



Policy Matters

Setting and Measuring Benchmarks for State Policies

ENGAGING YOUTH IN POSITIVE AND PRODUCTIVE ROLES

A Discussion Paper for the Policy Matters Project

POLICY MATTERS: Setting and Measuring Benchmarks for State Policies

Engaging Youth in Positive and Productive Roles: Recommendations for State Policy

A DISCUSSION PAPER FOR THE *POLICY MATTERS* PROJECT

Center
for the
Study
of
Social
Policy

1575 Eye Street, N.W., Suite 500
Washington, D.C. 20005

February 2003

Acknowledgements

Without the help of some very intelligent and committed individuals, the work of *Policy Matters* is largely impossible. The Center thanks Talmira Hill, of the T.L. Hill Group, who authored earlier drafts of this paper. We are deeply indebted to the youth policy design team for its significant contributions to this work. The following individuals provided considerable insight through a series of meetings that were always informative and enriching.

Brett Brown

Child Trends

Cindy Brown

Consultant

David E. Brown

National Youth Employment Coalition

Laura Caldwell-Aden

*District of Columbia Youth Services Administration
Council of Juvenile Corrections*

Sonia Chessen

*Division of Children and Youth Policy
Office of the Assistant Secretary for Planning
and Evaluation
U.S. Department of Health and Human Services*

Glenn Daly

*Office of Youth Development
Massachusetts Executive Office of Health
and Human Services*

Jacque Eccles

*Institute for Research on Women
University of Michigan*

Thaddeus Ferber

Forum for Youth Investment

Robert Friedman

*Department of Child and Family Studies
Louis de la Parte Florida Mental Health Institute*

Sally Herrick

New York Child and Family Services

Karen Johnson

National Conference of State Legislators

Thomas MacLellan

National Governors' Association

Richard Moore

Criminal and Juvenile Justice Planning (Iowa)

Martha Moorehouse

*Division of Children and Youth Policy
Office of the Assistant Secretary for
Planning and Evaluation
U.S. Department of Health and Human Services*

Glenda Partee

American Youth Policy Forum

Marion Pines

Sar Levitan Center for Social Policy Study

Karen Pittman

Forum for Youth Investment

Brenda Russell

National Network for Youth

Special thanks are due to Stan Schneider, Frances Schorr, and Kathleen Agaton at Metis Associates for their thorough review of the paper and helpful suggestions.

The Center thanks the Annie E. Casey Foundation for its generous support of the *Policy Matters* project.

Table of Contents

ACKNOWLEDGEMENTS	ii
PREFACE	v
I. BACKGROUND: YOUTH AND YOUNG ADULTS COUNT	1
The National Youth Policy Scene	1
The State-level Youth Policy Scene	2
II. ENGAGING YOUTH IN POSITIVE, PRODUCTIVE ROLES: A BEGINNING FRAMEWORK	5
Key Definitions and Conceptual Issues	5
Youth Policy Framework	6
A Youth Policy Logic Model	11
III. PRELIMINARY YOUTH POLICY BENCHMARKS	15
Universal Policies	16
Youth-focused Policies	21
Vulnerable Youth Policies	24
IV. CONCLUSION	33
APPENDIX A – LONG-TERM OUTCOMES	35
APPENDIX B – POLICY MATTERS PROJECT OVERVIEW	39

List of Figures and Tables

Figure 1.	Youth Policy Framework	10
Figure 2.	Youth Engaged in Positive, Productive Roles Logic Model	12
Table 1.	Policies, Key Features, and Available Options for Universal Policies	20
Table 2.	Policies, Key Features, and Available Options for Youth-focused Policies	23
Table 3.	Policies, Key Features, and Available Options for Targeted Policies	29
Figure B.1.	Overlapping Age Spans	43
Table B.1.	Preliminary List of School Readiness Policies	43
Table B.2.	Preliminary List of Healthy Families Policies	44
Table B.3.	Preliminary List of Strong Family Relationships Policies	44
Table B.4.	Preliminary List of Youth Engaged in Positive and Productive Roles Policies	45
Table B.5.	Preliminary List of Family Economic Success Policies	45
Table B.6.	Preliminary List of Educational Success Policies	46

Preface

About the Policy Matters Project

Policy Matters is an initiative of the Center for the Study of Social Policy in collaboration with the National Center for Children in Poverty (NCCCP) and Child Trends. The *Policy Matters* project is designed to develop and make available coherent, comprehensive information regarding the strength and adequacy of state policies affecting children, families, and communities. The project seeks to establish consensus among policy experts and state leaders regarding the mix of policies believed to offer the best opportunity for improving child and family well-being. A series of policy briefs, policy papers, guides for self-assessment, and 50-state comparative reports are envisioned. The project focuses on six core results: school readiness, educational success, family economic success, healthy families, youth development, and strong family relationships. These six core results comprise one composite family-strengthening policy agenda, emphasizing the importance of both individual results and the interaction of multiple results.

About This Paper

This paper presents a framework for, and recommendations regarding, policy goals and benchmarks aimed at engaging youth in positive and productive roles. In Section I, the paper reviews the trends in national and state-level youth policy efforts. In Section II, the paper addresses the role of public policy in encouraging young people to participate in positive and productive roles. Specifically, the paper provides a framework for a two-dimensional view of youth policy. The section continues with a short discussion of a logic model that links state policy and policy implementation to the core result. Section III presents in more detail the policy options and preliminary benchmarks that research and practice evidence suggests are likely to lead to better outcomes for young people. The paper briefly outlines the specific policy recommendations and suggested benchmarks for each policy. Taken together, the policies identified present a powerful and compelling agenda for improving outcomes for young people ages 8 to 24.

This work is a first step in a larger project that, when complete, will enable states to compare their policy efforts to established benchmarks, track their progress on the youth policy agenda over time, and compare their states' efforts to that of other states. While other policy remedies are possible, this paper limits its focus to those policies with greater research evidence supporting their effectiveness. Over time, recommendations and benchmarks will be improved, as more research and practice

evidence is available. Future benchmarks may be modified to allow consistent tracking of state progress and to overcome data limitations. Thus, this paper presents a preliminary set of benchmarks and is offered as one contribution to a national discourse on the well-being of youth and the policies that strengthen them. In the future, *Policy Matters* intends to assess states' progress toward meeting those benchmarks that most effectively and directly benefit families and youth. It is hoped that this framework will help states to think strategically about policy decisions that improve the well-being of families.

This paper is offered as an invitation for further deliberation and action regarding policies leading to the engagement of young people in positive and productive roles. It represents a beginning consensus among the experts involved in the youth roles workgroup and those who have given written and verbal feedback to the paper. In the future, through multiple and broadly inclusive discussions with state and national policymakers, administrators, practitioners, and advocates, the project hopes to expand this initial consensus to a national bi-partisan consensus on policy directions for those interested in promoting youth development outcomes.

About the Partners

The Center for the Study of Social Policy is a non-profit, non-partisan policy organization located in Washington, D.C. The Center's mission is to promote policies and practices that improve the living conditions and opportunities of low-income and other disadvantaged persons. The Center works in partnership with federal, state, and local governments and communities to shape new ideas for public policy, to provide technical assistance to states and communities, and to develop and lead networks of innovators.

The National Center for Children in Poverty (NCCP) identifies and promotes strategies that prevent child poverty in the United States and that improve the lives of low-income children and their families. NCCP designs and conducts field-based studies to identify programs, policies, and practices that work best for young children and their families living in poverty. NCCP further advances its mission by disseminating information about early childhood care and education, child health, and family and community support to government officials, private organizations, and child advocates, and provides a state and local perspective on relevant national issues.

Child Trends is a non-profit, non-partisan research organization dedicated to improving the lives of children by conducting research and providing science-based information to improve the decisions, programs, and policies that affect children. In advancing this mission, Child Trends collects and analyzes data; conducts, synthesizes, and disseminates research; designs and evaluates programs; and develops and tests promising approaches to research in the field. Child Trends has achieved a reputation as one of the nation's leading sources of credible data and high-quality research on children.

Youth Engaged in Positive and Productive Roles

BACKGROUND: YOUTH AND YOUNG ADULTS COUNT

1 The National Youth Policy Scene

The Center for the Study of Social Policy's *Policy Matters* project examines six core result areas – school readiness, school success, youth engaged in positive and productive behaviors, family economic success, healthy families, and strong family relationships. The inclusion of a core result focused on youth and young adults acknowledges a growing interest in policy to affect outcomes during the preadolescent, teen, and young adult years. A result area aimed at youth and young adult policy is timely given national demographic trends in the United States, increasing attention to youth issues and measures of success, and growing local and state policy interest.

By 2010, the teenage population will surpass the baby boomers' peak of 33 million and reach nearly 35 million – more U.S. teenagers than in any period since the 1970s.² When young adults up to age 24 are included, the number rises to an estimated 38.7

By 2010, the teenage population will surpass the baby boomers' peak of 33 million.

million, nearly 7 million or 21 percent higher than the 1995 population for this age group.³ To complicate matters, around 4.5 million young people ages 14 to 24 in the United States in 1999 were “vulnerable.”⁴ Vulnerable youth include

those young people leaving the foster care or juvenile justice systems, leaving dependence on income support, teenage children of incarcerated parents, immigrant and refugee youth, homeless and runaway youth, and young people with physical or mental health challenges. The private sector already recognizes the significance of the

growing youth population, as evidenced by increased attention to the buying power of teens, “tweens” and their parents.⁵ Many organizations concerned with improving opportunities for youth and young adults to engage in positive and productive activities recognize this trend and consider it good reason to encourage more public policy focused on young people.

The social policy research and evaluation fields are giving more and more attention to youth and young adult indicators in a myriad of projects. During the national conference, “Key Indicators of Child and Youth Well-being: Completing the Picture,”⁶ several papers discussed indicators of youth and young adult development.⁷ In addition, national research organizations continue to provide analysis of the relationship between youth indicators and policy.⁸ Federal initiatives, including Healthy People 2010; the National Academy of Sciences’ Committee on Adolescent Health and Development; the White House Conference on Teens, held in April 2000; the National Youth Summit held in June 2002; and the ongoing data collection and reporting of federal agencies on education, workforce development, crime, and other issues, all include a focus on indicators for youth and young adults. These federal efforts heighten national public awareness of youth issues and raise discussions about how to better measure the extent to which the teenage years are healthy and positive.

While interest in the growing teenage and young adult population in the U.S. is growing, there is no clearly defined and unified federal youth policy aimed at promoting positive and productive behaviors among the young people of this nation. Instead, several federal policies and categorical programs include or have an exclusive focus on young people as a target population. These policies address education and workforce development or health and human services. In recent years, youth advocates have introduced one proposal for federal legislation aimed exclusively, and non-categorically at young people. The proposed Younger Americans Act⁹ sets out a national agenda to focus public support on promoting success among youth and addressing their unique needs. This proposal reflects the view that establishing federal policy specifically to address the needs of young people is in the national interest.

The State-level Youth Policy Scene

As national demographic, research, and policy trends unfold, several states are developing comprehensive, collaborative youth policies responsive to the needs of youth and young adults.¹⁰

Several states are developing comprehensive, collaborative youth policies responsive to the needs of youth and young adults.

The Forum for Youth Investment’s review of current efforts to promote youth policies at the state level highlights several relevant initiatives.¹¹ States involved in these efforts are implementing innovative youth policies with statewide strategies to engage

multiple youth-serving agencies across sectors in pursuing a common vision. National organizations of state policymakers, such as the Council of Chief State School Officers and the National Conference of State Legislatures, provide ongoing opportunities for states to examine specific and cross-sector policy issues. In addition, several states are working internally to monitor youth indicators as part of broader efforts to track state progress on specific outcomes.¹² The youth policy vision and implementation experiences of these and other states will be invaluable for informing the present effort to set benchmarks for state youth policy.

The remainder of this paper offers a framework for policies that support “youth engaged in positive and productive behaviors.” Specifically, this paper (1) defines three types of policy categories relevant for youth policy in the context of a developmental perspective on youth and (2) lays out a logic model mapping the relationship between results and initial policy recommendations.

Engaging Youth in Positive and Productive Roles

A BEGINNING FRAMEWORK

2 Key Definitions and Conceptual Issues

No widespread consensus exists among members of the youth development or youth policy community on what a “youth policy framework” should entail. Absent such agreement, the following definition of “youth” and a preliminary policy framework is offered for the purposes of the *Policy Matters* project.

Definition of Youth

Youth is defined as including those persons 8 to 24 years of age for three reasons: First, this age span accounts for three major and distinct developmental and transitional periods

Developmental Period	Ages
Middle Childhood	8 – 12
Adolescence	13 – 18
Young Adulthood	19 – 24

in the life of young people: middle childhood (ages 8 to 12), adolescence (ages 13 to 18) and young adulthood (ages 18 to 24). Typical definitions of youth either focus arbitrarily on one developmental period during this span, thereby artificially divorcing one period of development

from its predecessor, or include broader age ranges without distinguishing developmental periods. By acknowledging the three stages, this definition allows for consideration of the age-dependent needs of young people and corresponding age-appropriate policy strategies.

Second, this definition allows for a much-needed focus on the transition between developmental stages. The transitions from middle childhood to adolescence and from

adolescence to young adulthood are two of the most difficult periods of young people's lives.¹³ Attention to these transitions, as well as the intermittent stages of development, are necessary if policy efforts are to be appropriate for young people's needs.

Third, this age-span definition allows for some consideration of the multiple youth-serving organizations in existence and the necessity of coordination among such groups if maximal support is to be delivered to young people.¹⁴

Definition of Benchmark

A *benchmark* is a point of reference from which measurements may be made and/or something that serves as a standard by which others may be measured. Benchmarks convey not only the general idea of measurement but also set an explicit standard for performance. Where indicators measure a change in a result or condition (e.g., increases in age-appropriate child immunization rates), benchmarks measure such changes against an established standard. Consequently, benchmarks make possible certain judgments about the success or failure of a measured change that indicators alone do not.

YOUTH POLICY FRAMEWORK

A youth policy framework should balance investments during each stage of the youth age span (i.e., middle childhood, adolescence, and young adulthood) with investments in various sectors of the youth-serving system. Categorical program and funding strategies are insufficient for creating the necessary linkages among the education, sports and recreation, juvenile justice, child welfare, workforce development, health, and civic engagement organizations that attempt to serve the needs of young people. A framework organized around investments in middle childhood, adolescence, and young adulthood is conceptually sound, even optimal, for presenting states with a set of categories that promotes youth policy. This developmental perspective can enable states to focus on how policies affect young people's experiences at each of these crucial life stages. Moreover, it can encourage states to identify policies that offer age-appropriate opportunities for growth and mastery in the multiple disciplines that contribute to the whole young person. Implied in this approach is the notion that policy and its implementation must enable collaboration and coordination across sectors and among institutions (e.g., schools, community and faith-based youth organizations, public agencies, and others) in order to meet the needs of young people.

A Developmental Perspective

A developmental perspective on youth includes three stages:

Middle childhood includes ages 8 through 12. During this period of development, young people experience a host of changes, including physical growth, onset of puberty and sexual awakenings, and psychological developments (e.g., self-identity and self-esteem). In addition, key thinking, conceptual, and functional skills (e.g., reading and mathematics) develop during

this period. Peer relationships and interpersonal social dynamics change dramatically during middle childhood and early adolescence. Policies during this period should attend to the acquisition of basic social and functional skills and competencies in a number of

Problem behaviors and health-enhancing behaviors tend to cluster in the same individuals and to reinforce one another.

domains (e.g., literacy, arts, music, mathematics, and conflict resolution) and to the establishment of strong relationships with caring adults.¹⁵ Toward these ends, states should enact policies that establish and adequately fund after-school and adult mentor

programs. Such policies should be flexible enough to allow local communities and agencies to tailor programs to the specific needs and strengths of the service area.

Adolescence encompasses ages 13 through 18. Youth continue to experience a number of dramatic changes and increased pressures as they make the transition from middle childhood to adolescence. During adolescence, youth seek increased autonomy and personally confront a range of risk-taking behaviors like alcohol, tobacco, and drug use, sexual intercourse, and some violent behaviors. However, not all adolescents participate in risky activities or are at risk for experiencing serious problems. A combination of individual, social, and environmental factors contributes to a young person's decision either to abstain from or to engage in such behaviors. Further, research evidence indicates that both problem behaviors and health-enhancing behaviors tend to cluster in the same individuals and to reinforce one another.¹⁶ The leading causes of morbidity and mortality among adolescents are behavioral in nature and are preventable. Such behaviors call for health promotion interventions, especially because these behaviors often affect health outcomes well into the adult and senior years.¹⁷

Consequently, policies aimed at supporting adolescents should equip young people with strong social skills, help them withstand the temptations of destructive risks and overcome the effects of unhealthy choices, and prepare them for the coming roles and responsibilities of adulthood. Specifically, states should consider policies that reduce risks to adolescents, including:

- Mental, physical, and preventive health policies;
- Substance abuse prevention and treatment policies; and
- Reproductive health policies.

States also should consider policies that help prepare adolescents for increasing levels of responsibility as they move toward adulthood, including:

- Adult-youth mentoring relationships;
- School-to-work, apprenticeship, and Workforce Investment Act programs;
- Civic participation and volunteerism; and
- Recreation, sports, and leisure.

Young adulthood refers to ages 19 through 24. The transition into adulthood marks another period of increased responsibilities and societal expectations for young people. The role of public policy for young adults should be: (1) to support the transition from adolescence to adulthood and (2) to provide supports that enhance a young person's ability to assume and meet adult roles. The young adulthood stage of development calls for policies that extend the age limits for certain programs such as juvenile corrections, child welfare, and health insurance coverage, allowing greater support during this transition, as well as policies that support employment and employment training, higher education, housing assistance, and after-care services.

While the developmental perspective can be a useful tool for cultivating responsive youth policy, it is likely to present a practical challenge for states attempting to organize policies within this framework. Many existing policies address the adolescent stage of development, while almost none address the needs of children in middle childhood, and few recognize the unique needs of young adults. Conversely, policies in areas like education and health can apply to all three developmental stages, though these policies may not appropriately address unique aspects of each stage of development. Further refinement of the framework and innovation in state policy is needed in order to craft state policies sensitive to the differing needs of young people in each developmental stage.

Policy Categories

A practical approach for framing youth policy organizes policies around three policy types: (1) universal policies, (2) youth-focused policies, and (3) policies for vulnerable youth.

Universal policies generally focus on the population-at-large rather than specific groups of youth. Universal policies often address large-scale systems (e.g., education systems) that deliver community-wide public goods. These policies benefit or create challenges for young people although they are not designed with the exclusive intent of doing so. In the case of universal policies that pose challenges to young people, it is often the case that such policies can be made “youth friendly” with some emphasis on incorporating youth development principles.

Youth-focused policies view state policy through a developmental lens, emphasizing acquisition of age-appropriate competencies needed at middle childhood, adolescent, and young adulthood stages of life and seek to build upon the strengths and assets of young people rather than targeting specific deficits or weaknesses. The primary objective of youth-focused policies is to equip young people at each stage of development with the social, academic, emotional, and relationship competencies needed for their well-being during that stage and prepare young people for successful transition to future life stages.

Vulnerable youth policies focus specifically on at-risk youth and are tailored to address the particular circumstances of these young people and their special needs. Unlike universal

policies that focus on basic public goods, policies for vulnerable youth are aimed at helping specific groups of young people – often those who have come into the custody of the state – to overcome deficits, problems, or challenges. But despite its general deficit orientation, this category of policies can be crafted to deliver supports in a manner consistent with positive youth development principles and a strengths-based approach. This category includes child welfare, juvenile justice, runaway and homeless youth, and workforce development policies.

In order to implement policies in each of these categories, multiple disciplines of expertise relevant to the healthy growth and development of young people must be brought together. In addition, each type of policy includes interventions that are appropriate for middle childhood, adolescence, and young adulthood. To be responsive to the various needs of young people in each stage of development, any policy agenda intended to achieve results for youth must include policies from each of the three policy categories, with attention to addressing the particular needs of each of the three developmental stages of youth.

Adding It All Up

The proposed youth policy framework is two-dimensional. The first dimension includes the type or category of policies benefiting young people (e.g., universal, youth-focused, and “vulnerable youth” policies). The second dimension includes a focus on the developmental stages through which young people transition (e.g., middle childhood, adolescent, and young adulthood). Figure 1 outlines the youth policy framework. This two-dimensional view of state policies for affecting young people provides a useful matrix for assessing whether given policies are appropriately sensitive to the developmental needs of youth and for identifying areas where new policy is needed.

Figure 1. Youth Policy Framework

POLICY CATEGORY	DEVELOPMENTAL STAGES		
	Middle Childhood	Adolescence	Young Adulthood
Universal Policies			
■ Alcohol, Tobacco, and Substance Abuse Prevention		←————→	
■ Community Services	←————→		
■ Driver’s License		←————→	
■ Health Care (Adolescent and Reproductive Health)	←————→		
■ Education	←————→		
■ Recreation and Parks	←————→		
Youth-focused Policies			
■ Youth Programming (after-school time, mentoring)	←————→		
■ Coordination of Youth Programs	←————→		
■ Youth Representation on Public Boards and Advisory Committees		←————→	
Vulnerable Youth Policies			
■ Child Welfare	←————→		
■ Income Security	←————→		
■ Juvenile Justice	←————→		
■ Workforce Development		←————→	

A Youth Policy Logic Model

Figure 2 presents a logic model for a state-level youth policy agenda. In general, the logic model attempts to “map” the conceptual linkages between the desired result (youth engaged in positive and productive behaviors) and the policies whose cumulative effects might produce this core result. While the logic model is represented in linear terms for ease of representation, the relationships depicted are by no means “clean” and linear. Indeed, the interactions between each section of the logic model can be highly iterative and complex.

Result and Long-term Outcomes

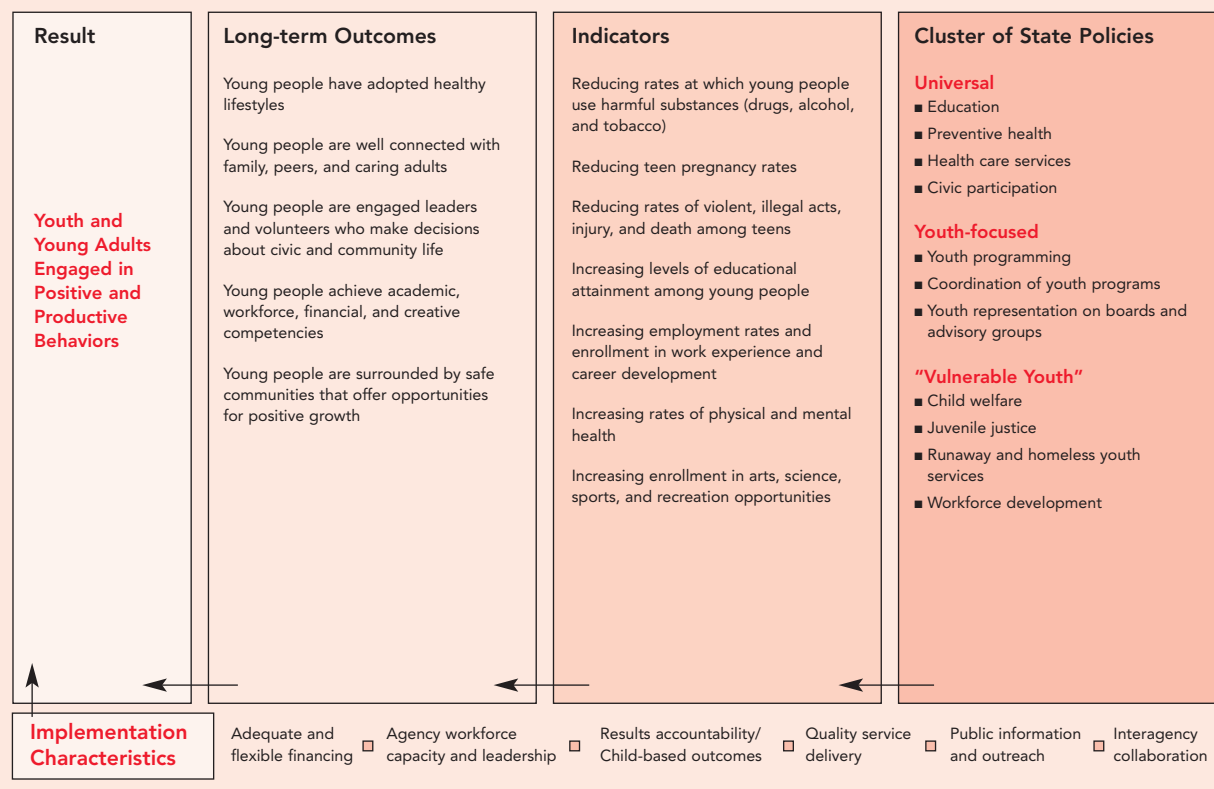
Five long-term outcomes operationally define the youth development result: (1) young people have adopted healthy lifestyles; (2) young people are well connected with family, peers, and caring adults; (3) young people are engaged leaders and volunteers who participate in making decisions about civic and community life; (4) young people achieve academic, workforce, financial, and creative competencies; and (5) young people are surrounded by safe communities that offer opportunities for positive growth. These outcomes identify certain core activities and opportunities that youth need at each of the developmental stages in order to grow and mature optimally. A detailed description of these outcomes is offered in Appendix A.

Indicators

The indicators in the logic model correspond to the five long-term outcomes. Because young people can and do exhibit a range of both healthy and unhealthy behaviors, often within an individual young person, the logic model’s partial list of indicators includes both negative and positive measures. Some indicators focus on helping young people avoid or overcome the effects of negative circumstances, such as use of harmful substances (alcohol, tobacco, and illegal drugs), teenage pregnancy, and violence.

Other indicators focus on promoting positive roles and behaviors by increasing opportunities for young people to exercise informed choices, play meaningful roles, and prepare for adulthood. A set of positive indicators addresses high school graduation, post-secondary enrollment and completion, academic and skill proficiency, employment, and civic participation. These indicators point to the levels at which a state’s young people are taking advantage of policy opportunities that lead to competent and productive adulthoods.

Figure 2. Youth Engaged in Positive, Productive Behaviors: A Policy Logic Model



Categories of State Policies

The logic model also includes the three categories of state policies outlined above that hold potential for affecting the indicators and outcomes of interest: universal, youth-focused, and “vulnerable youth” policies. This categorization of policies to support positive and productive roles for youth offers practical guidance that states can apply in mapping current policies and considering new directions. By examining the extent to which each policy category reflects strategies that are responsive to the developmental stages of middle childhood, adolescence, and young adulthood, this framework provides a template for coherent and responsive approaches to youth policy.

Implementation

While the logic model outlines the conceptual relationship between desired results and state-level policies, the relationship is by no means linear. Several factors either enhance or inhibit the likelihood of an enacted policy’s success at producing intended outcomes. Implementation capacity and activities, as well as characteristics of state policy, are major factors contributing to their success.

The principal implementation categories necessary for the achievement of state policies to support positive and productive behaviors for youth are:

- Financing;
- Agency workforce capacity and leadership;
- Quality service delivery (including local program flexibility and decision making);
- Public information and outreach;
- Accountability, monitoring, and data systems; and
- Interagency collaboration.

The kinds of specific implementation policy decisions that are most relevant to the three categories of youth-related policies may include such issues as the flexibility of funding, maintaining a results focus by setting and tracking measurable outcomes for youth, organizing effective coordinating structures, training youth workers, and supporting identifiable leadership at state and local levels.

Preliminary Youth Policy Benchmarks

3

The preceding discussion of the youth policy logic model outlines the conceptual relationships between the core result (youth engaged in positive and productive behaviors) and a mix of policies and implementation activities designed to impact that result. The logic model also presents, in general terms, the specific policies and implementation characteristics that are believed to contribute to desired outcomes for young people. If, however, the project is to translate the general list of policies and policy implementation characteristics into a system usable for comparing state efforts, these general listings must be transformed into specific, scalable criteria. These criteria then become the basis upon which specific benchmarks are set.

How to Read the Following Tables and Benchmarks

The remainder of this section outlines the key criteria for policies recommended in each of the three policy categories. Tables 1 through 3 present recommended policies for the universal, youth-focused, and “vulnerable youth” areas. The first column in each table lists the recommended policies. Column two of each table lists the key features of each policy that states should address if the policy is going to have the greatest likelihood of success. Column three lists a range of options available to states for each policy feature. In some cases, a simple “yes” or “no” is used to describe whether a policy feature exists in state policy. In other places, a greater level of detail is possible, and a range of specific options is listed. Bold items in the third column represent the recommended benchmark against which to assess state policies.

Criteria for Recommended Policies

The term “policy” refers to those formal statements and decisions reflected in state statutes, executive orders, memorandums of understanding, and judicial rulings. The policies recommended in this paper represent a beginning set of state policies for (1) framing a youth engagement and development policy agenda and (2) laying the basis for both an assessment tool and a comparative report of state policy efforts. The recommendations are not exhaustive but attempt to define a select set of policies whose cumulative impact may lead to more families becoming economically successful. The recommendations meet a number of criteria that guided the deliberations of an interdisciplinary workgroup tasked with reaching consensus on a select number of policies with the best potential for improving economic results for families. These general criteria include:

1. Demonstrated effectiveness in the research and evaluation literature;
2. Support by collective wisdom of practitioners from the field;
3. Address children and families for whom outcome data are most disparate;
4. Have sufficient scope and scale to address the outcome;
5. Are politically and administratively feasible; and
6. Are compatible with the values and assumptions of a family-strengthening perspective.

Satisfying these criteria sometimes proved difficult and, therefore, some important policies are not included. However, the policies that are included do offer a beginning point for some action and refinement. A discussion of the recommended policies and benchmarks follows.

Universal Policies

*Policy 1: Education*¹⁸

Many young people find standard school settings challenging.¹⁹ The learning styles and instructional needs of young people vary. In response to these needs, schools are becoming more diverse.

Addressed herein are state policies that offer educational opportunities for young people who are at risk of dropping out of school and for whom alternative learning environments are the preferred way to meet their basic educational needs. States are offering broader menus to extend learning options for young people, including charter schools, nontraditional schools, and out-of-school and community-based education programs with the potential of post-secondary educational opportunities. Historically, states have also provided significant aid to students based on financial need, though the level of state support for need-based tuition assistance has been falling since the 1980s.²⁰

To address education policy that supports youth engagement in positive, productive activities, The youth policy workgroup recommends the following:

- 1.1 Extended Learning Options.** The establishment of a broadened menu of learning options for young people, including after-school programs, charter and nontraditional schools, and community-based education, with pathways provided in alternative schools to post-secondary education can enhance the likelihood that they can achieve educational success and maintain a positive developmental course through the high school years.²¹
- 1.2 Alternative Education Diplomas.** Students who successfully complete approved alternative education programs should receive high school diplomas.²²
- 1.3 Dropout Programs.** Measurement of dropout rates for schools and establishment and funding of dropout recovery programs for schools with high dropout rates can influence secondary school attendance.²³
- 1.4 Continuous Enrollment at Current School.** The majority of children and young people entering foster care are moved into unfamiliar homes and schools—often multiple times in one year. This requires weeks, or even months, of adjustment. Moreover, the lack of standardized curricula and tracking systems creates gaps in appropriate instruction for youth who often require special attention and support. A child moved from one foster home to another can find herself academically months behind others in the class.²⁴ Overall, it is much less disruptive both academically and socially for a child or young person to remain in the same school. National studies report significantly lower rates of high school completion in the population of youth discharged from foster care.²⁵ Some of these problems could also be averted by increasing the stability of out-of-home placement and, thereby, reducing changes in schools attended.²⁶ Where possible and healthy for the child, states should require child welfare agencies to continue students at their current schools of enrollment.

Policy 2: Preventive Health

Some health-related policies deserve special attention as part of universal policies supporting youth, either because they address lifestyle patterns established in youth, with serious consequences later in life, or because they have immediate, potentially catastrophic effects during the younger years. Two particular behaviors – smoking and alcohol consumption – are major risk factors for and cause more diseases and deaths than any other health-related behaviors. State health policies already focus on the prevention of these risk-taking behaviors and promote safe, health-supporting habits through regulation of cost and availability of these products to youth. Regarding risk reduction, state policymakers can specifically adjust cigarette and alcohol taxes to levels most likely to control consumption by young people and can establish ongoing means

through state law that support enforcement directed at illegal access by under-age youth. In addition, states have adopted injury prevention measures affecting the youth population most specifically, such as helmet protection laws for cycles and scooters.

The following are preventive health policies with particular relevance to youth:

- 2.1 Cigarette Tax.** An excise tax to control cigarette consumption set at over \$1.00 per pack of cigarettes provides a significant disincentive to youth smoking behavior. Two states—New York and California—have raised cigarette tax rates to over \$1.00 per pack with resulting reductions in consumption for teenagers.²⁷ Tobacco remains the leading cause of death (from heart disease, stroke, and cancer) among Americans.²⁸
- 2.2 Tobacco-related State Income.** Between 15 and 25 percent of the funds from the Master Tobacco Settlement Agreement or revenue from excise taxes on tobacco products should be devoted to youth development interventions.
- 2.3 Enforcement of Tobacco-related Age Restrictions.** In keeping with federal guidelines, states should establish routine procedures to ensure enforcement of the prohibition of sales of tobacco products to minors.²⁹
- 2.4 Beer Tax.** An excise tax on beer should be set at more than \$.30 per gallon to control beer consumption is recommended.³⁰
- 2.5 Liquor Tax.** An excise tax on liquor should be set at more than \$4.00 per gallon to control consumption is recommended.
- 2.6 Wine Tax.** An excise tax on wine should be set at more than \$.75 per gallon to control consumption is recommended.
- 2.7 Enforcement of Alcohol-related Age Restrictions.** States should establish procedures to ensure enforcement of the prohibition of sales of alcohol to minors. Rates of alcohol-related deaths from motor vehicle crashes for young people between ages 15 and 24 were double the rates for the general population in 1998.³¹ Several studies have found that compliance checking of age restrictions on sales of alcoholic beverages resulted in reductions in sales to minors from a range of 60 to 80 percent down to a range of 25 to 30 percent.³²
- 2.8 Helmet Protection.** The importance of helmet laws is underscored by recent research focusing on states that have repealed helmet laws. This research documents increases in brain trauma, particularly among motorcycle riders.³³

Policy 3: Health Care Services

A key factor affecting access to and utilization of health care services for all age groups is insurance coverage. Young adults especially can fall into the category of the uninsured, which includes 41.2 million Americans. State options for management of two major federal health care services programs – Medicaid and the State Child Health Insurance

Program (S-CHIP) – are especially relevant to youth, because states may extend coverage beyond age 18 if they choose to do so. Teenage pregnancy, teenage injury, mental health problems, and substance abuse are among the youth-related health concerns that raise affordability/insurance coverage challenges.³⁴

The following are recommendations for health care services:

3.1 Reproductive Health Insurance Coverage. Insurance coverage for reproductive health care services for youth up to age 21 should be assured as part of Medicaid, S-CHIP, and state-sponsored health insurance programs. In 2002, 16 states exercised the Medicaid option to provide family planning services, and 22 states provided full or limited coverage for contraceptives.³⁵

3.2 Mental Health Services Coverage. Insurance coverage of mental health services for youth up to age 21 should be assured as part of Medicaid, S-CHIP, and state-sponsored health insurance programs. The American Academy of Pediatrics reports that up to 13 million children and youth are in need of mental health and substance abuse treatment services in a time when health care cost containment has effectively reduced access to services.³⁶

3.3 Substance Abuse Treatment Coverage. Insurance coverage of substance abuse treatment for youth up to age 21 should be assured as part of Medicaid, S-CHIP, and state-sponsored health insurance programs.³⁷

Policy 4: Civic Participation

Two policy options for encouraging and preparing young people for active civic participation hold promise for moving youth toward productive, positive roles in their communities. Both efforts offer relatively low-cost opportunities for involving youth in meaningful civic and social activities.

The following recommendations are made to encourage civic participation by youth:

4.1 Community Service. States can support civic participation by authorizing school credit toward graduation requirements and funding support for school-based community service programs. The National Corporation for National and Community Service estimates that approximately 1.5 million children and youth are participating in service-learning programs, through both school-based and community-based programs.³⁸

4.2 Voter Education. States should encourage youth voting by establishing incentives and public information programs to encourage young people to register and vote. Data from the last national election of the 1990s place the percentage of eligible voters under age 21 who choose to vote at 32 percent.³⁹

Table 1. Policies, Key Features, and Options for Universal Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
1 Education	1.1 A broadened menu of extended learning options, including: school/community programs	<ul style="list-style-type: none"> • After school programs • Community-based education • Charter and non-traditional schools; • and Pathways to postsecondary education
	1.2 State awards diplomas to students completing approved alternative education programs	Yes • No
	1.3 Measurement of dropout rates and funding support for dropout recovery programs	Yes • No
	1.4 Assurance that students who change residences within school districts may continue to attend their current schools through the academic year	Yes • No
2 Preventive Health	2.1 Per pack excise tax on cigarettes	0-.50 • \$.51 – 1.00 • \$1.01+
	2.2 Percentage of Master Tobacco Settlement Agreement or excise tax revenue devoted to youth development interventions	0-5% • 6-15% • 16-25% • 25%+
	2.3 Established procedures for enforcement of prohibition of tobacco sales to minors	Yes • No
	2.4 Excise tax rates (per gallon) set to control beer consumption	0 - \$.10 • \$.10 - .30 • \$.30+
	2.5 Excise tax rates (per gallon) set to control liquor consumption	0 - \$2.00 • \$2.00 – 4.00 • \$4.00+
	2.6 Excise tax rates (per gallon) set to control wine consumption	0 - \$.40 • \$.40 - \$.75 • \$.75+

Continued on page 21

Table 1. Policies, Key Features, and Options for Universal Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
2 Preventive Health (cont.)	2.7 Established procedures for enforcement of prohibition of alcohol sales to minors	Yes • No
	2.8 Required helmet protection for cycles and scooters	Yes • No
3 Health Care Services	3.1 Medicaid, S-CHIP, and state-sponsored health care coverage of reproductive health services	Yes • No
	3.2 Medicaid, S-CHIP, and state-sponsored health care coverage of mental health services	Yes • No
	3.3 Medicaid, S-CHIP, and state-sponsored health care coverage of substance use treatment	Yes • No
4 Civic Participation	4.1 School credit and funding for community service programs	Yes • No
	4.2 Voter registration incentives and programs encouraging young people to register and vote	Yes • No

Youth-focused Policies

Several states are currently translating the best youth research and program evaluation information into appropriate youth-focused policies. Given the embryonic nature of these efforts, however, most state policy efforts have been limited to a range of coordination and programmatic decisions. Consequently, the youth-focused policy recommendations that follow are concerned with policies that authorize key youth programs and require effective coordination of youth services and activities.

Policy 5: Youth Programming

Despite being traditionally underfunded (especially for adolescents over age 13⁴⁰), unevenly distributed, and without coordination, programs for youth – out of school and after school – form the basis for a system of services and resources to support positive youth development.⁴¹ The relationship of such programs to their communities

has been shown to be an important element of their quality and effectiveness. To further the potential of these programs, state law can focus on both the content and the quality of the programs that it funds and administers.

We recommend that policy on youth programming contain the following elements:

5.1 After-school Programs. Youth programming, including after-school, out-of-school, and mentoring programs, offers one of the best existing approaches for meeting the developmental needs of young people.⁴²

5.2 Community Connections for Youth. One of the principal conclusions of a 2002 synthesis report on youth development by the National Academy of Sciences was that community programs, including those sponsored by businesses, service organizations, and government, provide important opportunities for youth to develop personal and social assets.⁴³

Policy 6: Coordination of Youth-related Programs and Funding

State governments can maximize investments in young people by ensuring the effective coordination of youth-serving agencies and funding streams. Such coordination becomes all the more imperative when states opt to serve young people primarily through existing categorical systems, where fragmentation and duplication are most likely. The following are recommendations for coordinating youth programs:

6.1 Coordination of Statewide Youth Programs. The youth policy workgroup recommends the establishment of a statewide governance structure to manage the coordination of publicly funded statewide youth programs. State policy can establish organizational mechanisms to ensure the coordination of multiple state agency budgets and federal grant programs affecting youth, influence relevant state agencies, and track performance in achieving positive outcomes for youth.⁴⁴

Policy 7: Youth Representation on Boards and Advisory Committees

State policy can substantially move youth into civic participation and public service by mandating significant youth participation on decision-making and planning bodies at both state and local levels. With rare exceptions, such requirements are either nonexistent or minimal in state policy.⁴⁵

To address policy on youth representation, the following are recommended:

7.1 Youth Participation on Boards and Committees. The youth policy workgroup recommends a mandate that at least 10 percent of state-level appointed decision-making and advisory boards and commissions include youth under the age of 24. Young people are the best sources of information regarding the needs of young people and can play constructive roles when it comes to addressing those needs.

7.2 Youth Boards, Councils, and Committees. In keeping with the intent of federal guidance regarding roles for youth moving to independence from foster care (the Foster Care Independence Act of 1999), states should establish and support ongoing youth-directed boards, councils, or committees to advise and review state-run programs serving current and former recipients of related services.

Table 2. Policies, Key Features, and Options for Youth-focused Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
5 Youth Programming	5.1 Programs established during non-school hours, with access to school facilities	Yes • No
	5.2 Provision for programs that assure “connectedness” and connections among young people, community organizations, businesses, and institutions	Yes • No
6 Coordination of Youth-related Programs and Funding	6.1 Governance structure with authority to manage coordination of youth programs	<ul style="list-style-type: none"> • None • Informal structure • Structure managed by Governor • Formal structure jointly led by executive and legislative branches
7 Youth Representation on Boards and Advisory Committees	7.1 Young people represented on state-level decision-making and advisory boards and committees	<ul style="list-style-type: none"> • None • Informal input only • Youth on less than 10% of boards and committees, • Youth on at least 10% of boards and committees
	7.2 Ongoing boards, councils and/or committees composed principally of youth established to advise or review state-run programs for youth	Yes • No

Vulnerable Youth Policies

Policies that address the developmental needs of vulnerable youth usually fall into the categories of child welfare, juvenile justice, and workforce development.

Policy 8: Child Welfare and Transition to Independent Living

Recent attention to the emancipation of young people from the foster care system stimulated the federal Foster Care Independence Act of 1999, which provided resources to states to improve independent living services. This legislation—and the John H. Chafee Independent Living Program it authorizes—creates incentives for states to improve certain provisions of state child welfare policy, including age of emancipation, the provision of after-care services, and provisions for asset accumulation, health care coverage, and housing assistance, among others.

The following recommendations are made to enhance the ability of child welfare agencies to support the successful transition of youth from foster care to independent living:

- 8.1 Age of Emancipation.** The age of emancipation for youth in protective care of the state's child welfare agency should be set in law at age 21. Even before passage of the Foster Care Independence Act, New York, Maryland, California, Connecticut, and Massachusetts were extending the age of emancipation for youth in foster care to age 21 by individual agreement. Since the passage of the Act, Connecticut and Arizona have made provisions for continuing care to age 21 for all wards of their child welfare systems.⁴⁶
- 8.2 After-care for Youth Emancipated from Foster Care.** It is recommended that state child welfare agencies be required to provide aftercare services for young people emancipated from foster care, including supports for linking youth to post-secondary education, work force development, and community participation. A study released in 2000 found that youth leaving foster care for independent living who were provided with aftercare services had better education and employment outcomes than youth who did not receive these services.⁴⁷
- 8.3 Housing Subsidies for Independent Living.** The Chafee act enables youth (18-21) leaving foster care to receive housing assistance if needed. Across studies, youth discharged from foster care reported difficulty paying for housing expenses and/or episodes of homelessness.⁴⁸ One study found that former foster youth were approximately five times more likely than members of a matched comparison group to have experienced at least one period of homelessness.⁴⁹ Most youth leaving the foster care system have very few possessions and are not prepared for the high start-up costs of moving.⁵⁰ States should maximize their Chafee housing options by allocating 30 percent of Chafee funds for housing support services. Moreover, states should use other federal and state funds to meet independent housing needs exceeding Chafee resources.

8.4 Transportation Subsidies or Discounts. Youth transitioning from foster care often do not own private automobiles, and therefore, may be blocked from critical education and work opportunities. Only 44 percent of foster youth owned a driver's license before being discharged from care.⁵¹ Affordable, reliable transportation is critical for youth to attain self-sufficiency. Subsidized or discounted transportation allows young people to maintain employment, education, and civic participation. These subsidies are also critical for carrying out daily living activities (e.g., grocery shopping, looking for housing, parenting, etc.) and accessing necessary services (e.g., physical and mental health care). Evidence suggests states should ensure transitioning foster youth have transportation subsidies or discounts that allow greater success at independent living. These subsidies could take the form of assisting transitioning foster youth with car and/or automobile insurance payments and/or subsidies or discounts for public transportation.

8.5 Health Care Coverage. States should exercise the option under federal law to provide health care insurance coverage through age 21 for youth moving from protective care to independence. As of October 2001, seven states had made this option a state law. In several other states, legislation was pending.⁵²

8.6 Access to Key Documents by Former Foster Youth. States should eliminate costs and other barriers associated with obtaining needed documents, such as school records, medical records, and other documents necessary for obtaining key services. Because of the multiple and often tumultuous transitions involved in foster care, current or former foster youth find themselves unable to access key personal records needed for further education or employment or for accessing timely and appropriate health care. For instance, school records are often lost, leading to unmet educational needs and inappropriate placement. When immunization records are lost, youth are at risk of receiving multiple immunizations. Expediting the process of obtaining these records through cost elimination is also critical. A responsible authority in the child welfare system in each service area should assume the role of maintaining and providing ready access to such key records. It would be desirable to provide such services free of charge and without age limits.

8.7 Post-secondary Education Tuition Waivers. States should provide full tuition assistance (or full tuition waivers) for education at public and private post-secondary institutions for youth emancipated from protective care. California, Kentucky, New Jersey, Hawaii, Oregon, and Utah make higher education tuition and living expense assistance available for youth "aging out" of foster care and attending college or a trade school.⁵³

Policy 9: Juvenile Justice

States face difficult policy decisions about juvenile justice and criminal issues. These decisions involve both the state's general philosophical orientation toward juvenile corrections and specific decisions regarding treatment of youth offenders. States vary on whether they respond with punitive measures that criminalize youth and youth offenses or seek to divert nonviolent youth offenders into alternative and community-based settings. In general, the latter philosophy relies more heavily on therapeutic assumptions and the provision of treatment services for young people who commit crimes. If the primary goal of state policy is to build and enhance the basic competencies and opportunities of youth – taking into account factors like the type and number of crimes committed – then directing juvenile justice institutions away from punitive incarceration as a primary response to crime and into diversion and community-based programs seems most appropriate.

A juvenile justice policy that embraces these positive youth development principles will emphasize the following elements:

- 9.1 Age of Juvenile Justice Jurisdiction.** States should set the age for juvenile justice jurisdiction at 21. The U.S. Office of Juvenile Justice and Delinquency Prevention reported that in 1999, 34 states plus the District of Columbia retained juvenile court jurisdiction for delinquency and status offenses through age 20. For criminal offenses, 37 states cut off jurisdiction at age 18, and other states limited jurisdiction to ages 17, 16, and 15.⁵⁴ States should set the age for juvenile justice jurisdiction at age 20 for delinquency and status offenses and age 18 for criminal offenses.
- 9.2 Community-based and Small-scale Residential Facilities.** Youth detained in community-based, residential-type facilities demonstrated better outcomes than those placed in larger training schools.⁵⁵ We recommend establishment of community-based and small-scale residential facilities for youth sentenced to juvenile detention.
- 9.3 Community-level Sanctions and Diversions.** The establishment of community-based courts with authority to apply sanctions and diversions for nonviolent, first time offenders within their communities is recommended.⁵⁶
- 9.4 In-state Residential Programs.** States should establish support in-state residential programs to meet the special needs of youth with mental illnesses, substance addictions/abuses, and disabilities. Although the national average in 1997 of out-of-state placements of juvenile offenders was only 2 percent, seven states had more than 10 percent and three had over 20 percent of juvenile offenders placed out-of-state.⁵⁷

9.5 After-care for Youth Released from Juvenile Detention. As in the case of youth emancipating from foster care, the establishment of programs to provide after-care and reintegration supports for youth released from juvenile detention facilities into families and communities is recommended. According to the Office of Juvenile Justice and Delinquency Prevention, approximately 100,000 youth each year are returned to their communities from incarceration with little or no support for making the transition from highly structured and supervised detention to the greater freedom of their homes and neighborhoods. Without after-care and reintegration efforts, their chances of recidivism are greatly increased.⁵⁸

9.6 Police-youth Relations. States should establish programs to improve relationships between young people and law enforcement (police-youth relations task forces). In 2001, Connecticut used discretionary funds to create a grant program that supports police-sponsored community initiatives to enhance youth development.⁵⁹

9.7 Education for Youth in Detention. Young offenders should receive educational services while in detention facilities with quality at least equal to what they would receive in their communities. In 1998, a 50-state survey found that 75 percent of states set widely varying standards for education for incarcerated youth—addressing teacher qualifications, class size, and curriculum. For example, class size varied between a 1 to 10 ratio and a 1 to 33 ratio.⁶⁰

Policy 10: Runaway and Homeless Youth Services

Since the 1970s, runaway and homeless youth shelters and transitional living programs have served young people who have either run away from or been forced out of their homes and have not entered the custody of state child welfare or law enforcement agencies. Most of these services are not state-funded; rather they depend on federal grants and charitable contributions. Increasingly, those states with statewide youth services coordinating bodies recognize the importance of programs supporting runaway and homeless youth in transitional living arrangements. To address policy regarding positive support for runaway and homeless youth, the following are recommended:

10.1 Linkages Between Runaway and Homeless Services. It is recommended that state-level program coordination of federally and privately funded transitional living services for runaway and homeless youth and state-administered independent living services for foster care youth. Such coordination of state policy can serve to integrate and make more efficient the supportive services that this highly vulnerable population of youth need.⁶¹

Policy 11: Workforce Development

Work-related education and training programs can address the needs of youth who do not thrive in traditional academic settings. Such programs may begin early in public school and generally target students at risk of school dropout and/or needing work-related training to prepare for adult roles. To address work force policy for vulnerable youth, states should.⁶²

- 11.1 Work-based Learning Opportunities.** States should establish alternative education, work-based learning opportunities for students and out-of-school youth. A 2000 study by the U.S. General Accounting Office of work-related, school-based programs in five states found positive results in terms of student outcomes (attendance and academic success) and employer levels of satisfaction.⁶³
- 11.2 Liability for Work-based Education.** In recent years, a burgeoning number of work-based education programs have cropped up across the country. These programs have raised some workplace liability issues for teachers, schools and employers. Consistent with the position of The American Association of School Administrators,⁶⁴ states should fund liability protections for teachers and young people in workplace-based learning programs.
- 11.3 Subsidized Youth Employment Linked to Education.** To facilitate transition of youth to work, states should subsidize employment linked to education during summer vacations and through the school year. The federal Workforce Investment Act provides states with this option as a means of supporting youth in making a successful transition into the workforce.⁶⁵
- 11.4 Tax Credits/Exemptions.** States can enact business tax credits or tax exemptions as incentives to support youth employment. Many states have mirrored the federal provision of a tax credit for employers who hire targeted youth for summer and other employment opportunities.⁶⁶

Table 3. Policies, Key Features, and Options for Vulnerable Youth Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
<p>8</p> <p>Child Welfare and Transition to Independent Living</p>	<p>8.1 Age of emancipation</p>	<p>Below 18 • 18 • 21 • 24</p>
	<p>8.2 Provision of after-care services, including connections to post-secondary education, work force development, and community opportunities</p>	<p>Yes • No</p>
	<p>8.3a State allocation of Chafee funds for housing subsidies</p>	<p>None • 1-10% 11-20% • 21-30%</p>
	<p>8.3b Where needed, state allocates other federal and/or state funds to cover housing needs exceeding those met with Chafee funds</p>	<p>Yes • No</p>
	<p>8.4 State provides transportation subsidies to youth aging out of foster care</p>	<p>Yes • No</p>
	<p>8.5 Provisions for continued health care coverage through age:</p>	<p>17 • 18-20 • 21-23 • 24+</p>
	<p>8.6 State requires agencies to provide identification, health, education, and other key records to foster youth</p>	<ul style="list-style-type: none"> • Documents not routinely made available • Documents available at cost • Documents available free of charge
	<p>8.7 Tuition assistance and waivers for post-secondary education at public and private institutions</p>	<ul style="list-style-type: none"> • None • Partial at public or private • Partial at public and private • Full at public or private • Full at public and private

Continued on page 30

Table 3. Policies, Key Features, and Options for Vulnerable Youth Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
<p>9</p> <p>Juvenile Justice</p>	<p>9.1 Age of juvenile justice jurisdiction</p>	<p>Below 16 • 16 • 18 • 21</p>
	<p>9.2 Establishment of community-based and small-scale residential facilities</p>	<ul style="list-style-type: none"> • None • At least 50 percent of youth sentenced to detention in small-scale and community-based facilities • More than 50 percent
	<p>9.3 Use of community-based courts, sanctions, and diversions for nonviolent first-time offenders</p>	<p>Yes • No</p>
	<p>9.4 Funds in-state programs for young people with special needs (mental health, substance abuse, disabilities)</p>	<p>Yes • No</p>
	<p>9.5 Funds aftercare and reintegration supports for youth released from detention facilities into family and community</p>	<p>Yes • No</p>
	<p>9.6 Funds programs to improve relationships between young people and law enforcement (e.g., police-youth relations task forces)</p>	<p>Yes • No</p>
	<p>9.7 Requires quality education for young offenders in detention</p>	<p>Yes • No</p>
<p>10</p> <p>Runaway and Homeless Youth Services</p>	<p>10.1 Linkage of transitional living services for runaway and homeless youth and independent living services under child welfare</p>	<p>Yes • No</p>

Continued on page 31

Table 3. Policies, Key Features, and Options for Vulnerable Youth Policies

POLICY	KEY FEATURE	POSSIBLE SCALE FOR SCORING
<p>11</p> <p>Workforce Development</p>	<p>11.1 Work-based learning opportunities for students and out-of-school youth</p>	<p>Yes • No</p>
	<p>11.2 Liability coverage for teachers and young people in the workplace</p>	<p>Yes • No</p>
	<p>11.3 Subsidized youth employment linked to education during the summer and throughout school year</p>	<p>Yes • No</p>
	<p>11.4 Business tax credits or exemptions for youth employment</p>	<p>Yes • No</p>

Conclusion

4 Youth advocates have long decried the fact that publicly supported programs for youth are highly categorical, generally deficit-oriented rather than asset-oriented, and bureaucratically fragmented at federal, state, and local levels. Recent public policy attention and practitioner recognition of the assets and strengths that young people offer to their families, communities, and states warrant increased research and analysis of policies that promote the individual development of young people and engage them in positive, productive social roles. This paper offers one conceptual framework for such policies and directions that state policymakers may consider as they seek to support young citizens in making the transitions from childhood to adulthood. While not exhaustive, the policies and recommendations provide fertile soil for more experimentation, analysis, and innovation.

The preceding policy recommendations and benchmarks are a beginning comment on policies leading to the engagement and preparation of youth for positive, productive roles. While supported where possible with the best available evidence and the consensus of a number of experts and practitioners in the field, further efforts at building a national consensus on these policy directions is warranted.

Appendix A

LONG-TERM OUTCOMES

The outcomes that lead to the overall youth result, “youth and young adults engaged in positive and productive roles,” may be grouped according to at least five categories:

- Young people have improved health and exercise choices for long-term wellness;
- Young people are well connected with family, peers, and caring adults;
- Young people are engaged leaders and volunteers who make decisions about civic and community life;
- Young people achieve academic, workforce, financial, and creative competencies; and
- Young people are surrounded by safe communities that offer opportunities for positive growth.

Young people have adopted healthy lifestyles

States manage several policies affecting the physical, mental and emotional health and identity of young people. These policies typically support health education, health insurance coverage, food and nutrition, physical and mental health services (including reproductive health), and activities focused on preventing suicide, substance abuse, child abuse and neglect, and other negative health outcomes. In addition, this cluster of policies needs to include attention to self-identity, including opportunities for youth leadership, organizing, and advocacy. This definition of a health policy cluster aligns well with some existing state definitions and frameworks. For example, the State of Iowa’s Collaboration for Youth Development (www.icyd.org)

includes pro-social peer relations in this group of policies aimed at achieving the result “Youth are healthy and socially competent.”⁶⁷ The Denver Juvenile Justice Integrated Treatment Network (www.djjitn.state.co.us) is another example of a youth development-oriented strategy aimed at combining several categorically funded interventions via a collaboration of public agencies and private providers interested in interrupting the cycle of alcohol abuse, drug abuse, and juvenile delinquency.⁶⁸ Other states are using specific Temporary Assistance for Needy Families (TANF) Block Grant provisions to support teens with and without children.⁶⁹

Young people are well connected with family, peers, and caring adults

A young person’s ability to engage in positive and productive behavior can be evidenced in large measure by a young person’s ability to cultivate a sense of self and role within the context of family and friends. Several state policies mediate the relationship between a young person and his/her family. These include child welfare laws, policies, and regulations aimed at supporting young people whose birth families are fragile; income security policies, namely TANF, that address such issues as teen parents’ housing options; and other policies such as education and health insurance that affect access to health care and need-based financial aid for postsecondary education. Similarly, some state policies promote youth interventions aimed at promoting positive peer relationships and group activities that contribute to growth.

Young people are engaged leaders and volunteers who make decisions about civic and community life

Policies often overlooked or discreetly embedded in other outcome areas that merit independent attention are ones that promote young people’s participation in civic and community life. As young people are exposed to opportunities for civic and community engagement, they form expectations and behaviors that determine whether they will consider civic and community participation important and beneficial as adults. Significant voluntary civic duties include voting, serving in public office or in the armed forces, among others. These policies provide both opportunity and incentives for young people to take the initiative in participating in civic life. The number of states with policies that promote youth community service and voluntarism is increasing. In some states, young people must fulfill community service requirements and earn the necessary credits to graduate from high school. Community safety and other interventions can engage young peoples’ active involvement in preventing crime and restoring justice in instances when crimes occur.

Young people achieve academic, workforce, financial, and creative competencies

- **Academic Achievement.** The Chief State School Officer in each state is responsible for implementing education policies that promote academic achievement among children, young people, and adults. The state’s policies

on individual attainment of academic proficiencies and vocational skills are critical for creating opportunities for young people to learn. Not only does cognitive skill development occur in school settings (whether public, private, or parochial), but a young person also grows socially, emotionally, and physically while engaged (or not engaged) in activities outside the school setting. The ability of a state to implement education and related policies to address the multiple assets and needs of young people in school and out-of-school is a crucial factor affecting short- and long-term outcomes. The range of academic achievement policies includes both federally funded but state-administered policies and state-funded programs. State policies include: resources for K-12 public schools; vocational and technical education; adult and family literacy; postsecondary education and training; libraries; alternative education, including GED programs; English as a Second Language (ESL) programs; and any other policies affecting teaching, learning, and assessing competencies.

- **Workforce Development.** Workforce development policies include laws, policies, and regulations that affect the ability of citizens – especially young people – to secure employment, earn income, and sustain their involvement in the workforce. The Workforce Investment Act of 1998 (WIA) enhanced the role of the state in administering funds that support employment and training programs and services formerly administered under the Job Training Partnership Act (JTPA). More importantly for this discussion, WIA consolidates the former JTPA year-round youth training (Title II-C) and summer youth employment (Title II-B) funding streams into a single formula-based youth funding stream.⁷⁰ WIA Youth Councils at the state level (and recommended at the local level) operate in almost every state, and they often include representatives of related sectors, including education, health and human services, juvenile justice, and others. The federal Welfare-to-Work Program initially targeted welfare recipients and non-custodial fathers but offered opportunities for states to supplement other programs that serve youth.⁷¹ These and other state workforce-related policies, including those affecting asset development, transportation to work, and continuing education and training, could be included in this policy index.
- **Financial Education and Asset Development.** State policies often directly or indirectly create incentives or disincentives for financial education and the accumulation of assets. While workforce development engages young people in earning income and preparing for postsecondary education and careers, financial education and asset development are critical competencies that enable a young person to save and spend earned income wisely. Eligibility for some policies (TANF, for example) is income-dependent or somehow directly related to the amount of income young people earn or have in their households. In these instances, competencies in financial management and asset development can

be critical for overcoming the need to rely upon public assistance. Other policies, such as foster care policies affecting independent living transition, can encourage young people to save money while they are in the care of the state so that upon emancipation they are more likely to be financially secure.

- **Arts, Science, Sports, and Recreation.** State policies and investments that support the ability of young people to pursue careers and/or participate in the visual and performing arts (e.g., music, dance, painting, etc.), creative writing, theatre, and sports or recreation (including organized athletics and non-team sports such as hiking, biking, and jogging) are essential for a young person's healthy growth. Policies can address formal and informal settings in which young people develop diverse and well-rounded aptitudes and competencies and learn to engage in team or group activities with peers.

Safe and Healthy Communities

The group of policies promoting safe and healthy environments for young people may include housing, transportation, and parks and facilities for recreation, among others. These state policies also may include promotion of civic engagement (such as voting and political activities); community involvement (mentoring, volunteering in the community); youth leadership; youth entrepreneurship; youth involvement in community economic development; and youth advocacy). These policies focus on the positive ways in which the community can welcome young people as resources with ideas, expertise, and enthusiasm that can contribute to the community and, conversely, the ways in which communities can be safe havens for the healthy growth and development of young people. Policies, for example, that promote neighborhood watches and other safety mechanisms for safeguarding young people, as well as those promoting safe, affordable housing and transitional living options along with support for accessible, efficient transportation systems also are included. The Kentucky Youth Development Partnership has cultivated a community-based youth development movement that includes community-based training in youth-adult partnerships and developmental assets in over 15 communities involving 75 youth professionals and 31 community youth development initiatives.⁷²

Appendix B

POLICY MATTERS PROJECT OVERVIEW

State policymakers, whether they are governors, state legislators, executive agency managers or policy advocates, are concerned about the effectiveness of the policies and programs they develop. However, the ability to assess the success of existing and new policy initiatives to produce positive and lasting results for families and children is frequently elusive. Currently, there is no commonly accepted way to assess the degree to which state policies advance or detract from the goal of improving child, family, and community well-being.

While policies are often developed to address or produce a certain set of outcomes, the relationship between policy and outcomes is not well understood. Little investigation of the impact of policy on system improvement and on outcomes for children and families has occurred, leaving policymakers and administrators without the needed information to guide the development and implementation of policy that will produce results.⁷³

In such an environment, how can state legislators and leaders know whether policies they implement are supportive of families? How can they discern whether the mix of policy improvements and legislative changes bring them closer to achieving better outcomes? How can policymakers and leaders make informed decisions about an array of policy choices for families? To answer these questions, the Center for the Study of Social Policy, with support from the Annie E. Casey Foundation, has begun a project to develop a results-based framework that proposes benchmarks for state policies.

Policy Matters attempts to offer coherent, comprehensive information regarding the strength and adequacy of state policies affecting children and families. This is done by establishing consensus among policy experts and state leaders regarding the cluster of policies believed to offer the best opportunity for improving key child and family results. Further, the project puts forth benchmarks for gauging the strength of existing state policies aimed at these results.

How the Policies Are Organized

Policy Matters attempts to examine six related results: school readiness; educational success; youth engaged in positive, productive roles; family economic success; healthy families; and strong family relationships. When viewed collectively, these six results form one possible composite of family-strengthening policy. Included are results that focus on the entire family (family economic success, healthy families, and strong family relationships) as well as results that focus more narrowly on young children (school readiness), youth (educational success and youth engaged in positive, productive roles), and particular issue areas (education, health, and economic success). The mix of results and policies focuses on a broad life span, from birth to retirement (see Figure 1), and a broad range of potential policy categories (see Tables A.1 – A.6).

Each of the six results is guided by a working definition and focus:

- **School Readiness** is defined broadly as the preparedness of young children, ages 0-8 years, to enter school and the preparedness of schools to receive young children into public educational settings. The cluster focuses on young children and the major policies that support their social, cognitive, and emotional development and on child-serving systems and their capacities to deliver high-quality, developmentally appropriate care and education. The school readiness policy cluster includes: child care quality, affordability, and accessibility; Head Start, public preschool, and kindergarten quality and standards.
- **Educational Success** focuses on the public school and post-secondary educational achievement of students and the provision of quality public and education services. The educational success policy cluster includes policies governing class size and school enrollment, school accountability systems, teacher quality and retention, alternative education, curriculum standards, testing, and post-secondary financial aid.
- **Youth Engaged in Positive, Productive Roles** is defined as the availability of healthy personal, civic, peer, family, and community options for young people, ages 8-24. This area focuses on the developmental needs of pre-adolescents, adolescents, and young adults and the crucial transitions between each of these periods of increasing maturity. Policies in this cluster include those that encourage and support youth in meaningful civic roles, prepare young people for work and other adult roles, and make available quality child welfare, juvenile justice, after-school, school-to-work, and health promotion services.

- **Family Economic Success** refers to the ability of working age (18-65) adults and families (up to 200 percent of the federal poverty level) to earn enough pay and benefits to provide for their basic needs and to accrue long-term assets like homes and retirement benefits. This policy cluster includes policies that support the acquisition and retention of quality jobs (e.g., WIA and TANF), improve income and earnings (e.g., state-enhanced minimum wage, personal income tax thresholds, earned income tax credit, health insurance and affordable housing), encourage and protect the development of assets (e.g., Individual Development Accounts, anti-predatory lending), and create an economic safety net for families (e.g., unemployment insurance).
- **Healthy Families** refers to the physical and mental well-being of families and examines the availability, quality, and accessibility of appropriate health care services for low-income families. This policy cluster includes policies related to health insurance coverage and benefits, health safety nets, health support services like transportation and translation, and policies promoting healthy behaviors and environments.
- **Strong Family Relationships** is defined as the relational well-being of families. While the successful promotion of “strong family relationships” is clearly tied to ensuring family economic success and family health, this result focuses primarily on strengthening the formation of families, the interaction of parents and children, the connection of families to social networks, and the adequacy and quality of necessary family resources. This policy cluster includes food security (e.g., food stamps and WIC), child welfare, domestic violence, family formation, homelessness, affordable housing, father involvement, and family support (e.g., home visiting, family and medical leave, and parent education) policies.

The categorization of policy according to desired results is imprecise. For the purposes of this project, specific policies were assigned to a category either because the category offered the “best fit” for the policy or because the workgroup tasked with developing benchmarks for that result area was best suited to discuss the policy in question. Many policies appropriately apply to many of the desired results and will “show up” in each place where it is applicable. For example, health insurance coverage plays a role in achieving all six of the results. In addition, some policies appear in multiple categories with a shifted focus depending on the category. For instance, housing policy appears in both the family economic sufficiency and the strong family relationships results. However, housing policy included in the family economic success result focuses on home ownership while reduction in homelessness and affordable rental housing is emphasized in the caring and nurturing families result. Policies appearing in multiple result areas are likely to be “high leverage” policies because of their potential impact on multiple outcomes.

How the Project Is Organized

Given the breadth and complexity of state policy, it is important to clarify what the *Policy Matters* project intends to produce. Specifically, *Policy Matters* is an attempt to meet the information needs of policymakers, advocates, administrators, and local leaders with four products. These products, while distinct from one another, are developed sequentially and build upon the successful completion of the previous product.

First, six policy papers will be developed and published during this project. Each paper, one for each of the six result areas, will offer a strategic policy framework for achieving a specific result and set of outcomes. The policy papers will include a short list of policies that collectively have: (1) evidence supporting their effectiveness at effecting the desired result, (2) the best chance of being supported by multiple constituencies, and (3) sufficient scale and scope for impacting the desired result. For each recommended policy, the papers also will posit the key attributes and interactions between policies that are thought to enhance the policy's effectiveness. Teams of state and national policy experts will review drafts of the papers and meet to reach consensus on specific policy recommendations. The papers could be a positive contribution to the strategic understanding of the link between policy and results for children and families.

Second, *Policy Matters* attempts to offer coherent, comprehensive information regarding the strength and adequacy of state policies affecting children and families by establishing benchmarks for a cluster of policies aimed at specific child and family results. The recommended policies and their benchmarks will be published for consideration.

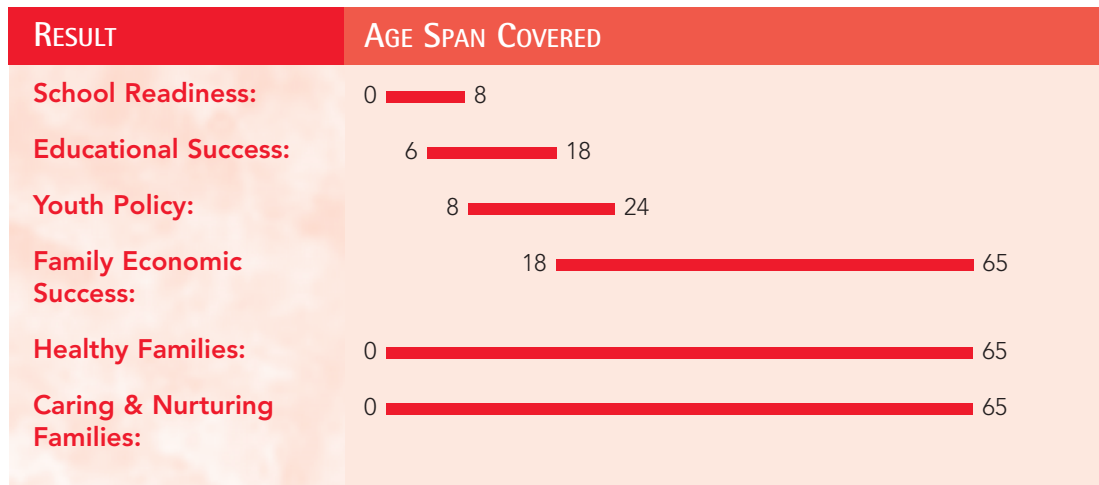
Third, the project will develop the policy papers and policy benchmarks into a *self-assessment tool* useful for those involved in policy planning and advocacy. The self-assessment tool might include a range of policy options beyond the "core" policies recommended in the policy papers and benchmarks product. Envisioned is an easy-to-use tool that identifies strengths and weaknesses in a state's policy agenda that would have import for strategic efforts. The tool will be widely available to state and local leaders.

Fourth, this effort could lead to a Kids Count-like product that compares state policy efforts. However, where Kids Count is concerned with *child* well-being, this effort is concerned with assessing policy. The effort to set benchmarks for state policy might be thought of as a *policy well-being* project that measures an individual state's policy against agreed upon benchmarks in critical areas. By measuring the strength of state policies against established benchmarks, the project hopes to provide further insight on the policy context of state success at achieving positive outcomes for children and families.

While the collection of products described previously could be useful to the field of policy analysis, this current project is not an attempt to track a wide range of possible policies related to a given topic. Nor is the project intended to be a policy clearinghouse

or program “best practices” guide. Lastly, the project is not a well-being indicator, evaluation, or measurement project, though information from these activities helps to shape our policy focus. All of these activities are valuable contributions and services, and many organizations do an excellent job at one or more of them. However, these activities are beyond the scope of the current project.

Figure B.1. Overlapping Age Spans for Policy Matters Results



Scale: Ages 0 – 65 years

Table B.1. Preliminary List of “School Readiness” Policies

CLUSTER	POLICIES
Ready Systems of Early Care and Education (ECE)	<ul style="list-style-type: none"> • State-funded ECE Programs • Child Care Subsidy Programs • Child Care Tax Provisions • Licensing and Accreditation • Professional Development and Compensation • ECE Systems Development • ECE Standards and Assessments • Facilities/Capital Investments
Ready Schools	<ul style="list-style-type: none"> • Kindergarten Quality • ECE Systems Development

Table B.2. Preliminary List of “Healthy Families” Policies

CLUSTER	POLICIES
Affordability	<ul style="list-style-type: none"> • Health Insurance Coverage Caps on Out-of-pocket Expenses
Availability	<ul style="list-style-type: none"> • Provider Incentives
Accessibility and Appropriateness	<ul style="list-style-type: none"> • Streamlined Enrollment Procedures • Culturally and Linguistically Appropriate Services • Family-supportive Health Care Services • Services in Non-health Settings
Health-related Behaviors	<ul style="list-style-type: none"> • Tobacco Tax and Enforcement • Alcohol Tax and Enforcement • School Health Education and Food Services
Health-supporting Environments	<ul style="list-style-type: none"> • Indoor Air Quality Standards • Lead-based Paint Abatement • Firearm Safety

Table B.3. Preliminary List of “Strong Family Relationships” Policies

CLUSTER	POLICIES
Family Formation and Maintenance	<ul style="list-style-type: none"> • Marriage Promotion • Birth Supports • Out-of-Wedlock Pregnancy Prevention
Support for Participation and Nurturance	<ul style="list-style-type: none"> • Father Involvement • Child Support Enforcement • Family and Medical Leave • Respite Care
Lasting Stability and Safety	<ul style="list-style-type: none"> • Child Welfare • Domestic Violence

Table B.4. Preliminary List of “Youth Engaged in Positive, Productive Roles” Policies

CLUSTER	POLICIES
Universal Policies	<ul style="list-style-type: none"> • Education • Preventive Health and Health Education • Health Care Services • Civic Participation
Vulnerable Youth Policies	<ul style="list-style-type: none"> • Child Welfare and Transition to Independence • Juvenile Justice • Career and Work Preparation • Runaway and Homeless Youth Services
Youth-focused Policies	<ul style="list-style-type: none"> • Youth Programming • Coordination of Youth Programs • Youth Representation on Boards and Committees

Table B.5. Preliminary List of “Family Economic Success” Policies

CLUSTER	POLICIES
Work Preparation	<ul style="list-style-type: none"> • Temporary Assistance for Needy Families (TANF) • Workforce Investment Act (WIA)
Work Attachment	<ul style="list-style-type: none"> • Health Insurance Coverage • Child Care Subsidies • Housing Location
Income Support Policy	<ul style="list-style-type: none"> • Income Tax Thresholds • Sales Tax • State Earned Income Tax Credits (EITC) • Housing Subsidies • Child Support • State-Enhanced Minimum Wage Policy • Food Security
Asset Development and Protection	<ul style="list-style-type: none"> • Homeownership • Asset Promotion • Anti-predatory Lending • Unemployment Insurance
Job Creation	<ul style="list-style-type: none"> • Public Sector Employment • Employer-based Wage Subsidies

Table B.6. Preliminary List of “Educational Success” Policies

CLUSTER	POLICIES
Student Achievement	<ul style="list-style-type: none"> • Student Achievement Standards • Testing in Core Academic Subjects • School Choice • Graduation Requirements
Quality Schools	<ul style="list-style-type: none"> • Curriculum • Inclusion • Class and School Size • Results Accountability • Community Connections
Teacher Quality	<ul style="list-style-type: none"> • Teacher Education and Qualifications • Hiring Incentives and Compensation
Education Finance	<ul style="list-style-type: none"> • Elementary and Secondary Funding • Financial Aid for Post-secondary Education
Post-secondary Education	<ul style="list-style-type: none"> • Academic Supports • Diversity • Community College Offering Relevant Courses

ENDNOTES

- ¹ Appendix A includes a more complete description of the Policy Matters project.
- ² Anitha Reddy, "Little Women: Retailer's Efforts to Court Teens and 'Tweens' Include Lingerie Shops for the Junior-High Set," *Washington Post*, September 2, 2001, Business Section. See also: Gary Walker, "The Context for Moving Forward," *Youth Development: Issues, Challenges, and Directions*, (Philadelphia, PA: Public/Private Ventures, 2000), p. 8.
- ³ Andrew Sum, Neeta Fogg, and Garth Mangum, *Confronting the Youth Demographic Challenge: The Labor Market Prospects of Out-of-School Young Adults* (Baltimore, MD: Johns Hopkins University Press, 2000), p. ii.
- ⁴ N. Yohalem and K. Pittman, "Powerful Pathways: Framing Options and Opportunities for Vulnerable Youth," a discussion paper of the Youth Transition Funders Group, (Takoma Park, MD: The Forum for Youth Investment, International Youth Foundation, 2001), p. 3.
- ⁵ See Reddy, "Little Women: Retailer's Efforts to Court Teens and 'Tweens' Include Lingerie Shops for the Junior-High Set" and Karen Pittman, "Wanted: New Words, New Policies," *Youth Today* (February 2002), p. 63.
- ⁶ The conference "Key Indicators of Child and Youth Well-being: Completing the Picture," was held at the National Institutes of Health in Bethesda, MD, on June 14-15, 2001, with public support from the National Institute of Child Health and Human Development's Family and Child Well-being Research Network and the Assistant Secretary for Planning and Evaluation in the U.S. Department of Health and Human Services, along with private funding from the Annie E. Casey Foundation, The Edna McConnell Clark Foundation, and The MacArthur Research Network on Middle Childhood.
- ⁷ These papers, available from proceedings of "Key Indicators of Child and Youth Well-being: Completing the Picture," include: (1) Jacque Eccles, Janice Templeton, and Brett Brown, "A Developmental Framework for Selecting Indicators of Well-being During the Adolescent and Young Adult Years," (draft not to be quoted), 2001; (2) Kathleen Mullan Harries and Shannon E. Cavanaugh, "Indicators of the Peer Environment in Adolescence," Sociology Department and The Carolina Population Center, University of North Carolina at Chapel Hill, 2001; and (3) Matthew Stagner and Janine M. Zweig, "Indicators of Youth Well-being: Taking the Long View," (Washington, D.C.: The Urban Institute, 2001).
- ⁸ Child Trends, Inc. sponsored the conference "Child and Youth Indicators: Accomplishments and Future Directions" on June 14-15, 2001 in Washington, D.C. Several papers presented at the conference are useful for the present discussion. See Jodie L. Roth, Christina J. Borbely, and Jeanne Brooks-Gunn, "Developing Indicators of Confidence, Character and Caring in Adolescents," Center for Children and Families, Teachers College, Columbia University, June 7, 2001.
- ⁹ H.R. 17, S. 1005 in the 107th Congress. In addition, the No Child Left Behind Act of 2001 addresses major education reform affecting young people.
- ¹⁰ Thaddeus Ferber, and Karen Pittman, "Adding It Up: Taking Stock of Efforts to Improve State-Level Youth Policies," (Takoma Park, MD: Forum for Youth Investment, International Youth Foundation, 2001), p. 1.
- ¹¹ Among them are states engaged in national networks supported by the National Governors' Association's Center for Best Practices, the Family and Youth Services Bureau of the U.S. Department of Health and Human Services, and the National Crime Prevention Council.
- ¹² See *Maine Marks for Children, Families and Communities*, February 2001; *2001 Rhode Island Kids Count Factbook*; and *Outcome-based Planning: State Partners and Local Communities Working Together to Improve the Well-being of All Vermonters*, A Report from the State Team for Children, Families and Individuals, February 2001.
- ¹³ National Research Council and Institute of Medicine, "Risks and Opportunities: Synthesis of Studies on Adolescence," in *Forum on Adolescence*, Michele D. Kipke. Board on Children, Youth, and Families. (Washington, D.C.: National Academy Press, 1999).
- ¹⁴ However, for the purposes of managing the volume of work associated with the Policy Matters project and preventing youth policy issues from being obscured, the specific role of education agencies and education policy is considered in a separate paper. Such a division, while undertaken for expedience, should not be mistaken for an endorsement of a categorical approach to serving youth or creating youth policy. To the contrary, education agencies and policies should be considered an integral and coordinated part of a broader policy strategy involving numerous stakeholders.
- ¹⁵ National Research Council and Institute of Medicine, *After-School Programs to Promote Child and Adolescent Development: Summary of a Workshop*, J.A. Gootman, ed. Committee on Community-level Programs for Youth, Board on Children, Youth, and Families, Commission on Behavioral and Social Sciences and Education. (Washington, D.C.: National Academy Press, 2000).
- ¹⁶ National Research Council and Institute of Medicine, "Risks and Opportunities," pp. 7-11.
- ¹⁷ *Ibid*, pp. 23-24.
- ¹⁸ For a more detailed review of state education policies and recommended benchmarks, see the Policy Matters paper entitled "Educational Success: Recommendations for State Policy." This paper focuses on a limited number of educational policies affecting the positive development of youth.

- ¹⁹ See Center for Education Reform. "What the Research Reveals about Charter Schools: Summary and Analysis of the Studies." (Washington, D.C.: Center for Education Reform, 2001).
- ²⁰ Thomas G. Mortenson. "Shutting the College Door: Are We Cutting Off the Route to the Middle Class," paper prepared for the Education Commission of the States National Forum on Education Policy, July 10, 2002.
- ²¹ David Grissmer, Ann Flanagan, Jennifer Kawata, and Stephanie Williamson. *Is Public Education Reformable: The Effects of Resources and Reform Across States* (Arlington, VA: Rand Corporation, 2001).
- ²² Ibid.
- ²³ See <http://www.aypf.org/compendium/C1S05.pdf> for a summary of: Robert J. Rossi, "Evaluation of Projects Funded by School Dropout Demonstration Assistance Program, Final Evaluation Report" (Palo Alto, CA: American Institutes for Research, March 1996).
- ²⁴ Casey Family Programs National Center for Resource Family Support (CNC). Facts about Youth in Transition from Foster Care
- ²⁵ See W.W. Blome. 1997. "What Happens to Foster Kids: Educational Experiences of a Random Sample of Foster Care Youth and a Matched Group of Non-Foster Care Youth." *Child and Adolescent Social Work*, 14, 41-53; and Westat. *A National Evaluation of Title IV-E Foster Care Independent Living Programs for Youth: Phase 2 Final Report, Volume 2*. (Rockville, MD: Westat, 1991).
- ²⁶ A Review of Literature on Independent Living of Youths in Foster and Residential Care. L. Anthony Loman and Gary L. Siegel. (St. Louis, MO: Institute of Applied Research, November 2000).
- ²⁷ "Effects of Price and Access Laws on Teenage Smoking Initiation: A National Longitudinal Analysis," available at <http://www.uic.edu/orgs/impactteen>.
- ²⁸ J.M. McGinnis and W.H. Foege. "Actual Causes of Death in the United States," *Journal of the American Medical Association*, 270 (1993): 2207-120.
- ²⁹ The federal Substance Abuse and Mental Health Services Administration reported in September 2002 that average national violation rates for restrictions of sales to minors dropped from 40.1 percent in 1996 to 16.3 percent in 2001. See <http://www.jointogether.org/sa/news/summaries/reader/0,1854,554536,00.html>.
- ³⁰ For a listing of state tax rates on beer, liquor, and wine, see <http://www.taxpolicycenter.org/taxfacts/excise/%5Ctables%5CExcise%5Calcohol.pdf>.
- ³¹ Fatality Analysis Reporting System, U.S. Department of Transportation, National Highway Traffic Safety Administration.
- ³² R.K. Lewis, A. Paine-Andrews, S.B. Fawcett, V.T. Francisco, K.P. Richter, B. Copple et al. "Evaluating the Effects of a Community Coalition's Efforts to Reduce Illegal Sales of Alcohol and Tobacco Products to Minors." *Journal of Community Health* 21, no. 6 (1996): 429-36; and D.F. Preusser, A. F. Williams, and H.B. Weinstein, "Policing Underage Alcohol Sales," *Journal of Safety Research* 25, no. 3 (1994): 127-33.
- ³³ See D.F. Preusser, J.H. Hedlund, and R.G. Ulmer. "Evaluation of Motorcycle Helmet Law Repeal in Arkansas and Texas" (Washington, D.C.: U.S. Department of Transportation, National Highway Traffic Safety Administration, September 2000) and guidelines of the American College of Surgeons Trauma Program at <http://www.facs.org/dept/trauma/injslide.html>.
- ³⁴ See John Holahan and Brenda Spillman. *Health Care Access for Uninsured Adults: A Strong Safety Net is Not the Same as Insurance* (Washington, D.C.: The Urban Institute, 2002) and Institute of Medicine. *Coverage Matters: Insurance and Health Care* (Washington, D.C.: National Academy Press, 2001).
- ³⁵ The Henry J. Kaiser Foundation's *State Health Facts Online*, at <http://www.kff.org>.
- ³⁶ "Insurance Coverage of Mental Health and Substance Abuse Services for Children and Adolescents: A Consensus Statement (RE0090), a Policy Statement of the American Academy of Pediatrics," in *Pediatrics* 106, no. 4 (October 2000): 860-62.
- ³⁷ Ibid.
- ³⁸ See http://www.learnandserve.org/about/k_12.html
- ³⁹ Reported by Campus Compact's Student Civic Engagement Project at <http://www.compact.org/vote/html/more.html>. See an example of Connecticut's state-supported youth voter education program at <http://www.sots.state.ct.us/EducationPrograms/awardsnprograms/youthvote.html>.
- ⁴⁰ The federal Child Care and Development Fund, a block grant program for states, allows expenditure of funds to subsidize after-school programs for children up to age 13. On average, states now allocate approximately 30 percent of the federal grant funds for this program for school-age children.
- ⁴¹ The 21st Century Community Learning Centers Program, administered by the U.S. Department of Education, is stimulating major expansion of after-school programs sponsored by school districts and by nonprofit community organizations. For more information, see <http://www.afterschool.gov>.

- ⁴² For results of a longitudinal study of an after-school program's outcomes, see Denise Huang, et al. *A Decade of Results: The Impact of LA's BEST After-school Enrichment Programs on Subsequent Student Achievement and Performance* (Los Angeles, CA: UCLA Center for the Study of Evaluation, Graduate School of Education and Information Studies, June 2000).
- ⁴³ Board of Children and Youth, Institute of Medicine, National Academy of Sciences. *Community Programs to Promote Youth Development, Executive Summary*, (Washington, D.C.: National Academy Press, 2002).
- ⁴⁴ For a model of this approach established within Illinois' Workforce Investment Act program, see <http://www.ilworkforce.org/youth.htm>.
- ⁴⁵ See <http://www.4hcentennial.org/conversations/s2/stateactions.asp? grupid=11>
- ⁴⁶ Teleconference with Pamela Johnson, Independent Living Coordinator, U.S. Children's Bureau, November 14, 2002.
- ⁴⁷ See "Child Welfare League of America and the Children's Village Release Results of First Long-term Study on the Effects of Aftercare on Foster Care Youth," November 8, 2000, at <http://www.cwla.org/newsevents/news001108ac.htm>.
- ⁴⁸ U.S. Department of Health and Human Services. Developing a System of Program Accountability Under the John H. Chafee Foster Care Independence Program.
- ⁴⁹ S.J. Zuravin, M. Benedict, and R. Stallings. 1999. "The Adult Functioning of Former Kinship and Nonrelative Foster Care Children." In Hegar, R.L. and Scannapieco, M., eds. *Kinship Foster Care: Policy, Practice and Research*. (New York: Oxford University Press), pp. 208-222.
- ⁵⁰ The First Place Fund for Youth.
- ⁵¹ M.C. Courtney and Piliavin, I. 1998. *Foster Youth Transitions to Adulthood: Outcomes 12 to 18 Months After Leaving Out-of-Home Care*. Madison, WI: Institute for Research on Poverty, University of Wisconsin-Madison.
- ⁵² A table of state action on this option is available at <http://www.bsu.edu/BSU/image/ssrc/media/pdf/Medicaid.pdf>.
- ⁵³ Ibid.
- ⁵⁴ See the State Juvenile Justice Profiles website at <http://ojjdp.ncjrs.org/ojstatbb/html/qa085.html>.
- ⁵⁵ Richard A. Mendel. 2000. *Less Cost, More Safety*. (Washington, D.C.: American Youth Policy Forum). See "Challenge #2: Offer a Broad Array of Community-Based Sanctions and Interventions for Delinquent but Non-Dangerous Youth," The full report is available at <http://www.aypf.org/lesscost>.
- ⁵⁶ Ibid.
- ⁵⁷ Melissa Sickmund, "State Custody Rates, 1997," *Juvenile Justice Bulletin* (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, December 2000). Available at http://www.ncjrs.org/html/ojjdp/jjbul2000_12_1/page1.html.
- ⁵⁸ Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, *Serious and Violent Offender Reentry Initiative, Appendix J – The Facts* at <http://www.ojp.usdoj.gov/reentry/solicitation/appendixj.html>.
- ⁵⁹ For information on the Police Youth Enrichment Program, administered by the Connecticut Office of Policy and Management, see: <http://www.opm.state.ct.us/pdpd1/justice>.
- ⁶⁰ Bruce Wolford, Brenda Purnell, and Carol Cramer Brooke. "Educating Youth in the Juvenile Justice System," (Richmond, KY: National Juvenile Detention Association, 1998). Available at http://www.ceardy.org/Education_Standards_Survey.pdf.
- ⁶¹ Teleconference with A. Curtis Porter, Program Operations Team Leader, U.S. Family and Youth Services Bureau, U.S. Department of Health and Human Services, November 19, 2002.
- ⁶² These key features are extrapolated from a survey of state school-to-work policies in: National Conference of State Legislatures, *School-to-Work*, (Washington, D.C.: Author, 2002).
- ⁶³ See note 58 above.
- ⁶⁴ Jack Russell. "Risk Management: Insuring Work-based Learning Experiences," *School Administrator*, Web Edition November 1999, on the Internet at http://www.aasa.org/publications/sa/1999_11/foc_russell.htm.
- ⁶⁵ U.S. General Accounting Office. "Workforce Investment Act: Youth Provisions Promote New Service Strategies But Additional Guidance Would Enhance Program Development" (Washington, D.C.: Author, 2002).
- ⁶⁶ As an example, Oregon's First Break Program, administered by the Oregon Employment Department, is described at <http://findit.emp.state.or.us/emprsvcs/firstbreak.cfm>.

- ⁶⁷ Iowa Collaboration for Youth Development, 2001, "Iowa's Efforts," Paper prepared for the National Governors' Association Youth Policy Network conference, "Driving Change," held in Boulder, CO, October 18-19, 2001, p. 3 (Table on Result Areas and Operational Components).
- ⁶⁸ Denver Juvenile Justice Integrated Treatment Network, 2001, "Connecting Network" Brochure, Denver, CO. The DJJITN includes representation from law enforcement, juvenile courts, district attorney, detention, pre-trial, probation, youth corrections and parole, public and private agencies, community-based organizations, DJJI-TASC (Treatment Accountability for Safer Communities, and Denver Juvenile Community Assessment Center).
- ⁶⁹ National Governors' Association. "Opportunities Under the Temporary Assistance for Needy Families (TANF) Block Grant to Support At-Risk Youth," Resource Brief, (Washington, D.C.: National Governors' Association, 2000).
- ⁷⁰ National Governors' Association. "Serving At-Risk Youth Under the Workforce Investment Act (WIA)," Resource Brief, (Washington, D.C.: National Governors' Association Center for Best Practices, p. 2., 2000).
- ⁷¹ National Governors' Association, 2000, "Opportunities to Serve At-Risk Youth Under Welfare-to-Work (WTW)," Resource Brief, (Washington, D.C.: National Governors' Association Center for Best Practices, p. 1).
- ⁷² "The Kentucky Youth Development Partnership" (update as of October 19, 2001). The Kentucky Youth Development Partnership is a member of the National Governors' Association (NGA) Youth Policy Network and a grantee of the Family and Youth Services Bureau (FYSB),
- ⁷³ Robert M. Friedman. *"A Conceptual Framework for Developing and Implementing Effective Policy in Children's Mental Health,"* (Tampa, FL: Research and Training Center for Children's Mental Health, 1999).

Center
for the
Study
of
Social
Policy

1575 Eye Street, NW, Suite 500 • Washington, D.C. 20005
Tel: 202.371.1565 • Fax: 202.371.147 • www.cssp.org