



Performance Partnership Pilots for Disconnected Youth (P3): Implementation Study Findings of the Pilots' Experiences

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Abstract

The Consolidated Appropriation Act of 2014 authorized the Performance Partnership Pilots for Disconnected Youth (P3), which provided awarded pilots the flexibility to use funding from across multiple Federal discretionary programs to support efforts to improve the systems serving youth and youth's outcomes. This report assesses the 14 awarded pilots' implementation of the Federal vision for P3. Findings showed that pilots took a variety of approaches to try to improve youth outcomes, which commonly included new or enhanced services. To implement these approaches, all pilots formed partnerships across local youth-serving agencies, and three focused on broader systems change efforts such as shared governance or data systems. All pilots combined funds from Federal discretionary programs and other sources, and most used approved waivers from discretionary program requirements to serve a broader population of youth. The report also discusses challenges and facilitators pilots experienced in realizing the Federal vision and draws lessons for future efforts like P3.

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Executive Summary

Disconnected youth—those who are not enrolled in school and do not have early work experience—may be less prepared for work than other youth, face unstable employment, and follow a trajectory of lower-wage jobs (Loprest et al. 2019). However, the patchwork of programs for disconnected youth across Federal agencies has created challenges for local systems serving youth (U.S. Government Accountability Office 2008).

In an effort to improve systems serving disconnected youth, the Consolidated Appropriations Act of 2014 (the 2014 Act) initially authorized the Performance Partnership Pilots for Disconnected Youth (P3). As a performance partnership model, P3 offers the flexibility “for States, localities, and Tribes to pool funds and obtain waivers of certain programmatic requirements [to] help them overcome some of the significant hurdles they may face in improving outcomes for disconnected youth” (U.S. Government 2014). P3 has been reauthorized under appropriation acts passed in each subsequent fiscal year.

The 2014 Act authorized five Federal agencies to participate in P3—the U.S. Department of Education, the U.S. Department of Health and Human Services, the U.S. Department of Labor (DOL), the Corporation for National and Community Services, and the Institute of Museum and Library Sciences. The Office of Management and Budget served in a convener role. The U.S. Departments of Justice and Housing and Urban Development were authorized to participate by the 2015 and 2016 Acts, respectively. The Federal agencies participating in P3 have awarded P3 pilots to 14 applicants across the country—nine in the first cohort of pilots authorized by the 2014 Act (Cohort 1 pilots) and five authorized by the 2015 and 2016 Acts. (Given the small number of Cohort 2 and Cohort 3 pilots, we refer to these pilots as “Cohort 2/3” pilots.)

On behalf of the Federal agencies participating in P3, the DOL Chief Evaluation Office awarded a five-year national evaluation to Mathematica and its subcontractor, Social Policy Research Associates, to study P3 and its implementation. This report assesses the 14 pilots’ implementation of the Federal vision for P3. It updates and expands the findings from two prior implementation study papers that examined the experiences of the first cohort of pilots (Hanno et al. 2020; Rosenberg and Brown 2019). The main data sources were site visits to the pilots, including two rounds of visits to Cohort 1 pilots in 2017 and 2018 and one round to Cohort 2/3 pilots in 2019.

A. Pilots’ implementation of P3’s core elements

To implement P3 following the Federal vision, pilots aimed to both improve systems for providing services to disconnected youth and to provide new or enhanced services to positively affect youth’s education- or employment-related outcomes.

Pilots’ partnerships and systems change efforts

A key element of P3 was to facilitate change in how local youth-serving agencies worked together through their government structures, communication practices, and data-sharing approaches to better meet the needs of disconnected youth. Three pilots made this kind of systems change a central component of their efforts. The remaining pilots focused primarily on how the different organizations could support the pilots’ particular P3 intervention or set of youth services, and their systems change efforts were limited to strengthening relationships among local youth-serving agencies. All pilots formed partnerships across local youth-serving agencies such as workforce development agencies and education providers.

Pilots' combining of multiple funding sources to support their P3 approach

All pilots used Federal discretionary funds; P3 start-up funds; and other sources, such as state, local, and philanthropic funds, to support their efforts to improve systems serving disconnected youth. P3 allowed pilots to request and receive waivers that enabled them to coordinate multiple Federal discretionary program funds. Pilots were expected to combine funds through blending (where funds are pooled to support a common initiative or set of services and are not allocated or tracked separately) or braiding (where funding streams retain their initial programmatic and reporting requirements, although some requirements may be waived). Pilots combined their funds in one of two general ways:

- Nine pilots merged multiple funding sources across agencies to support a common set of services that were available only to youth participating in P3. These pilots used a combination of blended and braided funds.
- The remaining five pilots allocated funds across partner agencies to support their usual services. In these pilots, the different activities supported by each funding source were part of the P3 suite of services, but funds generally did not support new or common services. These pilots braided funds.

Pilots' use of waivers to support their youth services

After identifying funding sources, pilots then determined what waivers would allow them to use identified funds to best meet the needs of their focal population. The Federal P3 agencies awarded 34 statutory waivers under the three cohorts of P3. Pilots were not obligated to use approved waivers but most commonly used them to:

- **Serve a broader population** of disconnected youth than permitted under program requirements, mainly by providing flexibility in eligibility criteria (nine pilots)
- **Serve the focal population flexibly** by expanding when, where, or how services were provided (four pilots)
- **Reduce administrative burden** around eligibility determination and performance reporting (three pilots)

B. The youth experience of P3

Youth served by P3

Pilots served youth ages 14 to 24 who were either out of school or in school but considered at risk of disconnecting from school due to certain characteristics, such as being behind academically, being frequently absent, or experiencing homelessness. Half of the 14 pilots served a mix of in- and out-of-school youth. Only three pilots served in-school youth only, and another four focused on out-of-school youth only.

Services youth participants received

The study team identified three distinct P3 service approaches:

1. **Case management (six pilots).** These pilots generally provided youth with individualized case management, which included referrals to a range of existing community services such as employment- and education-related programs and supportive services.

2. **Case management plus services (six pilots).** In these pilots, youth received individualized case management and participated in the same set of services designed for youth participating in the pilot.
3. **Program service model (two pilots).** At two pilots, youth participated in or received the same set of activities specific to P3 to achieve a common educational- or employment-related goal with minimal case management services.

C. Factors that appeared to influence pilots' ability to achieve the P3 vision

The 14 pilots' experiences in using the P3 authority to implement their approaches build understanding of commonly reported challenges and facilitators in achieving the P3 vision.

Promoting sustainable systems change

P3 provided communities the opportunity to break down silos and to work across areas—such as between education providers and workforce agencies—in an effort to better meet the needs of their youth. Our analysis of the data collected for this report suggested the following factors may have shaped pilots' efforts to promote systems change:

- **Prioritizing enhanced youth services over systems change.** As P3 was rolled out, 11 pilots focused on expending their Federal discretionary program funds and providing enhanced services to youth. Thus, they did not prioritize changing systems, as the other three pilots did.
- **Accomplishing foundational work for systems change.** The pilots that were able to put systems change at the center of their approaches had already spent years—before they applied for P3—building collaborations across local youth-serving agencies to identify and address systems-level issues.
- **Devoting resources, negotiations, and time to remove barriers to local data sharing.** The two pilots that reported major strides in data sharing among partners described dedicating resources, negotiations, and time to overcome what research suggests are common data-sharing barriers. These barriers can include protocols for protecting privacy, multiple data systems, and agencies' overlapping data-reporting requirements (Freedman Consulting, LLC 2014). The seven pilots that planned data-sharing efforts faced these types of challenges, and those that did not plan data sharing noted that these challenges contributed to their decision.

Capitalizing on the flexibilities offered through the performance partnership model

Pilots' use of the P3 flexibilities ranged from relying mostly on one discretionary program's funding using no waivers to blending and braiding the funds of several discretionary programs and exercising multiple approved waivers to expand the pool of eligible youth. Our analysis of the data collected for this report suggested several factors may have influenced where pilots fell on this continuum:

- **Understanding the flexibilities.** The study identified gaps in pilots' understanding of the flexibilities allowed under P3 and their potential advantages, which were sometimes exacerbated by turnover in pilot leadership.
- **Securing state, local, and partner trust in and buy-in for P3 flexibilities.** Leadership in five pilots noted they were unable to secure enough trust or buy-in from their state and local partners to implement their planned waivers and funding approaches. Bringing relevant state and local entities and partners into the planning phase emerged as an especially important communication strategy to plan and implement feasible approaches to harnessing the P3 flexibilities.

- **Needing flexibilities to implement the planned approach.** Three pilots reported that they did not need their granted waivers to implement services, often because the pilot served few or no youth using an identified Federal discretionary program. One other pilot implemented their approach without any approved waivers.

D. Implications and lessons for the performance partnership model

The Federal agencies participating in P3 provided start-up funds, technical assistance, and other supports to help pilots plan and implement their approaches, develop partnerships, and engage in systems change efforts. However, this study suggests that some communities needed additional supports to help them more fully capitalize on the performance partnership model. From the qualitative data collected and analyzed about the experiences of these pilots, lessons emerged that might inform future related efforts.

1. **Considerable technical assistance and planning time could support efforts to capitalize on allowed flexibilities and prepare for systems change.** Leadership in half of the P3 pilots reported that more guidance or technical assistance around the process of blending and braiding funds and selecting waivers could have helped them better leverage the flexibilities provided by P3 (Rosenberg and Brown 2019). From these experiences, we identified two types of supports that could be useful for similar efforts:

- **Dedicated planning time.** For communities that have not already begun a systems change process, dedicated planning time could allow community organizations and agencies to assess opportunities for and work toward systems change.
- **Additional guidance and technical assistance in focused areas.** These four areas include (1) assessing regulatory barriers to Federal discretionary programs and identifying waivers to help overcome them, (2) increasing understanding of the different approaches to coordinating the funding of different Federal programs and their advantages, (3) working with their Federal partners and state and local partners to increase awareness of and buy-in to the model, and (4) identifying the need for and implementing changes in the system for serving youth.

2. **Additional emphasis from funders on systems change could encourage these efforts in support of local communities.** It appears harder for an effort like P3 to support systems change in communities that have not already had the opportunity to bring together partners to assess their systems and identify areas for improvement. The experiences of the 14 pilots suggest that the following could help advance systems change efforts:

- **Additional technical assistance and peer learning focused on data sharing.** This could include helping communities connect to additional opportunities for funding and technical assistance to support data-sharing efforts, especially during planning and early implementation.
- **Performance measures of systems change.** Developing and implementing performance metrics focused on systems change goals could incentivize future pilots to make systems change a central focus.

All 14 pilots used P3 both to develop partnerships among local youth-serving agencies and provide enhanced services to disconnected youth in their communities. Their experiences can inform and strengthen future efforts that use the performance partnership model in an effort to better coordinate and streamline systems that serve disadvantaged populations.

I. Introduction

Historically, various programs and services from across the Federal government have supported “disconnected” youth—those youth who are not engaged in school or work (U.S. Government Accountability Office 2008). To improve coordination and strengthen local systems for serving these youth, the U.S. Congress authorized the Performance Partnership Pilots for Disconnected Youth (P3) in the Consolidated Appropriations Act of 2014 (the 2014 Act) and reauthorized it in each subsequent year’s appropriations act. P3 provides flexibilities to awarded pilots, which include the grantee and its partners, to combine funding from across Federal agencies and waive some program requirements in order to implement efforts to improve outcomes for disconnected youth in their communities.

This report provides a comprehensive analysis of the implementation of the pilots that were granted as of this writing. It is part of a series of papers studying the implementation of P3 (Brown forthcoming; Grey and Mack forthcoming; Hanno et al. 2020; Rosenberg and Brown 2019). This research is supported by the Federal agencies participating in P3 and is overseen by the U.S. Department of Labor (DOL) Chief Evaluation Office. Data come primarily from a series of site visits to pilots. For the pilots awarded under the 2014 Act (Cohort 1 pilots), this report covers implementation through mid-2018. For the pilots awarded under reauthorizations of P3 in 2015 and 2016 (Cohorts 2 and 3), the report covers implementation through summer 2019.

A. Background and overview of P3

The patchwork of programs and services for disconnected youth across Federal agencies has created challenges for local systems serving youth. Coordination across programs and agencies can be limited, and programs often have different reporting requirements. Furthermore, a range of state and local agencies administer these youth-related programs. Although these agencies might work collaboratively, their programs’ priorities and performance goals can differ (U.S. Government Accountability Office 2008).

In the early 2010s, attention to this issue grew. In 2011, the Forum for Youth Investment convened a group of state and local policymakers in response to community feedback about the difficulties serving disconnected youth across these disparate Federal funding streams. In March 2012, six Federal agencies that would later become Federal partners participating in P3, established the Interagency Forum for Disconnected Youth to lead efforts to foster interagency and intergovernmental collaboration aimed at improving youth outcomes. This collaboration served as a precursor to P3. In June 2012, the U.S. Department of Education (ED) released a request for information to learn from states and local areas about the barriers impeding their efforts to serve their disconnected youth and to gather ideas for solutions (U.S. Government 2014; U.S. Government Accountability Office 2017). This effort identified the following challenges, which the Interagency Forum for Disconnected Youth used to develop initial considerations for P3:

- Limited understanding of strategies and programs that work
- Lack of coordination and alignment across the systems, especially education and workforce systems, that serve youth
- Program requirements and policies that make it hard to engage the neediest youth and holistically serve their needs
- Multiple and fragmented data systems that inhibit the flow of information

- Other administrative requirements that do not allow partners to comprehensively serve the disconnected youth population

Around the same time, a presidential memorandum (The White House 2011) encouraged Federal agencies to work with state, local, and tribal governments to eliminate administrative, regulatory, and legislative barriers to produce better results in Federally funded programs. In response, Federal and external stakeholders became interested in implementing the performance partnership model in an effort to improve coordination among programs serving disconnected youth. The performance partnership model—developed and first implemented by the Environmental Protection Agency (EPA) in the 1990s—offers local entities flexibility to streamline Federal requirements in exchange for heightened accountability for achieving negotiated performance goals (U.S. Government Accountability Office 2017).

As noted, the 2014 Act implemented the performance partnership model for disconnected youth. The Act allowed for up to 10 pilots in which state, local, or tribal government entities and their partners could pool funds from the discretionary programs of five Federal agencies to provide innovative evidence-based interventions to youth. Box I.1 lists the Federal agencies participating in P3. The Office of Management and Budget (OMB) convened the agencies and coordinated the government's overall effort. ED served as the pilots' lead agency, coordinating between pilots and other Federal agencies participating in P3 and administering P3 start-up funds, which were provided on behalf of the Federal agencies participating in P3 to support pilot efforts.

P3 has been reauthorized in appropriation acts of each subsequent year, expanding P3 to include additional Federal partners (Box I.1) and authorizing up to 10 pilots in each year. As of the writing of this paper, the Federal partners awarded nine pilots under the 2014 Act (the Cohort 1 pilots) and six additional pilots under the 2015 and 2016 Acts (referred to as the Cohort 2/3 pilots in this report).¹ Cohort 1 pilots were awarded for a three-year grant period, although the Federal partners awarded one-year extensions to three pilots. A notice inviting applications to select up to 10 pilots each for fiscal years 2018 and 2019 was published in January 2019, but no pilots were awarded. Applicants for a P3 pilot could request and receive waivers from eligibility and reporting requirements of participating Federal agencies' discretionary programs to better serve their youth in exchange for accountability for achieving previously negotiated performance goals (U.S. Government Accountability Office 2017).

Box I.1. Federal agencies participating in P3**Convener role:**

Office of Management and Budget

Agencies with discretionary programs authorized as of the:**2014 Act**

U.S. Department of Education

U.S. Department of Health and Human Services

U.S. Department of Labor

Corporation for National and Community Services

Institute of Museum and Library Services

2015 Act

U.S. Department of Justice

2016 Act

U.S. Department of Housing and Urban Development

¹ One of the six Cohort 2/3 pilots voluntarily terminated its grant in October 2019. Given the small number of Cohort 2 and Cohort 3 pilots, we refer to these pilots as "Cohort 2/3 pilots."

As such, P3 was not a traditional grant program focused on providing resources but focused instead on facilitating the use and coordination of existing funds from multiple Federal discretionary programs and other sources. Although the acts authorizing P3 did not allocate additional funds for awarded pilots, Federal agencies participating in P3 recognized the need to support pilots' partner collaboration, governance, evaluation, and data integration activities associated with P3. Thus, four agencies allocated resources to provide start-up grants to pilots to offset these costs. Pilots could be awarded a maximum of \$700,000 in the first cohort.² Given availability of funding, this cap was reduced to \$350,000 in the second cohort, and \$250,000 in the third cohort (U.S. Government Accountability Office 2017), and no start-up funding was made available in the notice inviting applications for the 2018 and 2019 fiscal years.

B. The national P3 evaluation and this report

To assess P3, the Federal partners awarded a five-year national evaluation, under the direction of the DOL Chief Evaluation Office, to Mathematica and its subcontractor, Social Policy Research Associates. Through the evaluation's three components (Box I.2), the Federal partners sought to document the work of the pilots, examine their implementation of P3 authorizations, and provide technical assistance to pilots' local evaluations.

This final implementation study report assesses pilots' implementation of the Federal vision for P3. As such, it addresses the implementation study research questions (Box I.3) across the 14 pilots—nine in Cohort 1 and another five in Cohort 2/3. Our findings build on two prior implementation study papers that examined the experiences of the first cohort (Hanno et al. 2020; Rosenberg and Brown 2019). In this report, we update findings from these prior papers with information from the five Cohort 2/3 pilots. Throughout the report, we present findings across all pilots, but describe any apparent differences between the experiences of Cohort 1 and Cohort 2/3 pilots. As prior papers focused on Cohort 1, whenever possible, we use Cohort 2/3 pilots to illustrate examples of pilots' implementation experiences.

1. Data sources

The data for this report come primarily from site visits to pilots and document collection and review. The site visits included key-informant interviews with administrators, staff, and partners; focus groups with youth participating in services; and administration of a partner survey. The report was also informed by documents collected from the Federal agencies participating in P3 and the pilots, as well as interviews with staff from the Federal agencies participating in P3.

- **Site visits.** The site visits focused on understanding pilots' partnerships and governance structures, use of P3 flexibilities, and the interventions provided to youth. We conducted three rounds of site visits: two rounds of site visits to Cohort 1 pilots—one from April through June 2017 and one from May through September 2018—and one round of site visits to Cohort 2/3 pilots between June and August 2019. Importantly, site visits occurred at different stages in pilots' implementation. For Cohort 1 pilots, the first round of site visits occurred midway through the three-year grant period, which ended September 30, 2018, and the second round occurred near the end of the grant period.³ Site visits to the one Cohort 2 pilot fell about six months before the three-year grant period ended on September 30, 2019, and the visits to the four Cohort 3 pilots fell about one year before the grant period was scheduled to end (September 30, 2020).

² Additionally, eight of the nine Cohort 1 pilots received supplemental funds, which ranged from \$48,000 to \$175,000.

³ Three Cohort 1 pilots were extended through September 2019.

Box I.2. Components of the national evaluation of P3

1. **Implementation study.** The implementation study examined the work of the Federal, state, and local partners to assess their role in changing systems and in providing innovative services to youth. The team collected data for the implementation study through site visits to pilots, follow-up interviews with Cohort 1 pilot directors on efforts and successes in sustaining elements of their P3 pilots, and interviews with key staff both of the Federal agencies participating in P3 and of external stakeholders. In addition to this paper, the implementation study includes the following papers:
 - An analysis of Cohort 1 pilots' early implementation experiences (Rosenberg and Brown 2019)
 - An assessment of Cohort 1 pilots' implementation four years after initial authorization (Hanno et al. 2020)
 - A review of the sustainability of Cohort 1 pilots' efforts (Brown forthcoming)
 - A case study of one Cohort 2/3 pilot that focused on serving youth experiencing or at risk of homelessness (Grey and Mack forthcoming)
2. **Administrative data collection.** The national evaluation team collected administrative data from the nine Cohort 1 pilots to define the population of youth who participated in P3, the services they received, and the employment and education outcomes they achieved. The team integrated findings into implementation study reports.
3. **Evaluation technical assistance.** The nine Cohort 1 pilots and three of the five Cohort 2/3 pilots conducted experimental, quasi-experimental, one-group pre/post, or implementation evaluations as part of their grant applications. Through the national evaluation, team members provided ongoing technical assistance to pilot leaders and their independent local evaluators to help strengthen the designs and reporting of their local evaluations. The evaluation team synthesized findings from across the Cohort 1 local evaluation reports (Maxwell and Yañez 2020).

- **Site visit interviews.** Across these three rounds of site visits, the study team interviewed an average of 17 respondents per pilot. The average number of partner agencies across the 14 pilots was about 11 partners per site. Following an interview guide, we asked respondents to report their perspectives on and experiences with partnerships, funding and use of P3 flexibilities, pilot management and communications, youth services, data systems and sharing, the Federal role and technical assistance, perceptions of P3, the pilots' successes including perceived impacts on youth outcomes, and challenges and lessons learned. We worked with leadership of each pilot to identify appropriate respondents and schedule interviews. When possible, the study team conducted separate interviews with the lead agency and with each partner agency, and we spoke with pilot leadership and administrators as well as direct-service staff. When scheduling interviews, we worked with the pilots to ensure respondents included people who could speak to the initial planning of the pilot, data systems and data collection for the pilot, the experience of managing the blending or braiding of funds, and the overall management of the pilot.
- **Youth focus groups.** All site visits included focus groups with youth who had received P3 services to gather information about youth's experiences with the pilot, including their motivation for enrolling, services received, and their thoughts on the usefulness of the program. A total of 28 focus groups

were conducted and included 186 youth over the three rounds of site visits (152 youth across two rounds of visits to Cohort 1 pilots and 34 youth in the single round of visits to Cohort 2/3 pilots). The study team relied on pilot leadership and service provider partners to identify and recruit youth who reflected different experiences with pilot services to participate in focus groups.

- **Partner manager survey.** During site visits, the study team administered a short paper survey to program managers. In this report, we use 51 surveys collected on the second round of site visits to Cohort 1 pilots and 41 collected during site visits to Cohort 2/3 pilots (Box III.1 further describes and presents selected analyses of these data).

Box I.3. P3 implementation study research questions

1. How did the P3 pilots use Federal-, state-, and local-granted financial and programmatic flexibilities, including waivers and blended/braided funding, to design and implement interventions with the goal of improving the outcomes of disconnected youth?
2. How and to what extent had each pilot leveraged the P3 flexibilities, including waivers and blended/braided funding, in an effort to enhance its partnerships and work across partners to provide effective and efficient services to disconnected youth?
3. What systems and programmatic changes resulted from P3 at the Federal and pilot levels (as reported by respondents)?
4. Who were the youth who participated in the P3 pilot and what services did they receive? What were the youth's outcomes, especially in the education and employment domains?
5. What do the pilots' implementation experiences suggest as lessons for developing and/or building upon the P3 integrated governance and service strategies to improve the outcomes of disconnected youth?

Document collection and review. Over the course of the study, the study team collected the following types of documents pertaining to P3:

- **Pilot documents.** During site visits and by phone and email, the study team requested any documents pilots could share that would help us better understand implementation of their pilot. The team received and reviewed documents such as meeting agendas and minutes, logic models, local evaluation reports, data use agreements, and memoranda of understanding. In some cases, pilots shared administrative data or reports on youth outcomes; however, we did not collect this kind of information systematically.
- **Performance partnership agreements.** In addition to data collected through site visits, this report draws on the performance partnership agreements pilots entered into with two or more Federal agencies, when available.
- **Federal and external stakeholder interviews.** This report also includes select findings from two rounds of interviews with key staff of the Federal agencies participating in P3 and with external stakeholders; interviews were conducted in 2016 and 2018 and included 24 and 20 respondents, respectively. More extensive analyses of these interviews are included in Hanno et al. (2020).

2. Data analysis

Within each pilot, the study team analyzed qualitative data from interviews, focus groups, and document collection to describe perceptions of pilots' partnerships and systems change efforts, implementation of

flexibilities around funding and waivers, pilots' youth services approach, and youth's experience with P3. We used pilot-specific site visit memos and matrices to document findings in each of these areas. After organizing the data within each pilot, a series of matrices displaying variation in each area by pilot uncovered similarities in pilots' experiences and any differences between the experiences of the earlier and later cohorts. Selected results from the one quantitative data source used in this report—the survey of program managers—are tabulated and described in Box III.1.

3. Limitations of the study

It is important to understand the study's limitations. First, in larger pilots, we did not have the capacity to speak with all partners and staff involved in the pilot's efforts, and in all pilots, we only spoke with a sample of youth. We worked with pilots to ensure interview respondents could speak to key topics and we provided guidance on recruiting youth focus group participants. However, we relied on the pilots to schedule interviews with interview respondents and youth focus group participants to inform our site visits.

Additionally, as we noted in the discussion of data sources, site visits occurred at different points in pilots' grant periods, and we visited Cohort 1 pilots twice and Cohort 2/3 pilots only once. Thus, differences in findings across pilots or cohorts may partly be explained by differences in implementation timing at the point of data collection. Turnover in pilot leadership and staff in some pilots also limited the information we could collect, particularly on communities' motivation to apply for P3 and pilots' early planning processes.

Another important limitation of this study is that analyzing information from administrators, staff, and youth about implementation quality or barriers to or facilitators of good implementation required some subjective interpretation. To improve our ability to identify actual barriers and facilitators, the data collection methods included multiple sources for information about the pilots. However, it is important to note that descriptive data cannot be conclusively used to support causal claims about the impacts of P3.

C. Road map to the report

This report examines implementation experiences across the 14 Cohort 1 and Cohort 2/3 pilots. In Chapter II, we review the Federal vision for P3 and the Federal processes for inviting and reviewing applications and awarding pilots. Chapter II also introduces the 14 pilots. In Chapter III, we review the pilots' efforts to develop partnerships across local youth-serving agencies and to advance changes to local youth-serving systems, including challenges and facilitators in this work. Chapters IV explains how pilots used P3 flexibilities. First, the chapter focuses on how pilots used multiple funding sources to support their approach and then describes pilots' use of waivers. The chapter concludes with a discussion of the challenges and facilitators pilots experienced in their efforts to capitalize on the available flexibilities. In Chapter V, we describe the youth experience of P3, including the characteristics of participating youth, the services youth received, their perspectives on these services, and youth outcomes. Finally, in Chapter VI, we briefly summarize findings of the P3 implementation study and draw lessons for future efforts that use the performance partnership model.

II. The Federal Vision and Implementation of P3

Federal partners designed P3 based on the core hypothesis that “additional flexibility for States, localities, and Tribes to pool funds and obtain waivers of certain programmatic requirements can help them overcome some of the significant hurdles they may face in improving outcomes for disconnected youth” (U.S. Government 2014). To implement this vision, ED, on behalf of the Federal agencies participating in P3, published notices inviting applications and reviewed applications to award pilots.

A. Notices inviting P3 pilot applications

The published notices for the 2014, 2015, and 2016 authorizations presented a consistent Federal vision of the key elements of P3. For each awarded pilot, these elements included:

- Fostering collaboration among local youth-serving agencies across domains—such as education providers, workforce agencies, community-based organizations (CBOs), and justice-related organizations—to develop coordinated service delivery systems.
- Facilitating collaborative work among these partners to design and implement an approach intended to improve systems serving disconnected youth in their community.
- Harnessing flexibilities authorized by the acts to support this approach. The acts did not authorize additional program funds for P3. Instead, P3 allowed pilots to blend or braid existing program funds from Federal agencies participating in P3 (Box I.1) to fund their approach. Pilots could also request waivers from these funding sources’ programmatic requirements—such as allowable activities and reporting requirements—to further support the approach to improve systems serving disconnected youth. See Appendix A for definitions of blended and braided funds, waivers, and other key P3 terms.
- Improving youth outcomes and expanding the knowledge base of approaches that work. P3 required pilots to have the capability to share and use data to help assess performance and improve upon their strategies and also encouraged pilots to conduct rigorous evaluations of their services.

There were no major changes across the 2014, 2015, and 2016 Acts other than the authorization of DOJ discretionary program funds in 2015 and HUD discretionary program funds in 2016. However, the Federal partners made several key changes to the notices inviting applications for the 2015 and 2016 authorizations. First, the later notices provided applicants with greater guidance and structure around identifying waivers and funds to blend or braid to support the proposed approach. This change was in response to the Federal partners’ assessment that greater understanding of the flexibilities provided by P3 would have strengthened applications for Cohort 1 (Hanno et al. 2020). Second, as previously noted, given the availability of funds, the cap for start-up grants was reduced from \$700,000 in the first cohort to \$350,000 in the second cohort and \$250,000 in the third cohort. Third, the later notices included additional competitive priorities for serving youth with greater barriers to educational and employment success.

B. Reviewing applications and awarding pilots

The Federal partners contributed considerable staff time to developing and implementing a process to review P3 applications. Federal interview respondents described the two-stage review process. In the first stage, staff reviewed applicants’ proposals to blend or braid funds and the Federal discretionary programs that would support the proposed approach. Staff scored the applications on their identified barriers to serve youth and how their proposed combination of funding and services would address those barriers to

achieve better outcomes for youth. In the second stage, the top-scoring applications from the first stage underwent a flexibility review. In this review stage, the Federal agency or agencies that administered the discretionary programs identified in the given application evaluated whether the proposed waivers and blending or braiding of funds were appropriate and met the programs' statutory requirements. Through the flexibility review, agencies evaluated applicants considering the requirements outlined in the authorizing statute, considerations in the notice, and whether pilots' total package of flexibility and accountability would be likely to improve outcomes for disconnected youth.

The Federal agencies ultimately awarded pilots to 14 applicants—nine in Cohort 1 and five in Cohort 2/3 (a sixth pilot in Cohort 2/3 voluntarily terminated its grant). Each awarded pilot entered into a performance agreement with two or more of the Federal agencies. The performance agreements specified the Federal agency that would serve as the consulting agency, that is, the agency responsible for monitoring the pilot on behalf of the Federal agencies participating in P3; the discretionary funding sources supporting the pilot's activities; any approved waivers; and the performance measures by which the pilot would be held accountable for improving participating youth's outcomes. ED, as the lead Federal agency, entered into and administered the agreements on behalf of its Federal partners and oversaw the disbursement of start-up funds. The Federal agencies participating in P3 also sponsored programmatic technical assistance to the pilots aimed at supporting successful implementation. Appendix A defines key P3 terms and the prior reports (Hanno et al. 2020; Rosenberg and Brown 2019) provide more detail on the Federal vision for P3 and administration of P3.

C. The 14 awarded pilots

The 14 pilots were awarded to communities across the country (Figure II.1). In each pilot, one grantee entity was awarded the P3 grant on behalf of all the local pilot partners. Ten grantees were city, county, or regional government agencies, including four workforce development agencies, a human services agency, a police department, and a public housing agency (Table II.1). Three grantees were state-level agencies, including a human services agency, a state department of education, and a public state university. One grantee was a tribal government. In 12 of the 14 pilots, the grantee was also the lead pilot agency, or the partner agency tasked with operationalizing the P3 authority in the pilot. In two Cohort 1 pilots, the grantee designated another partner to serve in this role. Table II.1 briefly summarizes each pilot's approach, which commonly included new or enhanced services to youth. Chapter V provides details on pilots' youth services.

Figure II.1. Location of P3 pilot grantees



Source: Document review. For more information see: <https://youth.gov/youth-topics/reconnecting-youth/performance-partnership-pilots>.

Table II.1. Overview of P3 pilots

Pilot location	Grantee (lead pilot agency, if different from grantee)	Federal consulting agency	Summary of pilot's approach
Cohort 1			
Baton Rouge, Louisiana	Office of the Mayor–President of Baton Rouge	ED	<ul style="list-style-type: none"> Provide in-school holistic case management and group skill-building exercises for at-risk in-school youth
Broward County, Florida	Children's Services Council of Broward County	ED	<ul style="list-style-type: none"> Provide at-risk in-school youth with in-school one-on-one mentoring focused on academic and/or career postsecondary goals and summer work experience opportunities Develop integrated data system across local youth-serving agencies
Chicago, Illinois	Chicago Department of Family and Support Services	HHS	<ul style="list-style-type: none"> Provide subsidized work experience and mentoring program for in- and out-of-school young mothers of children in Head Start or Early Head Start
Eastern Kentucky	Eastern Kentucky Concentrated Employment Programs (Partners for Education at Berea College)	ED	<ul style="list-style-type: none"> Provide case management to connect in- and out-of-school youth residing in one Promise Zone^a to available resources in their communities, including work-based experiences Provide family engagement programming Provide Teen Outreach Program to in-school youth
Indianapolis, Indiana	City of Indianapolis Metropolitan Police Department (Indiana Black Expo)	DOL	<ul style="list-style-type: none"> Provide case management aimed at increasing youth's awareness of and connections to health-, education-, and workforce-related community resources; targeted to at-risk in- and out-of-school youth in housing complexes

Chapter II. The Federal Vision and implementation of P3

Table II.1 (*continued*)

Pilot location	Grantee (lead pilot agency, if different from grantee)	Federal consulting agency	Summary of pilot's approach
Los Angeles, California	City of Los Angeles, Economic and Workforce Development Department	DOL	<ul style="list-style-type: none"> Provide out-of-school youth with case management, direct workforce-related services, and referrals to other service providers in the community, including housing Develop and convene topical workgroups to build and grow partnerships across local youth-serving agencies
Oklahoma	Oklahoma Department of Human Services	DOL	<ul style="list-style-type: none"> Provide in-school youth in foster care with coordinated case management including postsecondary and employment-focused transition services
Seattle, Washington	Workforce Development Council of Seattle - King County	DOL	<ul style="list-style-type: none"> Provide case management and peer mentoring connecting out-of-school youth to education reengagement programs and Workforce Innovation and Opportunity Act services Establish a position to act as liaison between local courts and workforce system Support planning for common intake form and integrated data system across local youth-serving agencies
Ysleta del Sur Pueblo	Ysleta del Sur Pueblo	CNCS	<ul style="list-style-type: none"> Provide engagement program connecting in- and out-of-school tribal youth to their native cultures and services offered by the tribe
Cohort 2/3			
Hartford, Connecticut	City of Hartford Department of Families, Children, Youth, and Recreation	DOL	<ul style="list-style-type: none"> Develop integrated data system and provide case conferencing for youth-serving agencies aimed at better targeting and coordinating services for at-risk, in- and out-of-school youth residing in one Promise Zone^a neighborhood
New York City, New York	NYC Department of Youth and Community Development	HHS	<ul style="list-style-type: none"> Tailor existing high school equivalency and job preparation program to needs of pregnant and parenting youth by adding dedicated case managers and assistance connecting to child care
New York State	New York State Education Department	ED	<ul style="list-style-type: none"> Provide intensive case management services to at-risk youth who have dropped out of school or have recent justice system involvement, including connecting youth to positive adult relationships and supportive services
Phoenix, Arizona	Arizona State University	ED	<ul style="list-style-type: none"> Provide classroom-based manufacturing and life skills training to at-risk out-of-school youth Connect youth to existing case management and supportive services
Sacramento, California	Sacramento Housing and Redevelopment Agency	HHS	<ul style="list-style-type: none"> Dedicate 100 Housing Choice Vouchers to in- and out-of-school youth experiencing homelessness or at risk for homelessness Provide youth with housing search assistance, case management, and housing retention services

Sources: Pilots' performance partnership agreements; latest round of site visits to P3 pilots; and document review.

^a The Federal Promise Zone initiative provided designated high-poverty communities with customized Federal supports aimed at improving resident and community well-being.

CNCS = Corporation for National and Community Service; DOL = U.S. Department of Labor; ED = U.S. Department of Education; HHS = U.S. Department of Health and Human Services.

III. Pilots' Partnerships and Systems Change Efforts

P3 arose out of an interest in improving coordination among systems serving disconnected youth. Thus, a key element of the Federal vision for P3 was to facilitate local systems change efforts. Ingredients needed to effect systems change include building and strengthening collaborative infrastructure, diversifying stakeholder commitment, and sustaining collective action among stakeholders (The Aspen Institute 2018). For the P3 evaluation, we have defined systems change at the pilot level as changes in how partner agencies in each pilot worked together through their governance structures, communication practices, and data-sharing approaches.

A. Broad systems change efforts

Of the 14 pilots, three—two from Cohort 1 and one from Cohort 2/3—made systems change activities a central component of their efforts. The Los Angeles pilot used the P3 authority to systematically evaluate and strengthen the citywide system for serving disconnected youth. The pilot brought together over 40 partner agencies to participate in work groups with specific goals related to improving services for disconnected youth. Work groups focused on topics including improving service delivery systems; fostering communication among local youth-serving government agencies; identifying waivers that might support systems improvements; and using data, evaluation, and research to support efforts to improve services. The Broward County pilot in Florida used P3 as an opportunity to realize a shared data system across local youth-serving agencies. As of the most recent visit in summer 2018, the pilot intended to launch the integrated data system in the fall of the same year and was planning to include data from the child welfare, public schools, juvenile justice, behavioral health, and health systems. Rosenberg and Brown (2019) and Brown (forthcoming) provide more detail on Los Angeles' systems change work and Broward's shared data system. For one Cohort 2/3 pilot, the Hartford pilot, data sharing was a central focus (Box III.1).

The remaining 11 pilots focused primarily on providing enhanced services to youth as part of the pilots' three-year performance period rather than on broader systems change efforts. To the extent that these pilots worked on systems change efforts, these efforts were focused primarily on strengthening partnerships among local youth-serving agencies as they worked together to implement youth services.

Box III.1. Hartford P3: Developing an integrated data system to target and coordinate services to youth at risk of justice system involvement

The Hartford pilot focused on developing an integrated data system across the city's youth-serving agencies with the goals of better understanding who is being served, where service gaps exist, what outcomes are produced, and how service delivery can be improved. Additionally, the pilot aimed to establish collaboration and information sharing as common practice among local agencies serving disconnected youth. Elements of the pilot included:

- A web-based shared data system. Using start-up funds, the pilot purchased a custom, web-based shared data system. The system, which included a common intake form, tracked youth's demographic and other information collected at intake, participation in services, and outcomes. Five youth-serving CBOs participated in the system during the pilot. The system is open source, or nonproprietary, so Hartford can continue to use and refine it indefinitely without ongoing licensing or subscription fees.
- A provider-facing "navigator." Supported by braided start-up and Workforce Innovation and Opportunity Act (WIOA) Youth funds, the navigator worked directly with partners to facilitate partners' use of the shared data system. The navigator did not provide direct services to youth, but used data from the system to inform case conferences on individual youth with CBO direct-service staff.
- Services to youth at risk of justice system involvement. Using braided funds from DOL and CNCS discretionary programs and other sources, youth-serving CBO partners offered their regular services to the youth whose information was entered into the shared data system; all of these youth were at risk for justice system involvement. A waiver allowed the pilot to serve this population with WIOA Youth funds.

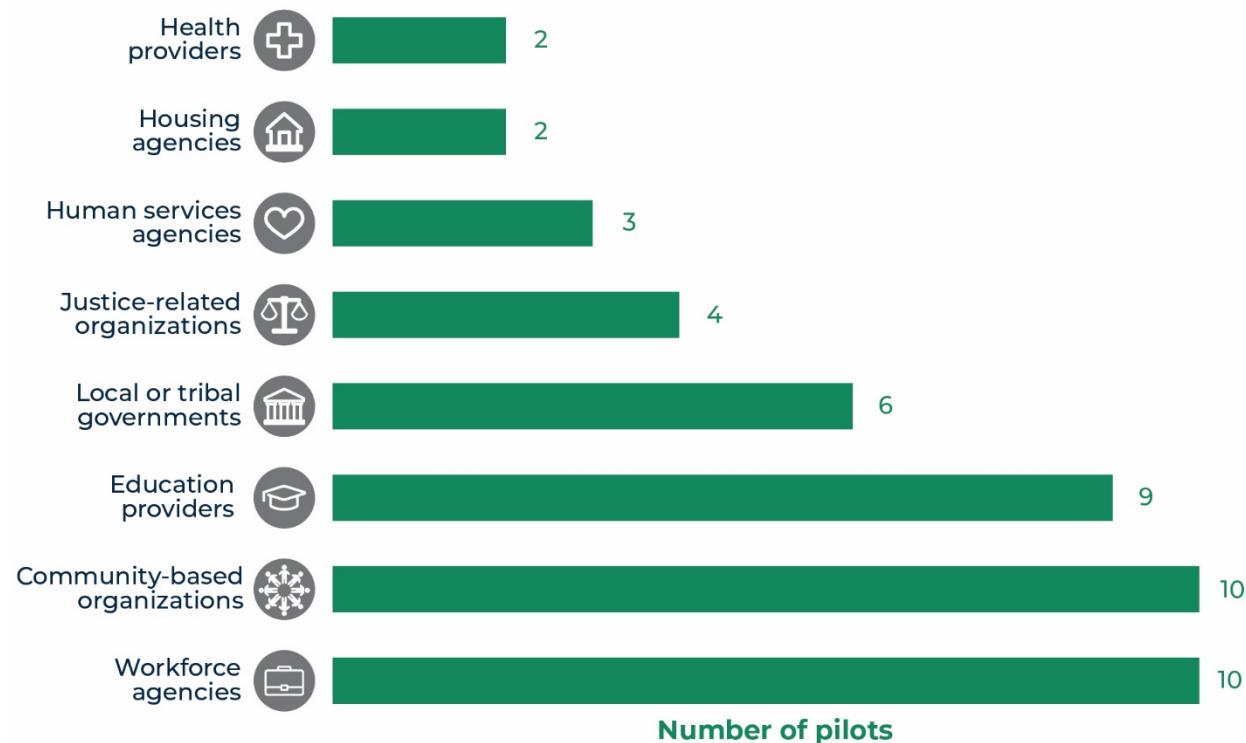
At the time of the site visit in summer 2019, the shared data system was operational and the navigator had entered and periodically updated youth data in the system. However, providers were not yet using the system in day-to-day practice. The pilot faced data sharing challenges that were common to other pilots; in particular, they cited challenges with the capabilities of existing systems and concerns about privacy. In addition, partners involved in developing the shared data system reported that their ability to build a system provider partners would use in daily practice was hampered by their own lack of familiarity with partners' existing data entry processes, staff data literacy, and internal data challenges. Limited data management experience among key pilot and partner staff exacerbated these challenges. Some partners expressed concerns that a shared data system across providers might compromise trust providers had built with youth: "for a youth to go from our agency to a different service provider and have that provider bring up a sensitive past experience—that would be counterproductive."

Despite these challenges, multiple partners noted that the experience of working on the shared data system had strengthened relationships, increased communication and referrals among partners, and fostered a greater openness to data sharing among local youth-serving organizations. Additionally, partners perceived that youth were receiving better services because of these changes.

B. Pilots' partnerships

To implement their approaches to serving disconnected youth, all pilots brought together multiple partners across the workforce development, education, and other domains. Given the continued focus on improving youth's educational and employment outcomes in the notices inviting applications, workforce development agencies and education providers were core partners for most Cohort 1 and Cohort 2/3 pilots.⁴ Non-core partners played small roles—such as participating in early planning meetings or serving as consultants to the pilot. Figure III.1 shows the types of core partner agencies involved in each pilot.

Figure III.1. Core partner agency types



Sources: Site visits to P3 pilots and document review.

Note: Justice-related organizations include entities such as police departments, juvenile detention centers, court systems, and state departments of justice.

1. Workforce development agencies

Workforce agencies were core partners in 10 pilots (seven in Cohort 1 and three in Cohort 2/3). These partner agencies commonly provided services to youth, either directly or through contracts with service providers funded by the Workforce Innovation and Opportunity Act (WIOA). They served as the grantee in four of the 10 pilots and also played the role of the lead pilot agency in three of those four, coordinating the pilot's day-to-day activities.

⁴ We define core partners as those that were actively involved in leading and implementing key aspects of the pilot at the time of the most recent site visit.

2. Education provider agencies

Education providers—including public school districts, state and local departments of education, and postsecondary institutions—were core partners in nine pilots, six in Cohort 1 and three in Cohort 2/3. For pilots serving in-school youth, public school districts often provided space, referrals, staff time, and data to connect youth to services. In two Cohort 1 pilots, staff provided services to students during the school day. State and local departments of education were core partners in two Cohort 2/3 pilots. In the New York City pilot, the local department of education provided high school equivalency training and child care resources to youth participating in the pilot. In the New York State pilot, the state department of education was the lead pilot agency and leveraged ED program funds to support the pilot's activities. Postsecondary institutions—including community colleges and four-year colleges and universities—provided training and other services to youth and conducted local evaluations. In the Phoenix pilot, the lead agency was housed within a public state university.

3. Other types of partner agencies

In addition to workforce agencies and education providers, pilots partnered with organizations and agencies across relevant domains including CBOs, local or tribal governments, and other organizations and agencies (Figure III.1). In Cohort 2/3 pilots, these other partner agencies played roles similar to those in Cohort 1 pilots (Hanno et al. 2020; Rosenberg and Brown 2019), including providing youth with services within their domain, assisting in recruiting youth for services, and contributing to systems change efforts. For example, in four Cohort 2/3 pilots, CBOs provided case management and other direct services to youth. In one Cohort 2/3 pilot, the pilot partnered with the local human services agency, which supported youth in applying for subsidized child care and early education programs administered by the agency. In another Cohort 2/3 pilot, the local housing agency was the grantee and lead pilot agency and provided dedicated Housing Choice Vouchers for youth as well as support applying for and using the vouchers.

In four pilots a local or tribal government was the grantee, and in three of these pilots the grantee also served as the lead pilot agency. For two other pilots, local government entities provided advising and support coordinating across local systems.

4. Value of partnerships in serving disconnected youth

Through engaging diverse partners, pilots reported building new organizational relationships and strengthening existing relationships among local youth-serving agencies. At the time of the most recent site visit to each pilot in mid-2018 (Cohort 1 pilots) and mid-2019 (Cohort 2/3 pilots), P3 leadership and pilot partners in all pilots reported that P3 resulted in new partnerships between local agencies serving disconnected youth. In part, this was the result of P3's requirement to blend or braid two or more Federal programs to provide services to youth. To access these funds, the entities that held the funds of the programs would need to coordinate with one another. The day-to-day work of planning and implementing youth services—as well as regular partner meetings—also strengthened relationships. As leadership in one pilot explained, “having something to work on builds partnerships.” For example, as a part of their engagement in P3, a CBO provider partner in one pilot reported having the opportunity to build new relationships with relevant local government entities that they would not otherwise have been able to directly access. In addition to building new organizational relationships, partners in all pilots indicated in their responses to the partner manager survey that the P3 pilot had strengthened local partnerships that

predicated P3 (Box III.2). Partners across all pilots also reported favorably on the survey about the importance and quality of P3 partnerships.

Box III.2. On-site partner survey demonstrates positive perceptions of P3 partnerships

To collect standardized information on partners' views on collaboration around P3, site visitors administered a short paper-and-pencil survey to each partner manager interviewed. Surveyed partners included a grantee representative; the lead implementer, if different from the grantee; and managers or supervisors of direct-service providers. We use surveys collected on the last visit to each pilot. During these visits we collected three to 14 surveys at each of the 14 pilots for a total of 92 surveys. Below, we report selected findings from these surveys.



In interviews, partners described their perceptions that strengthened partnerships through P3 had improved their local service systems for disconnected youth. In particular, partners in two Cohort 2/3 pilots shared their experiences, which were similar to anecdotes shared by Cohort 1 pilots (Hanno et al. 2020). The CBO service provider in one pilot credited stronger relationships with expanding their awareness of available resources in the community for disconnected youth. Through P3, this organization learned about early childhood education and care services available through the pilot's education provider partner. The same respondent also reported that P3 deepened CBO staff members' familiarity with the process of connecting youth to early childhood education and care services through the pilot's human services agency partner. In these ways, the respondents perceived that strengthened partnerships facilitated referring youth to a broader range of available services. In the other pilot, multiple partners described that P3 created opportunities to sit down with other agencies providing services to disconnected youth. They reported their perceptions that these opportunities reduced competition for funding and youth participants and improved collaboration within the community.

C. Factors that appeared to influence pilots' systems change efforts

P3 provided opportunities for communities to break down silos—such as between education providers and workforce agencies—to better meet the needs of their youth. Indeed, respondents in all 14 pilots reported enhancing their partnerships in the wake of their award. Beyond these efforts to improve coordination among partners, most pilots focused primarily on how the different organizations could support the pilot's particular intervention or set of youth services and did not focus their P3 efforts on other key elements of systems change. Our analysis of the data suggested the following factors may have shaped pilots' systems change efforts:

- **Prioritizing enhanced youth services over systems change.** As P3 rolled out, most pilots focused on expending their Federal discretionary program funds, implementing the youth services they planned in their application, and meeting the performance measures negotiated in their performance agreement. According to interviews with pilot leadership, three of the 14 pilots made systems change a key goal of their P3 approach. The other pilots used P3 primarily to provide enhanced services to a focal population of youth. The pilots that had not been considering larger systems change efforts before applying tended to plan more modest systems change efforts and to prioritize service delivery over systems change in the years allowed in the P3 award (the initial cohorts were, at first, limited to a three-year grant period). For example, when asked about the need for any additional Federal waivers, lead agency staff in one pilot reported that the day-to-day demands of service provision left little staff time or energy to identify additional Federal waivers that could have led to greater changes in the youth services landscape in their community. As this respondent explained: “everyone is so bogged down providing services that they don’t have time to think at a higher level.”
- **Accomplishing foundational work for systems change.** As noted, the Federal agencies participating in P3 allocated funds to support pilots’ efforts around partnerships and developing systems change. Pilots also received technical assistance as they implemented their approaches. Still, the pilots that were able to put systems change at the center of their approaches had already spent years—before they applied for P3—building collaborations among local youth-serving agencies to identify and address systems-level issues. Based on analysis of interview data, it appeared that pilots that did not have this experience were less prepared to take on the work required to advance system changes.
- **Devoting resources, negotiations, and time to remove barriers to local data sharing.** Enabling entities serving the same population to share data is also often cited as a critical element of systems change (The Governing Institute 2018). Yet, developing such practices is difficult for reasons such as protocols for protecting privacy, existence of multiple data systems, and agencies’ overlapping data reporting requirements (Freedman Consulting, LLC 2014). As expected, these challenges were common among the seven pilots that had planned to incorporate data sharing into their P3 approach. Respondents described data-sharing efforts hampered by a lack of capabilities among existing systems, the time and effort involved in getting all parties to buy in to data sharing, agencies’ desire to maintain their own systems, and confidentiality concerns—particularly among education-based entities that must comply with the Family Educational Rights and Privacy Act (FERPA). The experiences of one of the two pilots that focused on data sharing highlighted some additional challenges. Partners in this pilot reported that limited communication between system developers and direct-service providers—as well as limited data management experience among key pilot and provider staff—made it difficult to implement a shared data system that providers would use in day-to-day practice. Provider partners in this pilot also expressed concerns that a shared data system might compromise trust they had built with participating youth. Pilots that had not planned to increase data

sharing noted that concerns about challenges like these contributed to their decision to not pursue data sharing. The two pilots that made major strides in data sharing among partners were able to dedicate resources, negotiations, and time to address these challenges. For both, collaborative work in the community around data sharing that pre-dated P3 facilitated their efforts, and for one, P3 provided a springboard to secure additional funding and technical assistance to support their integrated data system (Brown forthcoming).

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IV. Pilots' Use of P3 Flexibilities

To support efforts to improve youth outcomes, P3 provided awarded pilots with the flexibility to combine funds from Federal discretionary programs and other sources and to request waivers of these programs' eligibility and other requirements. Pilots' ability to coordinate funding from different discretionary programs with the help of waivers to better streamline services was central to the Federal vision for P3.

A. Funding sources used by pilots

A key component of the Federal vision for P3 was that pilots would leverage existing funding sources to support their efforts to improve systems serving disconnected youth in their communities. P3 authority encouraged applicants for P3 pilots to request waivers from Federal discretionary program requirements in order to better use the funds in combination, either by blending or braiding funds, to better serve their youth. When funds are blended, they are pooled to support a common initiative or set of services and not allocated or tracked by the individual sources. With braiding, funding streams retain their initial programmatic and reporting requirements, although some requirements might be waived (AGA Intergovernmental Partnership 2014).⁵

To realize this vision, pilots identified different discretionary programs of the Federal agencies participating in P3 and used these funds with P3 start-up funds and other funding sources to implement their approaches. During site visits, pilot leadership—including leadership at the grantee and partner organizations—described how they used Federal discretionary program funds, start-up funds, and other funds to support their approach.

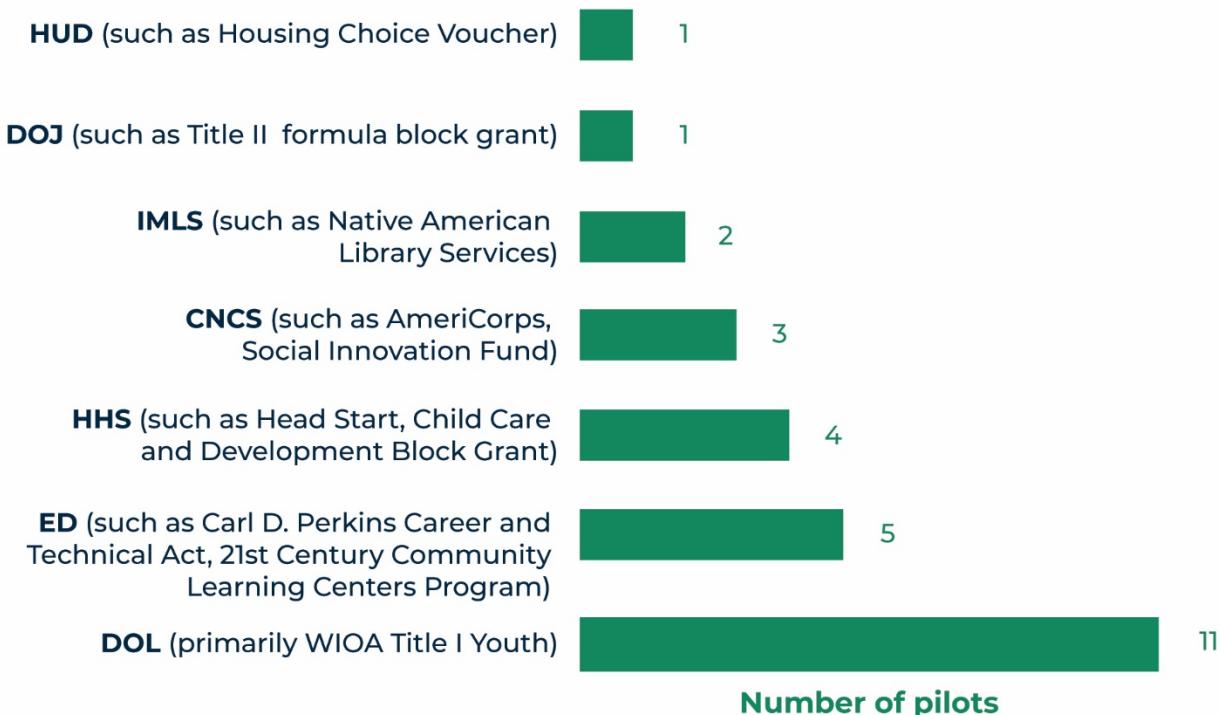
1. Federal discretionary funds

Of the available Federal discretionary funds, pilots in Cohort 1 and Cohort 2/3 most commonly used funds from DOL and ED programs (Figure IV.1). Eleven pilots used WIOA Title I Youth program funds. Seven of these pilots used these funds to provide youth with regular WIOA Youth services, such as education and training, counseling, and supportive services. The remaining four pilots used WIOA Youth funds for services designed especially for the pilots' P3 approach. For example, the New York City pilot used WIOA Youth funds to support a high school equivalency and job preparation program geared to the needs of pregnant and parenting youth, including a dedicated staff person to work one-on-one with youth and help connect them to subsidized child care.

Five pilots leveraged ED program funds. These programs included Carl D. Perkins Career and Technical Education; Elementary and Secondary Education Act (ESEA) Title I; and the 21st Century Community Learning Centers (21st CCLC) program. Pilots generally used funds from these programs to support new direct-service staff and new services or service enhancements for youth, such as supportive services and training. For example, the New York State pilot used 21st CCLC funds to support a P3 program coordinator and provide case management services and work-based learning to youth. Another pilot used ESEA Title I funds to add a life skills component to a manufacturing skills training program for youth.

⁵ Later in this chapter, we discuss how pilots used the waivers from program requirements they received for their identified funding streams.

Figure IV.1. Federal discretionary funding sources used by pilots



Sources: Site visits to P3 pilots and document review.

Note: Three pilots used funds from more than one ED program. Two pilots used funds from more than one DOL program.

CNCS = Corporation for National and Community Service; DOJ = U.S. Department of Justice; DOL = U.S. Department of Labor; ED = U.S. Department of Education; HHS = U.S. Department of Health and Human Services; IMLS = Institute for Museum and Library Services; WIOA = Workforce Innovation and Opportunity Act.

Pilots also used funds from CNCS, HHS, and Institute for Museum and Library Services (IMLS) discretionary programs. Of the three pilots that used funds from CNCS programs, two used staff funded by the CNCS AmeriCorps program to provide direct services to youth. In the third, CBO provider partners offered youth regular services, some of which were funded by the CNCS Social Innovation Fund program. Four pilots used HHS programs to fund services to youth. In two of the four, the pilot drew on HHS funds—including Head Start, Early Head Start, and the Child Care and Development Block Grant (CCDBG) programs—to provide early childhood education and care programs to the children of parenting youth. One of these two pilots also used HHS funds to support staff providing case management and other supports to these youth. The other two pilots used HHS program funds (Transitional Living Program, Now is the Time—Healthy Transitions) to provide regular services to youth. IMLS programs were a source of funding for two pilots. In one, youth could access an evening, weekend, and summer career and college counseling program funded by the Grants to State Library Administrative Agencies, and in the other, Native American Library Services: Enhancement Grants funded materials for P3 programming.

Two Cohort 2/3 pilots used discretionary funds from two Federal agencies, DOJ and HUD, that were authorized as of the 2015 and 2016 Acts, respectively. The New York State pilot used DOJ Title II

formula block grant funds to support staff providing intensive case management to youth. The Sacramento pilot used funds originating with the HUD Housing Choice Voucher program to provide housing vouchers to youth.

Ten of the 14 pilots used funds from at least two Federal discretionary programs. All pilots combined funding from multiple sources, but for the other four pilots, these sources included just one Federal discretionary program. Although most pilots used at least some funding from all of the Federal discretionary programs they had planned, two pilots in Cohort 1 and two in Cohort 2/3 did not use funds from one or more planned Federal discretionary programs. Reasons for not using a planned funding source were unique to each pilot. For example, for one Cohort 2/3 pilot, the grantee and lead agency received less funding than expected from the given program, so the pilot found another source of funds to support planned youth services. Another Cohort 2/3 pilot planned to draw on two DOL discretionary programs to provide employment services to youth. However, because the pilot targeted youth who were homeless or at risk of homelessness and were ready for independent living, youth were generally already connected to employment or education and did not need DOL program services. At the time of the site visit, the pilot had not yet used DOL program funds to serve youth through the pilot.

2. Start-up funds

Although the start-up funds awarded to the P3 pilots were used for a variety of activities, pilot staff salaries, procurement of local evaluators, and staff training were most common.

- **Staff salaries.** Respondents in 13 pilots reported using start-up funds to support pilot staff, such as a P3 director, service coordinator, or outreach staff.
- **Local evaluation.** Eleven pilots used start-up funds to support local evaluations of their P3 efforts, commonly by contracting with local evaluators.
- **Staff training.** At least half of the pilots reported using start-up funds to train staff working with youth. For example, one pilot used start-up funds to provide a series of workshops for staff at service provider partners on topics related to youth development, such as trauma-informed practices, sexual violence awareness, and youth leadership.
- **Other uses.** At least two pilots used start-up funds for integrated or enhanced data systems, equipment and supplies, travel for youth, or pilot staff members' attendance at P3 and other national conferences. Two Cohort 1 pilots used start-up funds to support strategic planning initiatives. In one, start-up funds covered a convening of all partner staff to finalize a strategic plan for the pilot's P3 initiative. In the other, start-up funds supported planning for implementing a shared database across youth-serving agencies after the P3 initiative.

Given their smaller start-up awards, Cohort 2/3 pilots supported fewer start-up activities, although the types of activities supported with start-up funds were generally similar across cohorts. One Cohort 2/3 pilot leader described how the modest size of start-up funds helped focus the pilot on identifying ways to realize the P3 vision of combining multiple funding sources: "This may be heretical to say, but it was the right amount of money ... the [modest start-up funding] forced us to think about what we could do with what we had, which has been nice."

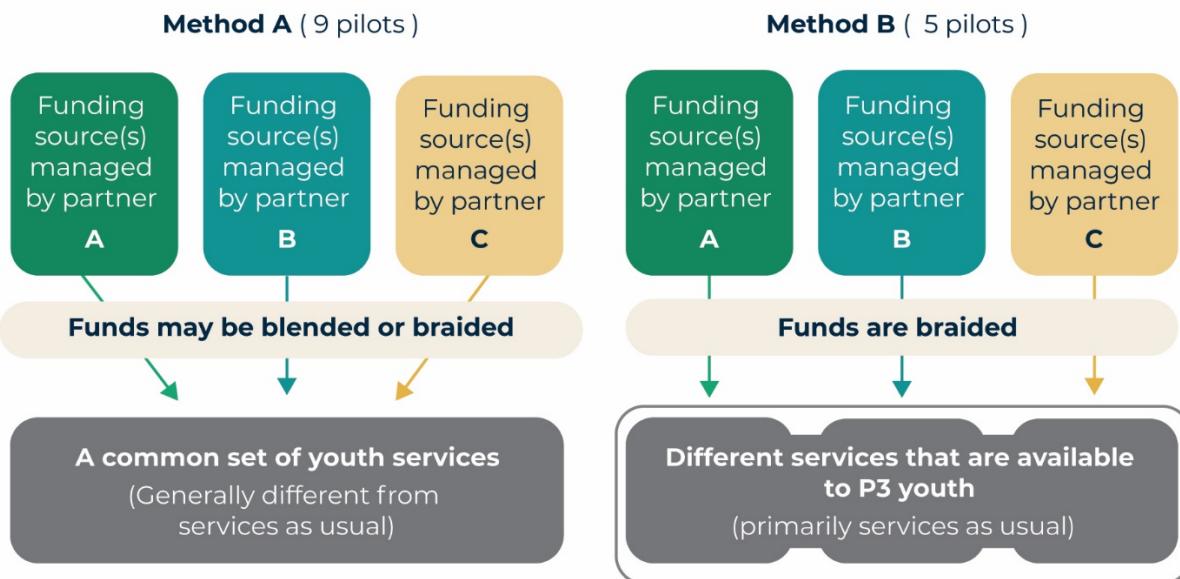
3. Other funds

In addition to Federal discretionary funds and P3 start-up funds, pilots could—but were not required to—leverage other funding sources, including state or local funds and private donations. All pilots leveraged other funding sources, and pilot leaders indicated they typically used these funds to provide services to youth. For example, CBO provider partners in one pilot used a county homelessness prevention grant awarded after P3 to provide more intensive case management, supportive services, and housing search assistance to the youth served under P3. Another pilot used state department of education funding to provide high school equivalency instructors and child care for parenting youth. Another common use of other funds was to support staff time on P3, including time to participate in P3 partner meetings, administer the pilots' approach, and provide direct services to youth. Finally, pilots also used other funds for supplies, stipends to youth participants, and meeting or program space.

B. How pilots combined funding sources

A key element of the Federal vision for P3 was that pilots would combine identified funding sources—through blending or braiding of funds—to support their approaches. Although all pilots used multiple funding sources, they generally combined these funds in one of two ways: (1) Method A, which is closer to the Federal vision of blending resources to support services for youth; and (2) Method B, which is closer to business as usual (Figure IV.2).

Figure IV.2. Pilots' two general methods for using multiple funding streams



Sources: Site visits to P3 pilots and document review.

Nine of 14 pilots merged multiple funding sources across partner agencies to support a common set of youth services (Method A in Figure IV.2). This method is distinguished by different funding streams coming together to support a common set of youth services, which are generally different from business as usual. Of the nine pilots that used this model, only two blended at least two of their multiple funding sources into a single pool of funds that could be disbursed to support the P3 approach. The remaining pilots found it was not necessary or feasible to blend funds to implement their approach, and these pilots

braided the funding sources. The pilots that used this model to combine funds more commonly implemented a program or common set of services that were available only to youth participating in the pilot (see Chapter V for more detail on pilots' youth services). Of the nine pilots, four were from Cohort 2/3. Boxes IV.1 and IV.2 give more detail on how two Cohort 2/3 pilots merged funds to support their approaches.

Box IV.1. Phoenix P3: Combining funds to provide manufacturing and life skills training to disconnected youth

The Phoenix pilot used funds from multiple sources to provide the following services to youth ages 17- to 24 who were not in school:

- Fourteen-week, classroom-based manufacturing training. WIOA Youth funds managed by two workforce agency partners paid the tuition. As almost all youth served were eligible for the WIOA Youth program, the pilot did not need a waiver for this use of WIOA Youth funds. The pilot paid tuition for the handful of youth who were not eligible for WIOA Youth with general funds from the lead agency. Using in-kind funds, an education provider partner—a local community college—tailored the manufacturing program for P3.
- Life skills training delivered concurrently with manufacturing training. The pilot used ED Elementary and Secondary Education Act (ESEA) Title I Part A funds—managed by another education provider partner, the county regional school district—to support the life skills training component. A waiver of the limitation on serving individuals older than age 21 with ESEA funds allowed the pilot to provide the life skills training to some older youth.
- Case management and supportive services. The pilot provided these services during and after training using WIOA Youth funds managed by the two workforce agency partners.
- Transportation support. Participants enrolled in the WIOA Youth program received transportation support—such as bus passes and ride-sharing cards for transportation to and from case management and training—through this program. Foundation funding managed by the lead pilot agency allowed the pilot to provide transportation support to the youth not eligible for the WIOA Youth program and those who had exhausted their allotted WIOA Youth transportation amounts.

The pilot used start-up funds and foundation funds managed by the lead pilot agency to support the P3 program coordinator, outreach and marketing staff, a business engagement consultant, marketing supplies, and the local evaluation.

The remaining five pilots allocated funds across partner agencies to support their usual services and the funds retained their original identity (Method B in Figure IV.2). This method required coordinating across funding streams and partners. However, compared to Method A, it was more similar to business as usual. In the pilots that used this method, the activities each funding source supported were part of the P3 suite of services, but were generally not merged to support new or common services. For example, one pilot that used this method drew on funds from two DOL programs (WIOA Title I Youth and Career Pathways for Youth) and the CNCS Social Innovation Fund—all managed by the workforce agency partner—to support usual services to youth identified to participate in the P3 pilot. Youth served in this pilot could also access services at CBO provider partners, which were funded by various other, non-Federal sources. To support coordination across these services, the pilot used start-up funds for developing an integrated

data system, and braided start-up and WIOA Youth funds to hire a full-time staff person to facilitate services coordination and adoption of the integrated data system across partners. All but one of the pilots in this group were from Cohort 1.

C. Pilots' use of waivers to support their youth services

Stemming from concerns around conflicting and constraining requirements across Federal programs serving disconnected youth, the Federal agencies participating in P3 could grant pilots waivers to relax requirements of their discretionary programs. After identifying funding sources to support their planned youth services approach, pilots determined which waivers to requirements related to these identified funding sources would allow them to best meet the needs of their focal population.

The Federal agencies awarded 34 statutory waivers under the three cohorts of P3 (see Appendix Table B.1 for details on approved waivers).⁶ Pilots had on average 2.4 approved waivers, ranging from zero waivers in one pilot to six approved waivers in another. As 11 pilots relied on WIOA Youth program funding (Table IV.1), more than half—18 of 34 total waivers—pertained to this program. The remaining approved waivers related to other programs such as the DOL YouthBuild program, the ED 21st CCLC program, the HHS Head Start and Transitional Living programs, and the CNCS AmeriCorps program. All Cohort 2/3 approved waivers pertained to the WIOA Youth and 21st CCLC programs, whereas Cohort 1 pilots' waivers were approved for a wider variety of programs.

Pilots were not obligated to use their approved waivers. Of the 34 approved waivers, 10 had not yet been used at the time of the last site visit. Four pilots—three from Cohort 1 and one from Cohort 2/3—ultimately did not need waivers to implement their approach, including the one pilot with no approved waivers.

Of the 13 pilots with approved Federal waivers, 10 reported using at least one approved waiver to provide services to youth as of the most recent site visit. These pilots that used waivers were more likely to combine several sources of funding to support a common set of youth services (Method A in Figure IV.2). The 10 pilots used waivers in three general ways (Table IV.1).

Table IV.1. Common uses of pilots' approved waivers

Uses of waivers	Approved waivers used in this way	Number of pilots using approved waivers in this way	Number of approved waivers used in this way
Serve a broader population of disconnected youth (populations served were sometimes more at risk than those eligible for the given program without the waiver)	<ul style="list-style-type: none">Waived WIOA Title I Youth program eligibility requirementsNegotiated revised WIOA Title I Youth out-of-school youth expendituresWaived WIOA Title I Youth program performance measures and proposed alternative measuresExpanded youth eligibility requirements of other programs	9	15

⁶ The Federal P3 agencies awarded an additional 10 statutory waivers to allow blending of funds. These waivers are included in Appendix Table B.1 but are not discussed in this chapter.

Chapter IV. Pilots' Use of P3 Flexibilities

Table IV.1 (*continued*)

Uses of waivers	Approved waivers used in this way	Number of pilots using approved waivers in this way	Number of approved waivers used in this way
Serve focal population flexibly	<ul style="list-style-type: none"> • Waived requirements of programs other than WIOA Youth to expand when, where, or how services were provided • Expanded youth eligibility requirements of WIOA Title I Youth and other programs • Allowed for subcontracting ED funds 	4	9
Reduce administrative burden	<ul style="list-style-type: none"> • Waived WIOA Title I Youth program eligibility requirements • Waived WIOA Title I Youth program performance measures and proposed alternative measures • Waived fiscal match requirement for portion allocated to P3 	3	4

Sources: Site visits to P3 pilots and document review. N = 10 pilots that used waivers to implement their approach.

Note: Some pilots reported more than one use for some waivers.

ED = U.S. Department of Education; WIOA = Workforce Innovation and Opportunity Act.

1. Serve a broader population of disconnected youth

Pilots most commonly used approved waivers to serve a broader population of youth than would have been possible under the particular program's requirements. Nine pilots from Cohorts 1 and 2/3 used a total of 15 approved waivers in this way. According to four pilots, waivers providing flexibility around eligibility requirements for the WIOA Youth Program⁷ allowed them to serve more youth with funds from this program. Three pilots in this group reported that approved waivers expanded their pool of youth that were eligible as out-of-school youth in the WIOA youth program. The fourth pilot reported that its approved WIOA Youth waiver enabled it to add youth who were at risk of criminal justice or juvenile justice involvement to the list of eligibility categories for WIOA Youth services. This category included youth who had been victims of crimes or those who were members of gangs.

Two pilots used waivers relaxing WIOA Youth program requirements for minimum expenditures on out-of-school youth to serve more in-school-youth.⁸ Staff in one pilot reported that this waiver allowed the pilot to serve more youth than they otherwise would have because of the challenges associated with engaging and serving out-of-school youth, which—before the waiver—commonly resulted in unused WIOA Youth funds designated for out-of-school youth. For one Cohort 2/3 pilot, a waiver permitting alternatives to the standard WIOA Youth performance measures allowed the pilot the flexibility to target a group of disconnected youth—those who were pregnant and parenting—that pilot leadership expected might face barriers to meeting the regular WIOA Youth performance measures.

Six pilots drew on waivers expanding youth eligibility requirements of other programs. For example, one Cohort 1 pilot used an approved waiver of an income recertification requirement for the HHS Head Start

⁷ Youth meet the eligibility criteria for the WIOA out-of-school youth program if they are (1) not attending school; (2) between ages 16 and 24; and (3) in one or more of nine risk categories, including being homeless, having been an offender, having a disability, and being pregnant or parenting. For the in-school program, youth meet the criteria if they are (1) attending school; (2) between ages 14 and 21; (3) low-income; and (4) in one of eight risk categories similar to those for the out-of-school program.

⁸ WIOA requires that at least 75 percent of states' and local areas' Youth funds expenditures be used to support out-of-school youth.

program to ensure that all participating youth would maintain eligibility throughout the pilot's two-year intervention. One Cohort 2/3 pilot used these approved waivers to work with especially hard-to-serve youth. For this pilot, a waiver that allowed it to use ED 21st CCLC program funds to serve out-of-school youth enabled the pilot to work to encourage these youth, including those with recent involvement with the justice system or law enforcement, to return to school.

2. Serve the focal population flexibly

Four pilots used a total of nine approved waivers to use identified Federal discretionary program funds to more flexibly serve their focal youth population. Three pilots used waivers of requirements of programs other than WIOA Youth to expand when, where, or how services were provided. For example, an approved waiver to the requirement that ED 21st CCLC program funds be used during non-school hours allowed one pilot to offer service throughout the day to youth who had dropped out of school. Other approved waivers allowed two of these pilots and a third to use ED funds to subcontract with direct service providers whom they considered most able to work with the target population. As leadership in one pilot explained, the agencies they subcontracted with to provide services "are deep in their communities." One pilot used approved waivers expanding eligibility requirements for the WIOA Youth and Head Start programs to provide more comprehensive services to youth and to ensure that all youth would be eligible for two years of program services.

3. Reduce administrative burden

Three Cohort 1 pilots used approved waivers to reduce administrative burden on the pilot. For one pilot, waivers related to WIOA Youth eligibility requirements and performance measures reduced burden around determining youth eligibility and performance reporting for this program. For another pilot, a waiver of the fiscal match requirement for the CNCS AmeriCorps program eased the reporting burden on the pilot. For the third pilot, a waiver of WIOA Youth eligibility requirements eased the burden of eligibility determination.

Box IV.2 describes how the New York State pilot drew on multiple waivers to develop a flexible intervention tailored to the needs of a particularly at risk group of youth.

While the P3 funding announcement encouraged pilots to request waivers from state and local agencies, as appropriate, no pilots were using state or local waivers as of the last site visit. Ten pilots reported that they did not need and therefore did not request state or local waivers. Another three had begun to identify potentially useful state- or local-level flexibilities but were not yet using any approved waivers. One pilot had requested waivers from their state, but the state denied the request citing concerns about maintaining consistent standards across the state.

Box IV.2. New York State P3: Waivers to ED program requirements support intensive case management for high-risk youth

The New York State pilot, Connecting Youth in Transition (CYT), was an intensive case management intervention for youth from Albany and Rochester who were involved in the juvenile justice system or who were disconnected from work and school. CYT partnered with the New York State My Brother's Keeper Community Network, as both communities are network members. CYT used funds primarily from two Federal programs—the ED 21st CCLC program and the DOJ Title II Formula Grants program—and P3 start-up funds. The DOJ Title II Formula Grant funds did not require waivers, but the state requested waivers for the 21st CCLC program to allow youth not in school to receive services during school hours. The three 21st CCLC waivers were central to using the program funds to support these services:

- A waiver of the requirement that the 21st CCLC program assist students allowed the pilot to work with youth who had dropped out of school.
- A waiver of the requirement that the 21st CCLC program be conducted during non-school hours or periods when school is not in session provided the flexibility to work with youth during the regular school day.
- A waiver to permit subcontracting of 21st CCLC funds enabled the state's two partner local school districts to subcontract with CBOs to provide intensive case management.

In addition, provider staff reported that CYT did not require youth to meet requirements, such as attending a certain number of case management meetings, to continue to receive services. This flexibility enabled staff to build trust with the youth and provide services focused on their individual and needs and goals.

D. Factors that appeared to influence how pilots utilized P3 flexibilities

Through the P3 authorization, the Federal agencies participating in P3 encouraged pilots to coordinate and combine multiple funding sources to support their approach. Federal waivers approved under P3 provide pilots with more flexibility in serving youth across these multiple funding sources. Pilots' use of the flexibilities offered through P3 varied; they ranged from relying mostly on one discretionary program's funding using no waivers to blending and braiding the funds of several discretionary programs from two Federal agencies and exercising multiple approved waivers to expand the pool of eligible youth. We identified several factors that appeared to matter for where pilots fell on this continuum:

- **Understanding the flexibilities.** Pilots' understanding of the flexibilities available under P3 was important to their ability to fully utilize these flexibilities. The study identified gaps in pilots' understanding of the flexibilities and their potential advantages. In terms of funding, interviews indicated that leadership in four of the 14 pilots lacked a clear understanding of the difference between blending and braiding funding approaches and which approach the pilot had used. Pilots' understanding of waivers also varied. For example, current leadership in one pilot reported minimal understanding of which waivers had been approved and whether and how service providers were using those waivers. Leadership turnover in four pilots contributed to lost knowledge about planned or approved waivers and P3 funding approaches. In one case, the person who wrote the grant passed away before implementation, and key partners reported they did not know about her vision for how to

blend funds to support the pilot's activities. Additionally, our analysis of the data suggested pilots' understanding of available flexibilities under P3 may have shaped their ability to request waivers the Federal agencies could approve. As described in prior reports, the Federal agencies denied waivers that were not permitted under P3 authorizing legislation or that requested flexibilities that did not require a waiver. For example, one Cohort 1 pilot requested waivers for its use of a HUD discretionary program, but the 2014 Act did not include HUD programs. The Federal agencies also denied some requested waivers out of concerns about maintaining accountability and not setting a precedent with wider application (Hanno et al. 2020).

- **Securing state, local, and partner trust in and buy-in for P3 flexibilities.** Pilot leadership in four Cohort 1 pilots noted that they were unable to secure enough trust and buy-in from their state and local partners to implement their planned approaches (Rosenberg and Brown 2019). One Cohort 2/3 pilot also experienced this challenge. For one of these five pilots, respondents reported that the lack of trust among key partners that the flexibilities were "real," that is, that partners would not be penalized by the relevant Federal agency for blending funds, caused the pilot to braid rather than blend funds. The pilot was able to implement braiding effectively to support planned services. However, the challenges they faced in blending funding sources revealed local partners' distrust in the P3 flexibilities. For the other four pilots, partners' buy-in or the extent to which partners felt the flexibilities were worthwhile led to delays and changes in plans. For example, one pilot identified several waivers to requirements of the WIOA Youth program in their application. However, the workforce agency partner was not aware of the waivers requested in the application, and when they learned about them after P3 was awarded, the agency expressed disapproval of the waivers and did not want to pursue them. Another pilot experienced months of delays because a state agency resisted allowing the pilot the flexibility to braid an ED discretionary program's funding. Bringing relevant state and local entities and partners into early planning phases emerged as an especially important communication strategy to plan and implement feasible approaches to harnessing the P3 flexibilities.
- **Needing flexibilities to implement the planned approach.** In addition to limited use of flexibilities due to lack of understanding, trust, or buy-in, three pilots found that they did not need their granted waivers to implement their services. Two of these pilots did not use approved WIOA waivers because the pilots connected either very few or no youth with WIOA Youth services. For example, in one pilot, youth did not need WIOA services because the pilot targeted youth who were homeless or at risk of homelessness and were ready for independent living, which meant they were generally already connected to employment or education services. Additionally, the provider CBOs for this pilot offered many non-WIOA-funded in-house education and workforce services, further limiting the need to connect youth to WIOA services. The other pilot served too few youth with WIOA Youth program funds to justify the added administrative burden required to use approved waivers (Rosenberg and Brown 2019). In addition to these three pilots that did not use any approved waivers, one other did not have any approved waivers. This pilot did not need waivers to use WIOA Youth funds to support training and case management of participants, so it did not seek approval for any when applying for P3. For the handful of participants who were not eligible for the WIOA Youth program, the pilot used general funds from the lead agency to cover training.

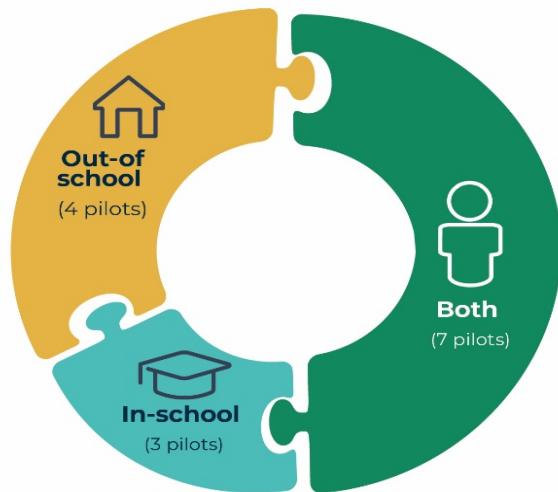
V. The Youth Experience

Earlier sections of the report have discussed how P3 aimed to address the fragmentation across the many programs and agencies serving disconnected youth in an effort to improve local systems and the outcomes of youth. In this section, we focus on youth's experiences with the strategies implemented by the P3 pilots to reconnect youth to education and/or employment and to address some of the underlying factors pulling them away from these systems. In particular, this section addresses the questions: who are the youth who participate in the P3 pilots, what services do they receive, and what are their outcomes—especially in the education and employment domains?

A. Youth eligibility and characteristics

Pilots provided services to youth who were either in school and at risk of becoming disconnected from school—such as those who were behind academically, frequently absent, or enrolled in alternative education—or already out of school. Half of the pilots from Cohorts 1 and 2/3 served a mix of in- and out-of-school youth (Figure V.1). Only three pilots—all from Cohort 1—served in-school youth exclusively. Of the Cohort 2/3 pilots, two recruited out-of-school youth exclusively and the others served a mix of in- and out-of-school youth.

Figure V.1. School status of youth served



Sources: Site visits to P3 pilots and document review.

involved with the justice system, out of school, or at a particularly high risk of dropping out. One Cohort 2/3 pilot served youth residing in a Promise Zone. Only two of the Cohort 1 pilots focused on serving a specific population of youth; the other Cohort 1 pilots served disconnected youth more broadly. Box V.1 describes the special youth populations served by five pilots across the three cohorts. Appendix Table B.2 describes the different populations of disconnected youth each pilot recruited and the characteristics of the populations they ultimately served.

The notices inviting applications for the 2015 and 2016 authorizations (resulting in Cohort 2/3) added priorities for approaches to serving youth who were both unemployed and out of school or faced “significant barriers to accessing education and employment.” Examples of significant barriers included involvement with the justice system, having a disability, and living in a high-poverty neighborhood. As the notice inviting applications for the 2014 authorization (Cohort 1) only specified a priority for projects designed to serve and coordinate with a federally designated Promise Zone, the additional priorities might have led Cohort 2/3 pilots to focus on serving youth with more barriers. For example, three of the five Cohort 2/3 pilots focused their efforts on serving youth who were either pregnant or parenting; experiencing or at risk of homelessness; or

Box V.1. Special youth populations pilots served

Pregnant and parenting youth. Two pilots designed their approach to provide youth with children younger than age 5 with child care while they completed their high school education and/or gained workforce development skills. One of these two pilots also served youth expecting a child.

Youth transitioning out of foster care. One pilot designed its approach to provide coordinated case management around education and employment services for youth transitioning out of foster care.

Youth residing in public housing. One pilot designed its approach to provide case management as well as referrals to health-, education-, and workforce-related community resources for youth residing at two public housing complexes.

B. Recruitment

As of the last round of site visits to the pilots—in April through June 2018 for Cohort 1 pilots and June through August 2019 for Cohort 2/3 pilots—pilot leadership reported that about 8,900 participants had enrolled in P3 services across the 14 pilots. The number of youth served at each pilot ranged from 36 to 6,867.⁹ This range largely stemmed from the pilots’ original enrollment targets outlined in their applications, although the low end of the range is partly explained by one pilot that struggled to meet its enrollment target. The majority of youth were served by three pilots that had rather expansive enrollment criteria. In particular, these pilots enrolled all youth who (1) were participating in schoolwide positive development programs (about 500 youth), (2) were participating in an after-school program and were also eligible for free or reduced-price lunch (421 youth), or (3) attended an orientation session and completed a P3 questionnaire (6,687).¹⁰ The remaining 11 pilots served about 750 youth. Eight of the 11 initially set out to serve about 100 youth, one purposefully set out to serve only 50 youth, and two planned to serve about 200 youth.

Most pilots implemented various recruitment strategies to reach disconnected youth in their communities. Box V.2 lists common recruitment efforts that 12 of the 14 pilots used. Two pilots did not implement a broad recruiting strategy and enrolled youth already connected to services.

Focus group participants reported hearing about P3 pilot program services from a range of sources: a friend or family member, a P3 referral partner such as probation, recruitment efforts by

Box V.2. Types of recruitment efforts

- Referral partners (8 pilots)
- Attending school/ community events (6 pilots)
- Distributing flyers (5 pilots)
- Recruiting from youth already on site (5 pilots)
- Social media (3 pilots)
- Visiting youth hangout spots (3 pilots)

⁹ There is a discrepancy between the number of youth served at each pilot in this report and the number reported in Hanno et al. 2020. Hanno et al. (2020) reported numbers enrolled based on Cohort 1 pilots’ administrative data, but this paper used information provided by the pilots at the time of the latest visit.

¹⁰ One of the pilots implemented different enrollment procedures during the two rounds of visits; the information reflects the procedures implemented during the second visit. Another pilot was no longer providing P3 services.

program staff, their parents who had attended an informational session about the pilot, and flyers. A focus group participant at one pilot recalled meeting his case manager at a store, “We engaged in a conversation. He told me about the program. Two weeks later I came into the center and got signed up.” Box V.3 notes why some youth chose to participate in P3.

C. Recruitment challenges and solutions

When asked about recruitment and enrollment efforts, 11 pilots described challenges, but six of these indicated that they were able to overcome those challenges. Respondents in five pilots described specific solutions they implemented to address recruitment challenges, including gaining youths’ trust (see Box V.4). Respondents from another pilot shared that their efforts to enroll youth became easier as news about their services spread by word-of-mouth.

Four pilots noted challenges but did not suggest that they had been able to overcome them. The challenges included the difficulties in finding and recruiting out-of-school youth, overcoming a natural disaster, and creating enough staff capacity to recruit youth. One of the sites that reported staff capacity was a challenge stated that the site was still on track to meet its enrollment numbers, suggesting this was a minor challenge.

Three of the 14 pilots noted they did not experience any challenges with recruitment. At one of the three, all youth who met the eligibility requirement were automatically enrolled in the pilot, and another pilot explained there was an existing pipeline of potential youth participants. The third of these pilots enrolled youth who were already receiving services at one of their partner locations.

D. Services youth participants received

The approaches implemented by P3 pilots to serve youth were classified under three distinct service model approaches: (1) case management, (2) case management plus services, and (3) a program service model. A similar approach was used by Maxwell and Yañez (2020) in their synthesis of the local evaluations of the Cohort 1 pilots. They grouped pilots by the type of their P3 intervention. Figure V.2 provides definitions for the three intervention approaches. For a comprehensive overview of service components provided by each pilot, see Appendix Table B.3.

Box V.3. Why youth participated

“Want to finish school.”

“To get out the house.”

“They told me it was a program to help teens find work and think about college.”

“Get some work experience.”

—Participants from selected pilots

Box V.4. Addressing recruitment and enrollment challenges

Replacing referral partners. At two pilot sites, referral partners either dropped out or could not recruit the number of youth necessary to meet the enrollment targets.

Solutions:

- One of the pilots hired full-time outreach staff to identify youth throughout the community to enroll in the pilot program
- The other established a new partnership with the county workforce department's outreach team to advertise the program to youth

Building trust with youth. One pilot struggled to build trust with their target population as the staff conducting outreach were newly hired and did not reflect the characteristics of the community being served.

Solution:

- When recruiting for their second cohort of youth, the pilot hired a staff member from the community as a part-time recruiter to assist with outreach and recruitment. As of the latest site visit, the pilot had enrolled 40 youth for their second cohort, compared to 8 youth in their first cohort.

Identifying and enrolling eligible youth. Two pilots realized that identifying eligible youth was more challenging than expected.

Solutions:

- At one pilot, youth who were referred to the pilot were often not eligible to enroll in services. The program application was redesigned to clearly explain the program's eligibility, design, and expectations.
- At another pilot with two site locations, staff faced difficulty identifying eligible youth in the community and referral partners. At one of the sites, program staff became active in getting to know their community and noted that playing pick-up basketball games at local parks helped them identify youth. The program staff also worked with staff from other programs at their site to identify youth who met the eligibility criteria and needed support.

Figure V.2. Approaches to serving youth

Case management (6 pilots)	Youth received individualized case management to help them navigate and connect to community resources, including available employment- and education-related programs and supportive services.
Case management plus services (6 pilots)	Youth received individualized case management and participated in or received the same set of services designed for P3 youth.
Program service model (2 pilots)	Youth participated in or received the same set of activities specific to P3 to achieve a common educational- or employment-related goal. Minimal case management services were available to youth.

Sources: Site visits to P3 pilots, document review, and Cohort 1 pilots' local evaluation reports.

1. Case management

At six of the 14 pilots—four from Cohort 1 and two from Cohort 2/3—the pilots and their partners implemented a case management service approach. These pilots generally provided youth with individualized case management, which included referrals to existing community services (such as career and educational assessments), individualized service planning, education activities, work experience, certification programs, summer youth employment, housing services, and other supports (such as transportation assistance and clothing for interviews).

Typically, instead of providing a new set of services specific to youth served by the pilot, the pilot partners coordinated across funding streams to better connect youth to available services in their communities. Four of the six pilots using the case management service approach made up the five who used Method B in Figure IV.2 to coordinate their funds. For example, one of the Cohort 2/3 pilot's approach used an integrated data system and case conferencing to better coordinate existing services for participating youth. The other two pilots used Method A in Figure IV.2 to merge funding sources to implement their case management service approach. For example, one of the two pilots and its partners braided multiple funding streams to provide an intensive case management approach to justice involved youth. The intensive case management services were specific to youth receiving services through the pilot, and case managers were tasked with directly assisting youth to navigate the reconnection process and addressing related barriers by identifying relevant supportive services.

Generally, the pilots using a case management service approach did not have a defined suite of services, so the service exit points were fluid and were driven by the specific services the pilot partners provided to youth. For example, at one of the six case management service approach pilots, youth received WIOA-

funded case management services and exited services when they completed their planned activities or after they had not received services for 90 days. At another, case managers shared that the exit points varied for each participant and depended on youth successfully achieving the goals stated in their individual service plans.

2. Case management plus services

At six of the pilots across Cohorts 1 and 2/3, pilot partners provided youth with case management along with the same set of services available only to those youth receiving services through the pilot. These pilots generally relied on blending or braiding funds to provide a set of services to youth participating in P3 (see Method A in Figure IV.2). In addition to case management, pilot partners generally provided youth with soft skills training, career services, and education support services.

The case management plus services approach tended to focus on providing youth with direct services while helping them navigate resources designed to address the barriers that might impede their ability to complete a program. For example, at a Cohort 2/3 pilot, the service approach stemmed from a hypothesis that if young parents had access to quality child care, they would be more likely to complete their schooling or job training program. Therefore, the pilot partners assigned two case managers with caseloads of 25 parenting youth each to provide pregnant and parenting youth with one-on-one case management services and connections to child care services (if needed) while the youth completed their high school equivalency preparation and work readiness training. Another Cohort 2/3 pilot developed an intervention to better serve WIOA youth by offering them another option for educational activity designed to lead to work. The main service component was a 14-week Computer Numerical Control (CNC) Mill Operator training accompanied by life skills training, case management support, and one year of follow-up after completing the training. At another pilot, the pilot administrator shared that youth who were participating in an after-school program would have better outcomes if a trained adult “provided a continuum of services” to them.

Pilots using the case management plus services approach tended to have well-defined criteria for exiting youth participants from services, although the specific criteria varied. For example, two of the seven pilots (both from Cohort 1) implemented school-based services and specified that high school graduation was the exit point. At a Cohort 2/3 pilot, youth exited pilot services after they completed their manufacturing skills training and became certified.

3. Program service model

Two Cohort 1 pilots implemented a program service model designed for P3. Although case management services were available to youth at these pilots, these services were not considered a core component of the program.

One of the two pilots provided youth with a subsidized work experience and mentoring program for young mothers of children in Head Start or Early Head Start. The pilot shared that the motivation for a program intervention approach was an increasing number of pregnant and parenting youth and the need for a different approach to help them as parents. Therefore, the pilot implemented a program service model approach that was employment-related but also focused on parenting skills, educational opportunities, and social interactions. The program was designed to last 35 weeks, but the pilot shared that this was not a hard exit point, as youth could continue participating in the program after exhausting their 35-week subsidized employment period.

The other pilot provided youth with a cultural engagement program in which youth attended monthly two-hour workshops to learn about their native culture and were connected to services offered by the tribe. The driver for this approach was to create a new service model for reaching teen tribal members who were disconnected from their culture and available services. Youth were exited from programming after the 10 months, but could exit sooner if they were uncooperative or if a parent or guardian requested termination of services.

E. Youth's perspective of services offered

Hearing youth perspectives helps convey the role that the services offered through P3 pilot partners played in youth participants' lives. Although the 186 youth who participated in focus groups are not representative of all youth, their voices provide a firsthand view of the services the administrators and staff described.

Findings are reported by pilot, not by the number of youth, given the focus group format used for data collection.

Overall, across cohorts, youth shared that they appreciated the services provided under P3 and recognized that participating in these services was an initial step toward achieving their academic and career goals. When asked about the service components they found the most useful, focus group participants from six pilots noted that paid work experience or connections to unsubsidized employment were helpful. Youth from four pilots noted educational supports and youth from three of these four also mentioned that financial literacy workshops were particularly helpful. When asked about educational supports, one participant stated that the service providers "really tried their best to make sure you would pass. They made me want to come every day; there was not a morning I woke up and did not want to go to the place.... I had doubts; there were so many tests, and I had doubts. But, they were like, 'you are going to pass, I know you will.' When I took the high school equivalency exam I was scared, but they were like, 'you've got it.'"

When asked specifically about their relationships with their case managers, focus group participants from four pilots that used the case management approach and four pilots that used the case management plus services approach generally spoke positively about their case managers and said they had a good relationship with those case managers. One youth focus group participant spoke highly of his case manager and viewed him like a brother whom he could always call on when he needed guidance. The participant shared, "before I wasn't even thinking about getting a job.... The job I got right now..., he's the reason I got that. I probably wouldn't even have made it to the interview."

Youth focus group participants also reported positive experiences with individualized supportive services. Ten of the 14 pilots provided individualized supportive services to youth, either in house or through referrals. At one pilot, youth shared that they had lacked the family support and resources necessary to help them recover from traumatic experiences and appreciated the support system the pilot offered. Focus group participants from three other pilots shared that typical supportive services included transportation assistance, food, and clothing for interviews. Youth from two pilots reflected on their experience receiving individualized supports. For example, a participant described one pilot's one-on-one tutoring services, which were especially helpful in math, where the participant had trouble focusing.

Youth voices

"They helped me with my grades a lot, like motivationally.... 'If you want to find a job you have to get your grades up.' My grades went up a lot. I got better by having someone be on me about it."

—Focus group participant in one Cohort 2/3 pilot

Youth voices

"There was a moment in my life where I needed to be in a shelter. [The case manager] found me the best shelter. She really looked out for me. There was another time I needed someone to advocate for me, [the case manager] would be there. She took time out of the day to come to meetings to advocate."

—Focus group participant in one Cohort 2/3 pilot

Although youth generally expressed positive experiences with services provided, a few participants from five pilots shared some critiques. For example, when asked about their experiences, youth at one pilot shared that the work experience was a lot of burden for the low compensation they received. When asked about their relationship with their case managers, youth at two pilots shared they did not really connect with their case manager. Four youth from one of the pilots shared that their case manager was great at connecting them to services, advocating for them, and ensuring that they received their services, but they had difficulty relating with their case manager. When asked more broadly about what they would change about the services they

received, the youth from two pilots noted that more support services such as healthy food options on site would be helpful, youth from one pilot recommended shortening the intake package, and youth from another pilot suggested shortening the processing time for getting connected to housing services.

F. Youth outcomes

The service approaches provided aimed to improve youth outcomes—especially in the domains of education and employment—through increased partner coordination and direct services. The notice inviting applications for all three cohorts specified attainment of a high school diploma or equivalency and college completion as the outcomes of interest within the education domain, as well as interim indicators such as high school enrollment, reduction in chronic absenteeism, and improved grade point average to gauge the pilots' performance toward those outcomes. The notices specified sustained employment as the outcome of interest in the employment domain and unsubsidized employment and median earnings at time periods after program exit as interim indicators. Pilots could also examine additional outcome measures in these domains and in other domains such as criminal justice, physical and mental health, and housing if they identified at least one interim indicator for each outcome measure.

As described in Maxwell and Yañez (2020), the Cohort 1 pilots conducted local evaluations to assess whether the youth participating in P3 services had better education, employment, and other outcomes when compared with similar youth not participating in P3. Box V.5 presents some of the outcomes studied in the Cohort 1 local evaluation reports. In synthesizing the results of the Cohort 1 local evaluations, Maxwell and Yañez found that, of the nine pilots, three using a case management service approach and one using a program service model approach demonstrated evidence of improving expected youth outcomes. However, most findings were not significant, and three of the primary findings across two pilots were in the opposite direction of the expected impact.¹¹

¹¹ For a comprehensive list of outcomes examined and a synthesis of the Cohort 1 pilots' local evaluation results, see Maxwell and Yañez (2020).

As of the latest visits (about two to three years into their pilots), it was too early to tell the extent to which the Cohort 2/3 pilots could have affected youth outcomes. However, four of the pilots provided some early insights related to youth outcomes. At one pilot, the service provision partner shared a recent performance report, which stated that about half of the 50 youth participants had passed their high school equivalency exam and earned a diploma, 38 had obtained at least one occupational credential, 15 became employed, and two had enrolled in college after completing services. A second pilot shared grant performance data, which reported that 31 out of 96 youth had completed their services, and 26 of the completers had attained a certificate. The pilot was currently working with the five youth who did not pass their certification exam to help them prepare for the next available exam in January 2020. The third pilot reported during the site visit that about half of the 100 Housing Choice Vouchers allotted to their pilot were approved and 46 of the 78 youth with housing vouchers were connected to housing. The fourth pilot noted that, although it was not meeting its youth outcomes target of 80 percent for high school graduation rates, P3 was helping the pilot better understand what targets would have been more realistic. For example, in the city where the pilot was implemented the graduation rate is 40 percent, so the pilot administrators acknowledged that they may need to reduce their target to a more realistic level.

Box V.5. Outcomes studied in Cohort 1 local evaluations**Education***Outcome of interest*

- High school/GED completion

Intermediate indicators

- Out-of-school youth who returned to secondary education
- Suspensions decreased
- Unexcused absences decreased
- Loss of school credit decreased
- Improved grade point average

Employment*Outcome of interest*

- Employment attainment

Intermediate indicators

- Employability skills increased
- Internship/paid work experience completion
- Job-readiness training completion
- WIOA service receipt

Other

- Positive child development
- Cultural knowledge

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VI. Implications and Lessons for the Performance Partnership Model

To realize the Federal P3 vision, pilots needed to develop partnerships and leverage P3 flexibilities in their efforts to both improve service systems for disconnected youth and provide services that strengthened youth's education- or employment-related outcomes. The 14 pilots' experiences in using the P3 authority to implement their approaches offer lessons about the possibilities and challenges of achieving this vision.¹² Through the study of pilots' implementation of P3, we noted how being able to relax certain regulations under the performance partnership model led to better coordinated services for a focal population at the local level, as reported by respondents. Still, respondents indicated that developing appreciation for the flexibilities was hard and that it took time for community partners to assess their opportunities to change systems to enhance their service delivery to support efforts to improve outcomes for the focal population. Recognizing these realities at the start, the Federal agencies participating in P3 provided the pilots start-up funds to support pilots' planning, partnership development, and systems change efforts. The Federal agencies also sponsored programmatic technical assistance to the pilots to support their efforts in implementing services for youth and promoting systems change.¹³

Results of this implementation study suggest that—for many pilots—additional supports were needed to help communities more fully capitalize on the performance partnership model. From the qualitative data collected and analyzed about the experiences of the 14 pilots, lessons emerged that might inform future related efforts.

- **Considerable technical assistance and planning time could support efforts to capitalize on allowed flexibilities and prepare for systems changes.** Indeed, leadership in seven Cohort 1 pilots reported that more guidance or technical assistance around the process of blending and braiding funds and selecting waivers could have helped them better leverage the flexibilities provided by P3 (Rosenberg and Brown 2019). The Federal agencies participating in P3 worked to provide more supports to subsequent potential applicants. For example—for potential respondents to the notice inviting applications published in January 2019 for fiscal years 2018 and 2019, the Federal partners hosted a webinar featuring the experiences of two Cohort 1 pilots and disseminated a list of the 14 pilots' approved waivers. The Federal agencies also developed a practitioner-focused toolkit aimed at helping communities prepare to apply and craft a pilot focused on systems change. The toolkit guided stakeholders through a series of activities including identifying a target population, assessing partnerships and resources, designing a strategy to improve outcomes for the target population, and identifying ways the P3 flexibilities could remove barriers to the strategy's success.¹⁴ From our analysis of the data we collected on the experiences of the Cohort 1 and Cohort 2/3 pilots, we identified two additional types of supports that could be useful for similar efforts:
 - **Dedicated planning time.** For communities that have not already begun a systems change process, dedicated planning time could allow community organizations and agencies to come together to assess opportunities for and work toward systems change.

¹² Given the small numbers of pilots in the cohorts (nine in Cohort 1 and five in Cohort 2/3), we do not assess these lessons separately for each cohort, but instead provide examples from across the 14 pilots.

¹³ The nine Cohort 1 pilots received programmatic technical assistance provided by Jobs for the Future and their partners. The five Cohort 2/3 pilots received programmatic technical assistance only in the very early stages of their P3 awards.

¹⁴ The toolkit is available at: <https://youth.gov/sites/default/files/Implementation-Barriers-Tool-JFF-FYI.pdf>.

- **Additional guidance and technical assistance in focused areas.** The experiences of the pilots indicated that a planning period would have benefited from additional supports and technical expertise in four areas, including (1) assessing regulatory barriers to Federal discretionary programs and identifying waivers to help overcome them, (2) increasing understanding of the different approaches to coordinating the funding of different Federal programs and their advantages, (3) working with their Federal partners and state and local partners to increase awareness of and buy-in to the model, and (4) identifying the need for and implementing changes in the system for serving disconnected youth.
- **Additional emphasis from funders on systems change could encourage these efforts in support of local communities.** Our analysis of the qualitative data collected for this report suggests an effort like P3 can support systems change in communities that are ready and able to focus on this type of work. It appears harder in communities that have not had the opportunity to bring together partners to assess their systems and identify areas for improvement. The experiences of the 14 pilots suggest that the following could help advance systems change efforts:
 - **Additional technical assistance and peer-learning focused on data sharing, especially during planning and early implementation.** Data sharing can be a particularly challenging aspect of systems change (Freedman Consulting, LLC 2014), and additional technical assistance could support communities in this work. One aspect of this technical assistance could be helping communities connect to other resources to support data sharing efforts. For example, one pilot secured funding beyond P3 to help launch their shared data system. Also, peer learning might be especially helpful as communities work to anticipate and resolve data sharing challenges (Brown forthcoming).
 - **Metrics for monitoring communities' work toward systems change.** Performance measures can signal the relative importance of goals. The P3 pilots may have focused on youth services rather than systems change efforts at least partly because the P3 performance measures focused on youth outcomes. Developing and implementing performance metrics focused on systems change goals could incentivize future awarded pilots to make systems change a central focus. Metrics such as policy changes, interdisciplinary collaborations, and professional practices could provide an understanding of factors that are supporting systems change (Gopal and Kania 2015). Additionally, some immediate metrics could be viewed as “small wins” needed to affect systems change. For example, a cross-site study of collective impact initiatives observed that early changes such as increased awareness of an issue, policy changes, and collaboration among partners led to longer-term systems changes (Lynn et al. 2018). Systems change metrics could be used in a variety of ways, including to inform continuous quality improvement processes or to provide incentives to pilots that show progress in these areas.

All 14 pilots in the first three cohorts of P3 used their grant awards as an opportunity both to develop partnerships among local youth-serving agencies and to provide enhanced services to disconnected youth in their communities. In addition to these positive local changes, the P3 pilots’ experiences reveal important lessons for future initiatives of the performance partnership model. These lessons can inform and strengthen future efforts that use this model in an effort to improve systems that serve disadvantaged populations.

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Appendix A:

Key P3 Terms Defined

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- **Blended and braided funds.** Both blending and braiding combine funds from two or more separate funding sources to support program services for a particular target population. With blending, funds are not allocated or tracked by the individual source; thus, the funding streams lose their separate identity and are pooled to meet the population’s needs. With braiding, each funding stream retains its initial programmatic and reporting requirements, although some requirements might be waived (AGA Intergovernmental Partnership 2014).
- **Consulting agency.** The Federal Performance Partnership Pilots for Disconnected Youth (P3) agency responsible for monitoring a P3 pilot on behalf of the Federal partners. The Office of Management and Budget (OMB) assigned the consulting agency based on the discretionary program funds identified for the pilot. Designated consulting agencies for the 14 pilots included the U.S. Department of Education (ED) (five pilots), the U.S. Department of Labor (DOL) (five pilots), the U.S. Department of Health and Human Services (HHS) (three pilots), and the Corporation for National and Community Services (CNCS) (one pilot). Table II.1 lists the Federal consulting agency for each pilot.
- **Disconnected youth.** Youth who are not engaged in school or work, or who are at risk for becoming unengaged. P3 further defined these youth as ages 14 to 24 and from low-income households. They could be homeless, in foster care, or involved in the juvenile justice system.
- **Federal partners.** The Consolidated Appropriations Act of 2014 authorized five agencies—ED, HHS, DOL, CNCS, and the Institute of Museum and Library Services—to enter into P3 performance partnership agreements with state, local, or tribal governments. The 2015 and 2016 reauthorizations expanded P3 to include the U.S. Department of Justice (DOJ) and the U.S. Department of Housing and Urban Development (HUD), respectively. OMB convened the agencies and coordinated the government’s overall efforts.
- **Lead agency.** The Federal agency responsible for managing the P3 performance partnership agreements, including coordinating performance agreement negotiations on behalf of and in partnership with all participating agencies, providing start-up grants, and overseeing start-up grants. ED serves as the lead agency for the pilots awarded under P3.
- **Lead pilot agency.** The partner agency tasked with operationalizing the P3 authority in the pilot. In 12 of the 14 pilots, this agency was also the grantee of record. In two pilots, the grantee designated another partner to serve in this role. The lead pilot agency typically held decision-making authority over daily operations, policy, and programming, or convened partners.
- **P3 authority.** The authority provided awarded pilots, led by state, local, or tribal governments, with flexibility to test innovative strategies to improve the outcomes of their disconnected youth. Pilots proposed to pool the funds from at least two Federal discretionary programs, requesting waivers as needed to serve their youth efficiently.
- **Participating agency.** The Federal agency or agencies that have approved waivers for a P3 pilot. Participating agencies support the lead agency (ED) and consulting agency as appropriate by providing feedback on performance reporting and guidance in addressing implementation issues.
- **Performance partnerships.** A strategy used to provide grant recipients of Federal programs with flexibility to blend or braid funds across two or more of these programs and obtain waivers in exchange for improving outcomes for the intended population.
- **Pilot partner agency.** The Federal agencies encouraged P3 grantees to collaborate with youth-serving and other organizations, as appropriate, as partner agencies. Pilots collaborated with many

organizations, such as those providing workforce, education, justice, housing, library, and other services.

- **Start-up funds.** Discretionary funding allocated to P3 pilots, in addition to funding from the Federal programs the pilots involved, to help pilots cover the costs of implementing programmatic changes involved in P3 and of conducting local evaluations on their pilot's success.
- **Waivers.** Waivers from Federal discretionary programs provide state and local service providers with the flexibility to organize their programs and systems to better meet the needs of their populations. Providers submit requests for waivers from programmatic requirements to the appropriate Federal agency for approval.

Appendix B:
Supplemental Tables

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Table B.1. List of approved P3 waivers

Federal Agency	Program	Flexibility	Citation	Pilot Sites
ED	21st Century Community Learning Centers (CLC)	Allowed 21st Century CLC funds to be used to support authorized activities during the school day ^a	Secs. 4201(b)(1)(A) and 4204(a) of the Elementary and Secondary Education Act (ESEA)	• Broward County, Florida
ED	21st Century Community Learning Centers (CLC)	Waived the requirement in 34 CFR 76.50(b) that the authorizing statute determines the extent to which a State may use grant funds directly and make subgrants to eligible applicants, in order to permit the grantee to subgrant \$150,000 of the State's FY 2016 21st Century CLC program funds reserved for "State activities" under section 4202(c)(3) of the Elementary and Secondary Education Act (ESEA) to two local educational agencies to carry out various authorized activities, as described in the grantee's P3 application.	34 CFR 76.50(b)	• New York State
ED	21st Century Community Learning Centers (CLC)	Waived the requirement in section 4201(b)(1)(A) of the Elementary and Secondary Education Act (ESEA) that community learning centers assist "students" so that the two local educational agencies to which subgrants will be awarded may use 21st Century CLC funds to support transition coordinators who work with youth who are not enrolled in school to help them resume their educations by re-enrolling in elementary or secondary school, or participating in State-approved high school equivalency and Learn-to-Work programs, as described in the grantee's P3 application.	Section 4201(b)(1)(A) of the ESEA	• New York State
ED	21st Century Community Learning Centers (CLC)	Waived the requirement in section 4201(b)(1)(A) of the Elementary and Secondary Education Act (ESEA) that 21st Century CLC program activities be carried out during non-school hours or periods when school is not in session to enable transition coordinators to provide services during the school day to youth who have re-enrolled in elementary or secondary school.	Section 4203(b)(1)(A) of the ESEA	• New York State
ED	21st Century Community Learning Centers (CLC)	Allowed funds to be blended with Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program.	--	• Broward County, Florida
ED	21st Century Community Learning Centers (CLC)	Allowed funds to be blended with Performance Partnership Pilots Start-Up Grant funds.	--	• New York State
ED	Carl D. Perkins Career and Technical Education Act of 2006	Waived grade eligibility requirement and allowed provision of services starting in the 6th grade.	Section 315 of the Carl D. Perkins Career and Technical Education Act of 2006 (Public Law 109-270)	• Baton Rouge, Louisiana

Appendix B: Supplemental Tables

Table B.1 (*continued*)

Federal Agency	Program	Flexibility	Citation	Pilot Sites
ED	Education Department General Administrative Regulations	Waived the prohibition against subgranting U.S. Department of Education funds unless authorized by statute or by 34 CFR §75.708 (b) in order to enable the Pilot Lead to subgrant P3 start-up grant funds to partners to carry out the activities described in the approved application.	34 CFR §75.708 (a)	• Chicago, Illinois
ED	Education Department General Administrative Regulations	Waived the prohibition against subgranting U.S. Department of Education funds unless authorized by statute or by 34 CFR §75.708 (b) in order to enable the Pilot Lead to subgrant 21st Century CLC funds to partners to carry out the activities described in the approved application.	34 CFR §75.708 (a)	• Broward County, Florida
ED	Elementary and Secondary Education Act (ESEA) Title I, Part A	Waived the limitation on serving individuals older than age 21.	ESEA Section 1115(c)(1)(A)(i)	• Phoenix, Arizona
ED	Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)	Waived the GEAR UP requirement that grant funds be used only to serve a certain grade-level/cohort to permit the use of grant funds to serve all students within the Promise Zone.	34 CFR 694.3(a); HEA sec. 404B(d)	• Eastern Kentucky
ED	Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)	Waived the GEAR UP requirement that grant funds be used to serve schools that meet certain requirements to permit the use of grant funds to serve all secondary schools within the Promise Zone.	34 CFR 694.3(a); HEA sec. 404B(d)	• Eastern Kentucky
ED	Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)	Permitted GEAR UP funds to be used not only to provide a seventh year of service to students during their first year of attendance at an institution of higher education, but also to provide a seventh year of service to students who did not enroll at an institution of higher education during their first year after exiting high school.	HEA Sec. 404A(b)(2)	• Eastern Kentucky
ED	Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)	Waived the GEAR UP matching requirement for the portion of GEAR UP grant funds that are blended in the Pilot.	HEA Sec. 404C(b)	• Eastern Kentucky
ED	Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP)	Allowed funds to be blended with a) Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program, b) Promise Neighborhoods, and c) Full Service Community School funds.	--	• Eastern Kentucky
ED	Promise Neighborhoods	Allowed funds to be blended with a) Workforce Innovation and Opportunity Act Title I Youth Program, b) Gaining Early Awareness and Readiness for Undergraduate Programs, and c) Full Service Community Schools funds.	--	• Eastern Kentucky

Appendix B: Supplemental Tables

Table B.1 (*continued*)

Federal Agency	Program	Flexibility	Citation	Pilot Sites
HHS	Head Start	Waived the requirement for the redetermination of income eligibility for all children transitioning from Early Head Start to Head Start to allow all participants to remain eligible for the two years of the pilot's program. The waiver was granted for the children of pilot participants.	Head Start Regulation 45 CFR 1305.4 (i)(4)	• Chicago, Illinois
HHS	Head Start	Waived income eligibility requirements. Household income is the income assessed to determine child eligibility. The waiver allows youth living with parents/relatives or guardians, regardless of parent/relative/guardian income, to be determined eligible for enrollment in the pilot's program and their children to be determined to be eligible for Head Start or Early Head Start. This request is approved for the children participating in this pilot.	Head Start Regulation 45 CFR 1305.4(c)	• Chicago, Illinois
HHS	Transitional Living Program (TLP)	Allowed increase in the eligibility age from 21 to 24 for homeless youth in the TLP ^b	RHY Program Authorizing Legislation Part B—Transitional Living Grant Program Sec. 322 Eligibility and Sec. 387 Definitions	• Los Angeles, California
DOL	Reentry Employment Opportunities (REO)	Allowed foster care and homeless youth to be eligible participants under the 10 percent exemption in REO. Approved only for the youth participating in the pilot.	Second Chance Act Sec. 212(a)(2)	• Seattle, Washington
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Waived WIOA performance measures and use proposed alternative measures instead ^c	WIOA Sec. 116. (b)(2)(A)(ii)(I- III)	• Baton Rouge, Louisiana • Broward County, Florida • Chicago, Illinois • Eastern Kentucky • New York City, New York • Oklahoma
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Negotiated minimum Out-of-School Youth (OSY) expenditure amount.	WIOA Sec. 129(a)(4)(A)	• Broward County, Florida • Eastern Kentucky • Hartford, Connecticut • Oklahoma • Sacramento, California
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Waived enrollment cap that precludes a local area from determining that more than 5% of in-school youth newly enrolled in a program year are eligible based on the "requires additional assistance to complete an educational program or to secure or hold employment" criterion.	20 CFR 681.310(b)	• Hartford, Connecticut

Appendix B: Supplemental Tables

Table B.1 (*continued*)

Federal Agency	Program	Flexibility	Citation	Pilot Sites
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Waived WIOA eligibility requirements and permitted in-school youth (ISY) to be counted as out-of-school youth (OSY) only for youth participating in the pilot, and for fiscal accounting purposes only.	WIOA Sec. 129(a)(1)	<ul style="list-style-type: none"> • Broward County, Florida • Chicago, Illinois • Eastern Kentucky
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Allowed to consider foster, homeless, and runaway youth who are in school to be counted in the 75 percent Out-of-School Youth service category for fiscal accounting purposes and for the youth participating in the pilot only.	WIOA Sec. 129 (a)(1)(B)	<ul style="list-style-type: none"> • Los Angeles, California
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Waived to allow pilot to serve youth who are identified as at risk of becoming justice involved by the criminal justice system, or by a juvenile diversion program ^d	20 CFR 681.210(c)(4) and 20 CFR 681.220(d)(3)	<ul style="list-style-type: none"> • Hartford, Connecticut
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Allowed youth (who participate in the pilot) who attend a high school equivalency program funded by public K-12 to be considered “out of school” for the purposes of WIOA eligibility.	20 CFR § 681.230	<ul style="list-style-type: none"> • Sacramento, California
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Allowed funds to be blended with a) 21st Century Community Learning Centers (CLC) and b) Grants to State Library Administrative Agencies funds.	--	<ul style="list-style-type: none"> • Broward County, Florida
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Allowed to blend funds with a) Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR UP), b) Promise Neighborhoods, and c) Full Service Community Schools funds.	--	<ul style="list-style-type: none"> • Eastern Kentucky
DOL	Workforce Innovation and Opportunity Act (WIOA) Title I Youth Program	Allowed to blend funds with YouthBuild funds.	--	<ul style="list-style-type: none"> • Indianapolis, Indiana
DOL	YouthBuild	Allowed funds to be blended with Workforce Innovation and Opportunity Act Title I Youth Program funds.	--	<ul style="list-style-type: none"> • Indianapolis, Indiana
CNCS	AmeriCorps State and National	Waived AmeriCorps State and National matching requirements.	42 U.S.C. § 12571; Pub. L. 113-76, Title IV, § 402; 45 C.F.R. §§ 2521.35, .45, .60, .70	<ul style="list-style-type: none"> • Ysleta Del Sur Pueblo
CNCS	AmeriCorps State and National	Allowed funds to be blended funds with Native American Library Services: Enhancement Grants funds.	--	<ul style="list-style-type: none"> • Ysleta Del Sur Pueblo
IMLS	Native American Library Services: Enhancement Grants	Allowed funds to be blended with AmeriCorps State and National funds.	--	<ul style="list-style-type: none"> • Ysleta Del Sur Pueblo

Source: Youth.gov. “P3 Waiver List.” 2018. Available at https://youth.gov/sites/default/files/P3-Waiver-List-FINAL_2018-12-10.pdf. Accessed June 10, 2020.

^a Conditional on the written assurance that the funds will be used to supplement, and not supplant, other Federal, State, and local public funds expended to provide programs and activities authorized under the 21st Century CLC program and other similar programs.

^b Conditional on the submission of a report that outlines the number of youth participants by age to demonstrate that the number of younger youth (ages 16-21) served is not decreased as a result of broader eligibility for older youth.

Appendix B: Supplemental Tables

Table B.1 (*continued*)

^c Conditional on the State's submission of a letter acknowledging the applicant's request for performance flexibility.

^d Youth who are at risk of becoming justice involve could include, but are not limited to, youth who are victims of crimes or youth who are members of gangs.

ED = U.S. Department of Education; HHS = U.S. Department of Health and Human Services, DOL = U.S. Department of Labor; CNCS = Corporation for National and Community Service, IMLS = Institute of Museum and Library Services.

Table B.2. Youth populations of interest and populations served

Pilot	Populations of disconnected youth recruited	Populations of disconnected youth ultimately served by pilot
Cohort 1		
Baton Rouge, Louisiana	Students in grades 6 to 12 who were at least two grade levels behind	Youth experiencing homelessness, pregnant or parenting youth, justice-involved youth
Broward County, Florida	Youth already participating in after-school programs; no specific focus on at-risk youth but students had to be eligible for free or reduced-price lunch to participate in the pilot program	In-school youth
Chicago, Illinois	Mothers ages 14 to 24 with children up to age 5 years in Head Start/Early Head Start programs	Parenting youth
Eastern Kentucky	Any disconnected youth, with focused outreach to pregnant or parenting youth	At-risk in-school and disconnected out-of-school youth
Indianapolis, Indiana	Youth residents at a public housing complex	Youth residents at a public housing complex
Los Angeles, California	Youth who: are in foster care, are experiencing homelessness, are basic skills deficient, are involved with the justice system, have run away from home, have substance use history, are pregnant or parenting, or have a poor work history	Justice-involved youth, youth transitioning out of foster care, homeless youth, parenting youth, LGBTQ youth, youth with substance use histories, English learners
Oklahoma	Youth in foster care, ages 14 to 17, who were placed in Oklahoma County and attended Oklahoma City Public Schools	Youth in foster care
Seattle, Washington	Youth who are out of school and eligible to receive Open Doors (ages 16–21 and not expecting to graduate by age 21) and are eligible for WIOA services	Youth experiencing homelessness, youth with foster care history, and justice-involved youth
Ysleta del sur Pueblo	Tribal youth ages 14 to 24, who were detached from society due to the lack of guidance from family and community and involved in illegal and/or unhealthy activities	Tribal youth
Cohort 2/3		
Hartford, Connecticut	Youth ages 16 to 24, who resided in the North Hartford Promise Zone and were at risk of justice involvement or justice involved	Justice-involved youth, Promise Zone residents
New York City, New York	Parenting or expecting youth ages 17 to 24 with a child up to age 4 years who were low-income, NYC residents, and were seeking to obtain high school equivalency and work readiness	Pregnant or parenting youth, youth with foster care history
New York State	Youth ages 14 to 24 who have dropped out of school, missed 21 consecutive days of school, or had contact with law enforcement or the justice system	Disconnected youth experiencing homelessness, justice-involved youth

Appendix B: Supplemental Tables

Table B.2 (*continued*)

Pilot	Populations of disconnected youth recruited	Populations of disconnected youth ultimately served by pilot
Phoenix, Arizona	Youth ages 17 to 24 who were not in school	Youth experiencing homelessness, youth with foster care history, youth residing in Opportunity Zone
Sacramento, California	Youth experiencing or at risk of experiencing homelessness	Youth experiencing homelessness, youth with foster care history, pregnant or parenting youth, and justice-involved youth

Source: Site visits to P3 pilots, document review, and local evaluation reports. Table is based on self-reported information as of the latest visit to P3 pilots. Pilots may have served other special populations that were not reported during site visits.

Table B.3. Pilots' service approach as implemented

Pilot location	P3 service approach	P3-specific services	Other available service components	Setting
Cohort 1				
Baton Rouge, Louisiana	In-school holistic case management and group skill-building exercises	Case management Large-group professional learning communities Small-group soft skills sessions One-on-one counseling and goal development Field trips	Training programs	High school and middle school
Broward County, Florida	In-school one-on-one mentoring focused on academic and/or career postsecondary goals and summer work experience opportunities	Case management Postsecondary transition plans Homework help Financial aid information Goal setting and skill development Field trips	Summer youth employment programs Entrepreneurial programs	High schools
Chicago, Illinois	Subsidized work experience and mentoring program for young mothers of children in Head Start or Early Head Start	Paid work experience in Head Start or Early Head Start Centers Mentoring and soft skills training from a dedicated mentor Home visits from mentors Weekly socializations with other P3 participants and mentors (out-of-school youth only) Parents as Teachers curriculum	Not applicable	Head Start or Early Head Start Centers, and participants' homes
Eastern Kentucky	Case management connecting youth to available resources in their communities	Case management Referrals to other providers for services	Teen Outreach Program Career assessment and planning Education activities Work experiences Certification programs	School districts' regular and alternative schools and other settings
Indianapolis, Indiana	Case management providing referrals of youth to health-, education-, and workforce-related community resources	Case management Referrals to mental health and other services	Supportive services Other events	Housing complexes

Appendix B: Supplemental Tables

Table B.3 (*continued*)

Pilot location	P3 service approach	P3-specific services	Other available service components	Setting
Los Angeles, California	Case management providing direct workforce-related services and referrals to other service providers in the community, including housing	Case management Referrals to service providers Basic education and mental health assessments Youth ambassadors provide support and informal mentoring	YouthSource center programs	Education and employment centers for youth
Oklahoma	Coordinated case management providing postsecondary and employment-focused services to support the transition out of foster care	Case management Referrals to other services	Job placement and training Career technology education Vocational training	Oklahoma City public schools
Seattle, Washington	Case management connecting youth to education reengagement programs and WIOA services	WIOA case management Reengagement services for GED or high school equivalency Peer support and role model	WIOA supportive services	Workforce centers
Ysleta del sur Pueblo	Engagement program connecting tribal youth to their native cultures and services offered by the tribe	Cultural education program, the Tigua Institute of Academic and Career Development Excellence Program Guidance counselors Referrals to other services Field trips	Not applicable	Tribal Education Department
Cohort 2/3				
Hartford, Connecticut	No distinct P3 service model	Services did not differ between P3 and non-P3 youth	Mentoring Education activities Jobs skills training Summer youth employment Referrals Supportive services Housing services Access to health care information	Community-based organizations

Appendix B: Supplemental Tables

Table B.3 (*continued*)

Pilot location	P3 service approach	P3-specific services	Other available service components	Setting
New York City, New York	Two-generation model comprising high-school equivalency preparation, work-based learning, educational training, internships, and child care services	25:1 case management ratio Subsidized child care services Academic services Credentialing Supportive services	High school equivalency preparation Job training Work-based learning	Community-based organizations
New York State	Intensive case management to help reconnect particularly at-risk youth to education	Intensive case management	Transportation assistance Summer youth employment Clothing for interviews Other supportive services	Service providers in the community
Phoenix, Arizona	Technical training, life skills training, and case management during and after training	Manufacturing training Case management Transportation support Life skills classes Career services Retention support	High School Diploma or GED attainment assistance Supportive services	Workforce development board and community college
Sacramento, California	Case management including assistance applying for Housing Choice Vouchers	Case management Housing services Supportive services	Specialized education and/or employment services	Community-based organizations serving homeless youth

Source: Site visits to P3 pilots and document review. All information is reported as of latest site visit to pilot.

WIOA = Workforce Innovation and Opportunity Act.

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