The Power of Urgency

The Eckerd Family Foundation's Limited Life Approach

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NATIONAL CENTER
FAMILY PHILANTHROPY

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The National Center for Family Philanthropy is the only national nonprofit dedicated exclusively to families who give and those that work with them. NCFP provides the research, expertise, and networking opportunities necessary to inspire our national network of giving families every step of the way on their philanthropic journey. Families learn how to transform their values into effective giving that makes a positive and enduring impact on the communities they serve. Together, we make great things happen.

INTRODUCTION

This Passages *report chronicles the experiences of the Eckerd Family Foundation, which operated in Tampa, Florida from 1998 to 2012. Organized from its inception as a limited life foundation, the Eckerd Family Foundation took a bold and strategic approach to using its assets to create significant change on issues affecting young people, including juvenile justice, foster care, and education. The board and staff of the foundation were eager to share their story to assist other families interested in the limited life approach, as well as any funder looking to spend down its assets or be more strategic with its giving.*

Jack Eckerd, leader of Eckerd Drug Stores, and his wife Ruth established the Eckerd Family Foundation in June 1998 with clear ideas for what they wanted it to accomplish.

What are the advantages—and disadvantages—of a spend down approach, both for the community of grantees served by a family foundation, and for the family board members themselves?

They wanted the foundation to focus on results—Jack was a legendary businessman and entrepreneur, and he wanted his family's philanthropy to reflect a business-minded approach in its strategies and mission. He wanted the foundation to think big, strive for clear and immediate results, and find new ways to tackle long and enduring challenges.

Jack and Ruth also wanted the foundation to serve as a resource and forum for bringing his family—and especially his children—together. Each had been married previously and there were children from each marriage. Their marriage yielded two more children. As parents, they were committed to bring the family together for a shared and noble purpose.

Finally, they wanted to ensure that the foundation did not become a burden for their family. They recognized the hard work required to thoughtfully govern a foundation. They also recognized the reality that each of their children and grandchildren would have busy lives of their own, and personal philanthropic interests of their own.

With this third goal in mind, Jack and Ruth instructed the founding board to plan on spending out the foundation within 10 years of his death.

Despite this clear beginning, the Eckerd family faced a variety of important questions in the approximately 15-year lifespan of the foundation. Among them:

- What does a family foundation do when its founder and driving force unexpectedly loses the capacity to participate due to death or illness?
- How does a geographically dispersed, philosophically diverse, blended family come together to find a common mission and a common purpose?
- What is the connection between personal giving and shared family philanthropy, and how can one inform and inspire the other?
- What are the advantages and disadvantages of a limited life approach, both for the community of grantees served by a family foundation, and for the family board members themselves?
- How does a limited life foundation find a mission and focus, and develop a grantmaking strategy that can be carried out on that predefined schedule?

"My grandparents were exceptional examples, people who transformed their fortune in life into a dramatic and protracted example of extremely thoughtful generosity with style and humility."
—Jake Short, Grandson

"The Eckerd Family Foundation has gained a national reputation for its work, and has demonstrated that a foundation does not need to have a large asset base or extensive staff to make a significant, demonstrable impact and to be a powerful influence on public policy. The foundation's advocacy and investments have changed how our state cares for some of its most vulnerable children as they work to age out of systems and into our communities."
—David Biemesderfer, President & CEO, Florida Philanthropic Network

This short history of the Eckerd Family Foundation explores these and related questions, highlighting lessons learned and mistakes made along the way. While it is not possible to capture the complete impact of the Eckerd Family Foundation on the communities and families it served, this report provides highlights of the foundation's deep and lasting legacy and achievements, and features the voice of the family members and other individuals who were most closely engaged in this important work.

Research Methods

This paper is based primarily on interviews with the Eckerd Family Foundation board and other selected family members, as well as with staff of the Eckerd Family Foundation. Additional insights were collected from a number of the foundation's grantee partners, and with several philanthropic consultants and other funders with whom they worked. Other key resources consulted included the June 2012 "Historical Summary" of the Eckerd Family Foundation written by foundation staff: "The Eckerd Family Foundation: Helping Foster Care Youth Succeed in School, Work, and Life," from *Family Funder Spotlight*, May 2008; and *A Practical Guide to Documenting Influence and Leverage In Making Connections Communities*, published by the Annie E. Casey Foundation in 2004. A full list of references is included in Appendix J.

Interviews with family members consisted of a range of questions about the donor's life and legacy, questions about the grantmaking decisions and strategy of the foundation, and a discussion regarding the personal philanthropic interests of family members. The complete interview protocol is included in Appendix B.

A Note on Definitions

The Eckerd Family Foundation was established with the specific intent to spend out following the death of the original donor. This model of philanthropy is typically referred to as a *limited life foundation*. Limited life foundations are established with the express intent to spend down within a certain time frame—in this instance, 10 years after the donor's death.

Other terms related to the limited life approach that may be referenced in this paper include:

- ***Sunset:*** a closing date for the foundation, usually stated in a trust document or bylaws.
- ***Spend out:*** a deliberate plan to deplete the foundation's assets within a designated time period, resulting in the closing of the foundation.
- ***Spend down:*** a policy of regularly or periodically raising the payout for grants above the 5 percent minimum, recognizing that it may shorten the life of the foundation, or decrease the assets available for future grants.

> *The Eckerd Family Foundation philosophy was more than just doling out money, I feel that the community is losing a very good partner that connected a lot of the dots for nonprofits.*
>
> *—Vicki Sokolik, Executive Director, Starting Right, Now*

Additional resources on the special challenges and opportunities facing limited life foundations appear in Appendix J.

Outline and Structure of this Report

This report is designed as a historical document and as a guide for new and emerging funders interested in strategic, data-driven grantmaking and the spend down approach. Chapter 1 provides a broad overview of the history and background of the founder and the family's philanthropic approach. Chapter 2 discusses the genesis of the foundation, and includes a discussion of Jack's "Million Dollar Challenge" to family members. Chapters 3 and 4 take a deeper look at the development of the foundation and the highlights of its grantmaking strategy, including a discussion of the central role that data and impact measurement played for the board. Chapter 5 looks at the spend down process during the final years of the foundation, Chapter 6 summarizes the advantages, disadvantages, and lessons learned from the Eckerd Family Foundation's limited life approach, and the conclusion includes wrap-up comments, and a look to the future of the Eckerd family's philanthropy —a legacy carried forward.

CHAPTER 1: BACKGROUND: THE ECKERD PHILOSOPHY

"Jack Eckerd was kind of an unusual man. What do I take from him? I suppose, among other things, I would like to have his sort of fearlessness, his toughness, and his thoughtfulness. He had this ability to divorce in a way, any ego from his charitable work."

—Jake Short, Grandson

Jack Eckerd, father and stepfather of seven children, 17 grandchildren, and many great grandchildren, was a force of nature. As a decorated WWII Army Air Corps veteran, innovator and entrepreneur, visionary businessman, "drugstore magnate," public servant, at-risk youth advocate, and renowned philanthropist, Jack was many things to many people.

"Jack Eckerd was always a risk taker. If he thought that the eventual outcome could be very important, he would take a risk in a heartbeat."

—Jim Swann, Son

In 1913 Jack was born into the Eckerd Family Drugstore business in Wilmington, Delaware. The Eckerd Drug chain, oldest of the major drugstore companies in the U.S., was founded by Jack's father, J. Milton Eckerd, in Erie, Pennsylvania in 1898. After serving as a pilot in World War II flying supplies over the Himalayas, "the Hump", Jack turned his focus to expanding the chain to Florida and invented the self-service store. Jack eventually sold off his share of the 1,500 stores in 1986 and in 2007 the remaining stores became part of the CVS/Caremark company, ending more than a century of the Eckerd name in drug retailing.

In 1957, he married Ruth Binnicker Swann just six weeks after their first date. It was the second marriage for both. Together, they brought five children into the marriage and produced another two in a blended family. The Eckerds were true partners in life. Each inspired and encouraged the other to achieve more than they ever thought possible. "I'm always amazed at how they shared this wonderful commitment to their fellow man, and I don't know where that comes from, but they sure had it, especially a commitment to kids, of course," notes their son and board member, Jim Swann.

Jack passed away in May 2004 at the age of 91; his wife Ruth lived for two more years before passing at the age of 84 in July 2006. Their philanthropic examples lives on among their children and grandchildren, and within the communities in which they lived, and where they focused much of their giving.

Family Reflections

Affectionately known as "Granddad," Jack ingrained a passion for philanthropy among his entire family.

"Granddad was so enthusiastic about things, and it was captivating. There was never a conversation [about philanthropy] that felt forced or out of place. It's just something that I've always known as part of our family dynamic," says Charlie Hart, grandson.

All family members interviewed painted the picture of a highly principled man whose values infused his everyday life and informed his approach whether it was his family, business, or the foundation. He combined his love of people of all backgrounds and walks of life with his penchant for risk-taking and "often bet on people." Despite his extensive history of philanthropy and his very public role as a business leader, family members cited his understated, private approach to giving.

"He was very private and low-key about his philanthropy, so there aren't big stories that come to mind, but certainly we always knew, always, that that's what he was all about," says grandson Jake Short. Charlie adds, "Just attending church with him and walking out and having someone come up and shake his hand and say 'thank you so much for what you did. This wouldn't have been possible without your involvement or your commitment or even your endorsement.'

Memories of the Founders

"One of the strongest memories that I have of my father is that he would take each one of us to New York City. He loved to go to Grand Central and eat oysters. So I went with him, and there was a man, crippled with a cup, with tattered clothing on the side of the street. That is the first time I had ever seen anyone beg. I didn't know what it was. And I remember my dad gave him some money. And the man was blind too. He put the money in his cup but he also held his hand and said something like "God bless you." As a child, I was shocked that my dad would touch this dirty man but it stuck with my whole life; that he didn't want to just give money. He wanted to be involved."

—Nancy Nichols, Daughter

"Pretty early in my childhood I would spend, with my sister, every June at my grandparents' beach house. Every Wednesday, a small busload of kids who were from the residential wilderness camps that the Jack and Ruth Eckerd Foundation had opened back in the '60s, would arrive and spend the day swimming, and my grandfather would make them cheeseburgers. I can picture him at the grill. I guess that was a very early and oft-repeated exposure, not explicitly, but nevertheless, exposure to the kind of work that my grandparents were doing, and it was something that stayed very vividly with me."

—Jake Short, Grandson

"I was in fifth grade and I went to a new school called South Ward Elementary in Clearwater, Florida. Half of the people came from Belleair, which were people in big houses and nice cars, and half the people came from around the railroad track. No black people, of course, this was segregation back then, but poor—very poor white people. So, every day, this family with four or five kids would come up, and one of the kids they brought up in a wagon because he had polio and was paralyzed from the waist down. I was a patrol boy; I helped him across the street every day. I told my mother about this kid that came to school in a wagon, because he couldn't walk or have a wheelchair and two days later, he had a brand new wheelchair. I said 'Man, that's so cool, where did you get it?' And he goes, 'I don't know, some lady drove up in a big station wagon and she took it out and said this was for us, and she drove off.' That was my mother. So that was the first time I knew anything about charity."

—Jim Swann, Son

This was something that was so much a part of everyday interactions with him that no distinct moments stick out, because it was just him. There was nowhere that we could go that people weren't involved or engaged because he was so passionate."

All family members also had the same vivid memories of their mother/stepmother/grandmother's ever-present philanthropic lifestyle. Notes Jake, "In her own way, she was just as devoted as my grandfather for just as many years, and very powerfully and passionately devoted in a very intimate, personal and real way to this kind of work, and to the people that it affected."

> *"My grandmother was an extraordinary person, a person of real style and grace and humility and generosity, really sort of from another world."*
>
> *—Jake Short, Grandson*

Eckerd Philanthropy: Other Vehicles

While the Eckerd Family Foundation is the focus of this report, the Eckerd family had a multi-pronged approach to giving, and they continue to be involved in a variety of philanthropic vehicles. Eckerd family members have invested a substantial amount of time, resources, and expertise in establishing Eckerd Youth Alternatives (EYA), which sponsors a variety of therapeutic programs for at-risk youth. Since it's founding in 1968, EYA has served more than 150,000 at-risk youth and their families, offering a full continuum of life-changing behavioral health and child welfare services across five states.

Jack and Ruth were heavily involved in the maturation and growth of Florida Presbyterian College, which now bears the Eckerd name. The Ruth Eckerd Hall was also named as a result of their gifts and many family members are still involved with it today. The Eckerds were avid volunteers and Mrs. Eckerd was a lifetime volunteer for Meals on Wheels. They also made "under the radar" individual contributions of approximately $3 million per year to numerous Tampa Bay charities.

Jack believed strongly in applying sound business principles to his philanthropic endeavors. He wanted to invest in things that would allow people to help themselves. "My dad was very business-like when he gave to a charity," says daughter Nancy Nichols. "When he started the camps for children, it was an investment to him, because when you help a child, that charity money goes far into the future.'"

Million Dollar Challenge

The Eckerd's desire to share the joy of giving with their children was matched by Jack's interest in making sure that everyone in the family "had skin in the game." On a family vacation in the early 1980s, more than a decade before the establishment of the Eckerd Family Foundation, Jack announced that he would be providing a creative matching program to help every family member start their own family foundation. Now known as the "Million Dollar Challenge," Jack and Ruth offered to fund a foundation for each of their seven children up to $1 million, payable over 10 years. And because each child's financial circumstances were different, Jack developed a matching formula that fairly enabled everyone to reach this goal. Some donations into the foundations were matched 5 to 1, others 10 or 100 to 1.

"Dad never did anything that didn't involve a game or challenge. He never handed us anything. So, I guess he was saying, he was willing to put up if we were willing to put up," recalls Nancy.

As it turned out, all seven children took advantage of the match and created their own individual family foundations. Today, these vehicles are engaging the next generation of the family and in many cases these separate family funds are carrying on the Eckerd tradition of investing in children and youth.

JACK ECKERD
100 N. Starcrest Drive
P. O. Box 5165
Clearwater, FL 34618

Dear Family Members:

I have decided to establish seven charitable foundations to be named after each of you. These foundations can each be funded up to one million dollars. Except for a couple of minor restrictions your foundation will be under <u>your</u> control. I will set up these foundations during the the next few months and will make my initial contribution before Dec. 31, 1988. I will contribute $100,000 during 1988, and a $200,000 during 1989 to each foundation. After that all of my additional contributions will be determined by your matching contributions. You can begin making your contributions as soon as these foundations are recognized by I.R.S. It is possible for you to fully fund your foundation in 3 1/2 years, however I am keeping my challenge open for ten years. The attached schedule gives the matching formula, along with some examples.

The bylaws for these organizations will allow for a minimum of three directors and a maximum of five directors. I would suggest that you and your spouse serve as two of the directors and that you select an accountant, such as Les Smout, to serve as the third director. The fourth and fifth positions are optional on your part.

The only restrictions which I am placing on this project are: 1) all matching contributions must be made by Dec. 31, 1997; 2) the maximum matching contribution that I will make in any calendar year is $200,000.00; 3) any organization to which you are personally contributing to, cannot be a recipient of gifts from the new foundation; unless you maintain your personal gifts to that organization in an amount at least equal to your prior giving level to that organization, and 4) only the income, and not the principal, can be used for distribution as charitable gifts.

Formula

Your Adj Gross Income Form 1040, Line 30		Matching Ratio
LESS THAN	50,000	100 : 1
"	100,000	50 : 1
"	150,000	30 : 1
"	200,000	20 : 1
"	300,000	15 : 1
OVER	300,000	10 : 1

Examples

If your prior yr A.G.I. is	Matching Ratio	If you Contribute	JME will Contribute
45,000	100 : 1	1,250	125,000
75,000	50 : 1	3,000	150,000
110,000	30 : 1	4,500	135,000
165,000	20 : 1	8,000	160,000
225,000	15 : 1	12,500	187,500
315,000	10 : 1	20,000	200,000

* Maximum Contribution per year by JME is $200,000.

CHAPTER 2:
The Beginning: A Strategy Takes Shape

"I think the way that Granddad did it, he had such great foresight to make it something that wasn't a commitment he was forcing on anyone. It was a commitment that you could partake in as much or as little as you'd like. And because of that, he was a fantastic leader in both business and philanthropy, just knowing that he could just show us a couple of the great things that were happening, or tell us a couple of the great instances or experiences, and then let us get involved. It kind of grew from there."

—Charlie Hart, Grandson

At its inception, the Eckerd Family Foundation was decreed by Jack Eckerd to spend down the foundation's assets within ten years of his death. All seven children were welcome to be part of the foundation but were under no obligation to join, and all grandchildren were excluded from board service.

All interviewees cited the same three general reasons that Jack Eckerd chose a limited-life approach.

- **Family:** The foundation was a vehicle for bringing a blended and geographically dispersed family together. "We likely needed to spend more time together and get to know each other," maintains Jim Swann. "He saw the short-term foundation as something that could hold—or bring the family together."
- **Donor intent:** He thought some "larger family foundations that went on into future generations lost some of their strength and passion because the later generations no longer knew about the legacy of the founder," notes Nancy Nichols.
- **Engagement:** the short time horizon limited the commitment required of family members, enabling them to be active and engaged participants. "I think he felt that given the diversity of age [of his children], he didn't want to saddle someone with a lifelong commitment," says Joe Clark, son-in-law of Jack and Ruth, who also served as president of the foundation. "This would be something that would be manageable and fun; it would also be nimble and flexible with the ability to focus on the shared interests of the family."

Decision-Making Process

As an entrepreneur, Jack was known to make unilateral decisions. So it didn't surprise anyone when he announced that the foundation would spend down 10 years after his death and that he had asked his son-in-law, Joe, an attorney who had been helping develop options for the structure of the foundation, to serve as its president. Unfortunately for the Eckerd family, soon after establishing the foundation Jack had a debilitating

"When Jack Eckerd is running something, you basically are just there to say, 'Yes, sir,' and you can argue with him, and he doesn't mind argument, but he's going to make the decision. He would love your input, but he is going to make the decision."

—Jim Swann, Son

stroke and was unable to provide any further guidance for the foundation. Several family members add that the family felt "a little bit lost" for a while, given the absence of the foundation's driving force and leader.

"During the first year, we generally discussed people's interest in an effort to develop some focus," explains Joe. "We all realized pretty quickly that we needed professional help to navigate the challenges of balancing not only differing family interests but geographical diversity as well. But it forced the board to be more strategic in thinking about what they could accomplish."

"One of the most appealing aspects of a time limited foundation is the ability to take on two or three areas of interest and really make a significant and lasting impact."

—Joe Clark, President and Son-in-Law

"I look back on this time and chuckle," says Rosemary Lassiter, Jack's eldest daughter. "Because we didn't have a focus; we couldn't tell grantees what we wanted."

"They seemed to develop very quickly a sense that to make a real impact, you had to have certain limitations and certain targets. There's a lot of glamour that you could pursue in the world of philanthropy, making big, splashy gifts and building buildings. But the board members really did the hard work to develop targets about reforming juvenile justice and improving foster care. This is nobody's idea of fun—this is hard work. It involves thinking about systems, and laws and bureaucracies, but they chose these things and applied themselves so carefully and have made such an extraordinary difference in the places where they've been active."

—Jake Short, Grandson

A Strategy Takes Shape

The board and staff went through a detailed planning process, utilizing outside consultation to create a five-year strategic plan identifying basic goals, areas of interest, and a variety of other logistical issues. All of the seven children chose to participate, although their interest levels varied.

"Ruth did participate in the process and was extremely helpful during that time, as a soothing influence to help talk about some difficult issues," explains Joe. "And there already was a very rich family history and familiarity with at-risk youth, so it wasn't like we were starting from square one."

The board eventually coalesced around a mission to "provide leadership and support for innovative educational, preventative, therapeutic and rehabilitative programs for children, youth and their families," and the Eckerd Family Foundation officially launched in June 1998. Over time, the foundation would narrow its focus to three core issues: youth failing in the traditional education system, youth who are aging out of foster care, and youth who have had involvement in the juvenile justice system. (See Chapter 3 for an overview of the foundation's grantmaking strategies, and Appendices C, D, and E for detailed summaries of the foundation's work in each of these three areas).

"Ultimately the board decided that we were going to take on some important issues. And that meant that staff would have to be trusted to take a leadership role in identifying and bringing to the board opportunities for investment. Mr. And Mrs. Eckerd were very clear that they didn't want board members to have carte blanche to push their interests," notes Joe. "We came up with a number of very effective ways to balance individual trustee's interests with the overall grant making goals."

One approach they adopted to achieve this balance that is commonly used in family foundations was discretionary grants. These grants allowed the geographically dispersed family members to engage personally in the grantmaking and direct targeted grants to programs of interest to them that weren't reflected in the foundation's core grantmaking or geographic focus, although they still had to support the overall mission. Staff recommended these grant should not be under $10,000.

An added benefit of the discretionary grants was that they kept the entire board from having to review multiple, small grant applications. "It gave us more time to spend on the more important stuff and not spend a lot of time debating the small things, and I think we all kind of learned how to give away money in the process, noted Jim.

An added benefit of the discretionary grants was that they kept the entire board from having to review multiple, small grant applications. "It gave us more time to spend on the more important stuff and not spend a lot of time debating the small things, and I think we all kind of learned how to give away money in the process," says Jim.

"That being said, people have differing views on what we should be doing, and different rules apply to families. So, we had to navigate all the usual challenges that I think any family goes through," adds Joe.

Setting the geographic focus of the foundation was one of the thorny issues tackled early to enable the foundation to have the impact they sought. There was immediate recognition that given the roots of the Eckerd Drug chain in Florida, it would be important to have a strong commitment to the state. However, one of the things they all agreed upon was "that good ideas would not be bounded by geography" and activities related to their mission in Delaware and North Carolina (where family members lived) would continue to be considered to ensure fairness, and the ongoing engagement of board members.

CHAPTER 3:
THE MIDDLE YEARS

"I like to talk about the model of the Eckerd Family Foundation, not necessarily to promote spend-down foundations, but to understand the power of what the Eckerd Family Foundation did, and that was their ability to have this sense of urgency and focus that enabled them to dive deeply into very specific work and make systemic change."

—Maggie Osborn, President, Connecticut Council for Philanthropy

At the end of their five-year plan, the board brought in a second consultant to help "examine and reaffirm our priorities, reconsider our timeline, and tweak the rules that we had operated under," describes Joe Clark. Through this process, the board focused more deeply on the differences between charitable giving and leveraged philanthropy and began to recognize and develop grantmaking strategies that reflected the importance of systems reform and advocacy.

There were three central tenets of the Eckerd Family Foundation's grantmaking philosophy:

- **Wherever possible, partner and engage with government, advocates, and other outside private philanthropic partners to bring about systemic change.** "We knew that we could not achieve any kind of long-term impact and sustainable change just by funding a good program," explains Jane Soltis, who joined the foundation as Vice President in August 2001. "Our strategies had to include advocacy, and they had to include changing people's thinking about a practice or legislation, or spotlighting an issue or problem. We knew that if we really did want to make a difference, it wasn't going to be through funding a program. It was going to be through us figuring out how to bring our arsenal of influence into the mix of what we were doing. So we were out there joining affinity groups and joining like groups of people who were focused on the same issues, whether it was in the community that we were in, or if it was up in our state capital. That was just part of the deal if we wanted to really get to where we were supposed to get to."
- **Invest in building the capacity of organizations to become sustainable.** "That was a message that we gave from day one. We were not going to do annual funding for any organization. We would do start-ups, we would enhance programs and we would make capacity building grants," explains Jane. "We knew we weren't going to be around."

- **Use data as the driving force behind all future decisions.** "What I liked most about the approach that Eckerd took was that they really studied the data," says Maggie Osborn, who worked as a consultant for the foundation and also served as vice president of the Florida Philanthropic Network. "They asked themselves, 'Where can we, with our limited size and access and focus, have the most impact?' And so they would use a demonstration model, but they did it in terms of system change. So, they focused on things that they could embed back into the system in the state of Florida; things that would have a long-term impact on the outcomes for at-risk youth."

Measuring Success: The Impact, Influence, and Leverage Model

Data is at the center of the Eckerd Family Foundation's work, for the foundation's grantees as well as for the foundation itself. While the foundation was founded by a legendary businessman and had several savvy business executives on its board, it took some time for the board to realize that a careful and diligent process for measuring success was just as important to a philanthropy as it was to a business—and that creating mechanisms for achieving this goal was sometimes a much more difficult task.

The staff and board met with several outside advisors to help them develop a plan for measuring and tracking impact, and were particularly influenced by a conversation with a program officer from the Annie E. Casey Foundation, who shared that foundation's evaluation model that focuses on impact, influence, and leverage. This model focuses not only on the specific outcomes that the funder seeks to achieve for individuals and families, but, more importantly, on the changes in community norms, policies, regulations, and environment. (See sidebar for details).

"We stole it from Casey," admits Jane. "We defined it for our board and made it very clear to all potential grantees that evaluating their progress in this framework was expected of them."

Joe elaborates, "Most of the time it's easy to understand a program offering direct services—you make a site visit; you see the program; you understand the outcomes. It can be more difficult to work on a larger scale; there is less "hands on" and it is often difficult to appreciate how meetings, investing in advocacy, and organizational capacity can lead to the passage of a law or change a regulation or practice that results in permanent systemic change and much greater impact than any single program."

"The [Impact, Influence, Leverage] construct really helped us," continues Jane. "I can remember, after the first year of looking at all of our investments and all of our activities

Impact, Influence, and Leverage Outcomes

Definition of Impact Outcomes: Changes in a condition of well-being for the children, adults or families directly served by programs, agencies, planned strategies or services systems. To document change in an impact outcome you would look at individuals and families to see what has changed for them.

Definition of Influence Outcomes: Changes in community environments, relationships, institutions, organizations or service systems that impact individuals and families, including changes in issue visibility, community norms, partnerships, public will, political will, policies, regulations, service practices or business practices.

Definition of Leverage Outcomes: Changes in investments (monetary or in kind contributions) by other public or private funders, institutions or organizations that help to create and support impact or influence changes related to your powerful strategies.

Source: A Practical Guide to Documenting Influence and Leverage in Making Connections Communities, by Organizational Research Services, Published by the Annie E. Casey Foundation, 2004.

through this lens—not just our grants, but how we were spending our time, and the technical assistance that we were providing to support our grantees—we could look over a year's period of time and actually even look over the 15-year-period of time through this lens. It helped us, and it helped our board to be able to tell the story of what we were doing. And it helped to capture some of the other activities and investments that were not so program-specific in a way that I think made a huge difference."

Adds Joe, "These plain stated understandable metrics helped everyone better understand how our everyday activities were related to and promoted our grant making goals. They added a context by which the value of the particular activity became more apparent and thus better appreciated as an important strategy. It answered questions like—why did we host this meeting? Why did we hire a consultant to draft model legislation? Why did we pay for this research or study? Linking our grant related activities budget directly to what's different in terms of impact, influence and leverage enabled board members to participate more fully in discussions about our broad goals for systemic change and apply that learning to local community interests as well. We found these measures to be workable and easily understood."

Recognizing the Value of Measurement

"I think the recognition that we had to have outcomes measurement came with time," says Jim Swann. "I don't think we started off knowing that. We started off with wonderful projects that we all believed in, and anecdotally, we knew they were doing a great job, either from visiting the programs, or just an inherent trust that they were going to do a good job."

Jim continues, "But when you're spending a lot of money, that's not a very good way of doing business. So we realized over time that we had to get stronger at having

Communicating The Big Picture to the Board

As the grantmaking strategies of the Eckerd Family Foundation evolved over time, one of the quandaries faced by the staff was how to concisely and clearly explain the complex relationships and policy areas they were developing to their very busy board members.

Joe described a situation when a board member commented in response to an internal survey: " I'm sort of in a quandary. On the one hand I know we must invest our money and resources to achieve maximum impact in our focus areas. But taking on some of the big issues to change systems can be really overwhelming if not confusing. You all work on this every day. We do not and I really do not feel connected to some of our work. I know it is important but it is a lot easier for me to understand that which I can see—like programs we support that offer direct services to youth. As a board member, I do not feel fully engaged."

This feed back underscored the importance of regular effective communication with board members about the activities of the foundation and how the input of the board was reflected in our work and outcomes. In addition to our success measures we explored ways to better communicate with regularity and clarity. We learned that some members really benefited from a visual depiction of our activities as they related to the systems in which we were working. For one meeting we made a large chart and carefully walked everyone through it. "Ohh, now I understand"… was the reaction adds Jane. And we had to repeat that every once in a while… it was a consistent point of reference. As staff, we sometimes forgot that while we see these systems every day, the board does not and we worked to find ways to communicate in an effective and understandable way so that all may benefit from the richness of informed discussion. A good chart proved to be a useful tool in understanding a sometimes complicated set of issues. We also made it a point to send out regular brief updates and particularly well done articles of interest... nothing overwhelming. Concludes Joe, when we did these things and it came time to discuss our work, we could refer back, point to a graphic or note or article and say…"remember what we discussed last time? Well, here's where we are now and these are our next steps… what do you think?"

some kinds of measurements, especially if our goal was for a specific program to be picked up by government."

Staff also recognized that they had an important role for communicating the power of measurement—both for the board and for their grantees. This required both figuring how best to measure selected programs, as well as determining which metrics were most important to the board and when and how they applied.

"What we really liked was to have somebody come to the table who had some evidential basis for success before coming to us," adds Nancy Nichols. "I think staff helped us come to an understanding about how important measurement was. There are a lot of people that want you to give them something. So, you have to kind of separate the wheat from the chaff a little bit. And you want to support those programs that you hope will have the greatest chance of success."

Perhaps the most important measure of success for the board was *replicability*—the potential of a given program to be expanded and brought to scale. "Most of the good work that's done is not replicable," suggests Jim. "Many of these programs are led by some kind of loving, caring adult, and it sort of depends on that person for its success, and it's very hard to replicate that. But you need to search for ones that are, because obviously you can have a much greater impact if you can help a struggling organization, and it does become replicable."

Additional Advantages to Data and Measurement

Board, staff, and outside observers cited several additional advantages to the Eckerd Family Foundation's dedication to outcomes measurement:

- ***Data helps to understand success or failure quickly.*** "I think we all came to realize that we had to have measurement strategies in place, because we couldn't spend all our time going back and looking at how people were doing," says Jim. "We had to have reports that could be read and that could help you understand your success or your failure and not have to spend hours trying to decide how well you had done with a particular grant."
- ***Data informs future grantmaking.*** Maggie contends that this is one of the Eckerd Family Foundation's biggest contributions to the field: "They've made a real effort to share their knowledge, and the data, and the information with the field, and that's huge."
- ***Data is essential for leveraging additional public and private investment.*** If you were looking for government funding to be a big part of the solution, you had to be able to demonstrate that you were bringing something to the table that was going to really do some real good," explains Jim. "And you had to be able to show it was going to do some real good at an effective price."

At the same time, board members and staff struggled with the realization that as a limited life foundation they were operating on a very fast timeline. They recognized that the issues they had chosen to focus on did not always have quick fixes, and that an important part of their role was to provide the "tough love" their grantees needed to find ways to be sustainable for the long haul.

Joe and Jane explain that while immediate solutions were rarely available for the areas they were addressing, their message from day one had been that they would look for innovative programs and start-ups with new ideas rather than as a provider of annual funding. "That was part of the family's strategic process. We would support innovative approaches, but we should not ever be seen as a source for long-term, annual support," says Jane. "As we matured, we spent more and more time from day one communicating with potential grantees about the central importance of sustainability. Our board got very savvy at asking the question, 'When we stop funding this after one or two years, how are they going to sustain it going forward?'

"That message was always out there from day one with every potential grantee, and we reinforced that through the way we made grants and we also reinforced it by providing capacity-building technical assistance funds to both potential and existing grantees around grant writing or board development, or other kinds of capacity-building needs that we identified with them in their organization."

CHAPTER 4: GRANTMAKING HIGHLIGHTS: A FOCUS ON COMMUNITY IMPACT

"We wanted to learn about Florida. Initially, we thought our optimal point of intervention was going to be aftercare—what happens to kids when they leave the system. But following the "what works" protocol—learning about who was getting the most effective outcomes and why—changed our thinking. And that's really the framework of how the "what works" philosophy guided our work."

—Joseph Clark, President

The Eckerd Family Foundation's reliance on collaboration, capacity-building, data, and outcomes measurement, combined with the "what works" model described below, guided all of the grants and programs in the foundation's three core grantmaking issue areas: Juvenile Justice, Childhood Education, and Foster Care.

The What Works Model: "Facts Are Stubborn Things"

Joe Clark notes that as soon as he heard about it, he knew that the "what works" approach, developed by the husband-and-wife-team of Lynn Ellsworth and Bill Duggan of Creative Strategies, would be a good fit for the Eckerd Foundation's mission and for the personalities and skill sets of board members. He describes the foundation's initial discussion regarding the "what works" model as follows:

"Lynn Ellsworth is an economist by training who did a lot of work for the Ford Foundation, and Bill Duggan teaches business strategy at Columbia University. Their combination of focused efficient research applied in a businesslike way with accountability seemed to align well with the principles of Jack Eckerd and the goals of the foundation. We were all thinking, 'Why don't these non-profits operate more like a business and make more business-like decisions?' and the "what works "model helped to frame this for us."

Joe continues, "We asked Lynn to help us understand what was happening nationally to youth who were coming out of juvenile justice programs, often referred to generally as "after care or reentry". We wanted to find out who was doing the best work and identify a point of intervention for investment. Her report was probably the most understandable and cost effective report we received in the history of the foundation."

Joe concludes, "The analytical, understandable approach protocol of this report greatly influenced the foundation's work in juvenile justice system improvement in Florida. Looking back, it might be said that it inspired the foundations support of the Blueprint Commission, a body appointed by the governor of Florida. The final report of that Commission continues to guide juvenile justice improvement efforts in Florida by state agencies and advocates. One of the purposes of the report was to end the seemingly endless discussion and overdone research about whether certain programs and practices were good ideas and change the emphasis to *implementing* what we already know works as proven by data."

Foster Care: An Example of the "What Works" Approach in Action

One of the best examples of the "what works" strategy occurred when the foundation began its work in foster care. The Cby25 Hillsborough organization began by conducting a detailed environmental scan of the field—what organizations were active, what programs were available, and who was being served. "Some members of the community said, 'Why don't you just get going? You know what the needs are—start investing!'" explains Joe. "And our board said, 'Well, you know, we're going to take nine months to really figure out what's going on here.' We started first in Hillsborough County and used the "what works" method to do a scan to find out really basic data: how many kids are we dealing with? Where do they live? What services are currently available to them, and who provides those services?"

Continues Joe, "Now, you would think that this information would have been readily available. But it wasn't. Knowing this helped us to work with Cby25 Hillsborough to develop a plan to identify what's missing, and to determine what needed to happen. They knew the ingredients for success, and the skill sets that these kids needed in order to succeed. Their plan helped to identify the gaps, and how to fill it those gaps.

"One of the issues that they came across in looking at all this were graduation rates. Of course, the high school graduation rate for kids in foster care in Hillsborough County was approximately 10 times worse than the country average. So there was something going on there. So what they did was use a method that business would use to figure out what it was.

"So, what would a business do? A business would talk to its customers, and find out their wants or needs. Let them tell you the solution to the problem, as opposed to trying to dream it up without talking to them. Nobody in business who's trying to sell anything or provide a service would ever think to develop a product without using some type of market testing.

What Works Grantmaking: High-Impact Strategy for Foundations

"*What works*" grantmaking has four key elements that set it apart from other methods:

- Evaluations and assessment methods to track results
- What-works scans of research, evaluations, and field practice to find solutions
- Learning exchanges and training to absorb what works
- Follow-through grants to build on and combine what works

Excerpted from "What Works Grantmaking: High-Impact Strategy for Foundations" by Lynn Ellsworth and Bill Duggan of Creative Strategies. See Appendix G for additional details.

Success Stories: The Youth Transition Funders Group and the Connected by 25 Initiative

In 2001, Eckerd Family Foundation staff were invited to join the Youth Transition Funders Group, a network of grantmakers whose mission is to help all youth make a successful transition to adulthood. "Being part of YTFG exposed us twice a year face to face, and through ongoing communications with a group of other small and large foundations, that were focused on the same groups of kids that the Eckerd Family Foundation had decided to focus on," says Jane Soltis. "Being members of the YTFG definitely helped to shape our investment strategies, and as we matured over the years."

Jane quickly became a leader of YTFG's Foster Care Work Group. The work group, which for several years was co-chaired by Jane Soltis, developed a theory of change termed Connected by 25 which established that young people leaving the foster care system need to be economically self-sustaining by age 25 in order to be successful later in life.

"My mother had a big area of interest in foster care, and staff first brought to us the idea that we ought to do after care for foster care, since that was an area of neglect as far as state money and resources," says Nancy Nichols. "Connected by 25 focused on helping getting these kids, who were turned out in the street at 18, to a position where they could live independently by the time they're 25."

Cby25 was created through a Eckerd Family Foundation investment and supports youth aging out of the Hillsborough County foster care system to be educated, housed, banked, and connected to a support system and to be a contributing member of the community by age 25. To achieve its mission, Cby25 works with communities to develop programs and services with measurable outcomes in order to better prepare youth aging out of Florida's foster care system to make a successful transition to adulthood.

Cby25 Hillsborough and the Eckerd Family Foundation partnered with Jim Casey Youth Opportunities Initiative as a coinvestor for this project. One example of a successful program was the Opportunity Passport program. Developed by the Jim Casey Youth Opportunities Initiative, the Opportunity Passport provides eight hours of financial literacy training, establishes personal debit accounts for youth for short-term expenses, and matches participants' individual development accounts until age 23 for more substantive expense items like educational costs and housing deposits.

"The most important lesson I have ever learned in philanthropy is you don't tell people what they need —there should be nothing about them without them," suggests Maggie, who consulted with Eckerd on it's Cby25 initiative and worked closely with staff in designing the model with its intended audience. "We were dealing with youth aging out of foster care and there were all these really well-intentioned adults and funders and folks from the community around the table deciding, you know, that they needed transitional housing and so we were going to buy housing or we were going to do this.

"We had to listen to what they needed and then become a partner in providing that. All the work that Eckerd did with youth aging out of foster care, they did it with the youth as full partners. I think that that's an extraordinary lesson, again, for any funder."

"Cby25 was not about doing the same-old things," adds Joe Clark. "It was about listening to the kids in the system or who have recently left the system about how we can work differently to do better by them."

"And so we funded Cby25 to convene a focus group of youth and in a scientific way, ask them: 'What is the problem here and do you have a solution? And they said "well, the problem is that we kind of get lost in the system, and we think that we could do a lot better if there was someone whose job it was to just look after us….to keep track of changes and how we are doing…if we had a guidance counselor or individual just dedicated to looking after us, we'd be ok.'

"These kids move around, and they run into a variety of administrative and other issues. So they decided if they could find someone to handle tracking these high-risk kids, they could do a lot better. And so a proposition was offered to Hillsborough County Schools…. we'll fund a position within the school system as suggested by the kids. If you create it, we will fully fund it for a period of three years and we will collect data we all agree is important. If the data confirms that this is a viable solution, will you- the school system- agree to take it over, embed it in your budget and make it part of your system to sustain it? And our school superintendent, who was dedicated to supporting better outcomes for these kids, said yes, they would.

"And indeed, it did work. And, in fact, as we went along, we found out that graduation rate was not really the best metric to look at. A better metric was course completion. And the reason was, that if kids were not doing well, or got into a situation where they were having difficulty, they would drop a needed course, and they would switch to something else. They would kind of game the system in order to get the credits needed to graduate.

"And once we learned that, we learned to focus on doing what was necessary to get these kids to complete the courses they needed on a timely basis." Maggie Osborn, long-time colleague of the Eckerd Family Foundation and former Vice President at Florida Philanthropic Network, concurs. Joe says, "'You know, in Hillsborough County there are approximately 400 kids aging out of foster care every year. If we can't figure out how to make a difference for 400 kids a year, we might as well all go home.' And to figure out where that point of intervention is, is really the secret to making a huge difference. And that's what Eckerd did."

See Appendix C, "Foster Care—Years in Review" for a complete rundown of the Eckerd Family Foundation's programs in this grantmaking area and an analysis of the Impact, Influence, and Leverage of those programs.

FOSTER CARE STRATEGY: The Foundation works proactively to build a strong foster care system for Hillsborough/Pinellas Counties and for the state of Florida.

The foundation will support the networking of the foster care system and create a continuum in which youth are physically and emotionally safe and have their needs met in a timely manner at every stage of their development. Older foster youth will be prepared to transition to independence. The foundation will support and expand services for children entering or at risk of entering the foster care system. All foster youth, foster parents, and families have an informed voice in decisions that impact their lives.

Grantmaking Highlights: Juvenile Justice

The Eckerd Foundation recognized early on that juvenile justice was an area in which a partnership approach was essential for long-term impact. The foundation became an early and active member in the Youth Transition Funders Group, whose members included the Annie E. Casey Foundation, the MacArthur Foundation, and the Edna McConnell Clark Foundation, among many others. "Being part of YTFG was really transformational for us," explains Joe. "All of a sudden, when you can say, 'we're working with the Annie E. Casey Foundation,' it really opened doors."

Joe and Jane are quick to point out that the opening of doors was a two-way street. "Many of the national foundations just did not have contacts within Florida," says Jane. "They may have been able to get into one corner of the state, or Miami or Jacksonville, but there were huge amounts of the state that none of those national foundations knew how to get in the door. And I think since Eckerd had established a reputation within the state, or at least in pockets of the state, we could introduce and bring them in as partners or co-investors or as thought leaders or as experts, and we did all of those things around the issues of juvenile justice and child welfare. And this certainly added to our credibility."

In 2012 the Foundation's civil citation program was featured as a best practice in the Youth Transition Funders Group's Blueprint for Juvenile Justice Reform:

> *"One diversion strategy provides law enforcement with alternatives to arrest, such as Crisis Intervention Teams, an innovative police-based first responder program of pre-arrest diversion for those in a mental illness crisis. Civil citation programs, supported by the Eckerd Family Foundation and adopted in counties throughout Florida, give youth who are stopped by police for minor offenses the option of performing community service and receiving counseling instead of being charged with a crime. Pre-arrest diversions have been proven to be cost effective as well as beneficial for youth. In Florida, civil citation programs have saved the state more than $50 million in five years."*

Joe explains further: "The civil citation option is a pre-arrest diversion; the Eckerd Family Foundation considers it to be one of the most effective tools available in the juvenile justice system. It is based on the premise that public safety is best served by effectively addressing the issues that bring a young person into the juvenile justice system and by preparing them to continue to pursue an educational or vocational opportunity. Civil citation is available when a youth commits a minor misdemeanor offense. For most youth, the offenses are characterized as one-time bad behavior. However for many, it is behavior reflecting a family issue or behavioral issue. Statistically the data tells us that nearly 70% of youth involved with the juvenile justice system meet the criteria for at least one mental health or substance abuse disorder. So for some, this bad behavior is a preview of trouble to come.

JUVENILE JUSTICE STRATEGY: The foundation works proactively to promote and provide better care for delinquent youth.

With a combination of advocacy and traditional grantmaking, the foundation shall change the mission of the Florida Department of Juvenile Justice to ensure that youth are properly assessed and placed, receive effective treatments, and are able to return to their communities to pursue meaningful educational and vocational opportunities. Public funds shall be redirected to support changes promoted by the foundation as the knowledge of effective system reform is disseminated. This will be achieved through relationships with local and national partners. Geographic priority areas will be scanned for opportunistic grantmaking that promote the foundation's values and reform principles.

"Civil citation allows youth to be assessed and directed to the appropriate treatment. Generally, community service is also required. Civil citation keeps youth out of the juvenile justice system and helps them to avoid the lifelong consequences of juvenile arrest. It also saves money—the limited resources of law enforcement and the court system can be allocated to more serious offenses. The Eckerd family foundation has promoted civil citation in Florida and Delaware and has partnered with the Florida Department of Juvenile Justice in these efforts. When operated in conjunction with the Juvenile Detention Alternatives Initiative (JDAI) supported by the Annie E. Casey Foundation, it is a powerful asset for any community and a win for all youth."

The foundation supported efforts to expand and enhance the civil citation approach as well as other

efforts to divert youth from coming into the juvenile justice system. Examples of areas supported by the foundation included:

1. Planning required coordinating the resources necessary to develop and implement the civil citation option.
2. Efforts to strengthen and support the services available to program participants.
3. Strategies for reducing instances of secure detention for misbehavior.
4. Strategies for handling offenses not posing a material threat to public safety and which address zero tolerance issues.

"I think our civil citation initiative is having the biggest impact of all of our grants," says board member Jim Swann. "In Florida, it's the most successful such program, and I think it's a model that's going to get adopted across the country. It will just save a ton of money and help avoid putting kids in prison that need not go to prison. It will turn a ton of kids around early in life and keep them out of the system and keep them from being a burden on society."[1]

Board member Nancy Nichols notes that even the "failures" in the juvenile justice grantmaking program were valuable. "Some of the things we did failed, but they were great experiments in trying to help juvenile justice kids. It was all very evidential-based and very sound, and then we moved on. Even our non-successes, I think, proved something."

In addition to the civil citation initiative, the Eckerd Foundation also made significant grants to the Campaign for Youth Justice to support their work and particularly to support advocacy efforts in North Carolina relating to raising the age for "adult" status of juveniles. The Campaign and its allies have affected policy changes in more than a dozen states. With assistance from the Campaign, in 2007 the Connecticut Juvenile Justice Alliance secured the passage of a law that rose the age of juvenile court jurisdiction from 16 to 18.

> ***It was not just the money they gave, it was the way in which they gave the money, which was when we needed it in amounts that we needed. So eventually, it did turn out to be a substantial amount of money but, prior to that, a relatively small grant made a huge difference because it came at the right time without a lot of process.***
>
> ***—Carole Shauffer, Youth Law Center***

See Appendix D, "Juvenile Justice – Years in Review" for a complete rundown of the Eckerd Family Foundation's programs in this grantmaking area and an analysis of the Impact, Influence, and Leverage of those programs.

Grantmaking Highlights: Education and Scholarship Initiative

The third core program in the Eckerd Family Foundation's measurement based set of strategies was its educational investments and scholarship initiative.

EFF Scholarship Initiative

In 2002 Eckerd decided to begin a nontraditional scholarship initiative. The impetus for this project was the result of a number of EFF grantees working with at risk youth communicating the unmet needs that presented barriers to education and other well being outcomes for youth. The ability to fully participate in educational opportunities such as sports, school clubs,

[1]It is beyond the scope of this article to fully discuss the *civil citation option* and the return on investment the foundation's grants and partnership with the Florida Department of Juvenile Justice (Florida DJJ) and its Secretary, the Honorable Wansley Walters. But the board believes that additional comment is warranted.

The civil citation model was brought to scale and meticulously evaluated at the Miami Dade Juvenile Services Department under the leadership of Ms. Walters, its executive director prior to her appointment to head Florida DJJ in 2011. During Ms. Walters tenure for the 10 years prior to her joining Florida DJJ, juvenile arrests in Miami-Dade County were reduced by 51%; re-arrests by 80% and the juvenile detention decreased of 66% the resulting in a savings to Miami Dade County of $33 million per year.

While the model is flexible to facilitate implementation in communities with varying resources, certain elements are necessary for success and cannot be omitted. These elements are referenced fully discussed in (Appendices A & D) with other resources. The foundation has supported the planning and implementation of all aspects of the civil citation option now operating in Brevard County, Florida.

EDUCATION AND SCHOLARSHIP INITIATIVE STRATEGY: The Foundation seeks to support educational and nontraditional opportunities for youth and families. Currently such support is in the following areas:

The foundation explores educational opportunities for youth and families through its Education Support Initiative so that through a combination of guidance and self-determination, grantees are given the ability to enable their participants to take advantage of the full spectrum of possibilities that spring from education. Regular contact with grantees affords the foundation the nimble flexibility needed to adjust to changing needs. The definition of "education" shall be flexible and considered by the Board regularly.

1. *Scholarships.*
2. *Vocational education.*
3. *Out-of-school activities.*
4. *Alternative education/dropout prevention/education enhancement.*

vocational programs, having adequate clothing, school supplies, transportation options or medical services, and a myriad of other educational experiences was often compromised by unfunded expenses.

The EFF Scholarship initiative provided $4,118,930 in flexible dollars over ten years to 24 selected organizations to be used creatively to eliminate barriers to educational achievement for 3,577 youth in Florida, North Carolina, and Delaware.

By allowing great flexibility in the use of "scholarship" funds, EFF influenced the thinking and creativity of organizations about how funding for small challenges and barriers can have a large impact on academic achievement. Those organizations have learned they can reach into their communities for some of those types of requests.

One of the more heartwarming and unique consequences of the Eckerd Scholarship Fund was the effect it had on the morale of the staff. When agency staff members struggle to help their clients but have limited resources, it frequently causes disappointment and disillusionment with the field of human services—a feeling of drowning in a sea of human misery. Having the Scholarship Fund to assist even one hungry and hopeless child with tattered clothing and no safe place to rest her head has helped our staff believe they can really make a difference.

—Sally Zeh, Executive Director, PACE Center for Girls

Traditional Scholarships

Through more traditional scholarship support, Eckerd provided youth at risk access to quality educational experiences at Academy Prep, Berkeley Preparatory School, St Albans, Serviam Academy, Nativity Prep, and Willowschool.

In addition to the scholarship program, EFF also impacted a large number youth by providing the basic clothing, school and personal items that they need to

Success Stories: The Quality Parenting Initiative (QPI)

The Quality Parenting Initiative (QPI) was funded through EFF, DCF, and the Annie E. Casey Foundation and coordinated by Carole Shauffer of the Youth Law Center beginning in 2005. Continuing through the present, QPI has worked with almost all of the community based care lead agencies in Florida and currently 18 counties in California and with the states of Nevada and Connecticut to promote quality foster parent recruitment. The project aims to change the negative brand of foster parents to a more positive and respected brand that includes a clear set of expectations for foster parents as well as the balance of the child welfare team. QPI has fostered system wide practice changes that support those expectations including the development of an updated and experiential pre-service and ongoing training program.

The success of QPI was described as follows in the 2010 Independent Living Services Advisory Council Annual Report:

"A total of 14 of 20 community-based care lead agencies are participating in QPI. The goal of this initiative is to ensure skilled, nurturing care for every child placed with foster families throughout Florida. Eckerd Family Foundation and Youth Law Center sponsor and deliver technical assistance and training through this unique public/private partnership with the community-based care agencies and the Department of Children and Families. Through the rebranding of foster parenting, these agencies are changing the culture of foster care by redesigning their recruitment, training, and support services to foster families. The expectation is that agencies support foster families in providing care as you would provide to your "own" child. This includes supporting foster parents work with birth families; foster parents work with their children's medical/mental health providers and schools; and foster parents full engagement in the foster care decision-making team. A critical component of this work is the involvement of teens in the workgroups and trainings to encourage more and quality foster family homes for teens. Learn more about QPI at: www.qpiflorida.com."

"We were dependent on their funding for QPI initially, but we transitioned to support from the agencies we were working , because we knew Eckerd was not going to be in existence. In an odd way it was helpful because, ultimately, requiring the organization that benefits to pay for something is a more secure funding strategy than relying on grants."

—Carole Shauffer, Youth Law Center

focus on education (*see Clothes to Kids Success Story, below*), and supported a wide variety of early childhood learning through support for programs like Community Pride Childcare, Highlands Child Development Center, Grace Jones Community Center, and Mountain Area Child and Family Center.

EFF believed that vocational career academies and their potential as an alternative strategies for those youth who might otherwise drop out of school was important and invested in Hillsborough County's Bower Whitely Career Academy as well as supporting the Pinellas Education Foundation's master plan for career academies in Pinellas County Florida.

Through a number of grants, EFF has also championed the philosophy of experiential strategies for educational success with a focus on sports, environment, and the arts as successful methods of achieving better outcomes for youth. Key West Botanical Gardens, Brevard Zoo, Ruth Eckerd Hall, Bascom Louise Gallery, Stage Works, Highland Biological Foundation, and the Florida museum of Photographic Arts all provided those opportunities both within the school system or through after school activities.

Investments have been leveraged in the EFF Scholarship Initiative, with the Florida Education Foundations, with school systems, and with organizations that provide many of the above services. Leverage has been achieved through matching dollars, embedding programs within systems, and providing a focus or spotlight so that the community or other stakeholders have stepped up to provide dollars and people resources to sustain many of the programs funded by EFF.

See Appendix E, "Education and Scholarship Initiative—Years in Review" for a complete rundown of the Eckerd Family Foundation's programs in this grantmaking area and an analysis of the Impact, Influence, and Leverage of those programs.

Success Stories: Clothes to Kids

Maggie Osborn describes the Eckerd Foundation's targeted investment in Clothes to Kids, a small nonprofit established to provide new and quality used clothing to low-income, school-age children in Pinellas County, free of charge:

"Clothes for Kids was a small organization that had come to Jane [Soltis]'s attention through a program at the not-for-profit leadership center where they were teaching people to tell their story, and Jane was really taken in by the Clothes for Kids founders' story. The founders were two friends, one of which had been in the school system, who realized that clothing was a real issue to get kids to school and for kids to stay in school. In a community with such a high poverty rate, she was watching kids' families, siblings, share clothing. So, one would have it one day over another.

And, more importantly, she was watching the issues of self-esteem for kids who didn't have decent clothing or clean clothing to come to school and how that affected attendance, and all kinds of things.

So, they started this program where through mostly donated gently used clothing, and through social worker referrals, kids could come and get a week's worth of wardrobe. They started out very small in the Clearwater, Florida region and they were one of those groups where Jane and Joe recognized that an outside consultant could really help them leverage what they were trying to do. They went from two women in a storefront with these big plastic bins of donated clothing to having two fully merchandised stores that provide thousands of kids in Pinellas County with clothing. They have built a board and have a working social enterprise model.

It was just incredible to watch true capacity building happen when put it in the control of those with the original vision. To their credit, they took advantage of every opportunity Eckerd gave them for training and support and strategic planning and all those kinds of things.

CHAPTER 5:
The Final Years

The Eckerd Family Foundation was set up as a limited life foundation. The foundation followed several policies—written and unwritten—over the first decade of the organization that reflected this initial decision. The board was not particularly concerned about the five percent payout requirement, and in many years went far beyond this legally mandated minimum. The board and staff also clearly recognized the need to prepare grantees for the fact that the Eckerd Family Foundation would not always be around as a funding partner. With this in mind, they made very few multi-year commitments, never committed to annual funding, and invested significant financial and human capital (in the form of Eckerd Foundation staff and consultant training and assistance to grantees) in capacity-building at their partner organizations.

In December 2009, the board and staff of the foundation held their first official meeting to begin discussions on how to go about the process of winding down the foundation. "We reaffirmed the timeframe with the board and began talking with them about the decisions they would have to make as we started this process," says Jane Soltis. "We provided them with a document that asked, 'What would you like the foundation's legacy to be? What do you want to leave behind?' We also talked about our ongoing priorities, and some of the tasks that we would have to attend to, and that was the beginning."

Adds Joe Clark: "We started off the meeting by explaining that there were essentially four decisions the board could make about how to spend down the foundation. They could distribute all of the money directly to grantees; they could grant it to a family advised fund within a community foundation; they could distribute it to individual family foundations; or they could establish an escrow account with another non profit organization.

In some cases, the staff and board members worked to connect grantees with other foundations that could continue to provide financial support. And they began to face the finality of the foundation's closure.

Joe explains, "One goal of our grantmaking was to add some lasting value to our grantees so that when the time came to walk away they would be stronger in an enduring way. I think we did that."

Managing the Process

Following the December 2009 meeting, staff regularly updated the planning document they had prepared—first in word, and later as an excel spreadsheet—to assist in communicating with the board about where they

were in the process. Appropriately titled the "Master Closing Plan and Timeline," (see Appendix H) the plan included a detailed list of action items in the areas of human resources, communications, grants and cash management, accounting, legal, and operational closure tasks, with responsibilities for each task assigned to staff, board members, outside consultants, and "staff with board direction."

"We started the process by serving up a menu of discrete decisions, and at each meeting, we would say, okay, we need to address this issue and this issue. Thanks to regular and precise communication with the board, we were able to assemble and group various decision points of the spend down plan into very manageable pieces. Each step was important but nothing became overwhelming," explains Joe.

"We discussed this master timeline with the board at least twice a year, if not more frequently," agrees Jane. "We as staff met every two weeks, just to kind of make sure we've got, all of our I's dotted and T's crossed."

Accompanying the master plan was a more detailed plan for human resources, which helped the board understand clearly the ongoing role that staff members were playing (see Appendix H). "The human resources timeline illustrated and made very clear to the board that, while we're not making grants and we're not going out there doing that kind of work any more, we really did still have a lot of tasks and activities related to the closing that we had to complete," explains Jane.

As they began to implement the items on their tracking list, Joe and Jane also read all of the resource materials available about spending out a foundation, with regular and repeated reference to *Closing a Foundation: The Lucille P. Markey Charitable Trust*, a report from the Council on Foundations on the spend down process at the Lucille Markey Charitable Trust. They also talked with several individuals who had been directly involved in a spend down process, and one of them had cautioned them that it was an "absolute nightmare."

"When we heard one individual state that it took two years longer than anybody thought it would, I'm sitting there and I heard that and it just made my stomach churn," says Joe. "I thought, that's the last thing we need, and we're not going to let that happen. So perhaps we over-planned a bit, but we were ready."

"Every time the board asked a question, Jane was able to refer to our timeline and checklist," he adds. "And you need to start talking early on about how to operationalize the process, and not say, 'this will all work out in the end.' Because there are details that you're going to overlook."

The board and staff worked to reach the planned ending in March 2013, and as they got closer to that date Joe and Jane realized that there would have to be a "last call" for new ideas from board members.

"And so at our fall meeting in 2011, we offered the opportunity for board members to consider whether there was another project or issue—related to our focus areas—that they would like to pursue. In sum, this would be a last chance to pursue some new opportunity, because for the next two years we would not be taking on anything new," explains Joe. "And then as a group we agreed on the five or six areas on which we needed to concentrate during our final year in order to bring our work to conclusion. That was our plan and we stuck to it."

Wrapping Up: Bringing in Outside Assistance

As the spend down process picked up pace, staff at the foundation realized the need for expert guidance to ensure that decisions were made in an appropriate and legal manner. "We talked with our existing law firm early on and told them about our plans and asked them how do we go about that?" explains Jane. "Because this doesn't happen all the time."

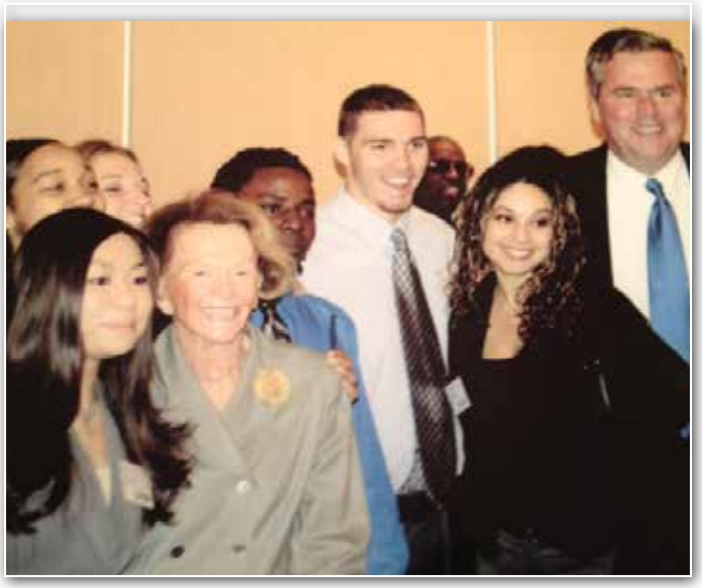
To help with the process, staff sent a letter to a select group of well qualified law firms in their region who had experience in this area telling them about their plans for spending out the foundation and asking each firm to identify the

key tasks required and estimate the cost of their assistance. "We wanted to make sure that the resources we had were adequate," explains Joe, "and we didn't assume that the firm we had used for regular day-to-day business had the same expertise and experience that would be required when we were actually closing the foundation. And we wanted to be sure that our law firm could work hand-in-hand with our accounting firm."

According to Jane and Joe, the Eckerd Family Foundation budgeted approximately $25,000 in outside legal fees to help with the spend down process during the final year of the foundation's existence, and Joe estimates that "we'll be significantly under that."

Spending Down: Getting to Zero

Jane and Joe reference the fact that the law also provides a significant incentive for careful planning and a thoughtful approach to payout. "When you go out of business, if you have any assets left there is essentially a 100% tax," explains Joe. "So what you really have to do is figure out some way to not only estimate your expenses, but to prepay them whenever possible, and then to come up with a way to handle any mistakes you might make along the way. Suppose we have miscalculated and we've given all our money away, what do we do?"



Ruth Eckerd, Former Florida Governor Jeb Bush and Foster youth leadership group at Tampa event

> *"We agreed on the five or six areas on which we needed to concentrate during our final year in order to bring our work to conclusion. That was our plan and we stuck to it."*
>
> *—Joe Clark*

Jane agrees: "We talked about how do we do this so that we're not left with either a lot of extra assets or expense at the end of the day after we've rolled everything down, and so we're not surprised."

One thing that made their final calculations easier to manage was the existence of the individual family foundations that had been set up for each of the Eckerds' seven children. These ongoing philanthropic vehicles provided the foundation with "a natural way to continue to support things in communities that had been started by the foundation," says Joe. "These individual family foundations existed years before the big foundation, and the whole purpose of the big foundation was to do things that the little ones couldn't—to consider the big picture and bigger issues in the field. It's funny how it kind of balanced out at the end, in that the remaining money from the big foundation could be used to continue to support projects of interest that had been supported by the individual directors in their own communities."

In June 2012, the foundation held its final board meeting and awarded its final grants.

Communicating with Grantees

Both Joe and Jane reference the challenge of communicating the plans to spend down the foundation to many grantees, despite repeated and clear messages from the staff.

"One of the challenges we had was managing the expectations of our grantees and the community," explains Joe. "Despite our efforts to communicate our plans clearly, many felt that the foundation would be issuing a series of very big checks for capital and endowments. We received many unsolicited proposals despite our guidelines and announcements to the contrary. Fortunately I think we were able to handle all inquiries in a respectful but appropriate manner."

Jane agrees: "The message was always out there from day one with every potential grantee. We reinforced that through the way we made grants and we also reinforced it by providing capacity-building technical assistance funds to potential grantees or grantees around grant writing or board development or other kinds of capacity-building needs that we identified with them in their organization."

Board member Nancy Nichols suggests that there is some degree of human nature in this. "I'm not sure that people were willing to connect with the loss of EFF as a long-time funding partner. They think that they're going to be the ones that, somehow, we were going to continue to support. And I don't know that there's any way to do this, other than being very honest about it."

Maggie Osborn agrees. "The foundation provided lots of notice and lots of strategies for their grantee partners to deal with their departure—they did a great job in terms of phasing out, but that does not mean that their long-term partners will not feel their loss. We just don't have a lot of those kinds of funders, especially in that arena, in the state of Florida. It doesn't matter whether they did a good job or not, people are still going to have the same kind of response."

> *"They made it very clear to the entire community as well as those organizations they directly supported like PACE that they were a life limited foundation. We all knew they were a precious gift and we had to be wise stewards of the resources they made available."*
>
> *—Sally Zeh, Executive Director, Eckerd Family Foundation Scholarship Fund at the PACE Center for Girls in Pinellas County*

Reflections from Grantee Partners

Youth Law Center CEO Carole Shauffer says the best thing about her organization's relationship with the Eckerd Family Foundation wasn't just funding. "It was the ability to get a very quick small grant to get something started without spending months applying, by which time everyone would have lost their enthusiasm. So, it was not just the money they gave, it was the way in which they gave the money: when we needed it in amounts that we needed."

Other grantees and partners echo Carole's praise of the way in which the foundation funded innovative "start-up" nonprofits and cited this approach as a critical factor in their success at affecting system change. While the board went through an extensive vetting process before a start-up grant was made, they were comfortable taking risks. Often they would knowingly fund an unhealthy organization. They would make provisions to address the reasons they were unhealthy by requiring a match, by providing capacity building support or helping them with a sustainability plan. "We did a lot of small grants to organizations that weren't healthy," asserts Jim Swann. "We didn't mind taking a risk, and Jack Eckerd was always a risk-taker, and he didn't mind taking risks. If he thought that the eventual outcome could be very important, he

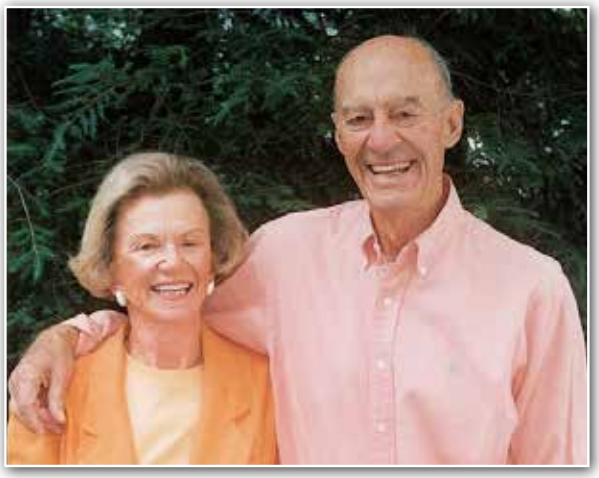
would take a risk in a heartbeat. So, sometimes we just bet on people, and some of the people disappointed us. Most of them didn't."

As a former grantee, Carole laments the closing of the foundation, not because of the loss of revenue, but the loss of a true partner with an appetite for innovation. "I'm really sorry they're not going to be there because there's no one else in Florida to whom you can just say, what do you think about this? Let's try it. If it doesn't work, it doesn't work."

Sally Zeh, executive director of the Eckerd Family Foundation Scholarship Fund at the PACE Center for Girls in Pinellas County, adds that in addition to funding, the personal support of the Eckerd Family Foundation was also invaluable. "The staff and Board of the Eckerd Family Foundation always made themselves available to mentor and advise PACE staff and all of the other organizations they supported. I was a frequent caller for help and direction and was always welcomed with positive regard, kindness, and professionalism."

> *"The public as a whole does not realize the advocacy work that the Eckerd Family Foundation was involved in and how influential they were for foster children. This part of their departure is sad because they were a voice for the kids and I feel that the kids in foster care are losing a major ally."*
>
> *—Vicki Sokolik, Director, Starting Right, Now*

The Eckerd's approach to grantmaking reflects their founder's willingness to take risks to achieve ambitious goals, combined with the sense of urgency that accompanies a limited life foundation. Notes Maggie, "They weren't thinking about their perpetual legacy. They were thinking, we're supposed to start things. So, maybe it was a good thing in its own way. I'm very sorry they're gone, but maybe it gave them the freedom to take risks."



Final Reflections from Board and Staff

While they had known that the end was coming for many years, both Jane and Joe—as well as board members of the foundation—recognize that there is still so much more that needs to be done, both in the difficult areas they have focused on and on many other related issues.

"I think the only thing we regretted was that there's so much more we could do with what we know now," says Jane.

"On a couple of things, we just ran out of time," agrees Joe. "And there were a couple of other issues that we really could have taken on and applied our principles to and I think it would have been very interesting. But…"

Jane finishes his sentence: "But, hey, you know, that's life."

Several of the Eckerd board members shared the mixed emotions of the spend down process. "There was a sense of sadness," concludes Rosemary Lassister. "Personally and professionally, the impact of this experience on me was profound. The work and the learning was so rewarding and we were sad that we couldn't continue to support these great programs. I also would have liked to have the time to get the grandchildren more involved."

The foundation plans to close by the end of 2014 and is currently working to gather the final reports and evaluate the effectiveness of its work.

CHAPTER 6:
Advantages and Disadvantages of the Limited Life Approach

I think my grandfather's foresight in setting up a limited life foundation was impeccable. If it had been set up to be around forever, and to be passed down from the children to the grandchildren to the great-grandchildren, it could have become something that could have been conceived as something of a burden, because it's a time commitment, you know?

—Charlie Hart, grandson

While every giving family is unique and their particular approach to spending-down will yield varying results, there are some aspects of the Eckerd Family Foundation's experience that are instructive for all families seeking to realize greater impact. Interviews with the Eckerd family and staff, and analysis of the foundation's grantmaking strategies, suggest a variety of advantages gained from their spend down approach:

Focused Engagement: Having an end date enhances both focus and family member commitment.

With a limited time horizon, several family members specifically maintain that they felt more engaged in the work of the foundation.

"It lets you know there's an end of the game," says board member Nancy Nichols. "It kept my energy level up. I read everything and listened at every meeting because I knew there was going to be an end of it."

Others mentioned the idea that having a finish line in sight helped sustain their personal commitment despite the heavy levels of work and attention involved. "It's a time commitment to read about organizations. It's a time commitment to look into people that deserve and have need; and it's also an emotional commitment," says Charlie Hart. "We can't help everyone, no matter how hard we try. The way that it was set up to spend down was something that I was happy to be engaged in. If it was set up to be around forever, to be passed down from the children to the grandchildren to the great-grandchildren, then it would have been perceived as a burden."

Board member Jim Swann agrees: "Because we were all Jack and Ruth Eckerd's kids, we all put a big effort into this. We don't take this kind of stuff lightly, and I think we were all getting tired. It was a lot of work. You could have a bigger staff and let them do all the work, but for us, we were all interested in being involved. We wanted to know that the money that we were investing in these programs was doing a lot of good."

Commitment to Donor Intent: Limiting the life of a foundation keeps the focus on the donor's interests.

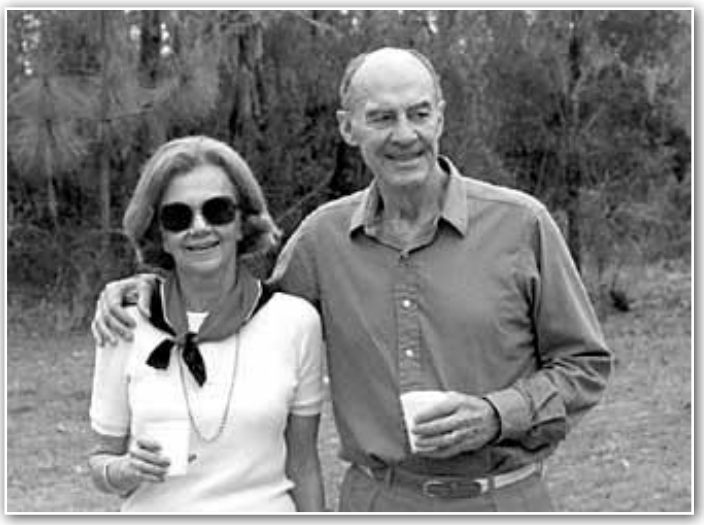
While Jack Eckerd was incapacitated by a major stroke shortly after the founding of the foundation, his val-

ues, philosophies, and perspectives were both well documented and well understood by his family. With this knowledge clear in their minds, family members were unanimous in their verdict that the limited life approach was a good fit for the donor's intent.

"He was aware of how some other large foundations had wandered away from the basic intent of the donor," suggests Joe Clark. "While he and Mrs. Eckerd were very clear that they wanted the foundation to reflect the interests of the family, they wanted it to be in a particular context and they did not want the focus to change dramatically over time. Nor did they want to impose a lifelong burden on the extended family. After all, if you can't accomplish two or three major goals in 15 years what advantage will perpetuity add?"

Jim agrees: "He did not want his foundation, over time, to become something totally different than what he would have wanted the money used for." In addition, Jim adds that having an end date also made it possible for the board to limit the amount of funds that would be expended on administrative costs. "He did not want a foundation that became fat with management and bureaucracy and went off in different directions that in some cases were contrary to the free enterprise system he believed in as the best way for Americans to take care of most of its problems."

While he and Mrs. Eckerd were very clear that they wanted the foundation to reflect the interests of the family, they wanted it to be in a particular context and they did not want this context to dramatically change over time, if they were not there to offer any opinion or guidance.



Impact: a specified end date leads to the urgency, focus, and risk-taking needed for transformational grantmaking.

Perhaps the clearest benefit of the Eckerd Family Foundation's approach was an intense focus on impact, which was shared by every board and staff member, and reflected in their strategies and grantmaking. "You are forced to plan specifically and to stick to your plan," states Joe. "There's not a free pass. You don't get to say, well, we didn't get to that this year, but that's okay, we'll just roll it over to next year. Time is always running out."

As the foundation deepened its work reforming the juvenile justice and foster care systems, family members also became more comfortable with taking risks, including significant support for advocacy efforts. "Because we wanted to make a change, and we wanted it to be long-term and sustainable, we knew that we could not be successful by just funding a good program; it had to include advocacy," says Jane Soltis.

Collaboration: limited life foundations clearly recognize the need to partner early and often to meet their goals—and to encourage their grantees to do the same.

With a short time horizon and ambitious goals, the Eckerd Family Foundation was a model for funder and nonprofit collaboration. This collaboration was essential to the foundation both for achieving it's grantmak-

ing vision during its existence, but also for ensuring that this vision would be carried forward following the life of the foundation.

"We were invited, early on, to become part of the Youth Transition Funders Group," explains Joe. "This exposed us to a group of other foundations, both small and huge, that were focused on the same groups of kids that the Eckerd Family Foundation had decided to focus on. We were elevated through these contacts and knowledge and saw that we could take on some of these issues. We could try to fulfill the vision of the foundation and have an impact in these big, big areas."

Vicki Sokolik, director at Starting Right, Now, and a long-time grantee of EFF, adds that this focus on collaboration extended to the foundation's support for collaboration by its grantees. "Sometimes the most important part of a funder's support has nothing at all to do with their own financial contribution. By connecting us with other organizations and funders, we were able to not only grow our program in capacity but also learn from others their best practices to help us build stability and sustainability. It also allowed us to partner on some aspects of our program so that we were not reinventing a wheel if someone was already doing good work in that field."

Disadvantages of a Spend Down Approach

Continuity of the Work/Long-term Impact

While everyone interviewed reports strong support for the limited life approach, they also acknowledge its limitations. Most importantly, family members and staff recognize that the important work they have started might not be continued or completed and that there remain many important issues and programs they wish they could address.

Most importantly, family members and staff recognized that the important work they had started might not be continued or completed and that there remained issues and programs they wished they could address.

"We ran out of time," says Jane. "People who know us in the communities where we fund, they ask 'Who's going to replace all of this?' Frankly, I don't know."

"My aunts and uncles and mother and staff developed so much expertise, so many contacts, such a record, and then all of that is then dispersed," adds Jake Short. "The human capital aspect of the spend-down is sometimes overlooked."

Maggie Osborn notes that some level of continuity will likely remain for the immediate future, given the ongoing presence of Joe and Jane in Florida's philanthropic community. "I'm glad to know that Joe is going to stay involved with his own private giving with the Florida Philanthropic Network, and Jane is going to be consulting. My goal is to keep them engaged in the field as much as possible, because they, themselves, are incredible personal assets."

Lessons Learned from The Eckerd Family Foundation Example

When considering a spend down approach, family foundation donors and board members should reflect on the many lessons drawn from the Eckerd experience:

- **Buy-in from all members of the board is critical.** Board members must agree on the mission, vision and timeline at the beginning, and recommit throughout the process.
- **Working together as a family to make an impact through philanthropy will have its ups and downs.** Board members cited the value of tolerance, respecting other's opinions and patience in the process.
- **Operating the foundation like a business facilitates a successful spend-down approach.**
- **Outside expertise and consultation can be transformative.** The Eckerd Family Foundation utilized consultants at two distinct points in the foundation's development to create consensus around a vision and approach for realizing results. "There were points over the years where we sat back and brought in an outside consultant," says Jane Soltis. "Those were the points where we made some leaps and matured into something that was quite different."
- **Staff is a critical factor in the success or failure of a spend-down approach.** While staff are always a vital component to organization success, when a foundation is spending down, staffing becomes even more important. "The closer you get to the end date, if you don't have the right people, they're going to be looking someplace else," suggests Jim Swann. "To the credit of the people who worked for us, they all stayed until the very end. They have been, I think, wonderfully devoted to closing the whole thing down and making sure all the final reports are in and that everything is tidy and neat and that we can put it to bed with a sense that we didn't leave a lot of hanging chads."
- **Nothing takes the place of personal involvement.** Over and over again, board members of the Eckerd Family Foundation mention the value of their personal engagement in the work of the foundation. This is particularly important if there is a desire to limit administrative costs by relying on board members to carry out the work of the foundation.
- **Leadership involves risk.** "I think we made some grants that a lot of other foundations wouldn't touch with a 10-foot pole, because there's a fairly high level of risk with this type of work," notes Jane. "Sometimes we made some mistakes but we also found some real gems." Jim agrees, "Mistakes are okay, because you make mistakes when you are out front. You never make mistakes when you follow and just do what everybody else did that you're sure is going to work."
- **Asset size is relevant (but relative)—a strategic approach with ambitious goals requires resources.** Over the course of its 15 years, the Eckerd Family Foundation made grants and conducted grant-related activities of more than $65 million in support of its many initiatives, particularly foster care and juvenile justice.
- **Collaborations between local funders and national foundations can yield value for everyone and move the work forward.** The Eckerd Family Foundation collaborated extensively throughout its history with national funders such as the Jim Casey Youth Opportunities Initiative, the JEHT Foundation, the Annie E. Casey Foundation, and the Lumina Foundation. "When we worked with the Lumina Foundation, it was a win for us and a win for them," says Joe Clark. "We became a trusted contact in Florida, where they were looking for a point of entry."

continued on page 34

But Maggie also agrees that the departure of the Eckerd Family Foundation from this work will be difficult for the at risk populations it supported. "I worry about the light going off of these populations. I don't worry about some of the things that Eckerd has done having incredible and long-lasting change, but I do worry that they've been such a key supporter for these populations and these issues and a strong voice across the state and I worry about who's going to continue to magnify those issues. And I don't know the answer to that."

Loss of Vehicle for Family Participation / Succeeding Generations

With the closing of the foundation, the Eckerd family also acknowledges the absence of a vehicle for future shared family participation. "In a small way, I think people thought it was the end of an opportunity for us to work together as a family, which we are very much used to doing," states Jake. "We've come together very consistently over the years for all sorts of reasons but this was one of the most important reasons. So I think there are some questions about what will follow."

Lessons Learned, continued from page 33

- **You can't communicate enough with grantees and nonprofits.** The Eckerd Family Foundation was very clear in its communication materials and interactions with grantees and nonprofits. Yet many still did not seem to understand (or accept) the foundation's time horizon, even with the final grant round. "I don't think people are willing to connect with the fact that there will be an end," asserts Nancy Nichols. "They always think that they're going to be the ones that, somehow, you're going to continue to support. And I don't know that there's any way, other than being very honest about it."
- **A spend down approach has implications for the types of organizations you should choose as partners.** The foundation worked with a number of universities over the years, commissioning research and analysis of issues as well as support for university-sponsored programs aligned with the foundation's priorities. While there can be great value in working with these kinds of institutions, in hindsight, staff and board members recognize that the academic culture may not not be best accustomed to complying with an aggressive timeframe and expectations for work that could "nimbly be put into action."
- **A spend down approach has implications for the type of change you seek to create.** Eckerd Foundation leaders quickly learned that neighborhood-level change requires the engagement of community members, and requires long-term relationship building and resource commitments that their timeline could not accommodate. "We learned these neighborhoods, while very much in need, do not easily change. They require conscientious, consistent, intentional leadership from their own community and must be willing to hold themselves accountable," wrote Jane in an internal Historical Summary prepare for the board in June 2012. "Investments of dollars did not really impact the environment without strong programming; attentiveness to measurement and evaluation and community 'willingness' to change. As a generalization, if the leadership and work is left to 'outsiders'—however well intended—it probably will not work."
- **While a shortened timeline often leads to investments in strong, visionary nonprofit leaders, investments should be made with attention to several key factors.** In particular, the Foundation recommends recognizing that:
  - Visionary leaders have strong operational implementers behind them.
  - Good intentions do not equal results.
  - When visionary leaders who are often organizational founders request funding, it is important to identify and verify the existence of strong fiscal controls in the organization.
  - Visionary leaders must be taught that measurement and data are necessary and that *the plural of anecdote is not data.*

CONCLUSION: THE ECKERD LEGACY CARRIES FORWARD

Sometime in 2014, the Eckerd Family Foundation will officially close its doors, ending more than fifteen years of sustained commitment to young people. The foundation's legacy will live on for many years to come for a variety of reasons, and in a variety of ways:

- **The foundation has served as the focal point for the blended Eckerd family**, enhancing the lives of the Eckerd family members who participated in its work, either directly as board members, or as observers and supporters, and providing them with shared memories and a shared and life-long dedication to at-risk youth. "Serving on the foundation board definitely helped me to get to know my family better. It was a great idea," says Jim Swann. "I didn't enjoy it all of the time, but I don't think that is the necessary outcome. I learned a lot about them and what their needs and wants were, and I got to meet their families and we got to be closer." Board member Rosemary Lassiter agrees: "I have come to appreciate the fact that I have these siblings and that we could work through important ideas and challenges together."

- **The foundation has influenced countless other philanthropic families and funders** through its participation in a variety of funder networks and statewide advocacy groups, including the Florida Philanthropy Network, the Youth Transitions Funders Group, the Campaign for Youth Justice, and the Quality Parenting Initiative, among many others. "The Eckerd Family Foundation has gained a national reputation for its work and has demonstrated that a foundation does not need to have a large asset base or extensive staff to make a significant, demonstrable impact and to be a powerful influence on public policy," wrote David Biemesderfer, president & CEO of the Florida Philanthropic Network (FPN), in a March 2013 post on the FPN blog. "The foundation's advocacy and investments have changed how our state cares for some of its most vulnerable children as they work to age out of systems and into our communities."
- **The foundation has positively and directly transformed the lives of tens of thousands of families and at-risk youth** in the regions they supported, most notably Florida, Delaware,

and North Carolina. "The state of Florida owes the Eckerd family a continued and ongoing great deal of gratitude for their thoughtful and poignant investment in the youth of the state," says Maggie Osborn. "They have literally changed the live—and will continue to change the lives—of thousands of youth in the state of Florida and beyond. And I think that's an extraordinary legacy."

Jack and Ruth Eckerd's continuing philanthropic legacy is also reflected in the smaller family foundations established for each of their children as part of their "Million Dollar Challenge."

These separate family foundations have evolved into creative and innovative vehicles for building philanthropic leadership among the next generation of the family. "I'm having a great time watching my son and daughter on our small family foundation board," says Nancy. "I'm letting them take the lead role and they are developing into very articulate givers. They question, they do their research—there's a lot of debate. I guess that's what I loved about the way I grew up—at our table we never sat around and talked about people or other stuff. We talked about politics and giving; we talked about things that were pertinent. I love that my kids now talk about things they want to participate in and give to it keeps them thinking about something besides themselves."

We leave the last words for the family members themselves:

"At the end of the day, my family is the most important thing. But your community is the next most important thing – it surrounds your family, it surrounds your business. If you can make your community a better place, then I think you're making your life better, so that's what I am going to keep doing." —Jim Swann

"I don't think I could do anything other than continue my dad's legacy. It's just the way I was raised. You don't look at somebody that's in need and not try to find a way to help them." —Nancy Nichols

"Florida's philanthropic sector will sorely miss the stellar leadership of Joe Clark and Jane Soltis and the Eckerd Family Foundation, but FPN will work to ensure that their efforts and the lessons they've learned will help inform future generations of philanthropy in Florida."

—David Biemesderfer

"We learned how to work with family members—how to deal with the baggage and work through it. We learned how to accept differences and understand why people feel that way. These are lessons for life."

—Rosemary Lassiter

"There are two types of leadership: Leadership by Compliance vs. Leadership by Commitment. Leading by commitment is a leader that creates and sustains a shared vision and motivates others to contribute to that shared vision. Granddad was a great Leader by Commitment. He understood commitment was self-sustaining. He expressed the values and behavior that represented the foundation and he never forced anyone to be involved."

—Charlie Hart

Appendix A. Civil Citation

The civil citation option is authorized by Chapter 985, Florida Statutes. Generally, the program offers an alternative to arrest for children and youth under the age of 18 who have committed certain misdemeanor or other eligible offenses the planning and implementation of the model is 100% dependent on a working relationship among key stakeholders including law enforcement; the judiciary; the state attorney; public defender; the school system; and thereafter, input from the community. A strategic plan must be developed that includes the following priorities and goals:

> A service delivery model that will promote (1) continuous quality improvement, standardized service delivery and the implementation of culturally competent services; (2) stakeholder engagement including regular reports to community groups and organizations; (3) community education; (4) formal evaluation including a formal data collection and reporting process for analysis accountability and continuous quality improvement of the initiative; (5) sustainability to build sustainability for the civil citation initiative and secure funding from a range of governmental and private sources; (6) system efficiency analysis showing the initiative's effectiveness and cost savings.

Other Resources:

- The Miami-Dade County Juvenile Services Department (JSD)
- Brevard Civil Citation
- Florida Department of Juvenile Justice
- Dewey & Associates

Appendix B. Interview Protocol Questions

QUESTIONS FOR ECKERD FAMILY FOUNDATION STAFF AND BOARD

Developed by the National Center for Family Philanthropy
Revised 2.8.13

Background questions

- Can you tell us how you first heard about the foundation and how you felt about it?
- We understand that when the foundation was created, it was set up to spend out 10 years after the death of the donor. Do you have a sense for why Mr. Eckerd made this decision? Did he talk with any of his children about this decision, or ask for their input?
- We also understand that Mr. Eckerd died quite suddenly and certainly many years before it was expected he would pass. How did the board and staff adjust its strategy when this happened?
- Tell us about your role at the foundation—how did you initially get involved? What were you expecting? How have your expectations evolved over time in your work with the foundation?

Questions about spending down

- How well understood was the intent of the donor to spend down—among the staff, among the board, within your community of grantees and funding partners?
- What was the general reaction of your partners (grantees, local government, other funders) to your decision to spend down? Supportive? Concerned? Did they suggest ideas for ways to "take advantage" of the opportunity?
- Was the board unanimous in their support of spending down? How difficult was it to achieve consensus? What did the process look like?
- When did the board and staff hold their first discussion about how to go about the spend down process?

Questions about grantmaking strategy

- How did a defined grantmaking timeline affect your grantmaking strategy?
- Tell us a bit more about how you managed to maximize your impact in the areas you focused on. How did the specific strategies you decided on emerge? Did these strategies adapt over time?
- How did you do the research necessary to know what needed to be done? How did you identify and work with the partners who were vital to achieving the results you were looking for?
- You placed a great deal of importance on measuring your impact and influence in the areas you cared about. Can you tell us a little about your strategies for doing this, and why you think this is so important? How did you encourage your grantee partners to understand the value of measurement and data?
- The Eckerd Family Foundation has done an admirable job utilizing collaboration and advocacy to help achieve its goals. How did these approaches influence the decision to spend down and its implementation? Are there steps you have taken to ensure that the work continues?

- What did your spend down process look like at the end? Did your grantees and partners understand what this meant? Did you provide grantees other types of non-financial support to help them transition?
- What do you think the biggest advantages were of the decision to spend down the foundation? What were the biggest disadvantages?
- If there were one or two grants or accomplishments of the foundation that are you are most proud of, what would they be?
- Looking back, anything you would have done differently?

Questions for the Family Members

- When were you first introduced to the concept of philanthropy? When were you formally introduced to the work of the foundation and what were your initial reactions?
- How did your role on the board/adjunct board evolve over time?
- What were your thoughts when your father/grandfather presented the "million dollar challenge" to you?
- Do you intend on continuing the philanthropic legacy of your (father/grandfather)? What did you learn from his example? What did you learn from your years of service on the foundation board/adjunct board?
- Looking back, what are you most proud of when you think about your work as a board member of the foundation? Anything you would have done differently?
- Looking forward, how do you think your experiences with the Eckerd Family Foundation will inform the rest of your life?

Final questions

- What have you decided to do with your foundation? Are you continuing funding any grantees from the Eckerd Foundation? Did you create your own focus areas? Did you involve your kids? Are you planning to spend down your own foundation?
- Any final advice for families who are thinking about the option of spending out? Anything they absolutely must do/not do?

Appendix C. Grantmaking Highlights: Foster Care

FOSTER CARE – YEARS IN REVIEW
ECKERD FAMILY FOUNDATION

The Foundation works proactively to build a strong foster care system for Hillsborough/Pinellas Counties and for the state of Florida.

The foundation will support the networking of the foster care system and create a continuum in which youth are physically and emotionally safe and have their needs met in a timely manner at every stage of their development. Older foster youth will be prepared to transition to independence. The foundation will support and expand services for children entering or at risk of entering the foster care system. All foster youth, foster parents and families have an informed voice in decisions that impact their lives.

Impact – What has changed or is different because of our investment that is measurable and fact.

Opportunity Passport – Youth in foster care in Hillsborough, Brevard, Pinellas, and Pasco counties have individual development accounts totaling over $100,000 that are eligible for or have been matched. To date $32,000 has been matched.

Scholarships – Youth in foster care in Hillsborough, Brevard, and Pinellas have had access to EFF scholarship funds for unfunded needs. Youth in foster care in Florida have had access to the Butterworth Endowment Fund for educational scholarship funds.

School – Youth in Hillsborough County who are failing or have dropped out have had the Connection with Education School for remediation or Adult Basic Ed classes. As a result, graduation and stay in school rates have improved.

Guidance Counselor – Youth in the foster care system in Hillsborough, Brevard, Pinellas, and Pasco have had access to a guidance counselor on special assignment to assist them with educational plans, career options, school stability and other barriers specific to youth in foster care.

Foster Parent Mentors – New foster parents in Hillsborough, Pinellas, and Pasco have experienced foster parent mentors to provide them with assistance and guidance in their first year of providing foster care.

Unified Court/Teen Court – Teens in foster care in Hillsborough County have one judge who hears both their dependency and delinquency proceedings.

Guardian ad Litem for teens – Teens in Hillsborough County have assigned volunteer lawyers at age 17 for their dependency court hearings. GALs have increased the number of children and youth they represent across the state.

Youth Leadership Academy – Florida has developed a Youth Leadership Academy, designed by Cby25, that for the past four years has provided leadership development training for teens in foster care across the state.

National Recognition – Three youth in the foster care system from Cby25 have been chosen for national awards including Foster Club National Outstanding Youth Leaders and three youth in foster care from Cby25 were appointed as Congressional Fellows.

Youth SHINE – Youth in the foster care system have a statewide advocacy group with local chapters where they can advocate for legislative and system changes unique to foster care.

Influence – What have we changed or materially contributed to knowledge or current thinking on an issue. Our influence may be through demonstration, leadership, recognizing the value of youth voices or by spotlighting an issue.

NGA – Florida was selected to participate in two National Governors Association Academies on the issues surrounding teens aging out of foster care as a result of EFF advocacy and support.

Unified Court/Teen Court – Through an investment in partnership with the Sixth Judicial Circuit and the Florida Guardian Ad Litem Association, a unified family and teen court process was developed in Hillsborough County which serves as a model for other judicial districts.

Guidance Counselor – Through an investment in partnership with the Lumina Foundation for a pilot educational program, influenced the education system in Hillsborough County to fund a dedicated guidance counselor for all high school youth in foster care which was then replicated in Brevard, Pinellas, and Pasco.

Legislation – Through leadership on the Independent Living Service Advisory Council, we have educated others about proposed legislation that was later passed resulting in:

- Expansion of Medicaid eligibility for youth in foster care to age 21.
- A written plan to be developed with the youth and their caregiver regarding the achievement and engagement of age appropriate activities.
- A full explanation to youth of all options and documents prior to any signatures to ensure youth understanding.
- An educational and career plan that is developed with the youth.
- Financial literacy skills training as a requirement.
- A specific transitional services plan developed with the youth.
- Direct deposit of allowance, transitional or Road to Independence (RTI) funding.
- Expansion of tuition exemption.
- Allows youth in foster care to sign a contract for the lease of residential property at age 17.
- Additional general revenue of $5,099,419 for the Independent Living Services Program.
- Removes one of the barriers to older youth obtaining their driver's license by authorizing caseworkers to sign the application with no legal liability for the caseworker.
- Makes youth who were placed with a court-appointed guardian or adopted from foster care after reaching the age of 16 and who spent a minimum of six months in foster care within the 12 months preceding such adoption eligible to be provided with independent living transition services.
- Provides that foster parents or caregivers cannot have their license jeopardized as a result of actions of a child engaged in independent living activities.

- Requires a child who has reached the age of 16 to be formally evaluated for a subsidized independent living arrangement.
- Expands Medicaid eligibility to age 21 for youth who have aged out of foster care.
- Removes the disability of nonage for minors for the purposes of securing checking and savings accounts.

Cby25 – Through our investments in Cby25, we have supported a number of technical assistance and training workshop across the state for judges, child welfare staff, workforce staff, Florida statewide housing staff, Guardian ad Litem, attorneys, caregivers, and youth; Keys to My Future training for foster youth and their caregivers; the Florida Youth Leadership Academy experience; and Myron Rolle Mentor Training for a statewide camping experience.

Cby25 Initiative – The Initiative was chosen with the University of South Florida Collaborative as a KnowHow2Go Tampa Bay site, a national campaign of the Lumina Foundation for Education that teaches first-generation college students the steps to accessing postsecondary education.

Cby25 – Cby25 has provided technical assistance under contract with CBC lead agencies in Jacksonville, Miami-Dade, Pinellas/Pasco, and Orlando.

Cby25 – Cby25 was invited to present at the Supporting Youth in Transition to Adulthood: Lessons Learned from the Child Welfare and Juvenile Justice System Symposium at Georgetown University.

Delaware – Through our lessons learned in Florida and in partnership with Jim Casey Youth Opportunities Initiative, EFF has supported the planning and implementation of a new coinvestment JCYOI site in Delaware under the auspices of Delaware Center for Justice.

Public Appearances – Presentations by EFF staff include:

- US House of Representatives Ways and Means Committee
- Florida Philanthropic Network Annual Summit
- Florida Statewide Dependency Summit
- Florida Coalition for Children Annual Summit

Quality Parenting Initiative – The Quality Parenting Initiative(QPI), funded through EFF, DCF; and Annie E. Casey Foundation and coordinated by Carole Shauffer of the Youth Law Center beginning in 2005 and continuing today, has worked with almost all of the community based care lead agencies in Florida and currently 18 counties in California to promote quality foster parent recruitment. The project aims to change the negative brand of foster parents to a more positive and respected brand which includes a clear set of expectations for foster parents as well as the balance of the child welfare team. QPI has fostered system wide practice changes that support those expectations including the development of an updated and experiential preservice and ongoing training program.

Foster Parent Resource – QPI and the USF Center for Child Welfare Practice created the www.qpiflorida.org website. All documents related to QPI have been included on the website for ready reference. The site has become the "go to" resource for foster parents and provides links to a statewide training calendar, as well as:

- Just in Time Training Videos that include all previous trainings on public relations, marketing and living the brand, attachment theory and research, working with bio families.
- Pre-services Training Attachment and Behavioral Catch up Presentation. These video archives allow for broader training for all in the state by nationally renowned experts.
- Videos for foster parents on topics that have been requested by foster parents. The website allow foster parents to view the video, take a test and receive continuing education credits.
- Videos of foster parents – Actual experienced foster parents from around the state have been videoed talking about practical advice for newer foster parents on topics of interest.

Youth Law Center – A result of the EFF investment in the Youth Law Center, a public-private partnership was forged with the Department of Children and Families. DCF has set guidelines for the CBCs that go beyond federal minima to ensure quality care.

- A multilevel, integrated quality assurance system has been implemented in Florida.
- This is the first partnership of this breadth between and advocacy group, a state agency, and a private foundation to improve care for children in child welfare.
- This is the first time the state of Florida has implemented a systematic approach to recruitment, training and support of foster parents.
- This is the first time any state supervised system has developed statewide guidelines on this process and integrated the private sector into the process.
- This is the first time that present and former foster youth, bio-parents and foster parents have all been systematically included in the process of foster parent recruitment and training.
- This is the first time that an effort at recruitment and support has included an effort to define "quality" in the context of foster parenting and to target recruitment and support efforts on quality foster parents as defined by youth and families in the system.
- DCF has also published a statewide policy that no children under the age of 5 in foster care shall be placed in a congregate or residential setting with shift-care staffing.
- Creation and adoption of a partnership agreement adopted by the state clearly stating the expectations for all members of the child welfare team.

This project is now being sought for implementation by a number of states including Nevada and Connecticut.

APHSA – Through a partnership with Jim Casey Youth Opportunities Initiative and Eckerd Family Foundation, child welfare representatives from eight states and national experts designed a revised set of measurements on outcomes for youth aging out of foster care to evaluate the impact of the federal Chaffee legislation and funding for all states that began in 2011. Those measurements, NYTD++ have been adopted by a number of national stakeholders and Florida opted to utilize NYTD++ in its reporting to the federal government.

RTI Redesign – The Independent Living Services Advisory Council, Department of Children, and Families and Florida Coalition for Children created a workgroup to review the Road to Independence legislation and statutes for youth in the foster care system who age out of care. The workgroup was made up of all stakeholders including youth who have aged out of care and was cochaired by Jane Soltis and DCF special consultant, Jim Sewell. The workgroup recommended changes in legislation for the extension of foster care to the age of 21 as well as changes in the provision of services for 18 - 23 year old foster youth. The Finance Project provided fiscal analysis services to the group. Legislation was not approved in 2011 session but remains a priority for the state.

NYTD – The National Youth in Transition Database is a federally mandated data collection effort that has to be implemented by all states as of October 2010. The method of collecting the data includes both information culled from the child welfare IT system as well as a youth survey portion. Cby25 Initiative developed a software platform created with 5 Points Technology to the State of Florida and APHSA as a potential tool for web-based data collection. That software platform is being utilized by the State of Florida for the youth survey portion of NYTD under a contract with Cby25. Tennessee is negotiating with Cby25 to contract for that same system.

Youth Data Collection – The Independent Living Services Advisory Council, chaired by Jane Soltis, pushed for surveying all teens in foster care in 2006. This was first accomplished through a paper checklist and has now matured to an online survey of all youth 13-17 twice yearly and all youth 18-23 once yearly. Cby25 developed the survey tools and provides that service to DCF under a 5 year contract. Florida is the only state in the nation that gathers this data.

Publications – Florida's Children First with Florida's Youth SHINE and the American Bar Association has authored and published three additional guides for youth in the foster care system:

Hearing your Voice - A Guide to Your Dependency Court Case.

On Your Own, But Not Alone – A handbook to empower Florida youth leaving foster care.

Transition, The Passage from Youth to Adulthood – A guide for youth with disabilities in the foster care system.

Foster Care Work Group – Through EFF membership with the Youth Transition Funders Group, the Foster Care Work Group published Connected by 25 A Plan for Investing in Successful Futures for Foster Youth Ensuring Youth Transitioning From Foster Care Are Connected by 25: Lessons Learned From the Foster Care Work Group.

Leverage – Where have we multiplied our investments through public or private resources?

- Junior League of Tampa Bay, Brevard and Pinellas counties have all been vital community supporters.
- Fox 13 News recognized Cby25 in their "What's Right with Tampa Bay," segment and spotlighted Cby25 during their holiday campaign resulting in donations for the holiday season.
- The Annie E. Casey Foundation provided technical assistance support of approximately $100,000 for expert speakers in the Foster Parent Recruitment Retention and Support project.
- The Annie E. Casey Foundation provided $20,000 to support Florida Youth SHINE.
- Casey Family Programs provided $50,000 in matching funds for the American Bar Association – The Bar-Youth Empowerment Project designed to improve outcomes for youth in and aging out of care.
- 100 Black Men, Hillsborough Community College, Hillsborough School System, Wheels of Success, Warrick Dunn Foundation, Lightning Foundation, Delta Sigma Theta Sorority, Alpha Phi Alpha Fraternity, Leadership Tampa Bay, Triad Foundation, Conn Memorial Foundation, Community Foundation of Tampa Bay, Jim Casey Youth Opportunities Initiative, The Annie E. Casey Foundation, Alleghany Franciscan Ministries, Duckwall Foundation, Lerner Family Fund, United Way, Spurlino Family Foundation, Hillsborough Kids Inc., Department of Children, and Families, as well as a number of individuals have provided support to Cby25.
- 20 vouchers for Section 8 housing were made available to youth aging out of care.
- Cby25 received the National Public Radio(NPR) spotlight on youth in foster care in Hillsborough County.
- Contributions were received in Brevard from the Tracy Bagwell Scholarship event, Coastal Ambulance, Calvary Chapel Ministries, Rockwell Collins, Palm Bay city manager, Jr. League of Brevard and Davis Industries.

Appendix D. Grantmaking Highlights: Juvenile Justice

JUVENILE JUSTICE – YEARS IN REVIEW
ECKERD FAMILY FOUNDATION

The foundation works proactively to promote and provide better care for delinquent youth.

With a combination of advocacy and traditional grantmaking, the foundation shall change the mission of the Florida Department of Juvenile Justice to ensure that youth are properly assessed and placed, receive effective treatments and are able to return to their communities to pursue meaningful educational and vocational opportunities. Public funds shall be redirected to support changes promoted by the foundation as the knowledge of effective system reform is disseminated. This will be achieved through relationships with local and national partners. Geographic priority areas will be scanned for opportunistic grantmaking that promote the foundation's values and reform principles.

Impact – what has changed or is different because of our investment that is measurable and fact.

Florida Juvenile Justice Foundation – 300 youth exiting the juvenile justice system have accessed $200,000 in scholarship funds, provided to the Florida Juvenile Justice Foundation (FJJF), to pursue educational and/or vocational opportunities. While EFF can no longer make funds available through FJJF for statewide use, they continue to work to raise funds independently. EFF has established independent programs now available for youth in Hillsborough and Brevard counties.

EFF Scholarship Initiative – A total of 1,173 youth have accessed EFF Scholarship funds through distributions to juvenile justice organizations including Eckerd Youth Alternatives, Crosswinds Youth Services, and AMIkids Space Coast.

Brevard Civil Citation – In Brevard County, 567 youth to date do not have a misdemeanor arrest record because they were issued civil citations through Crosswinds Civil Citation Program. The recidivism rate for youth issued a civil citation is 1% while the recidivism rate for youth on probation is 19% and 95% of those youth have completed the program.

Boys Scouts Gulf Ridge Council – A total of 313 youth were diverted from the juvenile justice system for first-time offenses through the JAKE Program of the Boys Scouts Gulf Ridge Council, piloted through the support of EFF.

Brief Strategic Family Therapy – In the past year, 22 agencies in Florida have participated in Brief Strategic Family Therapy training and now have trained and certified BSFT therapists. In addition, the University of Miami, supported by EFF, has provided this evidenced-based, best-practice training in over 40 states as well as sites outside of the United States.

Hillsborough Civil Citation – Since inception in 2006, over 2,000 youth were issued civil citations and were not arrested. Beginning in August 2010, all youth were also assessed and referred to outside help as needed. Through May 31, 2012, 185 youth have received the full benefit of the intervention. Overall, the completion rate is 95% and the overall recidivism is 7%.

Influence – What have we changed or materially contributed to knowledge or current thinking on an issue. Our influence may be through demonstration, leadership, recognizing the value of youth voices or by spotlighting an issue.

Florida Department of Juvenile Justice (DJJ) – Through a collaboration with DJJ, EFF assumed a leadership role regarding statewide meetings and support that ultimately resulted in changing the DJJ Mission Statement.

- *Old Mission Statement:* Protecting the public by reducing juvenile crime.
- *New Mission Statement:* To increase public safety by reducing juvenile delinquency through effective prevention, intervention and treatment services that strengthen families and turn around the lives of troubled youth.

Blueprint Commission Report – EFF developed and published the report of the Blueprint Commission in 2008 which has served as a template for change for legislators, advocates and local communities.

Analysis of Florida Juvenile Justice System – EFF underwrote and disseminated the Lynn Ellsworth report, "A Portrait of Florida's Juvenile Justice System," which was the first comprehensive and understandable study of Florida's juvenile justice system that utilized real data to analyze the flow of children throughout the system. This work influenced and guided the work of the Blueprint Commission.

Youth Investment Awards (YIA) – By way of the Youth Investment Awards, established by FJJF, the foundation arm of DJJ, EFF influenced the definition of success for youth having involvement in the juvenile justice system. Success is no longer defined as merely completing involvement in the juvenile justice system *but being prepared to continue to pursue an educational and/or vocational opportunity*. YIA have been embedded locally in Brevard and Hillsborough counties and continue to be generally supported throughout the state through the FJJF.

Civil Citation Mandate – As a result of legislation passed in 2011, the civil citation option is mandated in every jurisdiction in Florida. EFF funded and took to scale the program in Brevard County that is now ranked among the top three along with the two preexisting and mature programs in Miami-Dade and Leon counties. The Brevard model emphasizes cost effectiveness and data-driven decisions and will be relied upon heavily as other programs form and replicate throughout the state. Embedded within civil citation is the foundation's effort to promote the use of evidence-based interventions; i.e., treatments and interventions that are based in science, yield verifiable outcomes and are cost effective.

Juvenile Justice Center – Through EFF's investment in Barry University, the Juvenile Justice Center was created in response to a 2006 assessment by the National Juvenile Defender Center of the quality of representation for children in the delinquency courts in Florida. That report identified clear and significant areas in need of improvement. Over the past three years, the center has achieved remarkable accomplishments in addressing those areas of challenge:

- Created a listserv that now serves as a forum to share experiences, request legal advice and provide mentoring opportunities for new and seasoned lawyers. Over 300 Florida juvenile defenders belong to the listserv.
- Developed a website for juvenile defenders to have access to motions and fact sheets.
- Disseminated a bimonthly newsletter with juvenile case law updates, articles of interest, legislative updates and seminars and workshops notices.
- Conducted a monthly conference call with local, state and national experts targeting issues such as competency to stand trial and substance abuse.
- Conducted two live training conferences each year.
- Provided consultation to public defender offices throughout the state to improve their quality of representation to children in delinquency proceedings.

As a result of these accomplishments, the center, along with the Miami-Dade Office of the Public Defender, was selected as a "Model for Change State" by the MacArthur Foundation and was awarded a $582,500 grant. This grant was used to create a number of projects that are making statewide systemic improvements in this area.

Civil Citation Delaware – Through EFF support of the Delaware Center for Justice, the civil citation, prearrest-diversion model has been developed and is now being implemented throughout the state.

Boy Scouts Gulf Ridge Council – EFF's support of the JAKE Program of the Boys Scouts Gulf Ridge Council introduced this category of youth at risk into this organization. The Boy Scouts now reach out to youth having involvement in the juvenile justice system.

Use of Data – In 2007, the foundation published, "Quantitative Estimates of Vulnerable Florida Youth in Transition to Adulthood," which served to define and promote the use of data in identifying populations of youth at risk and in formulating specific strategies to target them. The largest group of youth at risk in Florida and throughout the country continues to be 14-24 years of age who are neither in school, working or being trained to work.

Brief Strategic Family Therapy (BSFT) – EFF supported the development, testing and certification of BSFT as a cost-effective and evidenced-based intervention for youth and families at risk. The Train-the-Trainer program resulted in the certification of dozens of professionals now qualified to deliver this intervention which has proved to be cost effective throughout the United States.

Research and Best Practices – The foundation has worked with Florida TaxWatch, Ounce of Prevention Fund, The Children's Campaign, and the Southern Poverty Law Center at various times to advocate and disseminate research, best practices and support. The foundation has also hosted and supported meetings to educate circuit and appellate judges on issues relating to youth at risk.

Raise-the-Age Campaign – North Carolina – EFF has supported Action for Children of North Carolina in its efforts to garner legislative support for the Raise-the-Age Campaign and provided a template for change through its support of the Vera Institute of Justice cost analysis report.

Leverage – Where have we multiplied our investments through public or private resources?

National Foundations – Because of EFF's work, national foundations have invested in Florida, including the Annie E. Casey Foundation (currently providing one full time staff consultant to DJJ) and returning to Florida to introduce, promote and fund its Juvenile Detention Alternatives Initiative (JDAI), a national priority. The John D. and Katherine T. MacArthur Foundation funded Barry University and continues to actively work in Florida to promote legislative change. The Southern Poverty Law Center has also advocated for legislative change and these entities have worked with a number of other grantees and related entities, including Eckerd Youth Alternatives.

Raise-the-Age Campaign – North Carolina – Because of EFF's activities, the John D. and Catherine T. MacArthur Foundation has become active in supporting the Raise-the-Age Campaign.

MacArthur Foundation – As a result of the accomplishments of the Barry University Juvenile Justice Center, along with the Miami-Dade Office of the Public Defender, Florida was selected as a Model for Change State by the MacArthur Foundation and Barry University was awarded a $582,500 grant. The Juvenile Justice Center is now also supported through a State of Florida $350,000 annual allocation.

BSFT – Brief Strategic Family Therapy is now being supported by a number of state and federal government entities.

YIA – The Youth Investment Award scholarship program leveraged the $200,000 EFF investment by raising an additional $25,000 in funds and over $50,000 of in-kind donated services.

Scholarship Investment – EFF Scholarship Initiative invested $1,245,200 in the Eckerd Youth Alternatives, Crosswinds Youth Services, and AMIkids Space Coast juvenile justice youth awards and the grantees leveraged $210,200 additional funds to support the program.

Appendix E. Grantmaking Highlights: Education

EDUCATION INITIATIVE – YEARS IN REVIEW ECKERD FAMILY FOUNDATION

The Foundation seeks to support educational and nontraditional opportunities for youth and families. Currently such support is in the following areas:

The foundation explores educational opportunities for youth and families through its Education Support Initiative so that through a combination of guidance and self-determination, grantees are given the ability to enable their participants to take advantage of the full spectrum of possibilities that spring from education. Regular contact with grantees afford the foundation the nimble flexibility needed to adjust to changing needs. The definition of "education" shall be flexible and considered by the Board regularly.

1. *Scholarships.*
2. *Vocational education.*
3. *Out-of-school activities.*
4. *Alternative education/dropout prevention/education enhancement.*

Impact – What has changed or is different because of our investment that is measurable and fact.

Scholarships

A total of 3,328 youth have accessed EFF Scholarship funds.

Youth have accessed academic opportunities with scholarship funds for attendance at Academy Prep, Berkeley, St. Albans, Diamond School, Metropolitan Ministries, Serviam, Nativity Prep, and Willow School.

EFF provided youth access to educational opportunities that have impacted their academic success through:

Vocational /Career opportunities

- at Bowers Whitely, Pinellas Education Foundation Scholarship program for youth in Career Academies, Boley Center, Bay Point Schools, and Habitat for Humanity.

In-school Activities

- that provide experiential or alternate teaching strategies like Ruth Eckerd Hall, Key West Botanical Gardens, Asheville Catholic, and Brevard Zoo.

After School/Educational Enhancement Programs

- that focus on academics as well as other recreational /skill building activities like The Children's Museum, Great Explorations, Boys and Girls Clubs, Big Brothers and Big Sisters, YMCAs and YWCAs, American Stage, Ballet Society, Stage Works, Bascom Louise Gallery, Brevard Field of Dreams, Brevard DOCK, Centre for Girls, Cornerstone Kids, Highland Biological Foundation, Computer Mentors, Homeless Emergency Project, Florida Museum of Photographic Arts, University Community Ministries, Grace Jones Community Center, Martin Lipscomb Performing Art Center, Heart of the Keys Recreational Center, Education Coalition of Monroe County, Salesian Center, and Drexel.

Basic Needs

EFF has also impacted a large number youth with the basic clothing, school and personal items that they need so they can focus on education such as Clothes to Kids, Oasis and Gift for Teaching.

Early Learning

EFF has impacted children in early learning through support for programs like Community Pride Childcare, Highlands Child Development Center, Grace Jones Community Center, Mountain Area Child, and Family Center.

Influence – What have we changed or materially contributed to knowledge or current thinking on an issue. Our influence may be through demonstration, leadership, recognizing the value of youth voices or by spotlighting an issue.

By allowing great flexibility in the use of "scholarship" funds, EFF influenced the thinking and creativity of organizations about how funding for small challenges and barriers can have a large impact on academic achievement. Those organizations have learned they can reach into their communities for those types of requests.

EFF brought the issue of vocational and career academies and their potential for alternative strategies for those youth who might otherwise drop out of school to a more visible position in the Hillsborough and Pinellas school systems as well as the general public.

Through a number of grants, EFF has championed the philosophy of experiential strategies for educational success with a focus on sports, environment and the arts as successful methods of achieving better outcomes for youth.

Leverage – Where have we multiplied our investments through public or private resources?

Investments have been leveraged in the EFF Scholarship Initiative, with the Florida Education Foundations, with school systems, and with organizations that provide many of the above services. Leverage has been achieved through matching dollars, embedding programs within systems and providing a focus or spotlight so that the community or other stakeholders have stepped up to provide dollars and people resources to sustain many of the programs funded by EFF.

Appendix F. Favorite Grants

FAVORITE GRANTS: REFLECTIONS FROM BOARD AND FAMILY MEMBERS

If there were one or two grants or accomplishments of the foundation that are you are most proud of, what would they be?

While each family member has a unique perspective, some common themes did emerge, such as strong personal involvement or the opportunity to fund an innovative approach or address a gap in services. The family members' passion for creating change is evident in their reflections, particularly in advancing foster care or making improvements to the juvenile justice system in Florida.

"On the strategic grant side, I think our civil citation initiative is having the biggest impact. I think that's the model that's going to get adopted across the country, and it will just save a ton of money in keeping kids out of prison that need not go to prison, and it will turn a ton of kids around early in life and keep them out of the system and keep them from being a burden on society. I think on a long-term basis, that will have the biggest impact, and therefore should be considered our biggest success."

— Jim Swann

"When it comes to the local grantmaking, I probably have two. One is, we built some very unusual classrooms in our local zoo. One is a treehouse, one is a cave, and those classrooms are occupied by kids from Title 1 schools, 90% on free food, who haven't had a lot of exposure to the outdoors or science. Those classrooms have had a tremendous impact. A lot of these kids coming out of these terribly poor schools are going on to college and going into science."

—Jim Swann

"We did something for a little nature center up here that started a young man on a photography camp for at-risk kids that he's now taking nationwide. And it's great for him, great for the kids, great for our community. That's the kind of successes that I love."

—Nancy Nichols

"One that I was involved in, sort of in a cursory role, but Jake and I were able to help set up a scholarship at a high school that we attended. That that was my only real active involvement in the board. It was one of the things that we participated in and communicated with all of our aunts and uncles and developed a plan of how best to go about getting the funding. Where there's a will, there's a way, and, you know, we put in the effort and we were successful. So, there's a kid that's going to be able to attend a great school that would have not been able to otherwise that I can truly feel was something that I helped start or activate. For my age, this is something that I think is very unique. I take a great pleasure in the fact that I was able to be involved, even if it was from sort of a secondary role."

—Charlie Hart

"You know, I would have to say just how impressed I am that they were so respected in these difficult areas like foster care and juvenile justice. I love particular programs like the Academy Prep, the school, things like that that are just truly remarkable on a very sort of small scale, very particular kinds of things."

—Jake Short

Appendix G. What Works – Grantmaking for Foundations

HIGH-IMPACT STRATEGY FOR FOUNDATIONS

The biggest strategy problem that foundations face is what to fund, and why. The traditional solution is to follow the passions, opinions, ideas, wishes, or beliefs of the foundation's board or staff, community leaders, or key grantees. In recent years, many foundations have been dissatisfied with the results of this traditional method. They turn instead to fact-based analysis. But there are many methods of analysis to choose from. Which has the greatest chance of success?

The what-works method of evidence-based analysis offers a tried-and-true strategy for foundation grant-making. For any problem you want to work on, first you ask: what works? To answer this question, you scan the results of previous attempts to solve the problem. You typically find that someone, somewhere, has found a viable solution to a key part of the problem. Often you find several places with different parts of the solution. Now you have your starting point for a grant-making strategy: to borrow, build on, combine, or adapt these previous successes to your own situation, location and budget.

This what-works method is how science, technology, and business have made such great strides in the past century. The social sector has been slower to pick up on the method, for four reasons. First, it's harder to measure social impact, so it's harder to find out what works. Second, more support for what works means less support for what doesn't work, so long-standing grantees feel threatened. Third, building on what worked can lead in surprising directions that do not match where the foundation staff or board think they want to go. Last, many people want to solve social problems using just ideas and theories about what should work to solve a problem rather than a systematic look at the evidence from previous attempts.

All four obstacles can be overcome.

As for measurement, social programs need to track their results not just for evaluation by others but for their own good. How else can you tell if your program is having any effect, and how to have more? So what-works grant-making can help social programs figure out how to measure their impact in the first place. This can be a difficult puzzle, but the field of evaluation has made great strides in tracking results in every possible situation. In the spirit of what works, someone somewhere has already figured out how to measure in some way every kind of program. *You just have to find that example and adapt it to your own situation.*

As for the threat to long-standing grantees, they can be first in line to benefit from what works. If a grant-maker finds better results elsewhere, you can pay for your long-standing grantee to learn about and adapt for themselves those elements of success. Or a whole group of current and potential grantees might learn together, through exchange visits and training with the successful programs. This learning phase is essential, so the grantees can judge for themselves what it would take to adapt and combine what works. The result is proposals to the grant-maker for support to follow through.

As for the surprising directions that a what-works approach can lead to and for the tendency to believe in theories rather than evidence, it helps to remember the reason your foundation exists: to serve the public good. The passions, interests, ideas, and theories of the board or staff might point one way, while the evidence about what works points somewhere else. Human nature makes it difficult to adjust to such situations. But if you do, you will better meet your foundation's mission and reap greater personal satisfaction in the end. For grant-makers, there is nothing more fulfilling than a successful social program that really makes a difference in the lives of people who need it.

In sum, what works grant-making has four key elements that set it apart from other methods:

- evaluations and assessment methods to track results.
- what-works scans of research, evaluations, and field practice to find solutions.
- learning exchanges and training to absorb what works.
- follow-through grants to build on and combine what works.

Appendix H. Master Closing Plan and Timeline

ECKERD FAMILY FOUNDATION
MASTER CLOSING PLAN AND TIMELINE

Revised 5-17-12

"The Foundation will stop accepting proposals in Dec, 2011, and will end no later than May 1, 2014."

Key

- Staff with Board Direction
- Consultant/Contract
- Staff
- Board

TASKS	STATUS
Legal and Accounting Firms selected - Grey Robinson and Pender Newkirk	
Negotiate and prepay for established contract on services basis.	Complete
Nature of Termination - decision made in November 2010	
Grant proposals considered until December 2011	Complete
No proposals considered above $500,000.	Complete
Grant process for Education, Foster Care and Juvenile Justice Workplans to be considered until June 2012.	Complete
Close-down activities to be conducted by staff/consultants for the next 9-12 months following June 2012 board meeting	In Process
Balance of funds after close-down costs to be distributed to the individual family foundations	In Process
Human Resources	
Closing timeline and operational responsibilities Current employees	Complete
Current employees	
Employee or contract status	
Pensions	Ongoing
Severance	Ongoing
Health, life, disability insurance	Ongoing
Grants Management	
Contracts with grantees for reporting, payments	Complete
Cash Projection and Cash Flow Financial Forecast and Management-ProVise	
Timing of multiyear grants and payments	Complete
Budget for closure expenses, administrative year or transition year expenses	Complete
Operational Closure Tasks and Expenses	
Records retention and storage	In Process
Disposition of equipment, furniture, physical assets, library, supplies - Inventory	In Process
Subscriptions, memberships, leases, bank accounts	In Process
Office to close March 31, 2013	In Process
Accounting	
Tax returns - intermediate and final	In Process
IRS and state requirements	In Process
Legal	
Dissolution or other filings - federal and state	In Process
Directors and officers liability and insurance	In Process
Communication	
To grantees	In Process
To communities	In Process
To colleagues	In Process
Historical document - "Telling the Story"	In Process

Appendix I. Tips for Investing in Youth Development

*Reprinted with permission from "**The Eckerd Family Foundation: Helping Foster Care Youth Succeed in School, Work, and Life,**" from Family Funder Spotlight, Family Funders Network, Volume 9, May 2008.*

- **Do your ground work to figure out what works** to improve outcomes for kids. Find other communities or agencies that are doing it, and build on it or replicate it. Don't re-invent the wheel.
- **Invest in programs that focus on Positive Youth Development.** It is demonstrated to make a difference for youth.
- **Youth are part of the solution and not part of the problem.** Involve them in improving the systems which serve them.
- **Invest in advocacy** – we've successfully changed Florida Statutes to expand program funding and Medicaid eligibility for youth who have aged out of foster care.
- **Determine how to measure progress** in a way that is easy to understand. Proof that strategies are working is powerful!
- **Invest in leaders.** Effective leaders have really made the difference in this work. You can have a great program, but if you don't have great leadership, it can go nowhere.
- **Talk to funders** who are working in the field; join the Youth Transition Funders Group.
- **Develop relationships** in order to build public-private partnerships—you can help public agencies figure out how to do things better for the children.

Appendix J. List of Additional Resources

About and By Jack Eckerd

Eckerd, Jack and Conn, Paul, 1987. Eckerd: *Finding the Right Prescription*.

Eckerd, Jack, 1990. *Enough is Enough*.

Eckerd, Jack and Colson, Charles, 1991. *Why America Doesn't Work*.

About the Work of the Eckerd Family Foundation

"25 Minutes with the Eckerd Family Foundation's President, Joe Clark," Youth Transitions Funders Group.

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Juvenile Justice Reform: A Blueprint, published by the Youth Transition Funders Group, 2012.

Ni, Perla, Zambito, Diane, and Soltis, Jane. "Nothing About Us Without Us Approach Transforms Foster Care in Florida."*Stanford Social Innovation Review*, April 23, 2012.

Trigaux, Robert. "Eckerd Family Foundation to spend last dollar, close up shop." *Tampa Bay Times*, June 19, 2010.

Additional Resources on Limited Life Foundations and Spending Out

Fleishman, Joel L., 2010. *First Annual Report to The AVI CHAI Foundation on the Progress of its Decision to Spend Down*. Durham, NC: Center for Strategic Philanthropy and Civil Society, Sanford School of Public Policy, Duke University.

Fleishman, Joel L., 2011. *Shifting the Spend-Down into High Gear: A Foundation Begins Implementing Its Strategy: Year Three Report on the Concluding Years of the AVI CHAI Foundation*. Durham, NC: Center for Strategic Philanthropy and Civil Society, Sanford School of Public Policy, Duke University.

Fleishman, Joel L., 2011. *Gearing Up to Spend Down: A Foundation in the Midst of Paradigm Shifts: Year Two Report on the Concluding Years of the AVI CHAI Foundation*. Durham, NC: Center for Strategic Philanthropy and Civil Society, Sanford School of Public Policy, Duke University.

Hamilton, Charles H., 2011. "Payout Redux," in Emerging Questions on Liberality and Social Thought: Conversations on Philanthropy, Volume VIII.

Ostrower, Francie, 2009. *Limited Life Foundations: Motivations, Experiences, and Strategies*,. Washington, DC: Center on Nonprofits and Philanthropy, The Urban Institute.

Proscio, Tony, 2012. *Winding Down The Atlantic Philanthropies: 2009-2010: Beginning the Endgame*. Durham, NC: Center for Strategic Philanthropy and Civil Society, Sanford School of Public Policy, Duke University.

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Renz, Loren and Wolcheck, David, 2009. *Perpetuity or Limited Lifespan: How Do Family Foundations Decide: Intentions, Practices, and Attitudes*. New York, NY: Foundation Center.

Stone, Deanne, 2005. *Alternatives to Perpetuity: A Conversation Every Foundation Should Have*. Washington, DC: National Center for Family Philanthropy.