

# State Policies That Work

# ENGAGING YOUTH IN POSITIVE, PRODUCTIVE ROLES



A Series of Policy Briefs from the Policy Matters Project

Brief No. 5

## INTRODUCTION

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. When young adults up to age 24 are included, the number rises to an estimated 38.7 million. This swelling population requires the attention of state policymakers if young people are to successfully transition into maturity and meaningful adulthood roles.

“Youth engaged in positive, productive roles” is defined as the participation in personal, civic, peer, family, and community options for young people 8 to 24 years of age. The result focuses on the developmental needs of pre-adolescents, adolescents, and young adults and the crucial transitions between each of these periods of increasing maturity. This brief examines policies 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.

This brief is a companion to a complete policy and research paper that reviews demographic and policy trends affecting young people and offers a beginning framework for state policy. The complete paper is one in a series of papers available from CSSP at [www.cssp.org](http://www.cssp.org). Policy and research papers and companion “Policies That Work” briefs are available for six core outcomes: family economic success, school readiness, healthy families, educational success, youth engagement, and strong family relationships. Interested readers may obtain these publications from the CSSP website ([www.cssp.org](http://www.cssp.org)) or by calling the Center at 202-371-1565.

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# Universal Policies

Universal policies include policies that focus on the general population but have relevance to youth. Universal policies often address large-scale systems (e.g. education systems) delivering community-wide public goods. The primary objective of such policies is to meet the basic needs of all citizens.

## **POLICY 1** Health Care Services

Insurance coverage is a key factor affecting access to and utilization of health care services for all age groups. State discretion in two major federal health care services programs – Medicaid and State Child Health Insurance Program (S-CHIP) – are especially relevant to youth. Teenage pregnancy, teenage injury, mental health problems, and substance abuse are among the youth-related health concerns that make the affordability of health care and insurance coverage important challenges affecting youth.<sup>1</sup> Three recommendations follow:

- 1.1 Reproductive health insurance coverage.** In 2002, 16 states exercised the Medicaid option to provide family planning services, and 22 states provided full or limited coverage for contraceptives.<sup>2</sup> States should provide coverage of reproductive health care services in Medicaid, S-CHIP, and state-sponsored health insurance programs for young people up to age 21.
- 1.2 Mental health service coverage.** 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.<sup>3</sup> States should cover mental health services for youth up to age 21 in Medicaid, S-CHIP, and state-sponsored health insurance programs.
- 1.3 Substance abuse treatment coverage.** States should provide coverage of substance abuse treatment for youth up to age 21 in Medicaid, S-CHIP, and state-sponsored health insurance programs.<sup>4</sup>

## **POLICY 2** Preventive Health

Some health-related policies deserve special attention as universal policies supporting youth, either because certain lifestyles established by youth have 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 and causes of more diseases and deaths than any other health-related behavior. State health policies should continue to focus on the prevention of these risk-taking behaviors and promote safe, healthy habits by regulating the cost and availability of these products to youth. Preventive health policy with particular relevance to youth include:

- 2.1 Cigarette taxes.** Tobacco remains the leading cause of death (from heart disease, stroke, and cancer) among Americans.<sup>5</sup> Two states – New York and California – have raised cigarette tax rates to over \$1.00 per pack with resulting reductions in consumption for teenagers.<sup>6</sup> States should adopt excise taxes of \$1.00 per pack of cigarettes to control cigarette consumption.
- 2.2 Tobacco-related state income.** States should allocate between 15 and 25 percent of Master Tobacco Settlement Agreement funds or revenue from excise taxes on tobacco products to youth development interventions.
- 2.3 Enforcement of tobacco-related age restrictions.** Provisions of the Substance Abuse Prevention and Treatment Partnership Block Grant (the Synar Amendment) require that states take action to enforce age restrictions on access to tobacco products. The most recent report indicates that sales to minors have dropped from 40.1 percent of sales in 1996 to 16.3 percent in 2001.<sup>7</sup> Educating cigarette retailers, aggressive compliance checks, along with fines and other punitive measures are among the approaches used to reduce youth access to tobacco products.<sup>8</sup>
- 2.4 Beer tax.** An excise tax to control beer consumption should be set at more than \$.30 per gallon.<sup>9</sup>
- 2.5 Liquor tax.** An excise tax to control liquor consumption should be set at more than \$4.00 per gallon.
- 2.6 Wine tax.** An excise tax to control wine consumption should be set at more than \$.75 per gallon.
- 2.7 Enforcement of alcohol-related age restrictions.** Rates of alcohol-related deaths from motor vehicle crashes for young people between 15 and 24 were double the rates for the general population in 1998.<sup>10</sup> Several studies have found that compliance checking for 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.<sup>11</sup> States should establish procedures to ensure enforcement of prohibitions against the sale of alcohol to minors.
- 2.8 Helmet protection.** Recent research focusing on states that have repealed helmet laws indicate increases in brain trauma particularly among motorcycle riders.<sup>12</sup> States should require helmet protection for motorcycle, bicycle, and scooter riders.

## **POLICY 3** Education

Many young people find standard school settings challenging.<sup>13</sup> The learning styles and instruction needs of young people vary. In response to these needs, schools are becoming more diverse. This paper addresses state policies that offer educational opportunity for young people at risk of dropping out of school and for whom alternative learning environments may offer a better way to meet their basic educational need. 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.

- 3.1 Extended learning options.** States should establish 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 postsecondary education.
- 3.2 Alternative education diplomas.** States should provide for issuance of high school diplomas to students who successfully complete approved alternative education programs.
- 3.3 Dropout programs.** States can improve educational outcomes for students by measuring dropout rates and funding dropout recovery programs for schools with high dropout rates. State policy should require measurement of school retention and dropout rates and implementation of dropout recovery programs where needed.<sup>14</sup>
- 3.4 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 become academically months behind others in the class.<sup>15</sup> 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.<sup>16</sup> Some of these problems could also be averted by increasing the stability of out-of-home placement and, thereby, reducing changes in schools attended.<sup>17</sup> Where possible and healthy for the child, states should require child welfare agencies to continue students at their current schools of enrollment.

## **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 roles.

**4.1 Community service.** States can increase civic participation among young people by enacting laws that allow volunteerism and civic activity to satisfy educational and graduation requirements. The 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 efforts.<sup>18</sup> States should authorize school credit toward graduation requirements and funding support for school-based community service programs.

**4.2 Voter education.** Recent figures indicate that only 32 percent of eligible voters under age 21 choose to vote.<sup>19</sup> States and communities should establish incentives and public information programs to encourage young people to register and to vote.

## **Youth-focused Policies**

Several states are currently translating the best research and evaluation information on programs for young people into more sensitive youth-focused policies. Given the embryonic nature of this approach to state policies, there are not very many examples of state policies categorized as “youth-focused.” Three policies are offered below (youth programming policies, policies requiring coordination of youth programs, and youth representation policies) and more state innovation with crafting youth-focused policy solutions is encouraged.

## **POLICY 5 Youth Programming**

Despite being traditionally under-funded (especially for adolescents over age 13),<sup>20</sup> unevenly distributed, and without coordination, out-of-school and after-school programs for youth provide a foundation for a system of services and resources to support positive youth development.<sup>21</sup> To further the potential of these programs, state law should focus on both the content and the quality of the programs that it funds and administers.

**5.1 After-school programs.** Youth programming, from after-school and out-of-school programs to mentoring, offers one of the best existing approaches for meeting the developmental needs of young people.<sup>22</sup> School- and community-based programs for youth during non-school hours should be established.

**5.2 Community connections for youth.** Programs to enhance “connectedness” and connections between young people and community organizations, businesses, and institutions should be established. In 2002, the National Academy of Sciences concluded, in part, that community programs could provide important opportunities for youth to develop personal and social assets.<sup>23</sup>

## **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.

**6.1 Coordination of 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.<sup>24</sup> States should establish a statewide governance structure to manage coordination of publicly funded statewide youth programs.

## **POLICY 7** **Youth Representation on Boards and Advisory Committees**

State policy can substantially move youth into the public agenda 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 in state policy or minimal.<sup>25</sup>

**7.1 Youth participation on boards and committees.** There should be 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.

## Vulnerable Youth Policies and Benchmarks

Policies that address the developmental needs of vulnerable youth usually fall into categorical child welfare, juvenile justice, and workforce development policies. These policies are tailored to address the particular circumstances of young people who have special needs. Unlike universal policies, which 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 their general deficit-inspired missions, these policies can be crafted to deliver supports in a manner consistent with positive youth development principles and a strengths-based approach.

### **POLICY 8** **Child Welfare and Transition to Independent Living**

Recent attention to the transition of young people from the foster care system stimulated the federal Foster Care Independence Act of 1999, which added resources for 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, provision of aftercare services, provisions for asset accumulation, health care coverage, and housing assistance, among others.

To better craft child welfare policy in ways that support successful transition of youth from foster care to independent living, the following recommendations are made:

**8.1 Age of emancipation.** To allow adequate time and provide much-needed support for transition to independence, states should extend the age of emancipation for youth in protective care of the state's child welfare agency to 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 provision for continuing care to age 21 for all wards of their child welfare system.<sup>26</sup>

**8.2 Aftercare for youth emancipated from foster care.** Aftercare services for young people leaving foster care for independence, including supports for linking youth to postsecondary education, workforce development, and community participation should be provided. A 15-year longitudinal study released in 2000 found that youth participating in aftercare programs fared better on educational and employment outcomes than those who did not.<sup>27</sup>

**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.<sup>28</sup> 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.<sup>29</sup> Most youth leaving the foster care system have very few possessions and are not prepared for the high start-up costs of moving.<sup>30</sup> 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. California, Idaho, Illinois, Louisiana, Ohio, Oklahoma, and Washington provide or are considering legislative provisions making independent living assistance available to former foster youth.<sup>31</sup>

**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.<sup>32</sup> 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.** The state option under federal law to provide health care insurance coverage through age 21 for youth moving to independence from protective care should be exercised. As of October 2001, seven states had made this option a state law. In several other states, legislation was pending.<sup>33</sup>

**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. Expediting the process of obtaining these records through cost elimination is critical.

**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.<sup>34</sup>

## **POLICY 9** **Juvenile Justice**

States face significant 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 youthful 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 for support. 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, then directing juvenile justice institutions away from punitive incarceration as a primary method and to diversion and community-based solutions seems most appropriate.<sup>35</sup>

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

**9.1 Age jurisdiction of juvenile justice system.** 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.<sup>36</sup> States should set the age for juvenile justice jurisdiction at 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.<sup>37</sup> Community-based and small-scale residential facilities for youth sentenced to juvenile detention should be established.

**9.3 Community-level sanctions and diversions.** Community-based courts with authority to apply sanctions and diversions for nonviolent first offenders within their communities should be established.<sup>38</sup>

**9.4 In-state residential programs.** Although the national average of out-of-state placements of juvenile offenders in 1997 was only 2 percent, seven states had more than 10 percent and three had over 20 percent placed out-of-state.<sup>39</sup> In-state residential programs to meet the special needs of

youth with mental illness, substance addictions/abuse, and disabilities should be established and supported.

**9.5 Aftercare for youth released from juvenile detention.** Programs to provide aftercare and reintegration supports for youth released from juvenile detention facilities into families and communities should be established. 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 aftercare and reintegration efforts, their chances of recidivism are greatly increased.<sup>40</sup>

**9.6 Education for youth in detention.** States should require provision of quality education to young offenders while in detention facilities. A 50-state survey in 1998 found that 75 percent of states established standards for educating incarcerated youth – addressing teacher qualifications, class size, and curriculum. However, those standards varied widely between states. For example, class size ranged from a low ratio of 1 to 10 to a high of 1 to 33.<sup>41</sup>

## **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 coordinating bodies for youth services recognize the importance of programs supporting runaway and homeless youth in transitional living arrangements. To better support runaway and homeless youth, the following recommendation is made:<sup>42</sup>

**10.1 Linkages between runaway and homeless services.** States should require state-level program coordination of federally and privately funded transitional living services for runaway and homeless youth.

## **POLICY 11** **Workforce Development**

Work-related education and training programs can address the needs of those youth who do not thrive in an academic educational setting. 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 improve workforce policy for vulnerable youth, the following recommendations are made:

**11.1 Work-based learning opportunities.** A 2000 U.S. General Accounting Office study of work-related, school-based programs in five states found positive student outcomes (attendance and academic success)

and positive employer levels of satisfaction for youth participating in such programs.<sup>43</sup> Based upon available evidence, states should establish work-based learning opportunities for students and out-of-school youth.

**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,<sup>44</sup> states should fund liability protections for teachers and young people in workplace-based learning programs.

**11.3 Subsidized youth employment linked to education.** States should subsidize employment linked to education during summer vacations and through the school year. The federal Workforce Investment Act provides states this option as a means of supporting youth in making a successful transition into the workforce.<sup>45</sup>

**11.4 Tax credits and exemptions.** Many states have mirrored the federal provision of a tax credit for employers who hire targeted youth for summer and other employment opportunities.<sup>46</sup> States should provide business tax credits or tax exemptions as an incentive to support youth employment.

## CONCLUSION

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 brief offers an initial set of recommendations for policies 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.

## ACKNOWLEDGEMENTS

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## ENDNOTES

- <sup>1</sup> See John Holahan and Brenda Spillman. (2002). "Health Care Access for Uninsured Adults: A Strong Safety Net is Not the Same as Insurance." Washington, D.C.: The Urban Institute; and Institute of Medicine. (2001). *Coverage Matters: Insurance and Health Care*. Washington, D.C.: National Academy Press.
- <sup>2</sup> The Henry J. Kaiser Foundation State Health Facts Online, on the Internet at <http://www.kff.org>.
- <sup>3</sup> American Academy of Pediatrics. (2000). "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," *Pediatrics*, 106 (4), pp. 860-862.
- <sup>4</sup> Ibid.
- <sup>5</sup> J.M. McGinnis and W.H. Foege. (1993). "Actual Causes of Death in the United States," *Journal of the American Medical Association*, 270:2207-2212.
- <sup>6</sup> "Effects of Price and Access Laws on Teenage Smoking Initiation: A National Longitudinal Analysis," available on the Internet at <http://www.uic.edu/orgs/impacteen>.
- <sup>7</sup> See on the Internet at [www.jointogether.org/sa/news/summaries/reader/0,1854,554536,00.html](http://www.jointogether.org/sa/news/summaries/reader/0,1854,554536,00.html).
- <sup>8</sup> See the Campaign for Tobacco-Free Kids, "Enforcing Laws Prohibiting Cigarette Sales Reduces Youth Smoking." Available at [www.tobaccofreekids.org](http://www.tobaccofreekids.org). The fact sheet provides a summary of studies documenting the effectiveness of various enforcement procedures.
- <sup>9</sup> For a listing of state tax rates on beer, liquor, and wine, see <http://www.taxpolicycenter.org/taxfacts/>
- <sup>10</sup> Fatality Analysis Reporting System, U.S. Department of Transportation, National Highway Traffic Safety Administration.
- <sup>11</sup> R. K. Lewis, A. Paine-Andrews, S.B. Fawcett, V.T. Francisco, K.P. Richter, B. Copple et al. (1996). "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(6):429-36; and D. F. Preusser, A. F. Williams, and H.B. Weinstein. (1994). "Policing Underage Alcohol Sales," *Journal of Safety Research*, 25(3):127-33.
- <sup>12</sup> See D.F. Preusser, J.H. Hedlund, and R.G. Ulmer. (September 2000). "Evaluation of Motorcycle Helmet Law Repeal in Arkansas and Texas." U.S. Department of Transportation, National Highway Traffic Safety Administration; and guidelines of the American College of Surgeons Trauma Program at <http://www.facs.org/dept/trauma/injslide.html>.
- <sup>13</sup> See Center for Education Reform. (2001). "What the Research Reveals about Charter Schools: Summary and Analyses of the Studies." Washington, D.C.: Author.
- <sup>14</sup> See <http://www.aypf.org/compendium/C1S05.pdf> for summary of: Robert J. Rossi. (March 1996). "Evaluation of Projects Funded by School Dropout Demonstration Assistance Program, Final Evaluation Report." Palo Alto CA: American Institutes for Research.
- <sup>15</sup> Casey Family Programs National Center for Resource Family Support (CNC). "Facts about Youth in Transition from Foster Care."
- <sup>16</sup> W.W. Blome. (1997). "What Happens to Foster Kids: Educational Experiences of a Random Sample of Foster Care Youth." *Child and Adolescent Social Work*, 14, 41-53; and Westat. (1991). "A National Evaluation of Title IV-E Foster Care Independent Living Programs: Phase 2 Final Report, Volume 2." Rockville, MD: Westat.
- <sup>17</sup> L. Anthony Loman and Gary L. Siegel. (November 2000). "A Review of Literature on Independent Living of Youths in Foster and Residential Care." St. Louis, MO: Institute of Applied Research.

- <sup>18</sup> See on the Internet [http://www.learnandserve.org/about/k\\_12.html](http://www.learnandserve.org/about/k_12.html)
- <sup>19</sup> Reported by Campus Compact's Student Civic Engagement Project, available at <http://www.compact.org/vote/html/more.html>. Connecticut's state-supported youth voter education is available at <http://www.sots.state.ct.us/EducationPrograms/awardsnprograms/youthvote.html>.
- <sup>20</sup> 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.
- <sup>21</sup> 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>.
- <sup>22</sup> For results of a longitudinal study of an after-school programs, see Denise Huang, et al. (June 2000). *A Decade of Results: The Impact of the LA's BEST After School Enrichment Program on Subsequent Student Achievement and Performance*. UCLA Center for the Study of Evaluation, Graduate School of Education and Information Studies.
- <sup>23</sup> Board of Children and Youth, Institute of Medicine, National Academy of Sciences. (2002). *Community Programs to Promote Youth Development*. Washington, D.C.: National Academy Press, Executive Summary.
- <sup>24</sup> Iowa, Massachusetts, New York, and Wyoming are among the states with effective approaches to coordinating youth programs. For another model of this approach, established within Illinois' Workforce Investment Act program, see <http://www.ilworkforce.org/youth.htm>.
- <sup>25</sup> The National 4-H organization, as part of its centennial initiative on youth development, is tracking efforts to gain greater youth participation on state and local decision-making bodies. See <http://www.4hcentennial.org/conversations/s2/stateactions.asp?grupid=11>
- <sup>26</sup> Telephone interview with Pamela Johnson, Independent Living Coordinator, U.S. Children's Bureau, November 2002.
- <sup>27</sup> 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, on the Internet at <http://www.cwla.org/newsevents/news001108ac.htm>.
- <sup>28</sup> U.S. Department of Health and Human Services. Developing a System of Program Accountability under the John H. Chafee Foster Care Independence Program.
- <sup>29</sup> S.J. Zuravin, M. Benedict, and R. Stallings. (1999). "The Adult Functioning of Former Kinship and Nonrelative Foster Care Children." In R.L. Hegar and M. Scannapieco, eds. *Kinship Foster Care: Policy, Practice and Research*. New York: Oxford University Press, 208-222.
- <sup>30</sup> The First Place Fund for Youth.
- <sup>31</sup> See National Conference of State Legislatures. (November 7, 2001). "Summary of Pending State Legislation Regarding Independent Living and Related Services for Foster Youth and Former Foster Youth." Washington, D.C.: National Conference of State Legislatures.
- <sup>32</sup> M.C. Courtney and I. Piliavin. (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.
- <sup>33</sup> A table of state action on this option is available at <http://www.bsu.edu/BSU/image/ssrc/media/pdf/Medicaid.pdf>.
- <sup>34</sup> Ibid.

- <sup>35</sup> An extensive bibliography of juvenile justice perspectives is available at <http://virlib.ncjrs.org/juv.asp?category=47&subcategory=68>.
- <sup>36</sup> See the State Juvenile Justice Profiles website on the Internet at <http://ojjdp.ncjrs.org/ojstatbb/html/qa085.html>.
- <sup>37</sup> 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>.
- <sup>38</sup> Ibid.
- <sup>39</sup> Melissa Sickmund. (2000). "State Custody Rates, 1997," *Juvenile Justice Bulletin*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice. Available at [http://www.ncjrs.org/html/ojjdp/jjbul2000\\_12\\_1/page1.html](http://www.ncjrs.org/html/ojjdp/jjbul2000_12_1/page1.html).
- <sup>40</sup> Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice. "Serious and Violent Offender Reentry Initiative," Washington, D.C.: Author. Available at <http://www.ojp.usdoj.gov/reentry/solicitation/appendixj.html>.
- <sup>41</sup> Bruce Wolford, Brenda Purnell, and Carol Cramer Brooke. "Educating Youth in the Juvenile Justice System," on the Internet at [http://www.ceardy.org/Education\\_Standards\\_Survey.pdf](http://www.ceardy.org/Education_Standards_Survey.pdf).
- <sup>42</sup> These key features are extrapolated from a survey of state school-to-work policies in National Conference of State Legislatures. (2002). "School-to-Work." Washington, D.C.: Author.
- <sup>43</sup> Ibid.
- <sup>44</sup> Jack Russell. (November 1999). "Risk Management: Insuring Work-Based Learning Experiences." *School Administrator*, (Web Edition), available at [http://www.aasa.org/publications/sa/1999\\_11/foc\\_russell.htm](http://www.aasa.org/publications/sa/1999_11/foc_russell.htm).
- <sup>45</sup> U.S. General Accounting Office. (2002). "Workforce Investment Act: Youth Provisions Promote New Service Strategies But Additional Guidance Would Enhance Program Development." Washington, D.C.: Author.
- <sup>46</sup> See for example, the Oregon First Break Program, administered by the Oregon Employment Department, at <http://findit.emp.state.or.us/emprsvcs/firstbreak.cfm>.

## 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 (NCCP) 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.

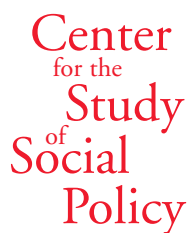
## About the Partners

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.

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