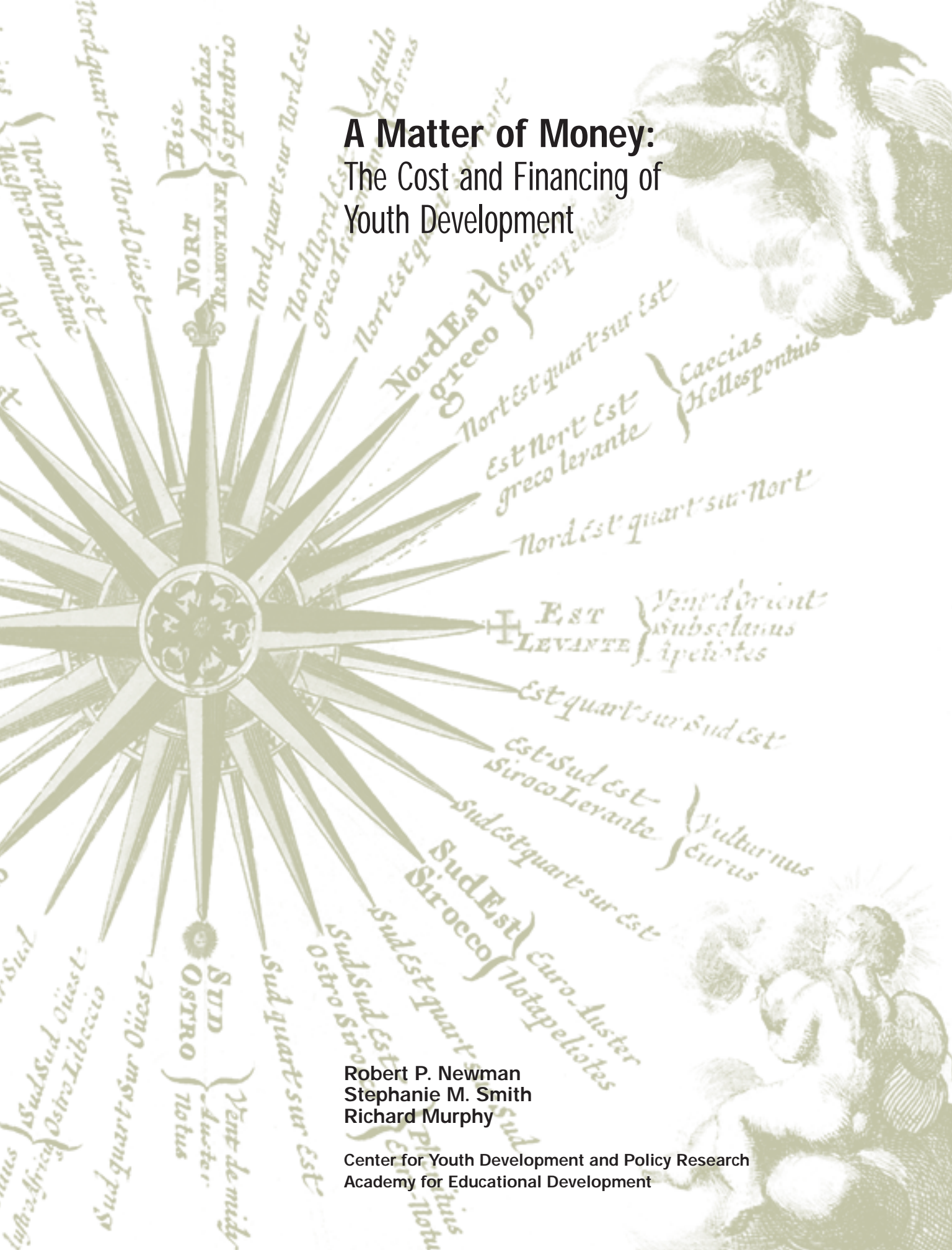


# A Matter of Money: The Cost and Financing of Youth Development



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Slowly, (General Colin) Powell is coming around to the view that government, too, must do more, not in—God forbid—running programs but in helping to fund the nonprofits we already know work. While avoiding the usual Washington scramble for money, he admits that the pending \$200 billion-plus transportation bill got him thinking. Youth development programs are “as good a place to invest as highways in Kansas,” he says. So why not more public investment?\*

“Long after the Trumpets”

*Newsweek Magazine*

May 11, 1998

\*P.L. 105-178, Passed June 9, 1998

During the final days of putting together “A Matter of Money,” two images kept running through our minds at the Center for Youth Development and Policy Research (the Center). The first was of a meeting two years ago with a group of foundations in one city interested in after-school programming and, in particular, the Center staff’s role in the development of Beacon Schools. As the meeting progressed, it became clear that these funders were primarily interested in expanding funding support to after-school programs. They were very interested in tying their additional funding support to demonstrable youth and program outcomes. This discussion was positive and productive until the funders announced the amount of money they envisioned granting to each program...\$25,000—\$25,000 to expand the number of young people served by each program, to expand program hours to all current and newly enrolled youth, and to show such outcomes as improved school attendance and reading scores. That meeting was the first time the Center used the three following questions to add a dose of reality to situations in which serious groups of people state their interest in doing “something” for children and youth after school.

1. At what age would you leave a young person home alone after school from 3pm to 7pm?
2. How much would you spend to take care of one young person for one day for four hours from 3pm to 7pm?
3. How many hours of structured activities would you want for a young person for one week during the school year (not counting time in school)?

People inevitably ask a follow-up question when they hear question 2: “Do you mean what I’d spend for my kid or...?” Their voice trails off realizing that they have already developed their own personal cost system and standard level. For example, the group of funders described above eventually realized that their \$25,000 add-on grants would barely pay for a dozen youth to participate in year-round, quality programs. It would also be next to impossible to prove that (per youth, per program, per activity) their dollars had an appreciable impact on the outcomes they wanted to measure.

The second image is a more haunting one; it was on the front page of *The New York Times* on October 14, 1998. In the picture, Wendy Williams, age 13, leans against a tree in front of her trailer park home in Dixon, Illinois. The reporter describes what it means to be Wendy among the working poor in a time of raging prosperity, receiving taunts about her clothes, her living space and even what lunch she brings to school. The article goes on to say:

Unlike young people a generation ago, those today must typically pay fees to play for the school sports teams or band. It costs \$45 to play in the youth summer soccer league. It takes money to go skating on weekends at the White Pines roller rink, to play laser tag or rock-climb at the Plum Hollow Recreation Center, to mount a steed at the Horseback Riding Club, to gaze at Leonardo DiCaprio and Kate Winslet at the Plaza Cinemas, to go shopping for clothes at Cherryvale Mall. To be without money, in so many ways is to be left out (Johnson, 1998, p.1).

In many discussions on youth development, the need for infrastructure and outcomes is discussed at length, but we do not spend equal time on the dollars needed to help achieve the desired outcomes. The Center hopes “A Matter of Money” will advance the dialogue concerning the real dollars required to get the desired outcomes for all of America’s youth.

## Introduction

The accelerated trend over the past decade toward empowering our nation’s young people to succeed has fostered a new awareness and commitment to this most valuable resource. Unfortunately, the money required to support this commitment and realize change has not kept up the pace. Our youth cannot truly be a priority until we back up our good intentions with the funding needed to demonstrate this priority.

Securing the financial resources necessary to provide the supports and opportunities our youth need to become healthy, productive members of society requires answers to some fundamental questions:

- How much do we currently spend?
- How much should we spend?
- What are the best mechanisms to harness and equitably distribute the necessary funds?

The Center is by no means the first to venture these questions. In preparing its 1992 landmark youth development document, *A Matter of Time: Risk and Opportunity in the Non School Hours*, the Carnegie Council on Adolescent Development (Carnegie Council) undertook an exploratory study into the funding patterns of nonprofit organizations that provide youth development services. The Council examined the

finances of several national youth-serving organizations and looked at both foundation and government spending on youth development programs. Since 1994, the Finance Project has produced a large number of studies examining issues and methods central to improving “the effectiveness, efficiency, and equity of public financing for education and other children’s services.” In her 1998 *Safe Passage: Making It through Adolescence in a Risky Society*, Joy Dryfoos, an independent researcher, provided an overview of existing government financial commitment to youth development.

Some progress has been made through new initiatives in education finance reform and services integration, providing more effective delivery of social, health and education services for children and youth from the school up to the government level. However, the issue of increasing financial commitment to youth development continues to be addressed in targeted and fragmented ways. Many would contend that this is the “nature of the beast” and that the meager available resources should support the development of those youth in most desperate and immediate need. This understandable in light of current limited funds, we must not lose sight of the ideal:

**Adequate and secure funding for the developmental supports and opportunities that *all* youth need on the road to a productive, healthy and economically viable adulthood.**

This chapter is an initial attempt to establish a framework and formula for assessing the financial resources and mechanisms necessary to move American society closer to this ideal. The Center, like all of the others who have investigated issues around these questions, has come to understand just how daunting a task it is. We do not pretend to have all of the answers. Rather, we hope the information and ideas presented here will lead to increased efforts at all levels to determine the resources we must be prepared to invest in our youth.

## What Is Youth Development?

One can define *youth development* as the ongoing growth process in which all youth are engaged in attempting to (1) meet their basic personal and social needs to be safe, feel cared for, be valued, be useful, and be spiritually grounded, and (2) to build skills and competencies that allow them to function and contribute in their daily lives. (Pittman, 1993, p.8.)

This definition accurately describes youth development as a process that all young people go through on the way to adulthood. As the definition implies, it is a process or journey that automatically involves all of the people around a youth—family and community. Young people will not be able to build essential skills and competencies and feel safe, cared for, valued, useful and spiritually grounded unless their families and

communities provide them with the supports and opportunities they need along the way. Thus, youth development is also a process in which family and community must actively participate. As Hugh Price, president of the National Urban League, put it so succinctly in 1998, youth development is “what parents do for their children...on a good day.”

Youth development then is a combination of all of the people, places, supports, opportunities and services that most of us inherently understand that young people need to be happy, healthy and successful. Youth development currently exists in a variety of different places and forms, and under all sorts of different names.

People, programs and institutions involved in youth development are working toward positive results in the lives of youth. Some have clearly defined these desired positive results—or outcomes—in an attempt to more effectively work toward them. There are many efforts to define the outcomes of youth development, and while language may differ from place to place, most express the results that most people want for their own children. These outcomes include but move above and beyond the academic skills and competencies that are the focus of most schools. The Center has identified these outcomes as the following:

Aspects of Identity	Areas of Ability
<ul style="list-style-type: none"> <li>• A sense of safety and structure</li> <li>• High self-worth and self-esteem</li> <li>• Feeling of mastery and future</li> <li>• Belonging and membership</li> <li>• Perception of responsibility and autonomy</li> <li>• A sense of self-awareness and spirituality</li> </ul>	<ul style="list-style-type: none"> <li>• Physical health</li> <li>• Mental health</li> <li>• Intellectual health</li> <li>• Employability</li> <li>• Civic and social involvement</li> </ul>

There are a number of well-known factors in youth’s lives that contribute to reaching these positive developmental outcomes. The Search Institute has identified 40 assets, internal and external, that form a foundation for healthy development of young people. The 40-asset framework covers eight categories (support, empowerment, boundaries and expectations, constructive use of time, commitment to learning, positive values, social competencies and positive identity) and provides communities a tool with which to measure these assets in their youth’s lives.

People, programs and institutions that work with youth are engaged in youth development if there is strong evidence of the following practices:

**Supports:** motivational, emotional and strategic supports to succeed in life. The supports can take many different forms, but they must be affirming, respectful and ongoing. The supports are most powerful

when they are offered by a variety of people, such as parents and close relatives, community social networks, teachers, youth workers, employers, health providers and peers who are involved in the lives of young people.

**Opportunities:** chances for young people to learn how to act in the world around them, to explore, express, earn, belong and influence. Opportunities give young people the chance to test ideas and behaviors and to experiment with different roles. It is important to stress that young people, just like adults, learn best through active participation and that learning occurs in all types of settings and situations.

**Quality services:** services in such areas as education, health, employment and juvenile justice that exhibit (1) relevant instruction and information; (2) challenging opportunities to express oneself, to contribute, to take on new roles and be part of a group; and (3) supportive adults and peers who provide respect, high standards and expectations, guidance and affirmation to young people.

Youth development is not a highly sophisticated and complicated prescription for “fixing those troubled kids.” Youth development is about people, programs, institutions and systems that provide all youth—“troubled” or not—with the supports and opportunities they need to empower themselves. For a nation with such a rich diversity of youth, this requires youth development in all shapes and sizes:

- An adult who volunteers time to mentor or tutor a young person;
- A school that partners with community-based organizations to keep its doors open until 10 pm and provide all youth a safe, supervised place to be with homework support, activities and physical and mental health services;
- A leadership development program that offers rival gang members neutral territory where they can relate to one another as individuals and build skills;
- A city government that engages youth in the policymaking process through youth councils and youth positions in government departments;
- A religious institution that provides youth access to computers and the necessary training; and
- A local business that employs youth in meaningful and relevant work.

These, in addition to the important national youth-serving organizations like Boys & Girls Clubs, 4-H and Boy and Girl Scouts, are a sampling of the myriad types of youth development supports and opportunities that all too few youth are able to take advantage of. The challenge is to make such supports and opportunities the rule rather than the exception for all youth.

## The Ideal: Youth Development for All Youth

The ideal, as we stated before, is adequate and secure funding to provide youth development supports, opportunities and services for all youth. Many youth, but by no means all of them, will reach adulthood whether or not they enjoy those supports, opportunities and services along the way. Yet merely reaching adulthood is not a successful outcome of the youth development process. We need adults who are mentally and physically healthy, socially and civically engaged, and economically viable. In order to become this type of adult, youth need the active involvement of their families and communities.

### Families, Communities and Schools

Families are the primary venue for youth development. However, the ability of families to support the positive development of their youth varies greatly, based on a host of factors, including financial resources, available time, number of parents and youth in a family, physical and health circumstances, and special needs of a youth. The list goes on and on. Families contribute to youth development in ways that may never be calculated but are easily recognizable, extremely valuable and vital to support.

Likewise, the number and quality of supports and opportunities that communities offer their youth vary greatly based on the level of resources and structured collaboration that community members (governments, schools, community-based organizations, businesses and individuals) bring together.

At this point, some might argue defensively that most communities already spend a large portion of their resources to support their youth. After all, according to the National Center on Educational Statistics, in 1996-1997 this country spent \$274.1 billion on public school education for 51.4 million students.<sup>1</sup> And public education often receives the largest portion of most state budgets. Does this money support youth development? It does for the youth who are lucky enough to attend schools that provide the developmental supports, opportunities and services described earlier. All of the principles, practices and outcomes of youth development must be integrally and intentionally incorporated into the classroom and throughout the school. However, in too many schools, a focus on youth development does not begin until after-school programming begins. Of course, this assumes after-school programming exists—either in the school building or in the community.

We know then that we are far from the ideal: not all families can provide the necessary youth development supports, and communities are failing to do so even with the large amounts of money they spend on education and noneducation youth services. *What could the ideal look like?*

1. Children and youth are safe and have loving and supportive families, a sense of community and belonging, a spiritual connection, meaningful and developmentally appropriate activities, involvement and partnerships, and they receive an education that prepares them to lead healthy, self-supporting, meaningful, productive and responsible lives;
2. Youth development is considered a public responsibility;
3. Youth development infrastructures are in place from the community to the federal government level;
4. Adequate and protected government funding is available for youth development systems and providers;
5. Standards of performance are established for youth development activities provided outside of the family; and
6. Information about youth development is collected in ways that will enable us to make informed and responsible decisions.

Our picture of the ideal, as you can see, is not just a picture of more money and more programs. It is a picture of a system of publicly and privately funded supports and opportunities to which all youth have access. It is a picture of an ideal that involves making a financial commitment to provide youth with the tools we know they need to build a successful life. It is an ideal that is within our grasp, but it will not come cheaply.

## The Cost of Youth Development

*How much will it cost us?* This is a question that gets asked when planning any integral component of public infrastructure: roads and highways, sewage systems, housing developments, filtration systems, health facilities, shopping districts, police departments, and even schools. Answering this question helps to determine what investments the public is willing to make. Youth development, as General Colin Powell has argued, must be considered one of these public investments.

Since the continued health of the entire nation and its economy relies on the successful outcomes of youth, the cost of youth development, which involves billions of dollars just like other major public investments, should not be borne by only one segment of the population. Families, neighborhoods, businesses, community-based organizations, health care, schools, government, foundations and individuals are all responsible for providing youth development opportunities and supports. If youth development is to become a support system for youth rather than just a fragmented collection of targeted programs, we must all consider ourselves responsible for its cost.

## Time Is Money

In attempting to quantify the cost of youth development, we have chosen to focus on the period in which a vacuum exists in the support system for youth: the hours of a typical youth's day, week and year when families and schools, in particular, are often unable to address youth needs. The significance of these vacuum hours was brought to public attention in 1992 by the Carnegie Council in their seminal document *A Matter of Time*. It examined how young people spend their time and emphasized the link between unstructured time and youth engagement in risky behaviors. Moreover, *A Matter of Time* showed us how, given youth development supports and opportunities like the ones we have discussed above, youth will often make positive decisions about how to fill this vacant time.

This chapter tries to complete what *A Matter of Time* began. We have developed one possible framework and formula for assigning a cost to the supports and opportunities we all know youth need.

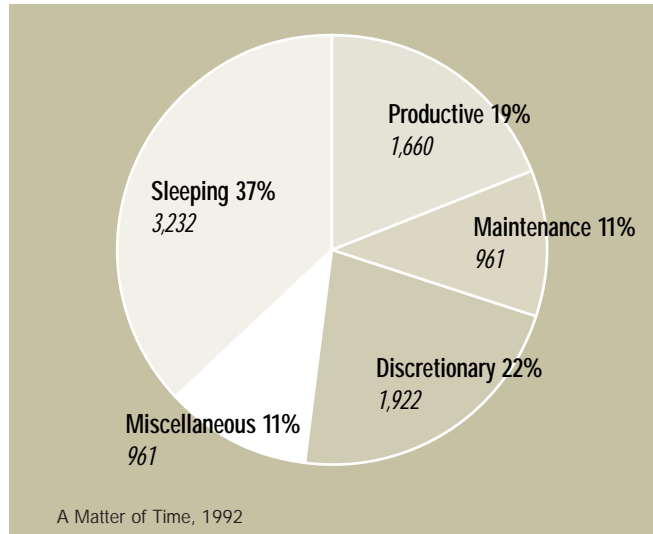
## How Much Time?

Two graphs help us answer this question by breaking down a year in the life of a youth into hours. Figure 1 is from the *A Matter of Time* report; Figure 2 is from the New York City Department of Youth Services (DYS).<sup>2</sup> Five categories are shown in Figure 1: *sleeping*, *productive* (school, studying and jobs), *maintenance* (household chores, work and errands, personal care, and eating), *discretionary* (reading, visiting, church, television, playing, hobbies, art and activities, and sports and outdoor activities) and *miscellaneous*. Although Figure 2 uses different categories, the two charts yield similar results.

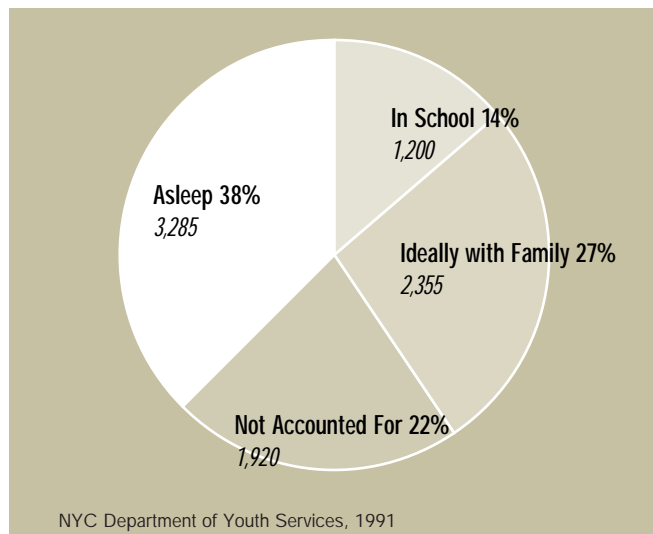
The hours in the *sleeping* and *productive* categories of Figure 1 are similar to those in the categories *asleep* and *in school* shown in Figure 2. For the sake of comparison, let us try to balance the remaining categories. If we assume that youth in Figure 1 spend 50 percent of their *maintenance*, *discretionary* and *miscellaneous* time with family, that equals 1,922 hours per year, making it comparable to the 1,920 hours *not accounted for* in Figure 2.<sup>3</sup>

These efforts by the DYS and Carnegie indicate that outside of time spent with family, in school and asleep, there are about 1,920 hours per year currently not accounted for, hours in which youth are looking for something to do. These hours are the focus of these calculations. How much would it cost to provide 1,920 hours of youth development opportunities and supports to the 47 million school-age youth (youth ages 6 to 17 years old) in this country? We do not have the definitive answers, but we hope to provide a logical model to get some answers.

### How Young Adolescents (Ages 9-14) Spend Their Waking Hours



### How Do Youth Spend Their Time?



Since there is no “system” like education for youth during the time that is unaccounted for, we cannot easily calculate the associated costs. Instead, we will look at the costs of some programs that can fill the unaccounted-for hours with positive supports and opportunities. These programs are either based on youth development principles in purpose and design, or are preventive but operate with youth development principles and practices. These programs include Big Brothers Big Sisters, Teen Outreach Program, The After-School Corporation in New York, Boys & Girls Clubs of America, and Girl Scouts of America. Programs like these and others, both national and local in nature, can and do help to fill the time not accounted for (see Table 1).

**Table 1. Cost of Youth Development Programs**

Organization	Annual Cost/Youth	Hours/Youth	Unit Cost (Cost/Hour) Per Youth
Big Brothers/Big Sisters <sup>4</sup> (mentoring)	\$1,000	260	\$3.85
Teen Outreach Program <sup>5</sup> (prevention)	\$572	60	\$9.53
The After-School Corporation <sup>6</sup> (after-school)	\$1,000	540	\$1.85
Boys & Girls Clubs <sup>7</sup> (recreation)	\$139	n/a	n/a
Girl Scouts of America <sup>8</sup> (recreation and service)	\$135	n/a	n/a

**Assumption—1,200 hours**

It is not likely that every hour of a youth’s life can be or should be accounted for with programs. Therefore, we assume that on average 14 hours per week (728 hours per year) may always be not accounted for, especially with older youth. Based on this assumption, there are 1,194 hours per year (1,922 minus 728) that youth need developmental supports and opportunities. For the sake of simplicity, however, our calculations are based on the rounded figure of 1,200 hours.

**How Much Money?**

Table 1 provides some insight into the costs of some recognizable programs and can help to estimate the cost of youth development during times that are unaccounted for. As incredible as this figure may seem, there are at least three important reasons why it is so low:

**Table 2. Cost of Youth Development per Youth for 1,200 Unsupervised/Unstructured Hours**

Allocation of Time	Hours per Year	Cost per Hour	Cost per Year
After-school (3pm-7pm)	720	\$1.85	\$1,332
Mentoring	260	\$3.85	\$1,001
Prevention	60	\$9.53	\$572
Recreation, Scouts, service, etc.	160	Annual	\$155
<b>Total</b>	<b>1,200</b>	<b>\$2.55 avg.</b>	<b>\$3,060</b>

**Table 3. Potential National Cost of Youth Development**

Number of U.S. School-Age Youth (6 to 17 years old)	Total Cost of Youth Development for 1,200 Hours per Year
\$47,107,102	\$144,147,732,120

**Using this information, we are able to calculate in Table 2 and Table 3 that the estimated cost of ensuring that developmental opportunities and supports are available to all school-age youth in the United States for 1,200 hours per year would be \$2.55 per hour, per youth (\$3,060 per youth annually): \$144 billion per year.**

1. We take a very optimistic look at the hours spent by a youth with family during a year. For example, Figure 2 suggests that, of their waking hours, youth spend three hours per day Monday through Friday with family and 30 hours on the weekends. In many cases, however, this is an unrealistically large amount of time to spend with family. Consider that just a 5 percent increase in the need for opportunities and supports (based on 1,200 hours per year) would result in an additional 60 hours annually or just over one hour per week per youth. Such a small increase could result in an increase of \$7.2 billion per year.
2. Each of the programs listed would state that the reported costs do not represent the actual costs of providing their services and opportunities. They do not include staff payments for a variety of miscellaneous expenses that do not or cannot be reimbursed. They do not calculate the time spent beyond 40 hours, by many staff members, to put together proposals for funding or to attend evening events or visit schools and families on behalf of one of their participants.
3. Most providers of youth development will admit that to ensure consistent, high-quality services, supports and opportunities would cost more than what is currently funded. Many of these programs cannot train and develop their staff like other sectors of the economy. They cannot offer benefit and retirement plans, they cannot afford to hire highly trained staff and meet ideal staff-to-youth ratios, nor can they provide all the resources and equipment that would make their program ideal.

### **Making a Public Investment**

*Who pays?* Even if there was support to fund youth development fully with a dedicated or protected funding stream, where would the \$144 billion necessary come from? Youth development is an investment that must be made by each sector of the wider community—public and private. Until we more accurately assess the current nature and level of youth development funding, it will be difficult to tell what part of this \$144 billion will require new revenues from the various sectors. It is

nonetheless necessary to contemplate the role of each sector of society that has a responsibility and stake in making this crucial public investment.

### **Families and Neighborhoods**

As has been acknowledged, families and neighborhoods are the primary venue for youth development, yet the financial capacity of families and neighborhoods to support such development varies greatly. While the goal is for society as a whole to ensure that all youth have equal access to the necessary supports and opportunities, some families are able to make a greater contribution than others. Citizens and policy-makers need to engage in a dialogue that examines the responsibility that all families and neighborhoods have to their children.

### **Federal, State and Local Governments**

Given the greater capacity of government funds to address the developmental needs of all youth, the roles at each level of government must be critically examined. To facilitate this, the Center has applied the same formula used to calculate the potential national cost of youth development to each state and to the 50 most populous cities. This yielded an estimated cost of youth development for each state and locality (see Appendix A).

When considering federal government influence on state policy, the case of the minimum drinking age is instructive. All states now have the same minimum drinking age of 21 because the federal government made it a prerequisite to obtain certain funding from the Department of Transportation. Some states balked at first, but they all needed the funding.

A similar scenario can be developed for youth development. Using some of the aforementioned revenue, the federal government can allocate funds to the states with the stipulation that there is a 100 percent match. Such matching efforts, however, are often difficult for smaller or poorer states. The reality is that some states do not have the economic base to raise enough revenue to meet the matching stipulation and would have to rely on multiple funding efforts.

At the local level there is a need for examining and supporting the effectiveness of models using dedicated taxes and other secure revenues for youth development, such as those in Pinellas County, Florida; San Francisco; and Oakland. These will likely become valuable models for emerging initiatives in other cities and counties across the country, such as the Priority One: Put Kids First initiative now under way in Bartholomew County, Indiana. Priority One's coalition of concerned community citizens from business, education, and social services arenas have recognized the need for a county-wide structure for "providing children and youth (ages 0 to 20) with the resources

necessary to develop into healthy, contributing adults” and so have formed the Bartholomew County Youth Development Commission in collaboration with United Way.

Dedicated taxes, however, are no panacea. The fixed nature of dedicated funding can act as a safety measure for ensuring a minimum level of adequate funding, but it might also eventually act as a barrier to increased or new funding. Dedicated taxes are a start, a bridge to getting protected and secure funding for youth development. Communities must give youth development the same funding priority as other such essentials as police and sanitation departments.

Governments can also require these communities to provide new types of information about how resources are allocated to serve young people in a community. We discuss this new type of information in a section titled, “YouthBudget.”

### **Business and Philanthropic Sectors**

Recent economic prosperity indicates a greater potential capacity for the business and philanthropic sectors to contribute significantly to the public investment in youth development. *Enabling them to do so will entail clarifying their level of responsibility to youth and devising effective mechanisms for their investments in youth.* Analogous to the federal/state match, government at all levels can provide incentives to the business and philanthropic communities to provide funding and support for youth development programs. Similar to tax abatement and tax credits given for commercial development, the government can offer financial incentives to these communities when they provide developmental supports and opportunities to youth. In fact, in Fall 1998, Maryland Advocates for Children and Youth made just such a recommendation to their state legislature.

### **Calculating the Return on Investment**

*But is it worth it?* Is it worth \$144 billion to ensure all youth have access to developmental supports and opportunities in their vacant hours?

Return on investment is a key indicator of the worthiness of any public investment. Prompted by a 1996 report by The Pacific Research Institute for Public Policy that compares the costs of incarceration to the savings in the social costs of crime, the Center has attempted a similar calculation for the return on investment for every dollar spent on youth development.

In constructing a framework for our calculation, we must make some assumptions.

**Assumption #1:** The best we can expect from a young person receiving youth development in principle and practice is a high school diploma, and for this person to live a healthy, productive, responsible and civically engaged life (a very conservative expectation). According to the US Census Bureau, the high school graduate can expect to make an annual salary of \$22,895 (versus the \$40,478 with a Bachelor's degree or \$63,229 with an advanced degree).

**Assumption #2:** Assuming that this person receives an annual 3% cost of living increase for the next 40 years of employed life, he or she will have earned a salary of \$1,726,312 over their employed lifetime. (This figure does not account for demotions or job changes at lower salaries, but shall serve as a working number for this example.) Based on our current tax structure this individual will pay approximately \$293,473 in taxes (17% of total income).

**Assumption #3:** Let's assume that this person spends \$1,035,787 (60%) and manages to save \$397,052 (23%). That would result in a total of \$1,329,260 going back to society before retirement either through taxation or consumer spending.

Our current estimates for the cost of youth development suggest that for twelve years a young person should be the beneficiary of a \$36,720 total investment in developmental opportunities and supports (\$3,060/year x 12 years). This would be in addition to the \$78,768 average cost of a public education (\$6,564 x 12 years). This is not to suggest that there is or should be a difference between youth development and schools. In fact, at "better" schools, youth development is a seamlessly integrated part of the educational experience.

### A Positive Return

Based on this rudimentary (and conservative) example, Table 4 indicates that the return on investment (with no consideration of future value) for providing youth development opportunities and supports to a youth would be \$1,213,772 (\$1,329,260 - \$115,488). **An investment of \$2.55/hour for 1,200 hours per year to develop youth into economically and socially viable adults plus a developmental education can result in a gain of \$10.51 for every dollar invested.**

One final and important note on this rudimentary example is that it calculates only the tangible benefits of an economically and socially viable adult. It is more difficult to calculate other benefits society gains from adults who contribute time and service to nurturing healthy families and communities.

**Table 4. Potential Return on Public Investment in a Youth**

<b>Investment</b>	
\$3,060/yr for 12 years of 1,200 hours of supports and opportunities (6-17 yrs. old)	\$36,720
\$6,564/yr for 12 years of public education (grades 1-12)	\$78,768
Total basic investment (12 years)	\$115,488
<b>Minimum Expectation</b>	
Average annual salary (with just a high school diploma)	\$22,895
Annual cost of living allowance	3%
Years of continuous employment	40
Total income (lifetime)	\$1,726,312
Taxes (17% of total income)	\$293,473
Consumption (60%)	\$1,035,787
Personal savings w/o accrued interest (23%)	\$397,052
Total contributions to society (taxes + consumption)	\$1,329,260
<b>Return on Investment</b>	
Return on investment (Contributions to society - investment)	\$1,213,772
<b>For every dollar invested, society gains</b>	<b>\$10.51</b>

## How Do We Measure Up to the Ideal?

Ideally, we as a society will see the value of making the sounder public investment: adequate and secure funds to help all youth achieve positive outcomes. Yet before committing \$144 billion to youth development, the public should demand to know how the current funding situation for youth development measures up to the ideal. This entails investigating the other two questions fundamental to providing our youth the supports and opportunities they need to become healthy, productive members of society:

*How much do we currently spend?*

*What are the best mechanisms to harness and equitably distribute the necessary funds?*

Answering these questions requires examining the sources as well as financing and distribution mechanisms of youth development funds and the organizational structure around these—no small task. While the barriers we encountered in this undertaking were lessened by an increasing number of such investigations, our efforts verified the findings of the Carnegie Council (Stern, 1992, p.100) that “the difficulty in obtaining consistent and reliable data frustrates efforts to determine clearly the amount of funds from different sources available for youth development purposes.” Dryfoos (1998, p.222) reiterated similar sentiments in her chapter “Tracking Resources through the State and Federal Maze,” in which she emphasized the “complexity of the U.S. system (or nonsystem) for supporting youth programs.”

Money for youth development work comes from four general sources: private (families and individuals); philanthropy; local, state, and federal governments; and the business community. Having examined private philanthropic funds for youth development, the Carnegie Council found that while national youth-serving organizations get most foundation dollars targeted to adolescents, foundation grants for youth are less than the average size of grants for all other purposes. Moreover, the Council did not find corporate support to be a significant source of revenue for youth development (Stern, 1992, p.106).

Still, because of the greater capacity of government funds to address the developmental needs of all youth, the Center’s primary concern tends toward public financial commitment to youth development. Federal funding, in particular, plays a central role: excluding education, the federal government apparently spends more for children’s programs than state and local governments (Gold and Ellwood, 1994, p.7). Moreover, the Carnegie Council (Stern, 1992, p.124) observed that “without appropriate federal financial support, it is likely that community-based youth development programs will not be adequately funded.” Yet the federal government does not live up to its potential in this regard: major national youth development organizations receive a smaller percentage of their funding from government than do other charitable organizations (Stern, 1992, p.95); important youth development programs such as school-to-work, summer jobs for youth and after-school centers often come up for cuts and do not have enough consistent funding.

### **Federal Spending**

Unfortunately, there is no one definitive source to consult in measuring U.S. federal government expenditures for youth. There is still no such thing as a federal youth or children’s budget. Researchers on this topic have made use of different combinations of documents as well as direct information from federal agencies to compile their own lists of federal programs and spending for children and youth. Findings in terms of specific numbers and programs vary among the lists, depending on the definition of youth and children and programs that serve them. Variable

inclusion of Medicaid and education programs seems to account for some of the greatest discrepancies in the lists we examined. Notably, appearing on only two of the lists is 4-H (a program of the U.S. Department of Agriculture's Extension Service), which the Carnegie Council (Stern, 1992, p.95) identified as probably "one of the largest youth development programs operating in voluntary settings under the direct supervision of the federal government." Also of importance, 4-H appears to be one of the few federal programs outside the Department of Education that targets all youth.

In 1992 the Carnegie Council identified, for fiscal years 1989-1991, 13 "federal programs targeted at adolescents" and 23 "federal programs which may include services for adolescents" for a total of \$6.7 billion (Stern, 1992, pp.92-94).

In 1994 the Finance Project compared two sources (the 1995 *Green Book* and Jule M. Sugarman's *Expenditures for Children: Existing Data and Perspectives on Budgeting*) that estimate "federal spending on children's programs," with the *Green Book* total estimate at \$119.6 billion for 27 programs and the Sugarman estimate at \$177.1 billion for about 40 programs (Gold and Ellwood, 1994, pp.18-19).

Dryfoos compiled a list of "selected federal funds for youth-related programs, FY 1997," which identified 60 federal programs spending a total of about \$245.3 billion. For the same fiscal year, the Pacific Research Institute identified more than 150 federal programs "targeted specifically at children" for a total of \$54.4 billion (Dryfoos, 1998, pp.245-247).

For fiscal year 1998, the Children's Defense Fund identified 57 "key children's programs" for a total of just under \$40 billion.<sup>9</sup> Also for fiscal year 1998, the *Children & Youth Funding Report* identified 82 programs within the Departments of Labor, Health and Human Services, and Education, for a total of just over \$144 billion.

The Pacific Research Institute for Public Policy identified more than 150 federal programs in five categories (nutrition; social and juvenile services; education, training and compensatory; education; health programs) targeted specifically at children, with a total of \$54.4 billion in 1997 (Lopez, 1998, p.13).

The wide variation among the above figures certainly supports the Pacific Research Institute's claim that "the current magnitude of government efforts is not readily apparent" (Lopez, 1998, p.1). Even putting aside the differences in numbers and programs, the various lists bear out several observations regarding federal spending on youth and youth development.

**Federal monies for children and youth are fragmented** (Dryfoos, 1998, p.232, and Stern, 1993, p.125).

One estimate puts the number of federal entities with responsibility for federal programs serving children and families at 82, including 19 congressional committees, 26 subcommittees, 12 departments and 25 agencies within departments (Dryfoos, 1998, p.10). Monies in many of these federal entities support similar yet isolated programs for youth, and often such programs are merely small segments of much larger initiatives with a different focus.

**Federal monies for youth often support crisis intervention-oriented programs and categorical problems** (Stern, 1992, pp.97 and 125).

Most federal dollars for youth go to after-the-fact intervention programs and strategies designed to respond to and change specific problem behaviors rather than to developmental programs that foster healthy behavior.

**Most federal monies for youth do not support programs that make positive development of all youth a priority.**

In 1992 the Carnegie Council observed that “relatively few federal dollars are targeted specifically at adolescents, fewer yet could be seen as youth development programs” (Stern, 1992, p.95). Add to this the fact that among programs for youth of any age almost all federal dollars outside of education seem to go to programs targeted for youth designated as at risk.

While the question of measuring how much the federal government is spending on youth development seems to continue without a satisfactory answer, we still must agree on how best to go about determining this answer. To do this, a consensus must be reached on which of the myriad federal “programs for children and youth” can actually be counted as youth development and, within this, which of these programs address the positive development of all youth versus targeted populations. Youth-serving organizations as well as funding and intermediary organizations (especially those that have helped to develop the research on this question) will need to be involved in achieving this important consensus.

### **Federal Funding Mechanisms**

Once we have answered “how much,” we must then move on to “how.” That is, how are the monies for youth development organized and distributed and what works best? At the federal government level, we have already observed how monies for youth are widely dispersed among a fragmented array of departments, agencies and committees. No centralized agency is responsible for youth or even for overseeing or coordinating money for all federal government youth-related initiatives.

There remains no federal government entity to oversee programs and funding, which would help to ensure the ideals set forth in the Young Americans Act as called for by the Carnegie Council in 1992 and again by Dryfoos in 1998.

The Family and Youth Services Bureau of the Administration for Children and Families within the U.S. Department of Health and Human Services (HHS) would be the federal government entity one might naturally look to for such coordination and leadership, especially given its important role in educating others about the principles and practices of youth development. Yet its funding level at over \$3 billion (1997) also seems restricted to a crisis intervention-oriented focus. In late 1998, HHS awarded grants totaling just over \$1 million to nine states (\$120,000 each) to “help the states identify, develop, and strengthen effective youth development strategies.” While such a small sum could never hope to adequately address the positive developmental needs of all youth, these funds have been targeted for efforts that “focus on at-risk youth, such as homeless, runaway, abused and neglected, those served in the child welfare and juvenile justice systems.”

At the federal level, there appear to be no financing mechanisms that protect or dedicate funds for youth—any youth—outside of the normal appropriation system. Even the “Youth Development Block Grant” remains elusive, though attempts to initiate such a measure in some form occurred in 1992 and 1995. With the federal government devolving more and more power over funds and decisions for youth, this course does not seem to be changing.

### **State Spending and Funding Mechanisms**

It is just this process of devolution of power to states that makes examination of youth development structures and funding at the state level so crucial. This was observed by the Carnegie Council in 1992, when it called for more investigation of this matter. The Carnegie Council, the Finance Project, the National Association of Child Advocates (NACA), and Joy Dryfoos have all provided important pieces of this picture: overviews and perspectives on state outlays for children and youth, as well as analysis of innovative programs and practices such as comprehensive community schools, and integration and collaboration at the governmental level for youth education, health and welfare services. “Children’s budgets,” produced both by state governments and state child advocacy organizations, have also contributed greatly to the knowledge base on this issue.

Nonetheless, the most readily available information at the state level tends to be on education and entitlement service funds. Determining what youth development structures and programs, never mind funds, exist at the state level is usually difficult. The Carnegie Council in 1992 observed that “it is not possible to obtain nationwide data on funds

spent on youth issues by state and local governments” (Stern, p.101). More recently, the director of NACA’s Multi-State Budget Watch Project remarked that attempts to assess youth development expenditures and services at the state level were mostly unsuccessful.<sup>10</sup>

The importance of the task, however, remains. Once again recognizing the greater capacity of government funds to address the developmental needs of all youth, the Center believes the states’ increasingly central and still-evolving role in this process must be given serious consideration and analysis. The Center has attempted some of the basic groundwork, which could lead to the necessary analysis at the state level. In an informal telephone survey that canvassed state governments, we tried to gauge awareness of youth development as well as the possibility of determining states’ financial and programmatic commitment to it. In doing so, three broad questions were posed:

1. What state monies go to youth development strategies and programs? Inherent in this question is another: what, if anything, does youth development mean to a particular state government?
2. Do those youth development dollars, strategies and programs target all youth or a specific group?
3. Under what sort of organizational structure and by what means and mechanisms are those youth development dollars acquired and distributed? Specifically, are the youth development funds in fragmented areas of state government or is there an identifiable structure around them? In what sort of funding streams do those monies have their source? Are any of those funding streams protected outside the normal appropriation systems?

Calls to 10 states resulted in substantive findings for only six: Kansas, Ohio, Iowa, Missouri, Minnesota and New York. For the most part we did not, nor did we expect to, get complete answers to any of the questions in any one state. We were curious to see what kind of information this sort of inquiry would produce. Not surprisingly, the information we were given largely mirrors the three main findings at the federal level: fragmentation; a crisis-intervention orientation; and lack of support for all youth in funding, programs and structures for youth. The extent to which this is true for each state varies greatly. In fact, findings from states in our limited canvassing represent a veritable spectrum of the different levels of financial and programmatic commitment to youth development. They fall anywhere from nonexistent and highly fragmented youth development structures and funding to well-defined and dedicated structures and funding streams.

The following are four important general observations from the canvassing:

1. There are very different awareness levels and definitions of youth development in each state.

Figures for state spending on youth development are really only comparable if the operating definitions, goals, and target groups for youth development are similar. There might be some worth, for example, in comparing levels of expenditure for the Special Delinquency Prevention Program in New York and the Youth Development/Youth Service in Minnesota.

2. In most states, it is very difficult to find youth development initiatives that target all youth.

In some states our investigation led to the Extension Service (4-H). In others it led to initiatives with titles and missions that give the impression of being “for all youth,” yet in which the funding usually targets at-risk youth and problem behaviors. There is a need for examining and determining the effectiveness of more all-youth approaches of the type found in Minnesota and New York (see Appendix B).

3. There is a need for examining and determining the effectiveness of the different organizational structures around youth development funds.

This, of course, is difficult when in many cases there is either no defined structure or the structure is frequently changing, as we observed in our canvassing. Nonetheless, the different types of structures found in such states as Iowa, Missouri, Minnesota and New York offer good chances for such evaluation.

4. Finally, the understanding of “dedicated” and “protected” funds varies from state to state, as do the methods for achieving this.

When examining the amount of spending for youth development in a state, it is also very crucial to examine closely the financing mechanisms and the extent to which funds are dedicated and protected. The New York and Minnesota youth development legislation and the Iowa increased allowable growth legislation are just some of the mechanisms that merit examination. Also notable is the expanded role of the Children’s Trust Fund in Ohio. Most states have such a trust fund with similar revenues dedicated to child abuse and neglect prevention, yet it is unclear to what extent they currently do, and potentially could, support more development-oriented initiatives.

### Local Spending

Answering the fundamental questions on youth development spending and mechanisms for counties, cities and towns is a task not yet undertaken by many. As an intermediary working with localities to build comprehensive youth development infrastructures, these are questions the Center frequently confronts. In an attempt to adequately address the question of spending in our work with localities, the Center developed a “YouthBudget” analysis to examine and document how resources are allocated to serve young people in a community.

### **YouthBudget**

YouthBudget analysis is a critical step toward identifying a community's priorities and equity of investments for young people. Through this process, sometimes referred to as children's budgets, communities can begin to assess their current levels and areas of investment and devise plans for future spending. YouthBudget entails a three-step process for gathering and analyzing data on a community's spending for youth:

1. Identify the target population served by a funding stream or budget allocation.
2. Identify the type of funded programs and services: development, prevention, treatment, rehabilitation, or incarceration.
3. Integrate the above information to provide a picture of which youth are getting which services, and of financial investments in a community at large.

In reality, communities undertake and employ YouthBudget in different ways suited to their immediate needs. In collaboration with the Center, the United Way of Central Indiana and D. Bonnet Associates carried out a YouthBudget analysis for public and philanthropic spending on children and youth in central Indiana. In this analysis, spending for youth was examined according to type of funding source, purpose and age group (see Appendix C). Findings reflected some of the same trends we have already observed in federal and state spending for youth:

- Philanthropic and government spending on children and youth in the nine-county area totaled \$1.68 billion per year; an average of \$4,416 per person ages 0 to 18.
- Education accounts for three-quarters of the total.
- Public money—federal, state and local—goes mainly toward health, education, and welfare, in that order.
- Foundation and United Way funds go mainly toward child and youth development (\$11.4 million) and education (\$5.94 million).

The data produced by such a YouthBudget analysis can be invaluable in planning comprehensive infrastructures of services and programs for youth development for all youth. Imagine if we had access to such data in all localities and at all levels of government!

### **Local Funding Mechanisms**

At the local level, there have been notable innovations in both the organizational structures and financing mechanisms around youth development. The Children and Families Program of the National League of Cities (NLC), in particular, has paid close attention to these issues, with substantial research in youth master planning, child care systems, city and school partnerships, and financing of municipal policies and programs for children and youth.

The following are three important findings from research conducted by the NLC:

1. Cities are spending more on services for children and families.
2. City officials expect funds for services for children and families to decrease while the demand for services increases as the result of changes in federal policy.
3. Cities seem to rely most on general revenues and fees for service in financing children's services. Far fewer rely on dedicated taxes, bond issues and impact fees (National League of Cities, pp.1-4).

In 1997, the NLC identified 20 cities of different sizes that used some sort of dedicated tax for services to children and youth. Taxes ranging from income, sales, and property to food and beverage, cigarette, and bedroom may support one specific service, such as libraries, recreation facilities and child care centers, or they may be used to fund city-wide comprehensive youth development strategies and initiatives (see Appendix D).

Dedicated taxes and other protected funds that fall into this latter category have the most potential for ensuring the supports and opportunities all youth need to become healthy and productive members of society. The Juvenile Welfare Board of Pinellas County, Florida, is perhaps the longest-existing such entity at the local level. The Florida legislature in 1949 created an independent special taxing district in the county that was dedicated to children's services. This taxing authority led to the creation of the Juvenile Welfare Board, which, over the years, has moved away from "smaller, categorical efforts and toward more comprehensive approaches" (Carnegie Corporation, 1992, p.106).

Recent examples of dedicated structures and funding mechanisms at the local level include:

1. San Francisco's "Proposition J" established in 1991—The 10-year San Francisco Children's Fund amended the city charter to mandate that 2.5 percent of the property tax be set aside each year to expand services to children and youth under 18. As a result, San Francisco will spend \$160,000,000 between 1991 and 2003 on the following types of programs: child care, job readiness, training, placement programs, health and social services (including prenatal services), educational programs, recreation programs, delinquency prevention programs and library services. The funds may not be used for law enforcement services, purchase of property and services benefitting children only incidentally or as members of a larger population that includes adults. The fund is administered through the Mayor's Office of Children, Youth and Their Families, which, in 1997-1998, oversaw the approximately \$13 million raised through Proposition J.

2. Oakland's "Measure K" established in 1996—The 12-year Oakland Children's Fund designated 2.5 percent of the city's budget to direct services to children and youth. In fiscal year 1997-1998, the amount available for grants was \$5,264,709, with up to 80 percent allocated for grants to qualified organizations and up to 20 percent allocated for youth-initiated projects.

## Why Do We Fall Short of the Ideal?

Through examination of the current public investment in youth development, we, and others, have consistently identified the shortcomings that impede our ability to provide positive developmental supports and opportunities to all youth.

### Devaluation of Adolescents

Raising healthy youth from ages 0 to 21 requires a comprehensive and balanced approach to supporting healthy development at each stage. Unfortunately, adolescents are often the forgotten and undervalued segment of America's youth population. Policymakers and society as a whole focus a great deal less positive attention—and as a result fewer supports and opportunities—on adolescents than on younger children. Adolescents who are from poor and disenfranchised backgrounds face even greater obstacles to healthy development. Providing the supports our adolescents need will require a critical examination of and change in society's attitude toward them. Consider the following editorial from *Life Magazine* in July 1998:

Teenager. The word itself is uttered as an insult. Friends commiserate, as though having teenage children were an affliction. Or they warn, "just wait until she or he is a teenager." It turns other innocuous words into pejorative terms like teenage mother, teenage driver. We treat this group, these citizens, as we would dare treat no other: what if the malls imposed curfews on, say, people over 60? Or refused to let people in their forties shop without chaperones? You would think, if all people did was read the paper and watch the evening news, that children upon turning 13 automatically enter a state of psychosis that lasts for seven years, and sometimes longer. But look at the teens around you. In my community, teenagers attend church, raise funds for charity, read to the elderly, clean up the rivers, baby-sit, wash cars, shovel snow, stack books in the library. They also get pregnant, drop out of school, play lousy music and hang out in the park drinking beer. But mostly, the good outweighs the bad, just as it does in every other age group. Yet bad teenagers are the only portion of an age group that becomes the norm for the entire group (*Life Magazine*, July 1998, p.10.).

### **Lack of Consensus on Youth Development**

Now, more than 10 years into the youth development movement, there still seems to be a lack of consensus about both the meaning and concept of youth development—inside and outside of the field. A random Internet search for “youth development” will bring up sites as distinct as the “Minnesota Youth Development Page,” which highlights that state’s comprehensive positive youth development initiatives for all of its youth, and the “York County Youth Development Center” page, which outlines specific services for adjudicated delinquent juveniles at this Pennsylvania county detention center. In Georgia, our telephone query was immediately referred to the Youth Service Department, which oversees a number of youth development centers that again are detention centers for adjudicated youth.

While it is very possible that important youth development work is going on in such detention centers, this once again points to the issue of identifying youth development as either services and opportunities that aim to change negative behaviors for a targeted group of youth or as supports and opportunities that promote healthy development in all youth. This distinction becomes very important when the term and concept travel outside the field. Do the public officials, the policymakers and budget makers, and the public at large identify youth development as work with troubled kids or with their own kids? These perceptions matter very much, as they will ultimately guide the direction of public dollars and support.

### **Lack of Integrated Structure Around Services and Funds for Youth**

The fragmentation of monies and services for youth has now been identified frequently at both the federal and state government levels. As previously mentioned, several innovative reforms to change this are under way in some states and localities, yet integrated strategies and structures are still lacking on the whole. Moreover, these innovative strategies and structures, such as comprehensive community schools and other integrated health-social services-education delivery systems, need to be designed from a perspective of positive youth development for all youth.

### **Lack of Adequate and Protected Funding**

We have seen some large numbers next to youth services, some (but not many) of them related to youth development. The reality, however, is that even the meager youth development-related funds are not protected and dedicated in a way that will sustain the long-term, comprehensive process that *is* youth development. Increased funds for youth development will be most effective only if they are adequate and secure. Innovative legislation at the state level and such financing mechanisms as dedicated taxes at the local level, need to be further examined for their effectiveness and potential to be brought to scale. Until there is

protected and dedicated funding for all youth, we will never be able to provide all of our youth with the supports and opportunities necessary to become healthy, productive members of society.

## Moving Toward the Ideal

We have so far looked at what the ideal situation is for creating an environment of positive youth development for all youth and how our current situation falls short of that ideal. Others who have gone through this process have then moved ahead to try to gain support for plans and measures reflecting the ideal:

1. In *A Matter of Time*, the Carnegie Council (1992) called on local, state and federal governments to take several steps to increase their commitment to adolescents. In particular, at the federal level, the Council called for funding and infrastructure to back up the 1989 Young Americans Act and create a comprehensive national youth policy.
2. In 1991, the Association of New York State Youth Bureaus sought support for legislation authorizing \$100 per year per youth in federal aid (total \$7 billion) for local government to contract with community organizations for services addressing developmental needs of the general youth population and youth with special needs.
3. Numerous failed legislative attempts in the last decade include the 1992 Comprehensive Services for Youth Act, which authorized \$250 million for youth development services to be provided at the local level with coordination at the state and federal levels, and the 1995 Youth Development Community Block Grant, which reallocated existing federal funding for preventive youth programs into a more cohesive approach.
4. More recently, Joy Dryfoos (1998) has called for a “Safe Passages Movement” of integrated school and community services, which would establish infrastructure at the federal, state and local levels and require \$710 million in the first two years for start-up and grants to states and communities.

While none of these “ideals” have yet to become a reality, the Center is working alongside others in the youth development field to continue to support initiatives that move the public sector toward shouldering its responsibility for youth by creating both an integrated government infrastructure and dedicated funding for all youth. This is the ideal we must all continue to support. Given the comprehensive nature and long-term goals of the youth development movement, we believe the ideal will most likely be achieved through a series of key incremental steps that must include the following:

### **New Types of Information**

There is a saying in the human services field that “you collect information about what you fund and you fund what you know.” The most readily accessible information on youth is about what is wrong with them or what they have done wrong. Is it any wonder why we fund so many crisis-intervention programs and strategies designed to respond to and change specific problem behaviors rather than developmental programs that foster healthy behavior?

It is very easy to find out how many teenagers are parents, how many do drugs, how many dropped out of school, and how many committed a crime. On the other hand, how would you find out how many youth are abstaining from sex or practicing safe sex, how many youth have positive and caring relationships, how many youth are doing community service and are leaders in their community? How would you find out how many and where the youth development-oriented after-school and out-of-school time programs are in a community, city, county or state? How much of your tax dollars or charity donations go toward the positive development of young people? We must seek new types of information that enable us to support ongoing healthy development of all youth and do not restrict us to fixing specific problem behaviors.

### **Developmental Indicators**

Along with identifying the positive outcomes we want our youth to achieve, it is important to identify ways to determine whether youth are successfully achieving those outcomes. What evidence indicates that a young person is mentally healthy? What indicates their potential to be successfully employed in today’s economy? Over the past several years, work has been done to identify positive developmental indicators on the program level. The Center is currently in the process of working with localities to define, collect and analyze an initial set of youth development and community indicators. These well-defined indicators and outcomes can be used to inform us about supporting the wellness of our youth. For this work to go to scale and have national implications, the federal and state governments need to embrace the collection of positive and developmental indicators about youth. This data, complemented by The Annie E. Casey Foundation’s *Kids Count* data, would begin to give us a true picture of the status of all our youth.

### **Cost Projections**

The public needs to know how much it should be investing in the future—their youth. The federal, state and local governments have a responsibility to determine exactly how much youth development costs for the population they serve. Precedents for this type of calculation are abundant, albeit for prevention and intervention programs. In fact, most of our entitlement programs are based on such calculations. The Center’s formula for devising a youth development cost projection at

the national, state and local levels is one example of how this could be done (see pp.27-30 and Appendix A). Policymakers, funders and advocates at all levels must join the effort to determine the cost of youth development so that funding for positive developmental supports and opportunities can become a priority rather than an “extra.”

### **Data on Existing Funding and Supports**

There are many programs that provide opportunities and supports to young people, but who knows what they are, where they are, and how many there are? In order to improve the provision of services, supports and opportunities to all youth, communities need to know what currently exists. The Center has introduced YouthMapping in over 30 communities where youth have used their eyes and their feet to answer these questions by identifying community resources useful to their families, friends or themselves. This process provides communities with baseline information about supports and opportunities for youth in a community. This identification process needs to continue at the local level, but with intentional and committed support from the federal and state levels. Such information should also be updated regularly and used in community decisions about resources for youth.

Likewise, in order for the public to make a wise investment of its youth development dollars, a community needs information on the nature and level of current funding. YouthBudget analyses examine and document how resources are allocated to serve young people in a community. This includes the type of program or service funded and the specific youth population targeted. It can also go a level deeper, generating information about who provides the funding and how many young people are served. Such inquiries into expenditures related to young people are a critical step in identifying a community's *priorities* and its *equity of investments*. Through this process, communities can begin to assess their current levels and areas of investment and devise plans for future spending. Such analysis ought to be done from the city and county to the state and federal levels.

### **Building on the After-School Momentum**

Increased public attention to and investment in quality after-school opportunities for school-age youth are encouraging signs that the public is recognizing the value of youth development. There has recently been an outpouring of support and funds for after-school programs at all levels: federal, state, local and philanthropic. This positive momentum could provide the necessary vehicle for increasing public understanding of and commitment to youth development on a national scale. Beyond the traditional “after-school” hours, youth need developmental supports and opportunities during evenings, weekends, summers and other school vacations. Some of the recent after-school initiatives that could have positive implications for a wide-scale youth development movement include the following:

**Federal**

In January 1998, the U.S. Department of Education and the Charles Stewart Mott Foundation announced the development of a public-private partnership to ensure that young people have opportunities for growth and learning during nonschool hours. The Mott Foundation has pledged a minimum of \$55 million over five years to support the federal proposal to expand before- and after-school programs for youth through the 21st Century Community Learning Centers program.

The purpose of the centers is to provide quality extended learning opportunities for children in safe and disciplined school-based programs through building collaborations with schools, community-based organizations, universities and employers. The federal budget for fiscal year 2000 doubled the previous year's allocation to \$453 million for the 21st Century Schools, with Congress members of both parties considering increasing after-school funding as a "win-win" deal.

**State**

In 1998, the California Legislature passed the After-School Learning and Safe Neighborhoods Partnership Programs. This initiative provides elementary and middle schools and their community partners expanded opportunities to promote the educational and social development of children and youth. Fifty million dollars in grant funds will be available to provide learning supports and safe and stimulating environments in the hours immediately following school.

The \$50 million will be available annually for three-year grants. A 50 percent local match (cash or in-kind) from the school districts, government agencies, community organizations or the private sector is required. The grants will be based on an allocation of \$5 per day per student, with the maximum grant for one school year totaling \$75,000 for elementary schools and \$100,000 for middle schools.

These funded programs must operate on school sites a minimum of three hours per day and until at least 6pm on every regular school day. These programs will maintain a student-to-staff ratio of 20 to 1.

Finally, this bill would also require that up to \$550,000 of the funding be allocated to local education agencies for technical assistance and training. In addition, the bill would appropriate \$500,000 from the General Fund to the State Department of Education for state operations for implementation.

**Local**

According to *Evaluation of the New York City Beacons—Summary of Phase I Findings* (Warren et al, 1999):

The New York City Beacons provide an excellent example of the “scaling up” of a targeted after-school/out-of-school initiative to a comprehensive neighborhood improvement program. Crucial to this scaling up was the ongoing leadership and support, financial and otherwise provided by New York City government under two administrations (of differing political parties). This support not only provided funds to allow the initiative to quadruple in size; it also sent an important message to local-level practitioners about the importance of the initiative and the city’s substantial commitment to developing the capacity of community-based organizations to provide opportunities for youth development and to address local community needs. What began as an ambitious and comprehensive initiative in 10 sites became institutionalized in city policy, with its own assistant commissioner, as one of the major ways that the city helps youth, families, and neighborhoods thrive (p.9).

In Baltimore, the Safe and Sound Campaign has proposed an initial investment of \$57.1 million for three years to make possible permanent systemic change to ensure that all of Baltimore’s children and youth have access to cultural, recreational and intellectual after- and out-of-school experiences. Further, in developing its plan for use of the initial investment, Baltimore has also proposed a budget for its after-school program called YouthPlaces. Using information from experts in the field of youth development, Safe and Sound has determined that a quality YouthPlace in Baltimore will cost approximately \$854,000 to serve 500 youth for 740 hours per year.<sup>11</sup>

**Philanthropy**

The sole purpose of The After-School Corporation (TASC) in New York City, established and entirely funded by the Open Society Institute, is to advance the quality and availability of in-school and after-school programs. This intermediary serves as a resource and infrastructure to help disparate after-school initiatives evolve into viable, sustainable programs. TASC will encourage the creation of after-school environments that meet basic needs of youth and stimulate their social and academic development in lively and productive settings. TASC planned to help fund 20 or more programs starting in the 1998-1999 academic year, establishing new programs and augmenting existing ones.

In order for the after-school momentum to successfully contribute to a large-scale youth development movement, several criteria must be met:

1. The efforts need to focus on all youth.
2. After-school programs should intentionally contribute to positive youth development outcomes.
3. The funding for after-school programming must be done realistically so as not only to provide services for youth but also to allow for staff and organizational development, adequate salaries, appropriate and quality equipment and supplies, technical assistance and evaluation of best practices.
4. Community-based organizations should be equal players in the provision of after-school programming.
5. Finally, the funding ought to be protected by whatever means necessary. If the political winds change, youth should not be the victims.

### **Sustainability**

Youth development is an investment that must be made by each sector of the wider community—public and private. In determining each sector's level of responsibility, we must give precedence to mechanisms that account for interrelated roles as well as the need for sustainability, which requires long-term secure and adequate funding. We need to institute mechanisms that will provide adequate funds for youth development for at least 15 to 20 years before we can expect to see widespread positive results. Leaders in each of the sectors—families and neighborhoods; federal, state and local governments; business and philanthropy—must be prepared to make a commitment to sustainability.

One possible scenario for both starting up and sustaining a youth development funding stream could have involved making use of the fiscal year 1998 federal budget surplus and continued deficit reduction. If the federal government had allocated the surplus of \$80 billion to the states with a dollar-for-dollar match, it could have resulted in a start-up amount of \$160 billion for a youth development funding stream. As for sustainability, consider that in 1997 the federal government paid \$241 billion in interest on the deficit, practically equal to what it paid for national defense (\$266 billion). As the deficit is reduced, can funds that are no longer paying interest pay for youth development?

### **Leadership**

Good things are happening for youth due in large measure to the work of many people who have spent their entire careers attempting to create a developmental infrastructure for youth. We will not attempt to list them all, but suffice it to say they are in federal, state and local governments; in communities; in national and local nonprofits; and in foundations and businesses.

In preparing this paper, many of the documents reviewed, conversations conducted, and experiences gained suggested that there has not been enough of the “right” type of leadership supporting youth development for all youth. If there is to be a national youth development infrastructure with adequate and secure funds, the federal government must provide leadership: an individual with power and the will to provide a vision and set an example for the country. This individual could be the president, the vice president, a cabinet member, the speaker of the House or the Senate majority leader.

This leadership can manifest itself at the federal level through policy and legislation by ensuring that revenue is generated and allocated for youth development; that the philanthropic and corporate communities have incentives to fund youth development; and that information is collected and gathered about youth development spending, utilization and outcomes. Beyond these duties, the federal government can also take the lead in ensuring “real” coordination at all levels of government.

This leadership is needed to complement the leadership efforts in local communities like Baltimore; Milwaukee; Indianapolis; Albuquerque; and Hampton, Virginia, where foundations, elected leaders, academics, community organizations and families are making strides in creating the ideal for their youth. Federal leadership could support state-level efforts in Hawaii, California, Maryland and New York, where they are looking at new ways of collecting positive information about youth and finding creative mechanisms for funding youth development opportunities and supports for youth. And finally, federal leadership is needed to complement the efforts of a retired general who has come to realize that in order to give all youth a first chance we must build an infrastructure of supports and opportunities. Strong and effective public infrastructure requires significant public investment.

## Conclusion

As the Center has investigated these issues on the cost and financing of youth development, we may have produced more questions than answers about how to increase public investment in our nation’s youth. Nonetheless, we believe that these questions must be asked in order to provide developmental supports and opportunities for *all* youth.

To better educate youth advocates in both the public and private sectors as to the financial resources required to help all youth achieve positive outcomes, we explored the dollars and financing mechanisms which do and should exist for youth. Keeping our ideal of *youth development for all youth* in mind, the Center set out to investigate how current efforts measure up to the ideal and how we could move more confidently in the direction of that ideal.

## Findings

Of the limited data and general information available on youth development services and spending, we were able to reaffirm the following observations:

- Spending is fragmented among a vast array of disparate government entities and is undertaken in the absence of a comprehensive strategy for youth.
- Spending is primarily for programs providing crisis intervention rather than development.
- Spending primarily targets at-risk youth as opposed to all youth.

Moreover, we found the following to be potential root causes of these trends in spending:

**Devaluation of adolescents.** A comprehensive strategy for all youth eludes us in part because policymakers and society as a whole focus a great deal less positive attention—and as a result fewer supports and opportunities—on adolescents than on younger children. Adolescents who are from poor and disenfranchised backgrounds face even greater obstacles to healthy development. Providing the supports our adolescents need will require a critical examination of and change in society’s attitude toward them.

**Lack of consensus on youth development.** Both the terminology and concept of youth development have yet to take widespread root in the policy and funding arenas. The use of the term itself is often inconsistent or unclear, which, among the other problems this causes, makes it difficult to translate the concept into more dollars for all youth.

**Lack of integrated structure around services and funds for youth.** Fragmented programs and funding for youth must become more responsive to and accountable for all youth. This will only come about with a comprehensive and integrated strategy and structure grounded in developmental principles and practices.

**Lack of adequate and protected funding.** Funds are not protected and dedicated in the manner necessary to sustain the long-term, comprehensive process that is youth development. Increased funds for youth development will be most effective only if they are adequate and secure.

In moving away from these circumstances and toward the ideal of adequate and secure funding for developmental supports and opportunities for all youth, we must seek ways to apply tangible and “fund-able” numbers to our ideal. Through examination of the time and costs associated with youth in nonfamily, out-of-school circumstances, our estimate points to a cost of \$3,060 per youth per year (1,200 hours) for providing youth development supports and opportunities to all school-age

children and youth in the United States. This calculation provides a baseline sum of \$144 billion. This figure may best be understood when it is broken into categories of time:

**Table 5. Category of Time (Annually)**

	Hours	Cost/Youth	Total Cost
After-school (3pm-7pm for 180 days)	720	\$1,836	\$86,488,639,272
Summer (6 hours per weekday for 8 weeks)	240	\$612	\$28,829,546,424
Other out-of-school time (school breaks, holidays and weekends)	240	\$612	\$28,829,546,424
<b>Total</b>	<b>1,200</b>	<b>\$3,060</b>	<b>\$144,147,732,120</b>

### Recommendations

The Center's method for devising such a baseline number is just one way this could be done. There needs to be further investigation and collaboration on applying more concrete costs and financing mechanisms to youth development.

At the same time, we must move toward the ideal by:

**Seeking new types of information.** Information we need to move ahead includes data on youth development services and opportunities now in existence at local, state and federal levels, and the costs associated with them; developmental indicators; and formulas and methods for calculating youth development costs.

**Building on the after-school momentum.** Public attention to, and investment in, quality after-school opportunities for school-age youth could provide the necessary vehicle for increasing public understanding of, and commitment to, youth development on a larger scale.

**Making a sustainable public investment.** Youth development is an investment that must be made by each sector of the wider community—public and private. Examination of federal-state matching, local dedicated taxes, and incentives for business and philanthropy could lead to models for providing adequate and sustainable funding for youth development.

Finally, we will be unable to reach our ideal of adequate and secure funding for developmental supports and opportunities for all youth without strong leadership. National intermediaries must work to cultivate this leadership at all levels of government, and at the grassroots, by creating constituencies. Ultimately, these leaders and constituents are the only ones who can bring about increased public investment and commitment to youth development.

## Endnotes

1. National Center for Education Statistics at <http://nces.ed.gov/fastfacts>.
2. A more current time analysis was recently presented in Public/Private Ventures' *Support for Youth*. Though a bit different from these two graphs, it is consistent with the figures presented.
3. It could be argued that 50 percent is questionable. Surely some families spend more time with their youth than do others, but for the sake of these calculations, we will use this figure.
4. Though Big Brothers Big Sisters uses volunteers, PPV determined that it cost approximately \$1,000 to train, develop a match and supervise a volunteer, disproving the myth that volunteers are free. Cited from Tierney et al., p.52.
5. Cited from "The Cost of Doing the Teen Outreach Program," Cornerstone Consulting, p.1.
6. Cited from "The After-School Corporation" organization overview, p.10.
7. Cited from Stern, L., p.21.
8. Cited from Stern, L., p.29.
9. [www.childrensdefense.org](http://www.childrensdefense.org).
10. Personal communication with Nancy Sconyers, director of NACA's Multi-State Budget Watch Project.
11. These Baltimore figures are lower than those used earlier. The earlier figures are based on the costs of the programs highlighted. In reality, all levels of government will have to make their own determination of the real costs of youth development.

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## Appendix A

### The Cost of Youth Development in the Fifty States

(1,200 hours per year at \$2.55 per hour = \$3,060 per year per youth)

States	School Age Population (6-17 yrs. old)	Annual Cost of Youth Development (,000,000)
Alabama	796,211	\$2,436
Alaska	123,947	\$379
Arizona	826,085	\$2,528
Arkansas	471,143	\$1,442
California	5,594,626	\$17,120
Colorado	700,477	\$2,143
Connecticut	496,985	\$1,521
Delaware	121,176	\$371
District of Columbia	66,842	\$205
Florida	2,206,101	\$6,751
Georgia	1,383,379	\$4,233
Hawaii	203,243	\$622
Idaho	264,079	\$808
Illinois	2,106,369	\$6,445
Indiana	1,084,840	\$3,320
Iowa	518,548	\$1,587
Kansas	474,251	\$1,451
Kentucky	724,997	\$2,218
Louisiana	888,304	\$2,718
Maine	215,897	\$661
Maryland	822,447	\$2,517
Massachusetts	913,843	\$2,796
Michigan	1,784,539	\$5,461
Minnesota	863,972	\$2,644
Mississippi	564,514	\$1,727
Missouri	961,782	\$2,943
Montana	174,664	\$534
Nebraska	313,876	\$960
Nevada	278,130	\$851
New Hampshire	198,306	\$607
New Jersey	1,267,781	\$3,879
New Mexico	353,295	\$1,081
New York	2,911,622	\$8,910
North Carolina	1,248,673	\$3,821
North Dakota	123,711	\$379
Ohio	2,008,464	\$6,146
Oklahoma	621,966	\$1,903
Oregon	578,590	\$1,770
Pennsylvania	1,951,549	\$5,972
Rhode Island	149,760	\$458
South Carolina	690,247	\$2,112
South Dakota	146,075	\$447
Tennessee	946,741	\$2,897
Texas	3,836,373	\$11,739
Utah	531,475	\$1,626
Vermont	102,222	\$313
Virginia	1,121,226	\$3,431
Washington	995,430	\$3,046
West Virginia	329,498	\$1,008
Wisconsin	947,285	\$2,899
Wyoming	101,546	\$311

**The Cost of Youth Development in the Fifty Most Populous Cities**

(1,200 hours per year at \$2.55 per hour = \$3,060 per year per youth)

States	School Age Population (6-17 yrs. old)	Annual Cost of Youth Development (,000,000)
Albuquerque, NM	\$79,765	\$244
Atlanta, GA	65,535	\$201
Austin, TX	93,826	\$287
Baltimore, MD	105,915	\$324
Boston, MA	67,670	\$207
Buffalo, NY	47,630	\$146
Charlotte, NC	75,249	\$230
Chicago, IL	461,572	\$1,412
Cincinnati, OH	61,292	\$188
Cleveland, OH	80,315	\$246
Columbus, OH	111,808	\$342
Dallas, TX	181,462	\$555
Denver, CO	79,132	\$242
Detroit, MI	194,457	\$595
El Paso, TX	139,413	\$427
Fort Worth, TX	87,667	\$268
Fresno, CA	80,882	\$247
Honolulu, HI	52,085	\$159
Houston, TX	345,841	\$1,058
Indianapolis, IN	129,754	\$397
Jacksonville, FL	120,420	\$368
Kansas City, MO	74,066	\$227
Long Beach, CA	72,508	\$222
Los Angeles, CA	582,414	\$1,782
Memphis, TN	117,335	\$359
Miami, FL	62,771	\$192
Milwaukee, WI	100,887	\$309
Minneapolis, MN	47,206	\$144
Nashville-Davidson, TN	85,066	\$260
New Orleans, LA	87,682	\$268
New York, NY	1,149,524	\$3,518
Oakland, CA	57,291	\$175
Oklahoma City, OK	85,290	\$261
Omaha, NE	64,485	\$197
Philadelphia, PA	237,157	\$726
Phoenix, AZ	212,937	\$652
Pittsburgh, PA	47,323	\$145
Portland, OR	75,957	\$232
Sacramento, CA	67,893	\$208
San Antonio, TX	213,113	\$652
San Diego, CA	192,854	\$590
San Francisco, CA	80,884	\$248
San Jose, CA	138,717	\$424
Seattle, WA	66,248	\$203
St. Louis, MO	58,813	\$180
Toledo, OH	57,306	\$175
Tucson, AZ	80,871	\$247
Tulsa, OK	64,865	\$198
Virginia Beach, VA	79,363	\$243
Washington, DC	66,842	\$205

## Appendix B

### Minnesota: Participation and Ages in Youth Development and Service

This table summarizes youth development and service by offering group and participating ages.

Program	Offered By			Participant Ages			
	Community Groups	Schools	Community Education	5-8	9-12	13-15	16-18
<b>Youth Service and Service Learning</b>							
Peer Tutoring	11%	82%	35%	43%	61%	73%	76%
Peer Helpers	9%	73%	27%	24%	43%	67%	71%
Work w/Children	31%	48%	59%	30%	40%	55%	58%
Work w/Elderly	37%	54%	46%	30%	46%	53%	53%
Hunger Relief	41%	51%	30%	33%	43%	56%	52%
Environmental	42%	65%	39%	47%	59%	65%	61%
Peer Mediations	16%	70%	20%	30%	51%	60%	52%
Other	4%	6%	6%	5%	5%	7%	1%
<b>Youth Involvement and Leadership</b>							
Civic Groups	31%	45%	20%	5%	15%	38%	49%
Serv/Ldrsp Prog	41%	70%	49%	16%	41%	67%	71%
Ldrsp Dev For Gr	33%	57%	37%	14%	36%	59%	61%
Youth Clubs	74%	36%	33%	65%	75%	76%	71%
Other	3%	6%	5%	1%	2%	6%	8%
<b>Youth Enrichment Activities</b>							
Sport	62%	81%	79%	80%	83%	81%	79%
Wellness/Fitness	44%	70%	73%	61%	67%	73%	72%
Visual Arts	35%	70%	67%	61%	68%	69%	64%
Performing Arts	55%	77%	74%	73%	83%	84%	78%
Education Clubs	13%	68%	32%	28%	42%	59%	59%
Other	0%	4%	6%	5%	6%	5%	5%
<b>Youth Community Career Connections</b>							
Career Awareness	25%	84%	33%	16%	34%	70%	79%
Career Counseling	10%	79%	11%	5%	12%	52%	75%
Internships	11%	37%	9%	0%	1%	11%	35%
Career Mentors	15%	47%	12%	0%	3%	22%	45%
Voc Ed Clubs	5%	47%	2%	0%	2%	24%	44%
Work Experience	16%	74%	19%	1%	3%	29%	73%
Apprenticeships	8%	22%	6%	0%	0%	5%	2%
Other	1%	2%	2%	0%	0%	2%	3%
<b>Youth Support Network or Services</b>							
Parent Involvement	44%	75%	69%	67%	67%	69%	67%
Adult Mentors	26%	34%	25%	23%	31%	36%	33%
Chem Abuse Prev	51%	83%	47%	58%	75%	81%	82%
Dropout Prev	20%	63%	18%	13%	25%	54%	59%
Teen Preg Support	42%	57%	26%	5%	17%	59%	64%
Family Crisis Couns	52%	48%	13%	48%	53%	58%	59%
Indiv Crisis Couns	40%	35%	9%	32%	39%	47%	47%
Other	3%	4%	2%	2%	3%	3%	2%

\*Cited from: *Community Education Youth Development/Youth Service 1997 Report*  
 Minnesota Department of Children, Families and Learning  
 Community Education and Minnesota Commission on National and Community Service

## Appendix C

### YouthBudget: Spending on Youth in Central Indiana

#### Spending by Purpose and Source: All Counties

Purpose	0-4 Preschool	5-9 Elementary School	10-15 Middle School	16-18 High School	Total
Alcohol & Other Drug Abuse	187,775	273,412	150,999	92,971	705,157
Basic Skills & Workforce Development	37,412	122,062	2,386,999	2,265,682	4,812,155
Child Care	16,261,621	16,396,696	1,604,556	112,052	34,374,925
Child & Youth Development	923,926	4,395,683	5,694,569	3,290,032	14,304,211
Education	8,124,251	476,011,035	529,973,236	256,575,680	1,270,684,202
Family Abuse & Violence	1,122,811	1,083,057	1,227,228	601,688	4,034,784
Health & Well-Being	45,662,335	63,912,148	39,059,772	19,375,183	168,009,439
Individual & Family Support	24,735,032	24,049,559	24,410,188	12,286,312	85,481,091
Juvenile Justice & Child Welfare	16,124,306	16,695,864	26,461,081	15,533,554	74,814,805
Support for People with Disabilities	16,413,078	2,855,549	2,408,971	1,160,553	22,838,151
Teen Parenting	27,644		142,645	296,866	467,154
<b>Total</b>	<b>129,620,192</b>	<b>605,795,065</b>	<b>633,520,243</b>	<b>311,590,573</b>	<b>1,680,526,073</b>

#### Spending by Purpose and Source: All Counties

Purpose	Federal	State	Local	Foundation and UW	Total
Alcohol & Other Drug Abuse	313,993	362,474	0	28,690	705,157
Basic Skills & Workforce Development	4,582,130	0	0	230,025	4,812,155
Child Care	32,665,155	593,169	0	1,116,601	34,374,925
Child & Youth Development	581,574	179,154	2,403,149	11,140,333	14,304,210
Education	35,188,211	1,229,560,197	0	5,935,794	1,270,684,202
Family Abuse & Violence	1,728,627	218,236	1,416,878	671,043	4,034,784
Health & Well-Being	167,192,311	149,832	429,590	237,706	168,009,439
Individual & Family Support	83,821,556	106,019	0	1,553,516	85,481,091
Juvenile Justice & Child Welfare	56,271,262	8,196,414	9,717,354	629,775	74,814,805
Support for People with Disabilities	16,258,030	5,719,639	0	860,482	22,838,151
Teen Parenting	44,603	0	0	422,551	467,154
<b>Total</b>	<b>398,647,452</b>	<b>1,245,085,134</b>	<b>13,966,971</b>	<b>22,826,516</b>	<b>1,680,526,073</b>

Cited from *Public and Philanthropic Spending on Children and Youth in Central Indiana*, November 1997, D. Bonnet Associates

## Appendix D

### Examples of Cities that Use a Dedicated Tax for Children

City	Type of Dedicated Tax	Contact
Albany, California	A library tax is levied as a special property tax to extend library hours and services to offset cuts in library services by the County. (Library Services Act of 1994 Ordinance No. 94-06.) Fund generates about \$250,000.	Assistant to the City Administrator, 510/528-5710
Albuquerque, New Mexico	A portion of a dedicated municipal Quality of Life Tax was used to fund Child Development Centers. The tax has been sunsetted, but there has been an increase in the amount allocated by the city since then.	Director, Dept. of Family and Community Services, 505/768-3000
Ames, Iowa	A Local Option Tax supports a subsidy to child care centers for low- and middle-income families.	Mayor, 515/239-5106
Chandler, Arizona	By 1993 Executive Order, \$400,000 per year from the city's sales tax (.5%) is used to fund the Youth Enhancement Program. The money is derived from increased funds projected to be received as a result of a city sales tax increase. The Fund is administered by the United Way.	Recreation Superintendent, 602/786-2485
Freeport, Illinois	A portion of the food and beverage tax established in 1993 is used for children and family programs (Chapter 882-Food and Beverage Privilege Tax). Taxes are levied on alcoholic beverages at retail stores and on beverages or prepared food in any retail food facility. \$.02 of every \$1 taxed is used to fund a food pantry, a community clinic, early childhood centers, a drug and alcohol commission, and a coalition for a safe community.	Mayor, 815/235-8200
Greensboro, North Carolina	A dedicated municipal tax for the Greensboro Housing Partnership Fund passed in 1988. One cent of every \$100 levied in property tax is allocated for the exclusive use of housing. It generates about \$1.3 million per fiscal year.	Director of Housing and Community Development, 910/373-2349
Kent, Washington	In 1989, a mandatory funding base for human services was established. The City Council adopted Resolution No. 1205 which mandates that 1% of the city's General Fund be designated as a Human Services Fund through which dollars are distributed to nonprofit agencies who serve families and children.	Human Services Planner, 206/850-4789
Madison, Alabama	A .5 mill property tax for a library fund for construction of the Madison Public Library was created in 1989 by referendum. It generates between \$65-70,000 per year. (Resolution No. 89-23-R).	Finance Department, 205/772-5600

City	Type of Dedicated Tax	Contact
Manhattan, Kansas	Use of 1.5 mill of property tax for social services was begun in 1988. This year's funding is about \$130,000. A Social Service Advisory Board oversees the use of the funds and the development of programs to meet social service needs of the community.	Assistant City Manager, 913/537-0056
Modesto, California	A Park and Recreation Facilities Fund is generated from a bedroom tax on each dwelling unit constructed. Started in 1965 to improve and expand parks, playground and recreation facilities, each unit is taxed \$15 for the first bedroom and \$5 for each additional bedroom not to exceed \$30. It generates \$20,000 per year.	Recreation Superintendent, 209/491-5902
Muskegon, Michigan	A city income tax was created in 1993. The City Commission promised that part of the levied tax would be put toward the services the citizens wanted, one of which was a city recreation program.	Director of Leisure Services, 616/724-6704
Oakland, California	Recently passed Measure "K," which amends the city charter to establish the Oakland Children's Fund. It designates 2.5% of the city's budget to children and families' programs, and establishes a 19-member Planning and Oversight Committee for planning, oversight, and evaluation of the use of the funds.	Mayor, 510/238-3611
Pasadena, California	Residents have approved a property tax to support library services beginning in 1993. It first passed with 79% support. More recently it garnered 86.5% of the vote.	Library Director, 818/405-3867
Portland, Texas	A half cent sales tax for a community center was passed by ballot in 1993. Revenues aid in paying the debt service on the bond issue the city granted.	Park and Recreation Director, 512/777-3301
Roanoke, Virginia	A dedicated municipal tax on cigarettes was used to finance construction and renovation of a juvenile justice system facility.	Director of Human Development, 540/981-2302
Roswell, New Mexico	The city levies a cigarette tax specifically for youth programming. It usually generates \$45-50,000 a year.	Recreation Director, 505/624-6720
Scottsboro, Alabama	A one cent sales tax dedicated to building and renovating high schools was created by an ordinance of the City Council in 1995 (Ordinance No. 394). It raised \$2 million in its first year.	Mayor, 205/574-4510

City	Type of Dedicated Tax	Contact
Seattle, Washington	The city voters passed a Families and Education Levy, raising \$8.5 million a year for seven years for children and family support services.	Family and Youth Director, 206/386-1010
South Holland, Illinois	In addition to all other village taxes, special taxes from property millage are dedicated to an array of funds that include a recreation fund, a library fund, and a drug education fund.	Assistant to the Mayor, 708/210-2900
Springfield, Missouri	A one mill property tax earmarks \$.11 of every \$100 for public health centers that provide child health and immunization clinics. This year it has brought in \$1.2 million.	Director of Public Health and Welfare, 417/864-1657

(Cited from National League of Cities, "New Directions for Cities, Families, and Children, 1997, pp. 6-7.)