild; CNCS: State/National and National Civilian; Community Corps; and Defense: National Guard ChalleNGe

“Louisville has been able to leverage more federal grants in this space, which is great, but unfortunately, I am not convinced that it has led to more local impact because we still operate in silos.”

State of Kentucky funding sources cited by key informants in this project includes Kentucky Department for Community Based Services (DCBS); Kentucky Department of Education (KDE); Kentucky Education and Workforce Development Cabinet; Economic Independence grant - State of Kentucky; Kentucky Health and Family Services, Kentucky Medicaid; and the Kentucky State Service Commission.

Some other potential state sources for opportunity youth include: (Thompson, K. 2017).

- **K12 Education:** ‘Basic Education’ / ADA funding formula (K12 District core funding); Dual enrollment (college credit while a high school student); and Career and Technical Education
- **Postsecondary Education:** State need-based grants
- **Workforce:** State support for disabled workers
- **Other Funding Areas:** Where available: Foster Care supports extending past age 18

“I still haven’t seen any state funding that specifically helps homeless youth (i.e., the state could put money into housing vouchers for youth).”

“State budget does not have funding specifically allocated for homeless services - this is different from other states and is a huge opportunity for Kentucky who only relies on federal services.”

“There needs to be more billable services that Medicaid will allow for agencies like ours to bill for services that are based in prevention.”

City-level funding sources cited by key informants in this project include Community Development & Block Grant (CDBG); External Agency Fund (EAF); Jefferson County Public Schools (JCPS); Kentuckiana Works; Louisville Metro Government, Metro General Fund; and Office of Safe and Healthy Neighborhoods (OSHN).

Local foundations currently support about 4% of the programs surveyed that serve young people ages 16-24. This could be an opportunity to engage local and corporate funders. The local funders named in the research include the Jewish Heritage Fund for Excellence; the Junior League of Louisville; the Kentucky Bar Foundation; Kentucky Colonels, Longest Foundation; Louisville Bar Foundation; and LG&E.

“Landscape of funders in Louisville has been really small - there can be a disconnect between funders, fundraisers/grant writers (within larger organizations), and frontline staff or persons directly serving young people.”

National funders included Annie E. Casey Foundation; Brown-Forman; Clark Family; Humana; National Center for Families Learning; New York Life; Starbucks Foundation; UPS Foundation; and The Upswing Fund.

Other funding streams listed included general funds, unrestricted fundraising, and individual donors.

“We have received a lot of supplemental funding for our housing program throughout the pandemic.”

“Most of the nonprofits that are doing this work are competing for funding. It's the competition with one another to provide services that creates additional barriers for young people.”

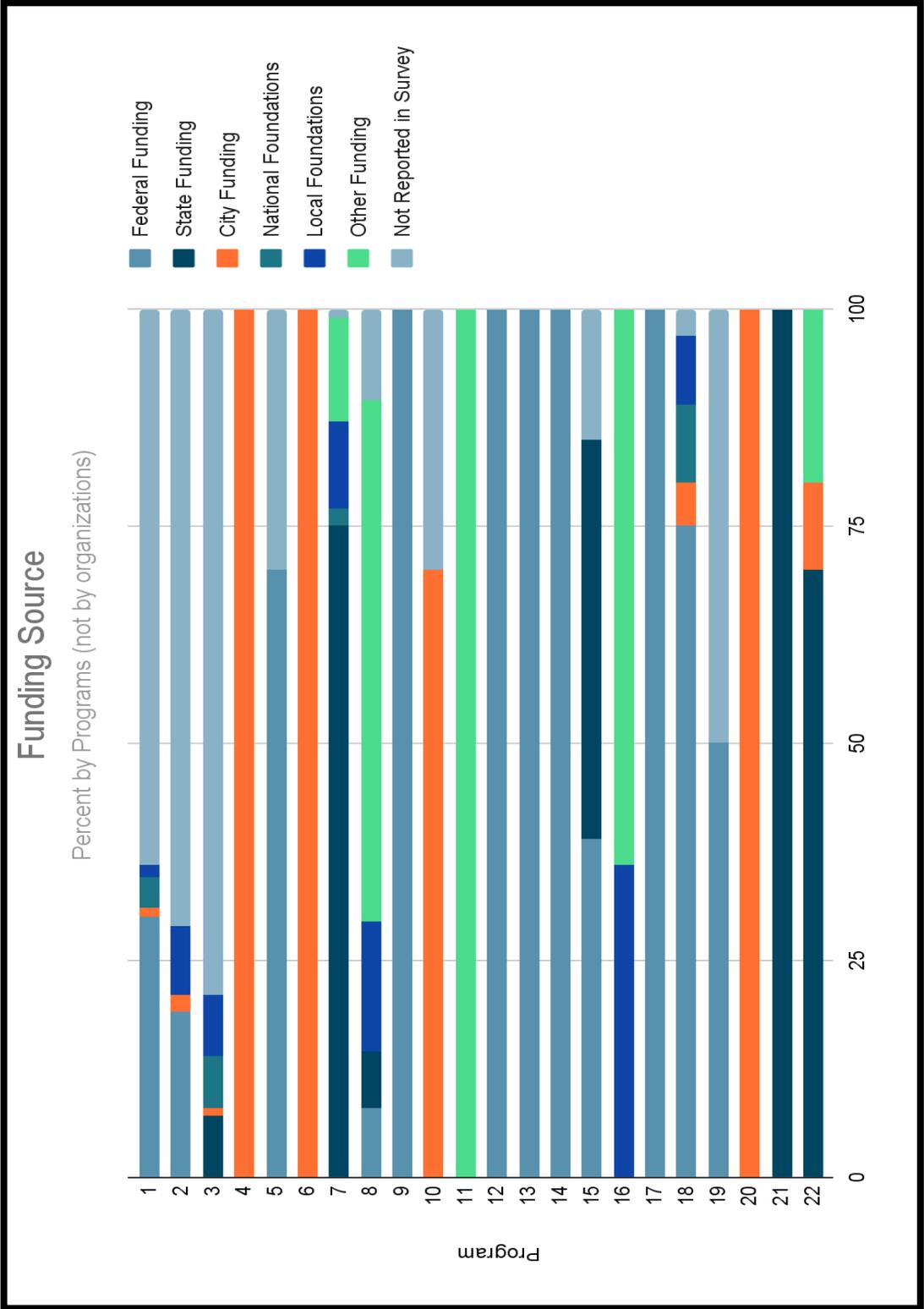
“[There’s] Not much money from the state; some local grant funding for a safe exchange program, and a multi-systemic therapy program. This is a local government-led effort. This is pretty standard for this population. Federal funding is not accessible for youth programming....more generic and captures the overall population and not necessarily young adults.”

We reviewed the latest available annual reports from eight of the organizations involved in the project. Information on the annual reports was supplemental to the interview and thus includes details about the entire organization and not just the “opportunity youth programming.” These include donors of all levels. (See Figure 8). Much more analysis could be done on this impressive list, but we just report the categories and the numbers listed for this baseline report.

Figure 8

Annual Report Analysis Funding Sources for Organizations (N=8)	
Foundations	Approx. 146
Governmental Sources	Approx. 20
Financial Institutions	Approx. 40
Health Institutions	Approx. 20
Religious Institutions	Approx. 40
Higher Education	Approx. 5
Community / Non-Profit Groups	Approx. 68
Businesses	Approx. 375

Figure 9



One or two funding categories may heavily determine the ongoing breadth and sustainability of Louisville programs for youth. Federal and city funding are primary funding sources for programs for Louisville young people ages 16-24 years old. Of the 22 programs data surveyed:

- Seven programs were all or primarily funded by federal funding (five programs were 100% federally funded; two were 70% or more federally funded)
- Two programs were all or primarily funded by state funding (one at 70% and one at 100%)
- Four were all or funded mainly by city funding (one at 70% and three at 100%)
- None interviewed indicated their program(s) for youth were more than 50% funded by foundations

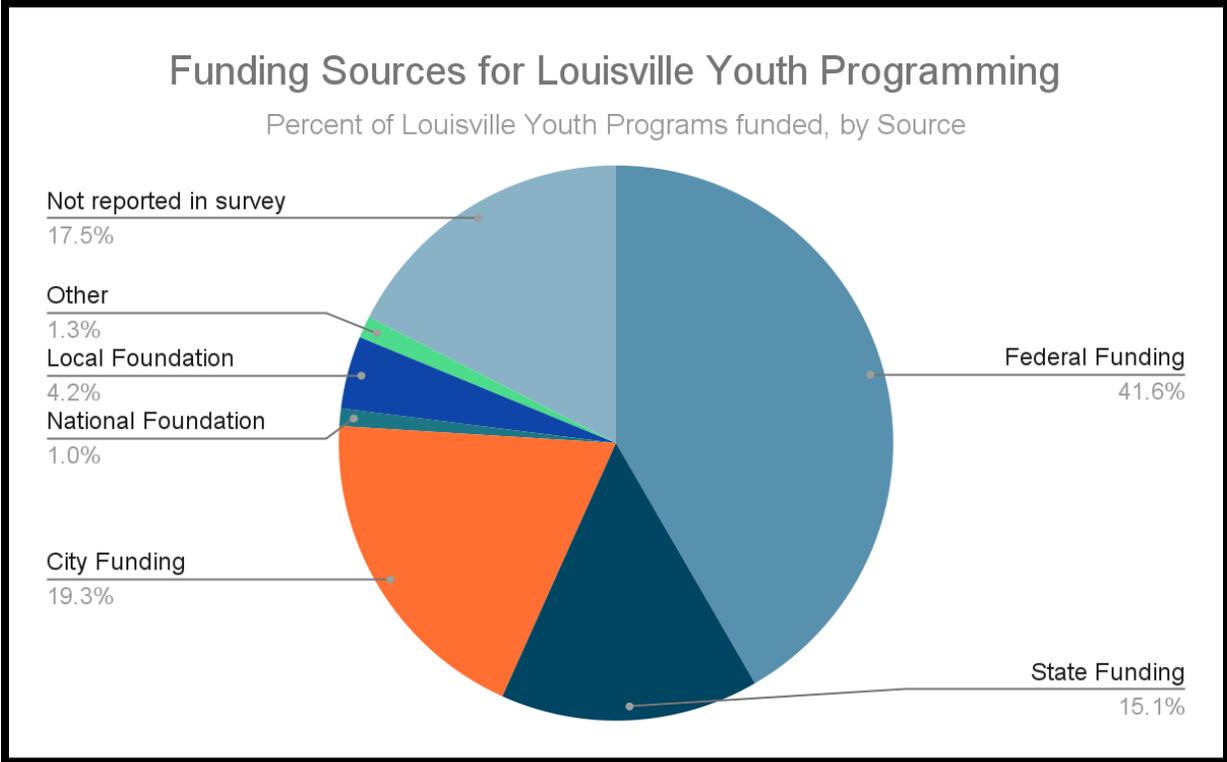
One way to consider the impact of each funding source on local programming for young people is to look at the overall percent of program budgets by funding source. The pie chart below (Figure 10) adds up the funding sources across the 22 programs to see how big a slice of the overall fiscal pie each source represents.³ Across the sampled organizations, federal funding may be estimated as contributing to about 40% of the overall budgeting for Louisville youth. The next most significant contributions are city (19%) and state (15%) funding sources.

There is, however, a missing piece of the funding profile across organizations: approximately 17% of funding was not included in program profiles. This gap is possibly due to the voluntary participation in the data collection process, limitations of participants' time to complete the data profile, and/or errors in the approximate estimates provided. However, this gap may also reflect the need for building trust across the sector to discuss the funding ecosystem and increase transparency among organizations openly.

One interesting contrast to note: while 32% of programs access funding from local foundations, among this sample, local foundations are only contributing to about 4% of the overall funding ecosystem for programming for local youth. The impact of national foundations in this sample is even smaller (1%). If the 22 programs sampled are found to be representative among more program budgets for youth, this represents a significant opportunity for Louisville donors, philanthropists, and corporate foundations to step up and invest in youth. (See Figure 10).

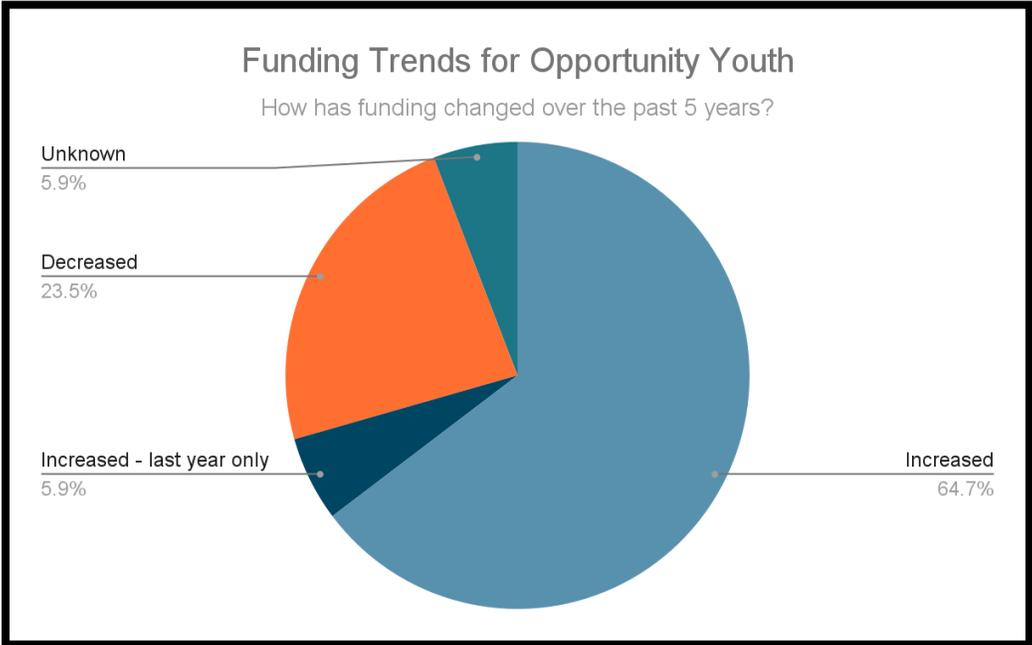
³ The percentages shared in this chart represent estimates. The data collected from participating organizations through the fiscal mapping tool was voluntary, and largely depended on time available to participate and not necessarily an indication of lack of interest to share information. However, some organizations did not complete the funding source profiles for each program (Section 4), and not all funding source inputs to the fiscal mapping data collection tool added up to 100%. The data category “not reported in the survey” or “not reported” indicates gaps in the data profiles and can be an opportunity for future conversations among organizations and partners.

Figure 10



Many reported a perception of an increase in the funding trends in federal and city funding for young people ages 16-24. (See Figure 11).

Figure 11



“About ten years ago, we saw a lot of programs shutting down, such as NC3. These were mostly smaller organizations that were doing great work and were an important part of the ecosystem. Organizations that knew how to go for more corporate funding were able to survive. Around 2018, those funding streams started to dry up, and there was less general funding available and more restricted funding starting to happen. Donors wanted funds to go to very specific causes they selected. This type of donor-driven programming hinders the process of the intersectionality of good work happening in Louisville. Now, with COVID and with a mass economic downturn and businesses shuttered, the political winds are shifting, and Louisville may be positioned to receive a massive windfall of funding.”

COVID-19 and Funding

Recent surveys show that the COVID-19 pandemic reduced earned revenue and staff numbers across sectors. Many nonprofits had to adapt or change how they deliver services and may have experienced a negative impact on their programming and service delivery goals.

The COVID-19 pandemic exacerbated vulnerabilities faced by young people, including increases in poverty, loss of housing, food insecurity, increased isolation, increased domestic violence, and school closures. As reported in the *Journal for Medical Pediatrics Network*, “The COVID-19 pandemic not only exposed inequities, it exacerbated them” (Todres & Diaz, 2021). Social workers, caseworkers, mentors, and outreach staff had to limit in-person interactions with youth and communities.

At the same time, organizations had to quickly pivot to purchase protective equipment (or request through donations), add new safety protocols and procedures, and change their daily ways of working, including responding to an immediate need for food, medicine, and some utilities. Many organizations share that the Louisville community largely rose to the needs, donating PPE and other in-kind donations. Some organizations received specific federal and local funding to respond to the COVID19 pandemic.

The pandemic has highlighted the depth of inequity in our community; the influx of federal funding, therefore, must be invested in ways that address long-term and systemic change. The challenges and impacts of COVID-19 faced by young people transitioning into adulthood should also be considered, especially as eviction and utility moratoriums end. However, communities continue to be disproportionately impacted by financial instability due to multiple effects of the pandemic.

“In response to COVID and with the American Rescue Program funding - it takes a radical shift to fund what is our priority in this city. If we value young people, then we need a lot more funding specifically for young people.”

“We have received a lot of supplemental funding for our housing program throughout the pandemic.”

“We received a CARES Supplemental grant for approx. \$300,000.”

“With the Cares Act, there are so many more people with housing vouchers; this will help educate landlords and help change the perspective. The image of persons using housing vouchers must change to reflect young persons working, for example, and that their payments are reliable. (e.g., consider that landlords accepting vouchers, for example, incurred less risk and less loss during Covid because their vouchers continued to be received).”

"Private donors nationally have trended down due to tax law changes, and then the impact of COVID19."

"We were able to get funds for PPE; we did lose on the inability to do fundraising events, and we did not lose grant funding."

"From a private funding landscape, there was a huge funding influx at the beginning with individual donors and private foundations. And now the federal funding is coming in."

"The organizations with the most flexibility could ride in and give money where it was most needed, e.g., port-o-potties, hand sanitizer (purchased at the beginning and then received by donations), masks (n95), when to use, and how to give away."

"It's been a roller coaster, and now the federal funding that will help with persons affected by evictions. We may not know the full impacts or trends of the funding landscape for another year or two. Asking now, we honestly do not know just yet."

"It's great to have more money for rental assistance (COVID funds,) but it's not useful when there's not enough housing."

"If during COVID, we were able to mobilize large funds for PPE and to keep families afloat, why could we not mobilize funding for young adults to support and give them a sense of overall wellbeing."

Transparency and Accountability

Overcoming some of the fears, frustrations, and assumptions about the need to protect knowledge, information gatekeeping, and relationships regarding how to ensure funding for specific organizations or key projects was cited as a critical need. Lack of available information and transparency is about power and influence in the Louisville area - as many participants pointed out that the same organizations may receive funding from the same sources year after year. Smaller organizations may struggle to learn about funding opportunities, may lack the knowledge about how to access funding sources, and may not have the capacity to deliver competitive applications. As the funding buckets demonstrate, many organizations rely on public, federal, and local funding sources to provide programming for opportunity youth; therefore, information about publicly available funding sources should be publicly available and easy to access. This project aims to start to further democratize funding and the conversation about funding in the city. As equity continues to be discussed and implemented, the discussion must include an honest assessment of the decolonization of the funding landscape.

“We fail to name the systems that are failing; it’s not the young people that are failing. We fail to name the systems that are failing when we solely focus on the “problem behaviors” of young people when the behaviors are because the systems are failing. This is what addressing root causes looks like. We need to keep focused on systems change, invest in systems change, and not transactional (e.g., changing the zoning laws so that there are grocery stores [in all neighborhoods], not food banks and TARC passes to increase outreach.”

“Sometimes grants are written as what people with the money think that poor people need, or they want information (data/forms) to be delivered in the way that they want the information. How grants are written, scope, scale, content, who they serve, what they want to achieve. People with the money have the power.”

The extent of the list of donors and professional annual reporting was very impressive. These organizations put incredibly hard work into fund development. Several organizations could include more information in their annual reports so that the sector can better understand funding. Others may struggle with the capacity for fund development and resources for putting together designed annual reports and websites that are updated regularly. These inequities cause some organizations to be viewed as not competitive or trustworthy (for example, when they don’t have the glossiest resources at the ready). This is something for the sector to explore and address. In terms of accountability, participants shared many thoughts and reflections, but it was clear they were interested in the idea of better accountability.

“Budgets. Show. Us. We know what you value by what you are willing to pay for.”

“Lack of transparency without a formal process for sharing what funding is available, who receives it, or when -- only when the funding becomes available. It would be helpful to have a form or calendar stating the total amount available, when grant cycles; funding

renewal cycles, particularly by larger organizations or established organizations vs. opportunities for new organizations or grassroots organizations to receive funding.”

“Let people know it is not a competition; we are all working together for the same cause, involvement, and accountability.”

“There is an increase in focus on investing in ‘solving’ community problems that are evidenced by racial disparities in outcomes of employment, education, involvement with the criminal justice system, police overreach, and drug use. The approaches I see feel more responsive instead of proactive.”

“Accountability for organizations that have been the ‘default’ option for a long time. Maybe even auditing those organizations. We refer young people a lot of times to what we have without knowing if they are effective.”

"Hold people accountable to their commitment to the youth, have expectations and standards in place if folks are not doing what they should be doing, move the money."

*"We need better, more direct communication with [federal funders, such as] HUD."
"Requiring that funds go to organizations that are using a social justice framework, are trauma-informed and culturally competent."*

Equity, Inclusion, and Belonging

Any solution to contribute to lasting change must be rooted in equity, transparency, and accountability. One of the key questions that came up with the steering committee members in the development of the fiscal mapping tool was how to ask about equity in the Louisville fiscal landscape. The steering committee further acknowledged the need to include more grassroots organizations in future fiscal mapping analysis projects.

Members identified the overlapping factors in addressing equity in Louisville, including among organizations, leaders, and the larger community. Louisville organizations interviewed largely represented well-established local organizations and national affiliated offices in Louisville. There was a call for funding to be directed to more grassroots organizations led by people with lived experience and/or from the communities served. Specifically, Louisville needs to support organizations and programs led by Black and Brown leaders with direct community knowledge and experience.

This section reflects the breadth of responses to address equity, to include more grassroots organizations in funding opportunities, to increase the diversity of leadership, and to ensure belonging of young people in the funding ecosystem.

“Funders know who they’ve funded, and if they’re continuing to go to the same well, they need to think about that model.”

“The grassroots organizations that go out and volunteer their time, and spend a lot of time on the streets, don’t have the backing of the government or council members needed, and there are not enough housing resources out there.”

“In general, people say a lot of things about funding organizations that are led by people of color founded in the West End of Louisville, that are led by persons with that lived experience. We do not do a good job to prioritize funding for organizations to be successful. Depending on where the funding comes from (federal source, local sources), do we know what the organizations need? Funders know what the organizations need to effectively manage the funds (e.g., compliance with federal regulations; External Agency Funding forms - what are our expectations of people? Are we setting them up for success? Funders throw this out because they want to be equitable, but what resources are you putting in place to make sure the organizations are successful (leadership development, proposal development, budgeting, data, etc.) If you’ve never administered funds like this before; instead of funding on a grading system of organizations, you may need a different rubric or hold back 20% of funding to put toward the things (capacity building and supports) that organizations and people will need in order to fund these projects. Funders know what they need to administer the projects. How we can do a better job so that smaller organizations don’t struggle when they receive funding.”

“We need participatory funding models - where members of the community have a direct say in where funding gets distributed.”

“Put money into the hands of communities that already know what they need and who have trust-based relationships. There is a major trust barrier between disenfranchised youth and our existing institutions. [Large] Organizations like [ours] cannot just swoop in with a service/solution. The communities must choose to partner with us and have the power and resources to make those decisions. How can we meaningfully connect organizations that have the infrastructure to scale projects up like ours with community-driven, culturally competent movements that really understand what their community needs?”

“A more equitable funding model looks like making sure that organizations are being funded to do systems change work, policy change work and unrestricted / no strings attached funding.”

“We need leaders who look like and can relate to the people that they serve: we have to be not just culturally competent but have to be culturally responsible when serving disconnected youth. We have to ask if policies and procedures are equitable in nature, and we have to be an ally and change those when they’re not.”

“Focusing on the youth with the greatest disadvantage and the most barriers helps to ensure equity. Also funding grassroots organizations and Black-led organizations.”

“Smaller organizations can use assistance in how to collect data so that they can articulate what they are doing and quantify the successes. Grant writing assistance, organizations, need to be invited to spaces with funders to build those relationships. Organizations should be able to inform funders what outcomes and goals they want to measure: for example, measuring a sense of belonging, perceptions of support, and so on.”

Capacity

Most of the organizations invited to participate in this fiscal mapping project were larger, well-established non-profit organizations. Some are the local affiliates of national nonprofit organizations. It can be difficult for smaller or grassroots organizations to have adequate capacity and resources to identify and pursue the funding resources needed to provide direct services. Louisville leaders shared the following thoughts on what tools, skills, and knowledge local nonprofits need most to access funding (e.g., grant writing, data, evaluation, report writing, how to build partnerships, etc.)

“Advocacy. We need the courage to stand together and stand up to our funders and public institutions (including local, state, and federal) and hold them accountable to develop better, more equitable practices. We have to get out of this scarcity mindset and get on the same page.”

“Evaluation in particular. Data systems, or data systems support.”

“Prioritize funding and make it accessible. What is the capacity of organizations to serve? Funders (need) to grow the capacity of organizations to serve this population.”

“If you aren't working with budgets regularly, the scope of budgets can be difficult.”

“There are two things for smaller organizations: 1) to have the proper software to maintain the data and evaluation, [or] the funding will end. If it's not recorded, it didn't happen. 2) To centralize the data system and funding across the city. We need a centralized referral system, like KYConnect or UniteUs -- one solid, easy-to-use system across the sector that everyone can use for referrals.”

“Awareness of when RFPs locally are available, and information from the complete landscape of funding.”

Recommendations

As cliché as it is, young people in Louisville are not only the future of the city, but they are also the present. We saw it most recently with the great efforts of young people calling for and demanding racial justice and ending systemic racism. Leaders in the sector and young people themselves need to continue this dialogue in all spaces that they find themselves in - board rooms, capitals, city hall, among peers, and foundations. This section highlights the sector's voices as they recommend the future of Louisville's response to the needs of those that systems have left behind. One thing was clear, the youth-serving sector is creative, passionate, and has many ideas for how to improve systems that are not working for all the youth in need of support. They know best about how Louisville can create a more equitable funding ecosystem for young people.

Top recommendations to improve the funding ecosystem for young people in Louisville:

1. Prioritize Youth-Informed and Youth-Led Work
2. Collaborate across nonprofit organizations, and across sectors.
3. Funders: Listen to community voices and adjust funding strategies
4. City leaders: Prioritize funding for the needs of Louisville youth
5. Nonprofits: Put young people's needs before the logos and above funders
6. CSYA: Coordinate, convene, engage, and lead
7. Next steps: Continue the Inquiry

1. Prioritize youth-informed and youth-led work

Engage young people in funding decision-making processes at all levels. From city budgets to foundation boards to nonprofit program design -- young people must be included in the decision-making that directly impacts their lives and communities. There needs to be a space at the table, especially for young people with systems experience, young people transitioning out of state care, and young people growing up in poverty.

“Not about me without me.” We have to stop making decisions for youth and start making decisions with youth. And again, this is at the funding level and service level. What if the biggest foundations actually included young people on grantmaking committees? What if service agencies had strong feedback loops in place for current and former clients to direct care and funds more effectively?

“To make it more equitable for the youth, we need young people on the board of Humana. We need them to understand that poor people are poor because they are not bad with their money but because they do not have money. We need young people to be in a position where they can be heard, including on boards, local government, everything.”

“For youth to become engaged, they need to (1) see value in the opportunity for engagement, and (2) see themselves or others like them engaged in the opportunity. If there is no sense of belonging or common purpose, there is no engagement. Funders could promote competition for innovative and data-driven ways to spark that sense of belonging.”

“Give young folks the tools they need, like computers, hotspots, cell phones, to thrive in a leadership capacity within this work.”

2. Collaborate across nonprofit organizations, and across sectors

Invest in building trust and promote collective actions for social justice through strengthening collaboration and partnership among organizations, funders, employers, policymakers, leaders, and communities.

“Funders do a lot to promote collaboration - there’s a lot of encouragement. When organizations get a chance to collaborate, they learn about each other’s strengths and learn from each other.”

“[We would be] highly collaborative in nature that would take into account the fundamental strengths and resources of existing institutions while giving opportunities for grassroots, community-led enterprises to build capacity.”

“Funders could help make the connections across organizations. They often have the macro-level view; they see who has applied. Where they see alignment or potential alignment, they could support making connections. Partnerships are challenging and cost more money. They must fund partnerships if they’re going to require partnership. This does not mean funding five (5) organizations at a level of \$100,000 total; there’s no money then for the collaboration.”

“They should create more opportunities for organizations to collaborate on funding applications, with equal amounts that are funded, rather than having a lead organization and sub-grants. True equitable collaboration is with organizations as equals and not as sub-recipients.”

“Provide funding that crosses sectors, including housing, education, and mental health, as well as includes non-profit, business, and government partners.”

“Passionate people are willing to go out there and collaborate with others - put aside the ego and let’s work together to solve the issue.”

“No one organization is working to serve all these young adults. Instead, organizations work together to create a system of supports.”

“The competition, the hard feelings, the same old people got funded... We have the history and the capacity; you have to get in and do the work. We have to be open to new agencies, and there has to be an education piece.”

3. Funders: Listen to community voices and adjust funding strategies

There are many recommendations for funders throughout this report. These steps are needed to deliver both short-term and transactional outputs (immediate needs), to invest in co-creating long-term, systemic outcomes (sustainable change).

"Listen to service providers – we're the ones that can tell you that federal funding can cover short-term hotel stays for youth aging out of foster care, for example, but it will not cover suitcases. When young people identify gaps, this is where partners and other funders can step in to help young people navigate their next steps with dignity."

"Funders need to fund systems change work in addition to transactional work (which is necessary: food, housing vouchers and renters' assistance to survive the system now, but we also need to invest in systems change. Right now, we use our dollars for transactional work, and we do not invest enough in changing systems."

"Funders need to change how they fund and invest in long-term solutions. Wanting to see outcomes and change in a year is not realistic, and funders then only fund what they think is realistic."

Other specific ideas for creating a more equitable funding environment in Louisville include:

- Decolonizing the sector by embracing a culture of abundance, not scarcity; creating less hierarchy and more collective decision-making; and regularly practicing transformative justice/community accountability (Powell, 2018).
- Ending "budget testing" as this practice enables larger nonprofits to continue to get larger and larger and smaller grassroots to stay small and struggle to serve the populations they focus on. This ends up hurting organizations led by communities of color, women, people with disabilities, rural communities, LGBTQ communities, as this leads to budgets that can't grow (Le, V. 2016).
- Addressing the problem of the "nonprofit hunger games" to promote collaboration and resource sharing since missions are all interrelated (Le, V. 2016). Allow room and encourage building capacity for more organizations to be able to apply for funding sources.
- Creating more of a sense of an ecosystem, not just hundreds of separate organizations, fosters trust and squashes suspicion (Le, V. 2016). Committing to the transparency of the funding availability information can be a critical part of understanding the full ecosystem and how systems are interrelated.
- Instituting "trust-based grantmaking" to learn more about:
 - the leader's story and purpose
 - the organization's intent
 - organizational approach
 - role in the sector

- the usefulness of the foundation to the mission
- assessment of how the foundation can help free up this organization's time so it can focus on its work

(Trust-Based Philanthropy Project, 2021)

4. City leaders: Prioritize funding for the needs of Louisville youth

Prioritizing youth programming is critical in the city.

"Amidst the housing crisis, the city could put more resources into development of housing for youth 18-24 [years old]."

"The city could also make the parks functional, by putting basketball hoops back up, in neighborhoods that have been removed, reopening swimming pools, and generally investing in spaces for youth to develop healthy social skills."

"Takes flexible funding, for instance, the funding that is helping to pay for projects like this - Louisville Metro Government (Office of Youth Development) dollars - the less restricted, the better - this could be the centralized system. We need to be active with the council and Mayor's office."

"Show us the resources - it has to start with the metro government and city council to continue funding. We need a centralized system - something similar to the AHTF (Affordable Housing Trust Fund). We are in better shape to be ready for the referrals. It would be great if CSYA could be the centralized navigation space - CSYA to get funding from the Office of Youth Development (OYD). The spokes of the wheel are in better shape - those that serve youth. Every group offers a different piece."

"Office of Youth Development (OYD) should be the hub for all youth development, and the go-to for all things youth development: training, collaboration, data, networking, and to some extent funding for local organization."

"We need commitment from the Mayor's Office that we have a disconnected youth problem, and the Metro Council agrees with this."

"There's been a good start with the Mayor's Office working with Office of Youth Development (OYD) to propose several different grants for services to disconnected youth (i.e., intensive case management). We need more money-focused also on disconnected youth mental health. Because disconnected youth are sometimes transient, it is sometimes really difficult to have them stay in one place due to mental health issues due to homelessness. The city needs to support more prevention services: shelters,

A report by the Greater Louisville Project from 2019 found that "Louisville is investing less than the majority of our peer cities in both the public and social sectors in terms of per capita dollars. Our private sector investment is comparable with our peers. In the public sector, while the actual ranking varies somewhat depending on the methodology used, Louisville's government spending per capita is in the bottom tier of our peer cities. The conclusion is clear, Louisville has the capacity to invest more in itself to advance a more competitive city."

YMCA Safeplace, etc. Other organizations lost crucial funding through CDBG (Community Development Block Grant) & EAF (External Agency Funds), which is meant to serve homeless young adults - if we're supposed to be helping, why are we taking funds from programs demonstrating success?"

"By defunding the police and investing in more youth programming."

5. Nonprofits: Put young people's needs before the logos and above funders

Share knowledge and end the "scarcity mindset" that can limit strategic collaboration with and for young people.

"A proactive approach to funding would contribute to creating something that doesn't feel like a program for them but feels like part of the culture and fabric of the city. It is not young people who want to be connected that are disconnected and harder to reach - it's young people experiencing intergenerational poverty who do not see education, employment, or other outcomes as likely paths. They see people working hard and not getting anywhere. If you are raised by a mom who is working two jobs and not getting anywhere, living in poverty, and compounded by mental health stress, you cannot see a path forward. Young people need to feel they are part of the community, part of the neighborhoods, connected, to be part of paths that lead to success. It's not about having a job center; it's about transformational change in a community. It's less about what you can do for a community or want to do; it's about what a community feels it needs and wants and deserves."

"We do need to work together. Any one group should not own this work. What does it look like for multiple organizations to come together? It can be hard to hold collaborative work accountable. How do we make sure this is not just [the same] 5 organizations getting funded?"

One organization recommended learning from the community's response to homelessness as a model for working together to serve opportunity youth:

"There should be no barriers or screening out. [It should be that] we get the referral, and we will house you quickly. We need this same mindset for youth. Programs love to screen out the people who they think won't be successful. This is tied to outcomes, which go against low barrier programming."

6. CSYA: Coordinate, convene, engage, and lead

CSYA was identified as a leader who could coordinate partners, convene leaders of multiple sectors, engage young people, and lead collective advocacy actions. These steps will help improve outcomes for Louisville Opportunity Youth.

[for a fully functioning Louisville funding ecosystem] “Organizations like CSYA would be able to identify the gaps in programming and make recommendations to OYD and other major grant providers.”

“CSYA in a new space now - a lot going on with fairly new resources with this demographic. What are the next steps that are sustainable? Ensuring that now that they have gotten the money, start the project phase with implementation - what are the next steps for becoming the best resources and organizations. 1) A lot of that involves connecting with the national level organizations; 2) city offices connecting across, and 3) helping smaller organizations and nonprofits to make sure they are doing everything they can to ensure their projects and processes are successful and sustainable.”

“CSYA can take a role - the timing is super important - long before the RFP comes out - especially since it is competitive. I believe in collaborative work; we can do it alone.”

Increase equity “[B]y letting agencies like CSYA make decisions for supportive service funding and access to benefits, take a role in how funding is allocated, like the COC, [and serve as] a clearinghouse for funding. CSYA is evolving into this [role].”

“Coordinate and communicate. This could be a function of CSYA, to know what is out there, especially post-covid and funding sources for youth, [and] especially for youth experiencing homelessness.”

“As CSYA is now a stand-alone organization and has applied for 501c3 status, this [recommendation] parallels back to the original question: in 2020, there was a crunch for funding, and now with the response, we’re seeing the opportunity to address those shortfalls. Will those gains balance against the losses? Or will it create some plurality between this year and last year?”

Next steps: Continue the inquiry

Questions for the next rounds of fiscal mapping can go deeper and deeper to get an even clearer picture of the sectors. Things like waiting lists, unfunded evidence-based programs, lost programs, and deeper exploration into “special populations” like youth who are parents, LGBTQ, disabled, trafficked, violence victims, and system-involved youth can be delved into in future projects. Next, iterations of these projects should also consider widening the net to include smaller or more grassroots organizations/efforts. If the 22 programs sampled are found to be representative among more program budgets for youth, this represents a significant opportunity for Louisville donors, philanthropists, and corporate foundations to step up and invest in youth. This needs to be replicated to test for validity and to review more programs and budgets. Some of the critical questions for discussion include:

- With the increase of federal dollars, what possibilities are there for Louisville’s opportunity youth?
- What does the new city budget mean for Louisville’s Opportunity Youth?
- How does the participation in this project reflect the temperature in the room/comfortability among Louisville organizations to discuss money?
- Does this have implications for transparency? Accountability? Equity?
- How can we continue to build and flex Louisville’s transparency and accountability muscles?
- What will it take to build a culture of accountability and continue to learn more about the fiscal realities of the youth sector in Louisville, as there is still so much to know?
- What percent are programs funded are grassroots organizations, or what percent are larger organizations, including local chapters of national organizations?
- Are any programs youth-led or implemented by organizations with young people on their boards?
- For organizations, is it better to diversify the funding sources? Or to receive from a single source
- How can we build capacity for organizations to increase federal funding investments at the local level to make back better?
- How can funders promote collaboration among organizations, particularly with grassroots organizations, to ensure equity?

Methodology and Limitations

As with most fiscal mapping projects, it remains an “imperfect science”. As stated earlier, this project is a start to an important conversation in Louisville. This study utilized a convenience sample of 20 organizations as determined by the steering committee. In a couple of cases, the survey was completed independently by invited individuals, and in other cases, they were completed in one-on-one interviews by the research team. The survey was carried out in June 2021. Survey respondents identified many funding streams, and there is a likelihood that some were left out inadvertently. The research team relied on volunteers self-reporting on programming in agencies. Many of those interviewed used approximations. Also, the various questions may have been interpreted inconsistently among respondents. Most of the interviews were conducted by one researcher, which helped with consistency. There may have also been limiting points of view or perception about whether specific funding streams are for young people and the allowable flexibility for how those funds are used. Also, perceptions and reality are not always consistent, and in the current environment, this was not possible to fully sort out. Defining data collection parameters is always a challenge, and different parameters can be included in future projects. Given the goals of this study and the resources available to complete it, the steering committee and the research team opted to collect percentages and sources of fiscal data instead of actual dollars allocated to programs.

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Appendix

Fiscal Map Data Collection Tool 2021

Coalition Supporting Young Adults

Dear Louisville Leader,

As a critical service provider to our community's opportunity youth, you are kindly invited to inform a fiscal mapping of the resources and programming available for young persons ages 16-24 years old in the Louisville area. Your organization has been identified by the Coalition Supporting Young Adults (CSYA) as one of the top 20 area providers of services for young persons facing multiple risks, including young people who are not in school, not formally employed and/or at risk of homelessness. CSYA plans to create an annual process for sharing information on resource availability for young persons and this is the inaugural year for this process. This survey will take some time, but we are here to help!

This project is part of a multi-pronged collaborative effort between CSYA and Louisville Metro Government's Office of Youth Development. Learn more about [CSYA](#) and the [Louisville Metro Government's Office of Youth Development](#) in links. It is being designed and managed by the [McNary Group](#).

This part of the project focuses on fiscal mapping of resources for programming serving young persons ages 16-24 years old in Louisville. Information provided through this survey or in semi-structured interviews accompanying this survey will not be connected to you or your organization, but will be compiled to share an overall picture of resource availability, opportunities and challenges. We will only share themes and summarized data.

Next steps:

1. Schedule your one-to-one call to discuss the questions and inputs below using the doodle calendar: <https://doodle.com/meetme/qc/6gx1hmkjTQ>
2. Please input your organization's information into the survey below as much as possible **before** our one-to-one call.
3. We will ensure that information about your organization is accurate by looking at the answers together on the one-on-one call.

Upon completion of the project, the collated results will be compiled into a short report. CSYA will use this information for strategic planning, community outreach, advocacy, and coordination efforts. Questions? Contact Lacey McNary: lacey@mcnarygroup.com

Section 1. Contact Info:

Name:

Title:

Email:

Website:

Brief organization description:

Section 2: Funding Ecosystem *Please feel free to use bullet points*

1. **How would you rate Louisville’s funding ecosystem for youth and young adults ages 16-24 years old who are not in school and not working? Please highlight the number below.**

1	2	3	4	5
<i>Not functional</i>	<i>Partially functional, not effective</i>	<i>Partially functional, somewhat effective</i>	<i>Functional, can be strengthened</i>	<i>Functioning at a high, effective level</i>

2. **What would it look like if it was functioning at a 5? Please type your answer here.**
3. **How would a fully functioning ecosystem for youth be funded? Please type your answer here.**
4. **How could Louisville as a city demonstrate its commitment to invest in and reach out to Louisville’s opportunity youth? Please type your answer here.**
5. **How could funders encourage organizations in Louisville to be more inclusive of young people ages 16-24 not in school and not working? Please type your answer here.**
6. **What could funders do to promote collaboration between organizations to better serve young people? Please type your answer here.**
7. **How have you seen funding in Louisville decrease or increase over the past 5 years for this population? Highlight one below - Increase Decrease**
 - a. **Why do you think that is? Please type your answer here.**
8. **How do we create a more equitable funding model for Louisville for organizations serving youth? Please type your answer here.**
9. **What tools do organizations need to access funding? (For example: grant writing, data, evaluation, report writing, how to build partnerships, etc.) Please type your answer here.**
10. **Is there anything else you would like to share about funding availability for serving young persons ages 16-24 years old in Louisville? Please type your answer here.**

COVID19

11. **How was your organization seen funding increase or decrease during the COVID19 pandemic? If so, which programming has been most impacted? Please type your answer here.**

Section 3: Your Organizational Programs

12. Please list names of programs that your organization offers for youth ages 16-24:

-
-
-

If your org has more than 3 programs, please continue the list.

13. Please share a link or upload a copy of your organization's most recent annual report and 990 into this private folder for your organization:

https://drive.google.com/drive/folders/1TALRw3Va44PmG90GvYVcITqjUW_2Jn20?usp=sharing

14. Please provide the following information for three of your organization's main programs individually to the best of your ability. Please answer in the form below. We will go over this all in our one on one interview as well.

Program 1 Name: _____ (Please fill in from question 12.)	
Short Description:	
Eligibility Criteria:	
Number Served:	
Demographics: (by approximate percent served)	American Indian or Alaska Native: <input type="text"/> % Asian: <input type="text"/> % Black or African American: <input type="text"/> % Hispanic or Latino: <input type="text"/> % Native Hawaiian or Other Pacific Islander: <input type="text"/> % White: <input type="text"/> % Unknown: <input type="text"/> %
Type: (Please select all that apply by making the word bold .)	Education Employment Employment Training Emergency Housing Health Care Mental/Behavioral Health Care Substance Use Treatment Substance Use Prevention Other:
Ages served: (Please select all that apply by making the word bold .)	16-17 What percentage of this program does this age group comprise? : <input type="text"/> % 18-24 What percentage of this program does this age group comprise? : <input type="text"/> % Other:

Funding Sources: *(Please share the following information about this program's funding source. This can include funders named in annual reports or disclosed on the organization's 990.)*

Federal Government:

- Description/Name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

State Government:

- Description/Name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

Local Government:

- Description/name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

National Foundations:

- Description/name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

Local Foundations:

- Description/name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?

- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

Participant Fees:

- Description/name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).

Other:

- Description/name:
- Years Received:
- Typical length of funding in years:
- What percentage of this program is funded with this source? : %
- How has this funding source increased or decreased over time?
- If possible, upload any documents related to this source into your organization's folder (see link above in question 6).