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Vulnerable Youth: Background and Policies

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Vulnerable Youth: Background and Policies

Summary

The majority of young people in the United States grow up healthy and safe in their communities. Most of those of school age live with parents who provide for their well-being, and they attend schools that prepare them for advanced education or vocational training and, ultimately, self-sufficiency. Many youth also receive assistance from their families during the transition to adulthood. During this period, young adults cycle between attending school, living independently, and staying with their families. On average, parents give their children an estimated $38,000, or about $2,200 a year, while they are between the ages of 18 and 34 to supplement wages, pay for college tuition, and assist with down payments on a house, among other types of financial help. Even with this assistance, the current move from adolescence to adulthood has become longer and increasingly complex.

For vulnerable (or "at-risk") youth populations, the transition to adulthood is further complicated by a number of challenges, including family conflict or abandonment and obstacles to securing employment that provides adequate wages and health insurance. These youth may be prone to outcomes that have negative consequences for their future development as responsible, self-sufficient adults. Risk outcomes include teenage parenthood; homelessness; drug abuse; delinquency; physical and sexual abuse; and school dropout. Detachment from the labor market and school — or disconnectedness — may be the single strongest indicator that the transition to adulthood has not been made successfully. Approximately 2.3 million noninstitutionalized civilian youth are not working or in school.

The federal government has not adopted a single overarching federal policy or legislative vehicle that addresses the challenges vulnerable youth experience in adolescence or while making the transition to adulthood. Rather, federal youth policy today has evolved from myriad programs established in the early 20th century and expanded in the years following the 1964 announcement of the War on Poverty. These programs are concentrated in five areas: workforce development, education, juvenile justice and delinquency prevention, social services, and public health ; they are intended to provide vulnerable youth with opportunities to develop skills to assist them in adulthood.

Despite the range of federal services and activities to assist disadvantaged youth, many of these programs have not developed into a coherent system of support. This is due in part to the administration of programs within several agencies and the lack of mechanisms to coordinate their activities. In response to concerns about the complex federal structure developed to assist vulnerable youth, Congress passed the Tom Osborne Federal Youth Coordination Act (P.L. 109-365) in 2006. This legislation, like predecessor legislation that was never fully implemented — the Claude Pepper Young Americans Act of 1990 (P.L. 101-501) — establishes a federal council to improve coordination of federal programs serving youth. Congress has also considered other legislation (the Younger Americans Act of 2000 and the Youth Community Development Block Grant of 1995) to improve the delivery of services to vulnerable youth and provide opportunities to these youth through policies with a "positive youth development" focus. This report will be updated periodically.

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Introduction

Congress has long been concerned about the well-being of youth. The nation's future depends on young people today to leave school prepared for college or the workplace and to begin to make positive contributions to society. Some youth, however, face barriers to becoming contributing taxpayers, workers, and participants in civic life. These youth have characteristics or experiences that put them at risk of developing problem behaviors and outcomes that have the potential to harm their community, themselves, or both. Poor outcomes often develop in home and neighborhood environments that do not provide youth with adequate economic and emotional supports. Groups of vulnerable (or "at-risk") youth include emancipating foster youth, runaway and homeless youth, and youth involved in the juvenile justice system, among others. Like all youth, vulnerable youth face a difficult transition to adulthood; however, their transition is further complicated by a number of challenges, including family conflict and obstacles to securing employment that provides adequate wages, health insurance, and potential for upward mobility.

The federal government has not adopted a single overarching federal policy or legislative vehicle that addresses the challenges at-risk youth experience in adolescence or while making the transition to adulthood. Rather, federal youth policy today has evolved from myriad programs established in the early 20th century and expanded through Great Society initiatives. These programs, concentrated in five areas — workforce development, education, juvenile justice and delinquency prevention, social services, and public health — provide vulnerable youth with opportunities to develop skills that will assist them in adulthood.

Despite the range of federal services and activities for vulnerable youth, many of the programs have not been developed into a coordinated system of support. In response, federal policymakers have periodically undertaken efforts to develop a comprehensive federal policy around youth. Congress has passed legislation (the Tom Osborne Federal Youth Coordination Act, P.L. 109-365) establishing a youth council to improve coordination of federal programs serving youth. Congress has also considered other legislation in recent years (the Younger Americans Act of 2000 and the Youth Community Development Block Grant of 1995) to improve the delivery of services to vulnerable youth and provide opportunities to these youth through policies with a "positive youth development" focus.

This report first provides an overview of the youth population and the increasing complexity of transitioning to adulthood for all adolescents. It also provides a separate discussion of the concept of "disconnectedness," as well as the protective factors youth can develop during childhood and adolescence that can mitigate poor outcomes. Further, the report describes the evolution of federal youth policy,

focusing on three time periods, and provides a brief overview of current federal programs targeted at vulnerable youth. (**Appendix Table A-1**, toward the end of the report, enumerates the objectives and funding levels of 45 such programs. Note that the table does not enumerate all programs that target, even in small part, vulnerable or disconnected youth.) The report then discusses the challenges of coordinating federal programs for youth, as well as federal legislation and initiatives that promote coordination among federal agencies and support programs with a positive youth development focus.

Overview

Age of Youth and the Transition to Adulthood

For the purposes of this report, "youth" refers to adolescents and young adults between the ages of 10 and 24. Under this definition, there are approximately 60 million youth (or 21% of the population) in the United States.[1] Although traditional definitions of youth include adolescents ages 12 to 18, cultural and economic shifts have protracted the period of adolescence. Children as young as 10 are included in this range because puberty begins at this age for some youth, and experiences in early adolescence often shape enduring patterns of behavior.[2] Older youth, up to age 24, are in the process of transitioning to adulthood. Many young people in their mid-20s attend school or begin to work, and some live with their parents.

The current move from adolescence to adulthood has become longer and more complex.[3] Youth of the 1950s were more likely to follow an orderly path to adulthood. They generally completed their education and/or secured employment (for males), including military service, which was followed by marriage and parenthood in their early 20s. (This was not true for every young person; for example, African Americans and immigrants in certain parts of the country faced barriers to employment.) Unlike their postwar counterparts who had access to plentiful jobs in the industrial sector, youth today must compete in a global, information-driven economy. Many more youth now receive vocational training or enroll in colleges and universities after leaving high school. Changed expectations for women mean they attend college in greater numbers than men.[4] During the period of transition, young adults cycle between attending school, living

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[1] U.S. Census Bureau, American Fact Finder, *Age Groups and Sex: 2000*, available at [http://factfinder.census.gov/servlet/QTTable?_bm=y&-geo_id=01000US&-qr_name=DEC_2000_SF1_U_QTP1&-ds_name=DEC_2000_SF1_U].

[2] Carnegie Corporation of New York, Carnegie Council on Adolescent Development, *Great Transitions: Preparing Adolescents for a New Century* (October 1995), pp. 20-21.

[3] Wayne G. Osgood et al., eds., *On Your Own Without a Net: The Transition to Adulthood for Vulnerable Populations*. Chicago: The University of Chicago Press, 2005, pp. 4-6. (Hereinafter Osgood et al., eds., *On Your Own Without a Net*.)

[4] Cladia Goldin, Lawrenece F. Katz, and Ilyana Kuziemo, "The Homecoming of American College Women: The Reversal of the College Gender Gap," *Journal of Economic Perspectives*, vol 20, no. 4, Fall 2006.

independently, and staying with their parents. They also use this time to explore career options and relationships with potential long-term partners. The median age of first marriage has risen each decade since the 1950s, with 27 now being the median age for men and 25.5 the median age for women.[5] These choices enable youth to delay becoming financially independent, which can create a financial burden for their families. On average, parents give their children an estimated $38,000 — or about $2,200 a year — between the ages of 18 and 34 to supplement wages, pay for college tuition, and help with housing costs, among other types of financial assistance.[6] Parents also provide support by allowing their adult children to live with them or providing child care for their grandchildren.

Programs that assist youth making the transition to adulthood also recognize that adolescence is no longer a finite period ending at age 18. Since FY2003, the Chafee Foster Care Education and Training Vouchers program has provided vouchers worth up to $5,000 annually per youth who is "aging out" of foster care or was adopted from foster care after 16 years of age.[7] The vouchers are available for the cost of attendance at an institution of higher education, as defined by the Higher Education Act of 1965. Youth receiving a voucher at age 21 may continue to participate in the voucher program until age 23.

Further, the changing concept of the age of adulthood is gaining currency among organizations and foundations that support and study youth development projects. The Youth Transition Funders Group is a network of grant makers whose mission is to help all adolescents make the successful transition to adulthood by age 25. Similarly, the Network on Transitions to Adulthood, a consortium of approximately 20 researchers from around the country, was created in 2000 to study the changing nature of early adulthood. The network recently published two books on this population which highlight the difficulties for youth today in becoming self-sufficient, independent adults even into their mid-20s.[8]

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[5] U.S. Census Bureau, American Fact Finder, *Median Age for First Marriage for Men* and *Median Age of First Marriage for Women: 2000-2003*, available at [http://www.census.gov/population/www/socdemo/fertility/slideshow/ACS-MF/TextOnly/slide10.html].

[6] Bob Schoeni and Karen Ross, "Material Assistance Received from Families During the Transition to Adulthood." In Richard A. Settersten, Jr., Frank F. Furstenburg, Jr., and Rubén Rumbaut, eds., *On the Frontier of Adulthood: Theory, Research, and Public Policy*, pp. 404-405. Chicago: University of Chicago Press, 2005.

[7] See CRS Report RS22501, *Child Welfare: The Chafee Foster Care Independence Program (CFCIP)*, by Adrienne Fernandes.

[8] See Richard A. Settersten, Jr., Frank F. Furstenburg, Jr., and Rubén Rumbaut, eds., *On the Frontier of Adulthood: Theory, Research, and Public Policy*. Chicago: University of Chicago Press, 2005. See also Osgood et al., eds., *On Your Own Without a Net*.

Defining the Vulnerable Youth Population

The majority of young people in the United States grow up healthy and safe in their communities. Those of primary and secondary school age live with parents who provide for their emotional and economic well-being and they attend schools that prepare them for continuing education or the workforce, and ultimately, self-sufficiency . Approximately one-quarter of today's youth will graduate from a four-year college or university.[9] Nonetheless, some young people do not grow up in a secure environment or with parents that provide a comprehensive system of support. These youth often live in impoverished neighborhoods and come to school unprepared to learn. Even youth who have adequate academic and emotional support may experience greater challenges as they transition to adulthood.

There is no universal definition of the terms "vulnerable" or "at-risk" youth, and some believe that these labels should not be used because of their potentially stigmatizing effects.[10] The terms have been used to denote individuals who experience emotional and adjustment problems, are at risk of dropping out, or lack the skills to succeed after graduation.[11] They have also been used to suggest that youth grow up in unstable family or community environments.[12] Researchers, policymakers, and youth advocates, however, might agree to this definition: vulnerable youth have characteristics and experiences that put them at risk of developing problem behaviors and outcomes that have the potential to hurt their community, themselves, or both.[13] "At risk" does not necessarily mean a youth has already experienced negative outcomes but it suggests that negative outcomes are more likely. Youth may also experience different levels of risk. On a risk continuum, they might have remote risk (less positive family, school, and social interaction and some stressors) to imminent risk (high-risk behaviors and many stressors).[14] Vulnerable youth may also display resiliency that mitigates negative outcomes.

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[9] Based on calculation of the percentage of adults ages 25 to 34 who have received a bachelor's degree. Current Population Survey, *Educational Attainment of Employed Civilians 18 to 64, by Industry, Age, Sex, Race, and Hispanic Origin, 2006*, available at [http://www.census.gov/population/www/socdemo/education/cps2006.html].

[10] Kristin Anderson Moore, "Defining the Term 'At Risk,'" Child Trends Research-to-Results Brief, Publication #2006-12, October 2006. (Hereinafter Moore, "Defining the Term 'At-Risk.'")

[11] J. Jeffries McWhirter et al., *At-Risk Youth: A Comprehensive Response.* California: Thomson Brooks/Cole, 2004, p. 6. (Hereinafter McWhirter, *At-Risk Youth*.)

[12] Moore, "Defining the Term 'At-Risk.'"

[13] Martha R. Burt, Gary Resnick, and Nancy Matheson, *Comprehensive Service Integration Programs for At-Risk Youth*, The Urban Institute, 1992, pp. 13-22.

[14] McWhirter, *At-Risk Youth*, pp. 7-9.

Groups of Vulnerable Youth. Researchers on vulnerable youth have identified multiple groups at risk of experiencing poor outcomes as they enter adulthood.[15] These groups include, but are not limited to the following:

- youth emancipating from foster care;
- runaway and homeless youth;
- youth involved in the juvenile justice system;
- immigrant youth and youth with limited English proficiency (LEP);
- youth with physical and mental disabilities;
- youth with mental disorders; and
- youth receiving special education.

Some researchers have also classified other groups of vulnerable youth based on risk outcomes: young unmarried mothers, high school dropouts, and disconnected (e.g., not in school nor working) youth.

Among the seven groups listed above, some lack financial assistance and emotional support from their families. Former foster youth, for example, often do not have parents who can provide financial assistance while they attend college or vocational schools. Other vulnerable youth have difficulty securing employment because of their disabilities, mental illness, juvenile justice records, or other challenges. Vulnerable youth who have depended on public systems of support often lose needed assistance at the age of majority.[16] Many will lose health insurance coverage, vocational services, and supplementary income.[17] They will also face challenges in accessing adult public systems, where professionals are not always trained to address the special needs of young adults. Regardless of their specific risk factor(s), groups of vulnerable youth share many of the same barriers to successfully transitioning into their 20s.

Figure 1 (below) shows the approximate number or percentage of youth who belong to each group and their basic characteristics. Even within these groups, the population is highly diverse. For example, among youth with disabilities, individuals experience asthma, visual or hearing impairments, emotional disturbances, congenital heart disease, epilepsy, cerebral palsy, diabetes, cancer, and spina bifida. Youth in these seven groups also represent myriad socioeconomic and racial backgrounds. However, youth of color and the poor tend to be overrepresented in vulnerable

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[15] See, for example, Osgood et al., eds., *On Your Own Without a Net*, and Michael Wald and Tia Martinez, *Connected by 25: Improving the Life Chances of the Country's Most Vulnerable 14-24 Year Olds*, William and Flora Hewlett Foundation Working Paper, November 2003. *On Your Own Without a Net* focuses on the seven groups, in addition to youth reentering the community from the juvenile justice system. "Connected by 25" focuses on four groups: high school dropouts, young unmarried mothers, juvenile justice-involved youth, and foster youth.

[16] Osgood et al., eds., *On Your Own Without a Net*, p. 10.

[17] Ibid., pp. 10-12.

populations. This is due, in part, to their exposure to poverty, and crime, racism, and lack of access to systems of care, such as health care and vocational assistance.[18]

Youth may also be members of multiple vulnerable populations. For instance, former foster youth are particularly at risk of becoming homeless. Each year about 20,000 youth "age out" of foster care, and of these youth, about two-fifths receive independent living services.[19] Emancipated youth may have inadequate housing supports.[20] Even if states made available all federal funds under the Chafee Foster Care Independence Program for housing, each emancipated youth would receive less than $800 per year.[21] Recently emancipated foster youth also tend to be less economically secure than their counterparts in the general youth population because they earn lower wages and are more likely to forego college and vocational training.[22] Their economic vulnerability can place them at risk of losing their housing. **Figure 1** shows the overlap that exists among some of the seven groups of youth. (**Note: Figure 1** does not include all possible vulnerable youth groups nor does it show all possible overlap(s) among multiple groups. The number of youth across groups should not be aggregated.)

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[18] McWhirter, *At-Risk Youth*, pp. 9, 13, and 14.

[19] Mark E. Courtney and Darcy Hughes Heuring. "The Transition to Adulthood for Youth "Aging Out" of the Foster Care System" in Osgood et al., eds., *On Your Own Without a Net*, pp. 27-32.

[20] Ibid.

[21] Section 497(b)(3)(B) of the Social Security Act requires that no more than 30% of federal independent living funds administered through the Chafee Foster Care Independence Program may be spent on housing for youth between the ages of 18 to 21. The act authorizes $140 million each year for the program. The estimate of less than $800 for each youth is based on the author's calculations that as many as 60,000 youth ages 18, 19, and 20 are eligible to receive housing assistance totaling $47 million (or 30% of $140 million).

[22] Peter J. Pecora et al., *Improving Foster Family Care: Findings from the Northwest Foster Care Alumni Study*, Casey Family Programs, 2005, pp. 1-2, available at [http://www.casey.org/Resources/Publications/NorthwestAlumniStudy.htm.] (Hereinafter Peter J. Pecora et al., *Improving Foster Family Care*.)

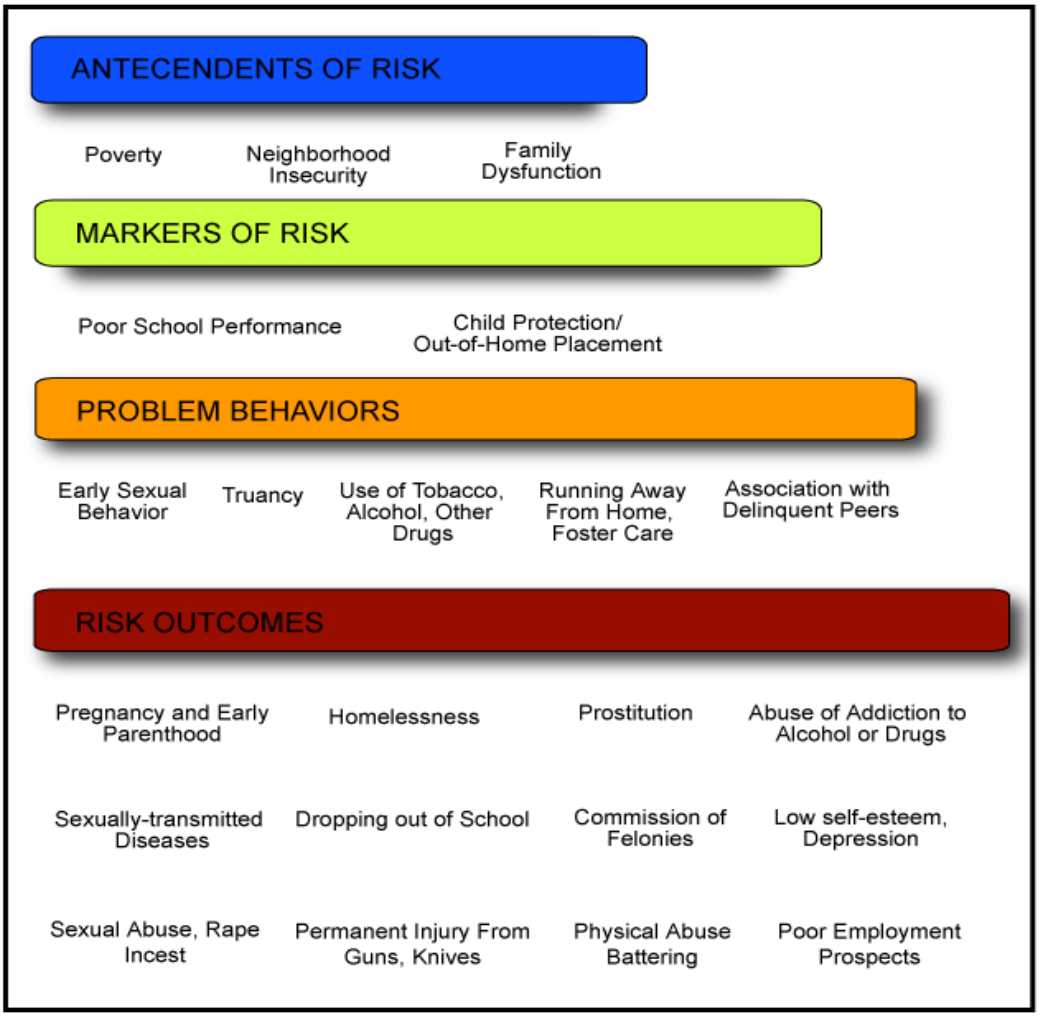
Figure 1. Vulnerable Youth Groups and Overlap Among Groups

Source: Created by the Congressional Research Service (CRS).

Framework for Risk

Not all vulnerable youth experience negative outcomes. However, three broad categories of factors influence whether youth face challenges in adolescence and as they transition to adulthood.[23] These categories include antecedents of risk, markers of risk, and problem behaviors. **Figure 2** summarizes the three categories and the risk outcomes vulnerable youth may experience.

Figure 2. Risk Framework for Vulnerable Youth



Source: Figure created by the Congressional Research Service (CRS) based on Martha Burt, Gary Resnick, and Nancy Matheson, "Comprehensive Service Integration Programs for At-Risk Youth: Final Report," The Urban Institute, 1992, Exhibit 2.2.

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[23] This discussion is based on Martha R. Burt, Gary Resnick, and Nancy Matheson, *Comprehensive Service Integration Programs for At-Risk Youth*, The Urban Institute, 1992, pp. 13-22.

Antecedents of risk — or social environmental conditions that influence outcomes — significantly predict the overall well-being of youth. Poverty, community conditions, and family structure are three primary antecedents of risk. Poverty is linked to a number of potential future problems among youth, including low professional attainment, and meager future earnings. An analysis that utilized data from the National Longitudinal Survey of Youth and U.S. census tract information for 1980 to 1990 estimated that adolescents ages 14 to 22 who grew up in relatively high poverty metropolitan neighborhoods had a lesser likelihood as adults of being employed.[24] Other macro-level forces — the location of employers and the erosion of the manufacturing sector — can also limit the jobs available to poor youth who live in urban areas.[25] Some analyses have found that youths' place of residence in proximity to jobs affects their labor market involvement independent of other factors.[26] Jobs in the manufacturing sector have been replaced by the growth of the service and high-technology sectors, jobs requiring technical and managerial skills.[27] Youth who drop out of school or do not pursue postsecondary education cannot easily compete for available jobs.

Markers of risk also suggest that youth will experience negative outcomes in adolescence and beyond. Markers of risk are tangible indicators that can be measured or documented in public records; low school performance and involvement in the child welfare system are two such markers. Low academic performance, based on scores from a basic cognitive skills test as part of the 1994 National Longitudinal Education Survey, is associated with low employment rates. Among16-to-24 year olds who scored below the 20th percentile on the test, 74% of white youth, 47.7% of black youth, and 57.4% of Hispanic youth were employed.[28] Youth involved in the child welfare system, including out-of-home placement in the foster care system, are at-risk because of their history of abuse or neglect. Over 267,000 children and youth ages 10 to 20 (52.1% of all youth in care) were in foster care and approximately 9% of foster youth emancipated from care on the last day of FY2005.[29] Studies show that

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[24] Steven R. Holloway and Stephen Mullherin, "The Effects of Adolescent Neighborhood Poverty on Adult Employment," *Journal of Urban Affairs*, vol. 26, no. 4, 2004.

[25] Peter Edelman, Harry J. Holzer, and Paul Offner, *Reconnecting Disadvantaged Young Men*. Washington, DC: Urban Institute Press, 2006, pp. 19-21. (Hereinafter Edelman, Holzer, and Offner, *Disadvantaged Young Men*.)

[26] See for example, Weinberg, Reagan, and Yankow, *Do Neigborhoods Matter?*; Katherine M. O'Regan and John M. Quiley, "Where Youth Live: Economic Effects of Urban Space on Employment Propsects," *Urban Studies*, vol. 35, no.7, 1998 and Stephen Raphael, "Inter- and Intra-Ethnic Comparisons of the Central City-Suburban Youth Employment Differential," *Industrial & Labor Relationship Review*, vol. 51, no. 3, April 1998.

[27] William Julius Wilson, *When Work Disappears: The World of the New Urban Poor.* New York: Vintage Books, 1996, pp. 25-29.

[28] *Disadvantaged Young Men*, p. 21.

[29] U.S. Department of Health and Human Services, Administration for Children and Families *The AFCARS Report*, September 2005, at [http://www.acf.hhs.gov/pro-grams/cb/stats_research/index.htm#afcars].

youth who have "aged out" of foster care fare poorly relative to their counterparts in the general population on several outcome measures.[30]

Problem behaviors further define a youth's level of risk for incurring serious consequences during the transition to adulthood. Problem behaviors are activities that have the potential to hurt youth, the community, or both. Youth with these behaviors likely live under risk antecedent conditions and have displayed risk markers. Behaviors include early sexual experimentation; truancy; use of tobacco, alcohol, or other drugs; running away from home or foster care; and association with delinquent peers. Problem behaviors, coupled with poor socioeconomic and social environmental factors, can precipitate more long-term negative outcomes, described in **Figure 2** as risk outcomes. *Risk outcomes* include school dropout, low employment prospects, teen pregnancy, and alcohol and substance abuse.

Disconnectedness

Youth advocates and researchers have begun to focus on vulnerable youth who experience negative outcomes in employment and the workforce.[31] Generally characterized as "disconnected," these youth are not working or attending school. They are also not embedded in strong social networks of family, friends, and communities that provide assistance in the form of employment connections, health insurance coverage, tuition and other supports such as housing and financial assistance. However, there is no uniform definition of this term.

Based on the varying definitions of disconnectedness, low educational attainment and detachment from the labor market appear to be signature characteristics of the population. An analysis by the Congressional Research Service of March 2006 CPS data used a definition of disconnectedness to include noninstitutionalized youth ages 16 to 24 who did not work anytime during the previous year (2005) due primarily to a reason other than school *and* were presently (March 2006) not working or in school.[32] Approximately 2.3 million youth — or 6.3% of all youth — ages 16 to 24 met this criteria. **Table 1** shows that of the noninstitutionalized male population, 3% of whites, 10.3% of blacks, and 4.7% of Hispanics were disconnected.[33] While black women had the same rate of disconnection as their male counterparts, white and Hispanic females were about two to three times as likely than their counterparts to experience disconnection. (See **Appendix Table A-1** for a summary of other studies on disconnected youth.)

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[30] Peter J. Pecora et al., *Improving Foster Family Care*.

[31] See, for example, Campaign for Youth, "Memo on Reconnecting our Youth From a Coalition of Voices," January 2005, available at [http://www.clasp.org/CampaignForYouth/]. See also **Appendix Table A-1** for a summary of studies on disconnected youth.

[32] This analysis was conducted with the assistance of Thomas Gabe, CRS Specialist in Social Legislation.

[33] These rates are not likely comparable to the Edelman, Holzer, and Offner analysis of March 2000 CPS data. Edelman, Holzer, and Offman examined rates of disconnection in the previous year only — 1999.

Table 1. Disconnected Civilian, Noninstitutional Youth, Ages 16 to 24 (2006)

	Number of Men (% of total 16 to 24 population)[b]				Number of Women (% of total 16 to 24 population)[a]			
	Total	NH White	NH Black	Hispanic	Total	NH White	NH Black	Hispanic
Disconnected Youth	768,141	352,794 (3.0)	259,794 (10.3)	155,827 (4.7)	1.41 m	657,423 (5.8)	277,843 (10.4)	472,879 (15.6)
Married Parent[b]	6,165	869 (0)	1,887 (0.1)	3,409 (0.1)	275,293	224,530 (2.0)	22,360 (0.8)	218,403 (7.2)
Cohabiting Parent[b]	23,913	4,829 (0)	9,959 (0.4)	9,125 (0.3)	119,064	69,365 (0.6)	19,882 (0.7)	29,817 (1.0)
Single Parent	14,026	1,852 (0)	6,704 (0.3)	5,470 (0.2)	235,800	93,456 (0.8)	80,286 (3.0)	62,058 (2.1)
Not Married, No Children	709,034	337,067 (2.9)	235,440 (9.4)	136,527 (4.1)	488,928	232,704 (2.1)	146,606 (5.5)	109,618 (3.6)
Married, No Children	15,004	8,176 (0.2)	5,532 (0)	1,296 (0.6)	99,058	37,368 (0.3)	8,708 (0.3)	52,982 (1.8)

Source: Congressional Research Service (CRS) analysis of U.S. Census Bureau, Current Population Survey (March 2006).

a. Beginning with the March 2003 CPS, the Census Bureau allows survey respondents to identify themselves as belonging to one or more racial groups. The terms black and white refer to persons who identified with only a single racial group (i.e., non-Hispanic black or non-Hispanic white). The term Hispanic refers to individuals' ethnic, as opposed to racial, identification. Hispanics can be of any race.

The higher rates of disconnection among women may be explained, in part, by their childrearing responsibilities (see **Table 2**). While approximately 5% of disconnected males had children, nearly 20% of disconnected females had children. (Parent refers to being the biological parent or step-parent of a child who lives in the same household, or a parent figure to a cohabiting partner's child who lives in the same household.) Some of these women may have had adequate financial support despite not working or attending school. Approximately one-half of all Hispanic mothers and one-third of white mothers classified as disconnected were married, and a smaller share (approximately 8%) of all disconnected mothers were living with a partner. However, 29% of black disconnected mothers were neither married nor living with a partner, suggesting that they may have faced financial difficulties providing for their children.

The overwhelming majority of disconnected men in each racial group and over half of all disconnected black women are not married or raising children. This begs the question about the type of financial and other support they receive and the source of this support. Future analyses of CPS data can show whether they receive housing

assistance by living with their parents (although the data cannot show if the youth pay rent).

Table 2. Proportion of Married and Parenting Civilian, Noninstitutional Disconnected Youth, Ages 16 to 24 (2006)

	Men (%)[a]			Women (%)[a]		
	NH White	NH Black	Hispanic	NH White	NH Black	Hispanic
Married Parent[b]	0.3	0.7	2.2	34.2	8.1	46.2
Cohabiting Parent[b]	1.4	3.8	5.9	10.6	7.2	6.3
Single Parent	0.5	2.6	3.5	14.2	28.9	13.1
Not Married, No Children	95.5	90.7	87.6	35.4	52.8	23.2
Married, No Children	2.3	2.1	0.8	5.7	3.1	11.2

Source: Congressional Research Service (CRS) analysis of U.S. Census Bureau, Current Population Survey (March 2006).

a. Beginning with the March 2003 CPS, the Census Bureau allows survey respondents to identify themselves as belonging to one or more racial groups. The terms black and white refer to persons who identified with only a single racial group. The term Hispanic refers to individuals' ethnic, as opposed to racial, identification. Hispanics can be of any race.
b. Parent refers to biological parent, step-parent, or parent figure to cohabiting partner's child.

Incarceration.[34] The definitions of disconnectedness discussed above include only the civilian noninstitutional population. They therefore omit such persons as inmates of prisons and jails, the majority of whom are minority males (non-Hispanic blacks and Hispanics).[35] An analysis of 16-to-24-year olds examined the disconnectedness (defined as out of work and school for at least one year) of both the civilian noninstitutional and incarcerated population, based on data from the 1999 CPS supplemented with summary statistics of youth incarceration rates from the Department of Justice's Bureau of Justice Statistics. When incorporating the incarcerated population, the rates of disconnection increased for white males from 3% to 4.2%; for black males from 10.5% to 17.1%; and for Hispanic males from 9% to 11.9%.[36] Another study that added residents of institutions and active-duty personnel in the Armed Forces to October 2000 CPS data found the rate of disconnection among 16 to 19 year old males rose from 8% to 10% and among 20 to 24 year old males, from 11% to 13%.[37] In contrast, inclusion of these population groups had no effect on the incidence of disconnection among females, which remained at 9% for teenagers and 18% for young adults.

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[34] Discussion based in part on CRS Report RL32871, *Youth: From Classroom to Workplace?*, by Linda Levine.

[35] U.S. Department of Justice, Bureau of Justice Statistics, *Prison and Jail Inmates at Midyear 2005*, p. 8, available at [http://www.november.org/resources/Prisoners05.pdf].

[36] *Disadvantaged Young Men*, p. 13.

[37] U.S. Congressional Budget Office, *What Is Happening to Youth Employment Rates, Table 6*, November 2004, at [http://www.cbo.gov/showdoc.cfm?index=6017&sequence=0].

A third study of incarcerated youth included those ages 18 to 24 in local jails and state or federal prisons after being convicted of a crime, as well as unmarried youth this same age with a high school degree or less who had been unemployed for one or more years. At any point during the 1997 to 2001 period, the researchers estimated that almost 1.8 million young adults (or 7% of the population ages 18 to 24) experienced long spells of unemployment (1.7 million) or were incarcerated (420,000).[38] A majority (59% or 1 million) in this group were male, who accounted for 8% of the 18-to-24 year old male population. The 728,000 disconnected females accounted for 6% of the 18-to-24 year old female population. Over one-third of the disconnected males were incarcerated compared to just 3% of females. Nearly all the disconnectd mothers had their first child between 14 and 20, and half of them reported welfare receipt.

Positive Youth Development: The Importance of Resiliency and Opportunity

Although vulnerable youth overall experience more negative outcomes than their counterparts who are not considered to be at risk, some of these youth have accomplished their goals of attending college and/or securing permanent employment. Youth advocates argue that vulnerable youth can reach their goals if given adequate opportunities to develop positive behaviors during adolescence. Emphasizing that youth are in control of their future and can make contributions to their communities and society, these advocates view vulnerable youth as resources rather than victims or perpetrators.[39]

What is Youth Development? Youth development refers to the processes — physical, cognitive, and emotional — that youth undergo during adolescence. The competencies that youth begin to gain during adolescence can assist them as they transition to adulthood. Youth who master competencies across several domains will likely achieve desirable outcomes, including educational and professional success, self-confidence, connections to family and the community, and contributions to society. These areas of competency include the following:

- *Cognitive*: Knowledge of essential life skills, problem solving skills, academic adeptness;
- *Social*: Connectedness with others, perceived good relationships with peers, parents, and other adults;
- *Physical:* Good health habits, good health risk management skills;
- *Emotional:* Good mental health, including positive self-regard; good coping skills;

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[38] Michael Wald and Tia Martinez, *Connected by 25: Improving the Life Chances of the Country's Most Vulnerable 14-24 Year Olds*, William and Flora Hewlett Foundation Working Paper, November 2003, pp. 14-17, available at [http://www.hewlett.org/NR/rdonlyres/60C17B69-8A76-4F99-BB3B-84251E4E5A19/0/FinalVersionofDisconnectedYouthPaper.pdf].

[39] National Youth Development Information Center, *What is Youth Development?*, available at [http://www.nydic.org/nydic/programming/definition.htm].

- *Personal:* Sense of personal autonomy and identity, sense of safety, spirituality, planning for the future and future life events, strong moral character;
- *Civic:* Commitment to community engagement, volunteering, knowledge of how to interface with government systems; and
- *Vocational:* Knowledge of essential vocational skills, perception of future in terms of jobs or careers.[40]

A primary factor that influences how well youth develop these competencies is the interaction between *individual characteristics*, or traits influenced by genetic inheritance and prenatal environment, and the *social environment* — societal conditions, community, and the family can serve to reinforce positive behaviors and promote positive outcomes for vulnerable youth.[41]

Societal conditions — economic conditions, the prevalence of discrimination, and educational institutions — affect the development of youth competencies and connectedness to others. Adolescents who perceive their future in terms of jobs or careers often achieve desirable outcomes. For vulnerable youth, poor economic conditions and fewer opportunities to work can affect how they perceive their future.

Youth's interaction with the community is another variable that shapes their development. Community culture, or the values and beliefs of a particular community, may support the positive development of youth by reinforcing cultural norms that favor academic achievement and professional success. Communities can play a role in fostering youth development by providing multiple pathways to help youth strengthen their competencies through schools and other institutions. Youth advocates argue that these pathways should involve services and long-term programs that provide opportunities for youth during the school day and in non-school hours when youth may be more susceptible to risky behaviors.[42] Within schools, the availability of resources for youth and their parents, such as programs that monitor and supervise youth, and quality youth-serving institutions and organizations can buffer youth from negative community cultures. Outside of schools, youth development programs emphasize the positive elements of growing up and engage young people in alternatives to counteract negative pressures. Approximately 17,000 organizations offer youth programs, some of which are well-known with many decades of experience (such as the Girl Scouts of the U.S.A. and 4-H), and others

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[40] National Research Council, *Community Programs to Promote Youth Development*. Washington, DC: National Academy Press, 2002, pp. 6-7.

[41] Discussion based on U.S. Department of Health and Human Services, Family and Youth Services Bureau, *Understanding Youth Development: Promoting Positive Pathways of Growth*, 1997.

[42] Karen Pittman, Merita Irby, and Thaddeus Ferber, *Unfinished Business: Further Reflections on a Decade of Promoting Youth Development*, The Forum for Youth Investment, 2000, p. 9, available at [http://www.ppv.org/ppv/publications/assets/74_sup/ydv_1.pdf]. (Hereinafter Pittman, Irby, and Ferber, *Unfinished Business*.)

that are local, grassroots entities.[43] These organizations offer a variety of services that focus on the development of personal skills and critical life skills, and opportunities for youth to participate in the decisions of the organization.[44]

Finally, the family context plays a pivotal role in youth development. Parental monitoring and family structure affect how well youth transition to adulthood. Positive adolescent development is facilitated when youth express independence from their parents, yet rely on their parents for emotional support, empathy, and advice. Parenting styles and family structure play important roles in the lives of youth. Parents who discipline in a moderate and caring manner, and provide positive sanctions for prosocial behaviors can assist youth to develop a sense of control over their future. Family structures that promote positive parent-child relationships, even after divorce or times of stress (such as separation or loss of a parent), can provide youth with emotional and other support during adolescence and beyond.

The Youth Development Movement. The belief that all youth are assets has formed the basis of the youth development movement that began in the 1980s in response to youth policies and programs that attempted to curb the specific problems facing youth (i.e., pregnancy, drug use) without focusing on how to holistically improve outcomes for youth and ease their transition to adulthood. A range of institutions have promoted this approach through their literature and programming: policy organizations (Forum for Youth Investment and National Network for Youth); national direct service organizations for youth (4-H and the Boys and Girls Clubs of America); public and private research institutions (National Research Council and Carnegie Corporation of New York), and government sub-agencies with a youth focus (the U.S. Department of Health and Human Services' Family and Youth Services Bureau and the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention).[45] The youth development movement has attempted to shift from an approach to youth that emphasizes problem prevention to one that addressed the types of attitudes, skills, knowledge, and behaviors young people need to develop for adulthood.[46]

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[43] Carnegie Corporation of New York, Carnegie Council on Adolescent Development, *A Matter of Time: Risk and Opportunity in the Nonschool Hours* (December 1992), p. 11.

[44] 4-H, The National Conversation on Youth Development in the 21st Century: Final Report. 2002, p. 4.

[45] See for example, Karen Pittman, "Some Things Do Make a Difference and We Can Prove It: Key Take-Aways" from *Finding Out What Matters for Youth: Testing Key Links in a Community Action Framework for Youth Development*, The Forum for Youth Investment, April 2003, available at [http://www.forumfyi.org/_portalcat.cfm?LID=D662C83D-BEEE-4E8E-A926F89515009A78]; 4-H, *The National Conversation on Youth Development in the 21st Century: Final Report*, 2002; National Research Council, *Community Programs to Promote Youth Development*, 2002; U.S. Department of Health and Human Services, Administration for Children and Families, Publications on Positive Youth Devlopment, available at [http://www.acf.hhs.gov/programs/fysb/content/positiveyouth/publications.htm].

[46] Pittman, Irby, and Ferber, *Unfinished Business*, pp. 20-22.

Despite the endorsement of the positive youth development approach by prominent organizations, the movement has faced challenges.[47] Youth advocates within the movement point to insufficient guidance for program planners and policymakers about prioritizing which youth to serve, given the limited resources available to communities for youth programs. They have also criticized the lack of sufficient evaluation of programs and organizations using a positive development approach. According to these advocates, some youth development efforts have been built on insufficient data about demand for or supply of programs and were started without baseline data on reasonable youth indicators. Further, they argue that youth development messages have, at times, failed to generate excitement among policymakers because they did not convey how positive youth development policy and programs could respond to the challenges young people face and lead to better outcomes for youth and society at large. In turn, the movement has failed to adequately link to local and regional infrastructures that assist with funding, training, and network development.

To address these challenges, youth advocates (the same groups that have raised criticisms about the movement) have proposed a number of recommendations. For example, the Forum for Youth has urged advocates to clarify a youth development message that specifies concrete deliverables and to connect the movement to sustainable public and private resources and other youth advocacy efforts.[48] The recommendations have also called for evaluations of youth programs with a positive youth approach and improved monitoring and assessment of programs.

Evolution of the Federal Role in Assisting Vulnerable Youth

The remainder of this report describes the evolution of federal youth policy and provides an overview of current programs and initiatives that focus on vulnerable youth. Many of these initiatives promote coordination of federal youth programs and positive youth development.

The federal government has not adopted a single overarching federal policy or legislative vehicle that addresses the challenges that young people experience in adolescence or while making the transition to adulthood. Rather, federal youth policy today evolved from myriad programs and initiatives that began in the early 1900s to assist children and youth. From the turn of the twentieth century through the 1950s, youth policy was generally subsumed under a broad framework of child welfare issues. The Children's Bureau, established in 1912, focused attention on child labor and the protection of children with special needs. The age boundaries of "youth" were not clearly delineated, but based on proposed child labor reform legislation at that time, "child" referred to those individuals age 16 and under. Also during this period, work and education support programs were created to ease the financial pressures of the Great Depression for older youth (ages 16 to 23), and increasingly,

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[47] Ibid., pp. 30-31.

[48] Ibid., pp. 14-27.

federal attention focused on addressing the growing number of youth classified as delinquent. The subsequent period, spanning the 1960s and 1970s, was marked by the creation of programs that targeted youth in five policy areas: workforce development and job training, education, juvenile justice and delinquency prevention, social services, and public health. Finally, from the 1980s until the present, many of these programs have been expanded; others have been eliminated. The federal government has also recently adopted strategies to better serve the youth population through targeted legislation and initiatives.

1912-1950s: Children's Bureau Programs and Workforce Programs

At the turn of the twentieth century, psychologists first formally defined the concept of adolescence. American psychologist G. Stanley Hall characterized the period between childhood and adulthood as a time of "storm and stress," with youth vulnerable to risky behavior, conflict with parents, and perversion.[49] The well-being of adolescents was emerging as an area of concern during this time, albeit as part of a greater focus on child welfare by states and localities. States began to recognize the distinct legal rights of children, generally defined as age 16 and younger, and to establish laws for protecting children against physical abuse, cruelty, and neglect. Children who were abused or neglected were increasingly removed from their homes and placed in almshouses and foster homes by the state. Juvenile courts and reform schools, first created in the late 1800s, were also expanding during this period. By 1912, 22 states had passed legislation to establish juvenile courts.[50]

The year 1912 also marked the federal government's initial involvement in matters relating to child welfare with the creation of the Children's Bureau in the U.S. Department of Labor. The Bureau emerged out of the Progressive Movement, which emphasized that the stresses on family life due to industrial and urban society were having a disproportionately negative effect on children.[51] Though not a cabinet-level agency, the purpose of the Bureau was to investigate and report upon all "matters pertaining to the welfare of children and child life" for the federal government. The Bureau adopted a "whole child" philosophy, meaning that the agency was devoted to researching every aspect of the child's life throughout all stages of his or her development. In particular, the Bureau focused on infant and maternal health, child labor, and the protection of children with special needs (e.g., those who were poor, homeless, without proper guardianship, and mentally handicapped).

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[49] G. Stanley Hall, "Adolescence: Its Psychology and Its Relations to Physiology, Anthropology, Sociology, Sex, Crime, Religion, and Education," (1904) in John H. Bremner, Tamara K. Hareven, and Robert M. Mennel, eds., *Children & Youth in America, Vol. II: 1866-1932, Parts 1-6*. Cambridge, MA: Harvard University Press, 1971, pp. 81-85.

[50] John H. Bremner, Tamara K. Hareven, and Robert M. Mennel, eds., *Children & Youth in America, Vol. II: 1866-1932, Parts 1-6*. Cambridge, MA: Harvard University Press, 1971, p. 440.

[51] Kriste Lindenmeyer, *"A Right to Childhood:" The U.S. Children's Bureau and Child Welfare, 1912-46.* Urbana: University of Illinois Press), pp. 10-11. (Hereinafter Lindenmeyer, *A Right to Childhood*.)

The concept of a "youth policy" in those early years was virtually nonexistent. However, the Bureau's efforts in combating child labor and investigating juvenile delinquency from 1912 through the early 1950s targeted youth ages 10 to 16. Bureau Chief Julia Lathrop and Progressive Era advocates pushed for laws that would prohibit the employment of children under age 16.[52] The Bureau also tracked the rising number of juvenile delinquents in the 1930s and evaluated the causes of delinquency, citing unhappy home conditions and gang membership as a predictor of gang activity.[53] In 1954, the Bureau established a division on juvenile delinquency prevention.

Perhaps the most well known policies the Children's Bureau implemented that affected youth were through the child health and welfare programs established by the Social Security Act (P.L. 74-231) of 1935. As originally enacted, the law authorized indefinite annual funding of $1.5 million for states to establish, extend, and strengthen public child welfare services in "predominately rural" or "special needs" areas. For purposes of this program (now at Title IV-B, Subpart 1 of the Social Security Act), these were described as services "for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent."[54] The Aid to Dependent Children Program (now Temporary Assistance for Needy Families Block Grant) was also created under the act to provide financial assistance to impoverished children. "Dependent" children were defined as children under age 16 who had been deprived of parental support or care due to a parent's death, continued absence from the home, or physical or mental incapacity, and was living with a relative. Amendments to the program extended the age of children to 18.[55]

Separately in the 1930s, the federal government addressed youth poverty triggered by the Great Depression. The Federal Transient Relief Act of 1933 established a Transient Division within the Federal Transient Relief Administration to provide relief services through state grants. Also in 1933, the Civilian Conservation Corps (CCC) opened camps and shelters for more than one million low-income older youth. Two years later, in 1935, President Franklin Roosevelt created the National Youth Administration (NYA) by executive order to open employment bureaus and provide cash assistance to poor college and high school students. The Transient Division was disbanded shortly thereafter. From 1936 to 1940, legislation was proposed to provide for comprehensive educational and vocational support for older youth. As introduced in 1938, the American Youth Act

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[52] Ibid., pp. 127, 137-138.

[53] Ibid., pp. 148-153.

[54] In 1962 (P.L. 87-543), child welfare services were formally defined under Title IV-B as "public social services which supplement, or substitute for parental care and supervision for the purpose of (1) remedying or assisting in the solution of problems which may result in, the neglect, abuse, exploitation, or delinquency of children, (2) protecting and caring for homeless, dependent, or neglected children, (3) protecting and promoting the welfare of children, including the strengthening of their own homes where possible or, where needed, the provision of adequate care of children away from their homes in foster family homes or day-care or other child-care facilities."

[55] Lindenmeyer, *A Right to Childhood*, p. 193.

(S. 1463), if passed, would have established a federal National Youth Administration to administer a system of public-works projects that would employ young persons who were not employed or full-time students. The act would have also provided unemployed youth with vocational advisors to assist them in securing apprentice training. Further, young people enrolled in school and unable to continue their studies without financial support would have been eligible to receive financial assistance to pay school fees and school materials, and personal expenses.[56] The act, however, was never brought to a full vote by the House or Senate. The Roosevelt Administration raised concerns in hearings on the bill that it was too expensive and would have provided some of the same services already administered through the CCC and NYA.[57] (The two programs were eliminated in the early 1940s.)

By the late 1940s, the Children's Bureau no longer had jurisdiction to address "all matters" concerning children and youth because of federal government reorganizations that prioritized agency function over a particular constituency (i.e., children, poor families, etc.). The bureau was moved in 1949 from the U.S. Department of Labor to the Federal Security Agency (FSA), and child health policy issues were transferred to the Public Health Service. The Bureau's philosophy of the "whole child" diminished further when the FSA was moved to the newly organized Department of Health, Education, and Welfare (HEW) in 1953.[58]

1960s-1970s: War on Poverty Initiatives and Expansion of Programs

The 1960s and 1970s marked a period of federal efforts to assist poor and disadvantaged children, adolescents, and their families. President Lyndon B. Johnson's War on Poverty initiatives and subsequent social legislation established youth-targeted programs in the areas of workforce development and job training, education, delinquency prevention, social services, and health. The major legislation during this period included:

- Economic Opportunity Act (EOA) of 1964 (P.L. 88-452): As the centerpiece of the War on Poverty, the EOA established the Office of Economic Opportunity. The office administered programs to promote the well-being of poor youth and other low-income individuals, including Job Corps, Upward Bound, Volunteers in Service to America (VISTA), Head Start, and Neighborhood Youth Corps, among others. The mission of the Job Corps was (and still is) to promote the vocational and educational opportunities of older,

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[56] John H. Bremner, Tamara K. Hareven, and Robert M. Mennel, eds., *Children & Youth in America, Vol. III: 1933-1973, Parts 1-4*. Cambridge, MA: Harvard University Press, 1971, pp. 91-96.

[57] Ibid., pp. 99-104.

[58] For additional information about the creation of HEW, see CRS Report RL31497, *Creation of Executive Departments: Highlights from the History of Modern Precedents*, by Thomas P. Carr.

low-income youth. Similarly, Upward Bound was created to assist disadvantaged high school students who went on to attend college.

- Elementary and Secondary Education Act (ESEA) of 1965 (P.L. 89-10): The purpose of the ESEA was to provide federal funding to low-income schools. Amendments to the act in1966 (P.L 89-750) created the Migrant Education Program and Migrant High School Equivalency Program to assist states in providing education to children of migrant workers.

- Higher Education Act (HEA) of 1965 (P.L. 89-329): The HEA increased federal funding to universities and created scholarships and low interest loans for students. The act also created the Talent Search Program to identify older, low-income youth with potential for postsecondary education. The act was amended in 1968 (P.L. 90-575) to include two programs: Student Support Services and Upward Bound (which was transferred from the Office of Economic Opportunity to the Office of Education, and later to the U.S. Department of Education). Student Support Services was created to improve disadvantaged (defined as disabled, low-income, or first in their family to attend college) college students' retention and graduation rates.

- Youth Conservation Corps Act of 1970 (P.L. 91-378): The legislation permanently established the Youth Conservation Pilot Program to employ youth of all backgrounds to perform work on federal lands.

- Comprehensive Employment and Training Activities Act (CETA) of 1973 (P.L. 93-203): The program established federal funding for the Youth Employment and Training Program and the Summer Youth Employment Program. The programs financed employment training activities and on-the-job training.

- Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974 (P.L. 93-415): The act extended federal support to states and local governments for rehabilitative and preventative juvenile justice delinquency projects, as established under the Juvenile Delinquency Prevention and Control Act (P.L. 90-445). The major provisions of the JJDPA funded preventative programs in local communities outside of the juvenile justice system. The act's Title III established the Runaway Youth Program to provide temporary shelter, counseling, and after-care services to runaway youth and their families. Congress later amended (P.L. 95-115) Title III to include homeless youth.

- Education for All Handicapped Children of 1975 (P.L. 94-142): The act required all public schools accepting federal funds to provide equal access to education for children with physical and mental disabilities. Public schools were also required to create an

educational plan for these students, with parental input, that would emulate as closely as possible the educational experiences of able-bodied children. (This legislation is now known as the Individuals with Disabilities Education Act.)

White House Conferences on Children and Youth: 1960s and 1970s. Since 1909, the executive branch has organized a White House Conference on Children (and youth, in later decades). The White House conferences of 1960 and 1971 focused on efforts to promote opportunities for youth. The recommendations from the 1960 conference's forum on adolescents discussed the need for community agencies to assist parents in addressing the concerns of youth, as well as improved social services to adolescents and young adults.[59] The recommendations called for the federal government to establish a unit devoted to youth and to support public and private research regarding the issues facing this population, including their employment, education, military service, marriage, mobility, and community involvement. The 1971 conference had a broader focus on issues that were important to youth at the time. Recommendations from the conference included a suspension of the draft, less punitive measures for drug possession, and income guarantees for poor families.[60]

Family and Youth Services Bureau. The Family and Youth Services Bureau (FYSB) was created in 1970 to provide leadership on youth issues in the federal government.[61] At that time, it was held that young people were placed inappropriately in the juvenile justice system, while others were not receiving needed social services. Known then as the Youth Development and Delinquency Prevention Administration, the sub-agency proposed a new service delivery strategy (similar to the contemporary positive youth development approach) that emphasized youth's competence, usefulness, and belonging.[62] The Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974 emphasized that youth committing status offenses (behaviors considered offenses only if carried out by a juvenile, such as truancy or running away) were more in need of care and guidance than they were of punishment. Passage of the JJDPA laid the foundation for much of FYSB's work today with runaway and homeless youth and other vulnerable youth groups.

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[59] Executive Office of the President, Conference Proceedings from the Golden Anniversary White House Conference on Children and Youth, March 27-April 2, 1960 (Washington: GPO, 1960), p. 212.

[60] Executive Office of the President, *Conference Proceedings from the White House Conference on Youth, 1971*. Washington: GPO, 1971.

[61] This discussion is based on personal correspondence with HHS, Administration for Children and Families.

[62] American Youth Policy Forum, *A Youth Development Approach to Services for Young People: The Work of the Family and Youth Services Bureau*, Forum Brief, June 11, 1999.

1980s-Present: Current Youth Programs

Current federal youth policy has resulted from the piecemeal creation of programs across several areas of social policy. Many of the youth-focused programs that trace their history to the War on Poverty continue today, and several new programs, spread across several agencies, have been created. (While the Family and Youth Services Bureau was created to provide leadership on youth issues, it administers a small number of youth programs: the Runaway and Homeless Youth program, the Mentoring Children of Prisoners program, and the Abstinence Education program.) Federal youth policy today also includes recent initiatives to promote positive youth development and increase coordination between federal agencies that administer youth-focused programs.

Appendix Table A-2 provides an overview of 45 major federal programs for youth in five policy areas discussed above — job training and workforce development, education, juvenile justice and delinquency prevention, social services, and public health. The table includes the programs' authorizing legislation and US code section, objectives, FY2006 and FY2007 funding levels and the requested FY2008 funding levels, agency with jurisdiction, and targeted at-risk youth population.[63] The 45 programs were selected based upon their objectives to serve vulnerable youth primarily between the ages of 10 to 24, or to research this population. The CRS contributors to **Table A-2**, their contact information, and CRS reports on some of the programs are listed in **Table A-3.**

As enacted, the programs are intended to provide vulnerable youth with the opportunities to develop skills and abilities that will assist them in adolescence and during the transition to adulthood. Congress has allocated funding to these programs for a number of services and activities, including conflict resolution; counseling; crime/violence prevention; gang intervention; job training assistance; mentoring; parental/family intervention; planning and program development; and research and evaluation. The programs differ in size, scope, and funding authorization levels and type (mandatory vs. discretionary).

The list is not exhaustive and may omit programs that serve the targeted youth population. Two major block grant programs — the Temporary Assistance for Needy Families Program (TANF) and the Social Services Block Grant (SSBG) — are not included because they do not provide dedicated funding for youth activities. However, states can choose to use TANF and SSBG funds for such purposes. TANF law permits states to use block grant fund to provide services to recipient families and other "needy" families (defined by the state) so long as the services are expected to help lead to independence from government services or enable needy families to care for children at home. States may also provide services to non-needy families if they are directed at the goals of preventing and reducing out-of-wedlock pregnancies or encouraging the formation of two-parent families. SSBG provides funding to assist states to provide a range of social services to adults and children, and each state determines what services are provided and who is eligible. Youth-focused categories of services that can be funded through the SSBG include education and training

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[63] The FY2008 funding levels will be updated when the final figures become available.

services to improve knowledge or daily living skills and to enhance cultural opportunities; foster care services for children and older youth; independent and transitional living services; pregnancy and parenting services for young parents; and special services for youth involved in or at risk of involvement with criminal activity.[64]

Job Training and Workforce Development. The federal government funds four major job training and workforce development programs for youth: Job Corps, Workforce Investment Act (WIA) Youth Activities, YouthBuild, and Youth Conservation Corps.[65] These programs (except for the Youth Conservation Corps) are administered by the Department of Labor and target low-income youth ages 16 to 24 who require additional assistance in meeting their vocational goals. Job Corps is the largest of these programs, with centers in all 50 states and Puerto Rico. Program training consists of career preparation, development, and transition; academic initiatives; and character building. Job Corps has been evaluated positively by Mathematica, in 1982 and 2001.[66] The Workforce Investment Act (WIA) of 1998 (P.L. 105-220) reauthorized the program through FY2003, although annual appropriations have continued funding through FY2007.

The Workforce Investment Act also established WIA Youth Activities to fund employment training and academic support services for both youth in school and school dropouts ages 14 to 21. Eligible youth must be low-income and either deficient in basic literacy skills, a school dropout, homeless, a runaway, foster child, a parent, an offender, or an individual who needs additional assistance to complete an educational program or secure employment. Youth councils of local Workforce Investment Boards (WIBs) advise the boards about youth activities. WIBs are certified by the state to coordinate the workforce development activities of a particular area through a local workforce investment system.[67]

Created by the Cranston-Gonzalez National Affordable Housing Act of 1990 (P.L. 101-625), YouthBuild has many of the same educational and vocational objectives as those established under Job Corps and WIA Youth Activities. YouthBuild participants ages 16 to 24 work toward their GED or high school diploma while learning job skills by building affordable housing. The program, formerly in the U.S. Department of Housing and Urban Development, was made part of WIA, administered by DOL, under the YouthBuild Transfer Act of 2006 (P.L.

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[64] A state-by-state expenditure data report for these and other categories of services is available at [http://www.acf.dhhs.gov/programs/ocs/ssbg/docs/reports.html]

[65] For additional information on Job Corps and WIA Youth Activities, see CRS Report RL33687, *The Workforce Investment Act (WIA): Program-by-Program Overview and FY2007 Funding of Title I Training Programs*, by Blake Alan Naughton and Ann Lordeman.

[66] Peter Z. Schochet, John Burghardt, and Steven Glazerman, *Does Job Corps Work?: Summary of the National Job Corps Study*, Mathematica, June 2001, available at [http://wdr.doleta.gov/opr/fulltext/01-jcsummary.pdf].

[67] The 109th Congress considered legislation (H.R. 27) to make the Youth Councils optional. For additional information, see CRS Report RL32778, *The Workforce Investment Act of 1998 (WIA): Reauthorization of Job Training Programs in the 109th Congress*, by Blake Alan Naughton and Ann Lordeman.

109-281). Finally, the Youth Conservation Corps, established in 1970 by the Youth Conservation Corps Act (P.L. 91-378) and administered by the Departments of Agriculture and Interior, targets youth ages 15 to 18 of all backgrounds to work on projects that conserve natural resources.

Education. Most federal education programs for vulnerable youth are authorized by the Elementary and Secondary Education Act (ESEA) of 1965 and the Higher Education Act (HEA) of 1965, administered by the U.S. Department of Education. The ESEA provides the primary source of federal funds to K-12 education programs. The legislation's purpose, from its original enactment in 1965 to the present, is, in part, to provide supplementary educational and related services to educationally disadvantaged children who attend schools serving relatively low-income areas. The Higher Education Act is the source of grant, loan, and work-study assistance to help meet the costs of postsecondary education. The act also supports programs by providing incentives and services to disadvantaged youth to help increase their secondary or postsecondary educational attainment. Separate legislation authorizes additional education programs serving youth with disabilities and homeless youth.

Programs Authorized by Title I of the ESEA. Title I of ESEA provides most of the funding for programs that serve disadvantaged youth, and was most recently reauthorized and amended by the No Child Left Behind Act (NCLBA) of 2001 (P.L. 107-110).

Title I-A (Education for the Disadvantaged Program) is the largest federal elementary and secondary education program, with funds provided to approximately 15.8 million (34% of all) pupils.[68] Title I-A grants fund supplementary educational and related services to low-achieving and other pupils attending schools with relatively high concentrations of pupils from low-income families. The NCLBA expanded Title I-A provisions requiring participating states to adopt content and pupil performance standards, and assessments linked to these; and to take specified actions with respect to low-performing schools and local education agencies (LEAs). Title I-C (Migrant Education Program) provides formula grants to state education agencies (SEAs) for the development of programs targeted to migrant students and Title I-D (Neglected, Delinquent, or at Risk of Dropping Out Program) gives funding to LEAs and SEAs to meet the special educational needs of youth in institutions and correctional facilities for neglected and delinquent youth, as well as youth at risk of dropping out. Finally, Title I-H (High School Dropout Program) targets grants to schools that serve grades 6 to 12 and have annual dropout rates that are above the state average as well as middle schools that feed students into such schools.

Other ESEA Programs. Titles III and IV of the ESEA also target disadvantaged youth. Title III (English Language Acquisition Program) provides grant funding to states to ensure that limited English proficient (LEP) children and

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[68] For additional information, see CRS Report RL31284, *K-12 Education: Highlights of the No Child Left Behind Act of 2001 (P.L. 107-110)*, coordinated by Wayne C. Riddle and CRS Report RL33960, *The Elementary and Secondary Education Act, as Amended: A Primer*, by Wayne C. Riddle and Rebecca R. Skinner.

youth, including immigrant children and youth, attain English proficiency. The NCLBA has given SEAs and LEAs great flexibility in designing and administering instructional programs, while at the same time foocusing greater attention on the achievement of English proficiency. Title IV-A (Safe and Drug-Free Schools Program) supports the efforts of SEAs and LEAs to prevent student violence in and around schools and the illegal use of alcohol, tobacco, and drugs. Program activities include education and counseling; training of school personnel; and family, community, and emergency activities.

Title IV-B (21st Century Community Learning Centers program) provides competitive grants to LEAs for academic and other after-school programs. The purpose of the program is to provide opportunities for academic enrichment to help students, particularly those from low-income backgrounds, meet local and state academic achievement standards and reinforce their regular academic instruction.

Programs Authorized Under HEA. Foremost among Higher Education Act programs targeted to low-income, college-bound youth are Trio and GEAR UP.[69] The Migrant High School Equivalency program is another key component of the HEA.

Trio Programs. Trio programs are designed to assist students from disadvantaged backgrounds to pursue higher education and to complete their post-secondary studies.[70] Five Trio programs provide direct services to students and two provide indirect services.[71] The five primary programs are: Talent Search, Upward Bound, Educational Opportunity Centers, Student Support Services, Ronald E. McNair Postbaccalaureate Achievement, and. Each of these programs is designed to intervene at various points along the education continuum.

Talent Search, authorized under the original HEA legislation, encourages youth who have completed at least five years of elementary education with college potential to complete high school and enter postsecondary education; to encourage dropouts to reenter school; and to disseminate information about available postsecondary educational assistance. *Upward Bound* projects seek to motivate middle school and high school students to succeed in postsecondary education through instruction and counseling, among other activities.

Educational Opportunity Centers provide information to prospective postsecondary students regarding available financial aid and academic assistance, and help them apply to college. *Student Support Services* projects are intended to

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[69] For additional information, see CRS Report RL31622, *Trio and GEAR-UP Programs: Status and Issues*, by Jeffrey J. Kuenzi.

[70] The precise definition of disadvantaged varies between the programs. It generally refers to individuals who are low-income, first-generation college students, or disabled.

[71] These two programs are the Staff Development program and Dissemination Partnership Grants program. The Staff Development program supports training of current and prospective Trio staff. The Dissemination Partnership Grants funds partnerships with institutions of higher education or community organizations not receiving Trio funds but that serve first-generation and low-income college students.

improve college students' retention and graduation rates, and improve transfer rates from two-year to four-year colleges through instruction; exposure to career options; mentoring; and assistance in graduate admissions and financial aid processes. In selecting grantees, the Secretary of Education considers an institution's efforts to provide participants with aid sufficient to meet full financial needs and to constrain student debt. Finally, the *Robert E. McNair Postbaccalaureate Achievement* program prepares disadvantaged students for post-doctoral study through seminars, research opportunities, summer internships, tutoring, mentoring, and exposure to cultural events and academic programs.

GEAR UP. Gaining Early Awareness and Readiness for Undergraduate Program (GEAR UP), a program not part of the TRIO array of programs, was added to the HEA by the Higher Education Act Amendments of 1998 (P.L.105-244). GEAR UP seeks to increase disadvantaged students' secondary school completion and postsecondary enrollment by providing support services. GEAR UP differs from Trio in two key aspects: the program (1) serves a cohort of students from seventh grade to their first year of college and (2) assures students of the availability of financial aid to meet college costs. States or partnerships (schools and at least two other entities, such as community organizations and state agencies) are eligible for funding. Any funded state or partnership must provide comprehensive mentoring, tutoring, counseling, outreach, and support services to participating students. Participating states are also required to establish or maintain a postsecondary college scholarship for participants; partnerships are permitted to include a scholarship component.

Migrant High School Equivalency Program. The Migrant High School Equivalency Program, authorized under HEA, funds institutions of higher education (or private nonprofits in cooperation with institutions of higher education) to recruit and provide academic and support services to students who lack a high school diploma and whose parents are engaged in migrant and other seasonal farmwork. The purpose of the program is to assist students to obtain a high school equivalency diploma and gain employment, or to attend college or another postsecondary education or training program.

Individuals with Disabilities Education Act. The Individuals with Disabilities Education Act (IDEA), as amended by the No Child Left Behind Act, is the major statute that provides federal funding for the education of children and youth with disabilities.[72] Part B of the act includes provisions for the education of school-aged children. As a condition for the receipt of funds states must provide "free appropriate public education" to youth as old as 21 (age may vary depending on state law). This term refers to the right of all children with disabilities to receive an education and related services that meet state curriculum requirements, at no costs to parents. Appropriateness is defined according to the child's individualized education plan (IEP) which delineates the special instruction the child should receive and his or her educational goals.

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[72] For additional information, see CRS Report RS22138, *Individuals with Disabilities Education Act (IDEA): Overview of P.L. 108-446*, by Nancy Lee Jones and Richard N. Apling.

Education of Homeless Children. The McKinney-Vento Act (P.L 100-77), as amended by the No Child Left Behind Act, authorizes the Department of Education to fund LEAs to provide homeless children and youth comparable educational services. With certain exceptions for health and safety emergencies (and for schools permitted under a "grandfather" clause), states are prohibited from using funds for either a separate school or separate program within the school.

Juvenile Justice and Delinquency Prevention. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the Department of Justice coordinates federal activities and administers programs relating to the treatment of juvenile offenders and the prevention of juvenile delinquency. These programs include those enacted under the Juvenile Justice and Delinquency Prevention Act of 1974.

Juvenile Justice and Delinquency Prevention Act.[73] The Juvenile Justice and Delinquency Prevention Act (JJDPA) was first enacted in 1974 (P.L. 90-415) and was most recently reauthorized in 2002 by the 21st Century Department of Justice Appropriations Authorization Act (P.L. 107-273). Its provisions are currently authorized through FY2007. The JJDPA as originally enacted had three main components: it created a set of institutions within the federal government that were dedicated to coordinating and administering federal juvenile justice efforts; it established grant programs to assist the states with setting up and running their juvenile justice systems; and it promulgated core mandates that states had to adhere to in order to be eligible to receive grant funding. While the JJDPA has been amended several times over the past thirty years, it continues to feature the same three components. The major components of the JJDPA are discussed below.

State Formula Grants. The JJDPA authorizes OJJDP to make formula grants to states which can be used to fund the planning, establishment, operation, coordination, and evaluation of projects for the development of more effective juvenile delinquency programs and improved juvenile justice systems. Funds are allocated annually among the states on the basis of relative population of people under the age of eighteen, and states must adhere to certain core mandates in order to be eligible for funding.

Juvenile Delinquency Prevention Block Grants. This is a discretionary grant program and funding can be used to carry out projects designed to prevent juvenile delinquency. Grant funding is allocated to eligible states based on the proportion of their population that is under the age of 18. Funding for this grant program has not been appropriated to date.

Juvenile Mentoring Program. This grant program was repealed in 2002 by the 21st Century Department of Justice Reauthorization Act (P.L. 107-273); however, it has continued to receive appropriations each subsequent fiscal year. These grants

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[73] This section was prepared by CRS Analyst Blas Nuñez-Neto. For an expanded discussion of juvenile justice legislation and issues, please see CRS Report RL33097, *Juvenile Justice: Legislative History and Current Legislative Issues*, by Blas Nuñez-Neto.

could be awarded to local educational agencies (in partnership with public or private agencies) to establish and support mentoring programs.

Part E: Developing, Testing, and Demonstrating Promising New Initiatives and Programs (Challenge Grants). The Challenge Grants program authorizes OJJDP to make grants to state, local, and Indian governments and private entities in order to carry out programs that will develop, test, or demonstrate promising new initiatives that may prevent, control, or reduce juvenile delinquency.

Title V Community Prevention Block Grants. The Community Prevention Block Grant program authorizes OJJDP to make grants to states, that are then transmitted to units of local government, in order to carry out delinquency prevention programs for juveniles who have come into contact with, or are likely to come into contact with, the juvenile justice system.

Social Services. The major social service programs to assist at-risk youth are authorized under the Social Security Act, as amended, and are administered by the U.S. Department of Health and Human Services.[74]

Foster Care Program and Chafee Foster Care Independence Program (CFCIP). Title IV-E of the Social Security Act authorizes the federal foster care program.[75] Under this program, a state may seek federal funds for partial reimbursement of the room and board costs needed to support eligible children who are neglected, abused, or who, for some other reason, cannot remain in their own homes. More than half a million children are in foster care in the United States on any given day of the year and a little less than half of these (roughly 46% of the daily caseload) are estimated as eligible for federal or Title IV-E foster care support. To be eligible for Title IV-E, a child must be in the care and responsibility of the state and 1) the child must meet income/assets tests and family structure rules in the home he/she was removed from;[76] 2) have specific judicial determinations made related to reasons for the removal and other aspects of his/her removal and placement; and 3) be placed in an eligible licensed setting with an eligible provider(s).

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[74] Two additional child welfare programs, Court Appointed Special Advocates and Children's Advocacy Centers, are discussed in the chart below. The programs are administered by the U.S. Department of Justice.

[75] For additional information, see CRS Report RL31242, *Child Welfare: Federal Program Requirements for States*, by Emilie Stoltzfus.

[76] With an exception, discussed below, the income and asset tests, as well as family structure/living arrangement rules are identical to the federal /state rules that applied to the now-defunct cash aid program, Aid to Families with Dependent Children (AFDC), as they existed on July 16, 1996. Under the prior law AFDC program, states established specific AFDC income rules (within some federal parameters). The federal AFDC asset limit was $1,000, however, P.L. 106-169 raised the allowable counted asset limit to $10,000 for purposes of determining Title IV-E eligibility. In addition to meeting the income/asset criteria in the home from which he/she was removed, a child must meet the AFDC family structure/living arrangement rules. Those rules granted eligibility primarily to children in single-parent families (parents are divorced, separated, or never-married and one spouse is not living with the child; or the parent is dead). In some cases a child in a two-parent family may be eligible (if one parent meets certain unemployment criteria).

The federal government has established certain requirements related to state provision of foster care that are applicable to all children and youth in foster care. These include that a state has a written case plan detailing, among other things, where the child is placed and what services are to be provided to ensure that a permanent home is re-established for the child. Further, for each child in foster care, this plan must be reviewed on a regular basis, including a review by a judge no less often than every 12 months. For many youth who enter foster care, returning to their parents is the way permanence is re-established. For some youth, however, it is not safe or possible to reunite with their parents. In those cases states must work to find adoptive parents or legal guardians who can provide a permanent home for these youth.

Foster youth who reach the "age of majority" (18 years in most states) and who have not been reunited with their parents or placed with adoptive parents or guardians are said to "emancipate" or "age out" of foster care. The Chafee Foster Care Independence Program, created in 1999 (P.L. 106-169), required states to provide independent living services for youth until their 21st birthday and those of any age in foster care who are expected to leave care without placement in a permanent family.[77] Services may consist of educational assistance, vocational training, mentoring, preventive health activities, and counseling. States may dedicate as much as 30% of their program funding toward room and board for youth ages 18 through 20. A separate component of the CFCIP — the Education and Training Vouchers program — was established in 2002 (P.L. 107-133) to provide vouchers to youth eligible for the CFCIP and youth adopted from foster care after 16 years of age. The vouchers are available for the cost of attendance at an institution of higher education, as defined by the Higher Education Act of 1965.[78] Only youth receiving a voucher at age 21 may continue to participate in the voucher program until age 23.

Mentoring Children of Prisoners Program. The Mentoring Children of Prisoners Program was authorized in 2002 (P.L. 107-133) to provide children and youth whose parents are imprisoned with free mentoring and support services.[79] The purpose of the program is to give guidance to youth and to help youth reconnect with their parents after they are released. Public and private entities (including state or local governments, tribal governments, and community and faith-based groups) are eligible to apply for three-year grants to establish or expand and operate mentoring programs. The Child and Family Services Improvement Act of 2006 (P.L. 109-288) also authorized HHS to enter into an agreement with a national mentoring support organization to operate a demonstration project that will test the efficacy of vouchers as a method for delivering mentoring services.

Runaway and Homeless Youth Program. The Runaway and Homeless Youth Program, established in 1974 under Title III of the Juvenile Justice and Delinquency Prevention Act, is comprised of three components — the Basic Center

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[77] For additional information, see CRS Report RS22501, *Child Welfare: Chafee Foster Care Independence Program (CFCIP)*, by Adrienne Fernandes.

[78] See Sections 102 and 472 of the Higher Education Act of 1965.

[79] For additional information, see CRS Report RL32633, *Mentoring Programs Funded by the Federal Government Dedicated to Disadvantaged Youth: Issues and Activities*, by Edith Fairman-Cooper.

Program (BCP), Transitional Living Program (TLP), and Street Outreach Program (SOP).[80] These programs are designed to provide services to runaway and homeless youth outside of the law enforcement, juvenile justice, child welfare, and mental health systems. Services include temporary and long-term shelter, counseling services, and referrals to social service agencies, among other supports. The funding streams for the Basic Center Program and Transitional Living Program were separate until Congress consolidated them in 1999 (P.L. 106-71). Together, the two programs — along with other program activities — are known as the Consolidated Runaway and Homeless Youth Program.[81] Although the Street Outreach Program is a separately funded component, SOP services are coordinated with those provided by the BCP and TLP.

Public Health. Public health programs for vulnerable youth are concentrated in the U.S. Department of Health and Human Services, Administration for Children and Families (ACF) and Substance Abuse and Mental Health Services Administration (SAMHSA). These programs address youth mental health, substance abuse, teen pregnancy prevention, and support for pregnant and parenting teens.

Mental Health and Substance Abuse Services. SAMSHA is organized into three units: the Center for Mental Health Services (CMHS), the Center for Substance Abuse Treatment (CSAT), and the Center for Substance Abuse Prevention (CSAP). Collectively, the centers administer approximately 13 programs (not all discussed here or in **Table A-2**) for youth ages 10 to 21 (and up to 25 for some programs). The programs primarily target youth with serious emotional disturbances (SED) and youth at-risk of abusing drugs and alcohol.

CMHS. Suicide prevention activities are funded by SAMHSA's Campus Suicide Prevention Grant Program and State-Sponsored Youth Suicide Prevention and Early Intervention Program (collectively known as the Garrett Lee Smith Memorial Act Suicide Prevention Program). The campus grant program funds services for all students (including those with mental health problems and substance abuse that makes them vulnerable to suicide), while the state-sponsored program supports statewide and tribal activities to develop and implement youth suicide prevention and intervention strategies.[82]

The Comprehensive Mental Health Services for Children with SED program provides community-based systems of care for children and adolescents with serious emotional disturbances and their families. The program aims to ensure that services are provided collaboratively across youth-serving systems (such as schools and foster

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[80] For additional information, see CRS Report RL33785, *Runaway and Homeless Youth: Demographics, Programs, and Emerging Issues*, by Adrienne L. Fernandes.

[81] Other program activities include a national communications system for runaway youth and their families, logistical support for grantee organizations, HHS's National Clearinghouse on Families and Youth, demonstrations, and the administration of the management information system that tracks data on runaway and homeless youth, known as NEO-RHYMIS.

[82] Other SAMSHA funds are made available for the National Suicide Prevention Lifeline and training to organizations and individuals developing suicide prevention programs.

care placements) and that each youth receives an individual service plan developed with the participation of the family (and, where appropriate, the youth) to meet the mental health needs of that youth. A second program, the National Child Traumatic Stress Initiative, was created to establish a national network that provides services and referrals for children and adolescents who have experienced traumatic events.

CSAT. The Assertive Adolescent and Family Treatment Program provides grants to states to address gaps in substance abuse services for youth. The purpose of the program is to use proven family-centered practices to treat drug addicted youth. This treatment model focuses on making families and primary caregivers part of the treatment process based on the belief that their inclusion increases the likelihood of successful treatment and reintegration of adolescents into their communities. Another program that provides treatment for youth who are drug dependent is the Juvenile Treatment Drug Courts. This program targets juvenile offenders (pre-adjudicated or adjudicated status, or post-detention), and provides substance abuse treatment, wrap-around services supporting substance abuse treatment, and case management. A judge oversees the drug treatment program and may allow the youth to avoid (further) penalties for their delinquent behavior.

CSAP. The Strategic Prevention Framework State Infrastructure Grant provides funding to states to implement strategies for preventing substance and alcohol abuse among adolescents and adults. The grant implements a five-step process: 1) conduct a community needs assessment; 2) mobilize and/or build capacity; 3) develop a comprehensive strategic plan; 4) implement evidence-based prevention programs and infrastructure development activities; and 5) monitor process and evaluate effectiveness. CSAP also administers, in cooperation with the White House Office of National Drug Control Policy, the Drug-Free Communities Support program (see below).

Teen Pregnancy Prevention and Support Programs. The U.S. Department of Health and Human Services administers research and education programs to reduce teen pregnancy or to provide care services for pregnant and parenting adolescents.[83] Two education programs — Abstinence Education Grants and Community-Based Abstinence Education — promote abstinence until marriage in schools. States may request funding for the Abstinence Education Grants program when they solicit Maternal and Child Health block grant funds (used for a variety of health services for women and children, including adolescent pregnancy prevention activities); this funding must be used exclusively for the teaching of abstinence. Since FY2000, abstinence-only education for youth ages 12 to 18 has also been funded through HHS's Community-Based Abstinence Education program (formerly known as Special Programs of Regional and National Significance, SPRANS).

In addition to the education programs, HHS sponsors projects to increase awareness about teen pregnancy and abstinence. The Adolescent Family Life Demonstration Projects and Research Grants were designed to promote family

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[83] For additional information, see CRS Report RS20873, *Reducing Teen Pregnancy: Adolescent Family Life and Abstinence Education Programs* and CRS Report RS20301, *Teenage Pregnancy Prevention: Statistics and Programs*, by Carmen Solomon-Fears.

involvement in the delivery of services, adolescent premarital sexual abstinence, adoption as an alternative to early parenting, parenting and child development education, and comprehensive health, education, and social services geared toward the healthy development for mother and child. The project program provides services to youth and the research and evaluation program evaluates the delivery of those services.

Federal Efforts to Improve Coordination Among Programs for Vulnerable Youth

Overview

Despite the range of services and activities programs for vulnerable youth, many of these programs appear to have developed with little attempt to coordinate them in a policy area or across policy areas. Policymakers and youth advocates argue that federal agencies must develop mechanisms to improve coordination — defined, at minimum, as communication and consultation. They argue that coordination is necessary because of the expansion of programs that serve youth, the increasing complexity and interrelated nature of public policies that affect youth, the fragmentation of policy-making among agencies, and the establishment of new policy priorities that cross older institutional boundaries.[84] To address concerns about the coordination of federal programs, Congress has passed the Tom Osborne Federal Youth Coordination Act (P.L. 109-365), the YouthBuild Transfer Act (P.L. 109-281), and the Claude Pepper Young Americans Act (P.L. 101-501); however, of the three, only the YouthBuild Transfer Act has been funded. The Administration has also undertaken efforts to coordinate programs around youth topic areas and youth populations.

Concerns about Coordination of Youth Programs

In addition to the 45 programs described in **Table A-2**, dozens of other programs in multiple federal agencies target, even in small part, vulnerable youth. The U.S. Government Accountability Office (GAO) cataloged 131 programs for at-risk or delinquent youth across 16 agencies in FY1996. GAO defined these youth as individuals age five to 24 who, due to certain characteristics or experiences, were statistically more likely than other youth to encounter certain problems — legal, social, financial, educational, emotional, and health — in the future.[85] The White

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[84] For additional information about rationales for coordination, see CRS Report RL31357, *Federal Interagency Coordinative Mechanisms: Varied Types and Numerous Devices*, by Frederick M. Kaiser. For a discussion of federal efforts to coordinate and integrate various social service programs, see CRS Report RL32859, *The "Superwaiver" Proposal and Service Integration: A History of Federal Initiatives*, by Cheryl Vincent.

[85] U.S. General Accounting Office, *At-Risk and Delinquent Youth: Multiple Federal Programs Raise Efficiency Questions*, GAO/HEHS-96-34, March 1996, at [http://www.gao.gov/archive/1996/he96034.pdf]. (GAO is now known as the U.S. Government (continued...)

House Task Force for Disadvantaged Youth, convened in 2002, compiled a similar list of over 300 programs for disadvantaged youth (using nearly the same definition as GAO) in 12 agencies for FY2003 targeting vulnerable youth and youth generally.[86] In its October 2003 final report, the task force identified concerns with coordinating youth programs:

- *Mission Fragmentation*: The federal response to disadvantaged youth is an example of "mission fragmentation" because dozens of youth programs appear to provide many of the same services and share similar goals. For example, academic support was identified as a service provided by 92 programs and mentoring was identified as a service provided by 123 such programs, in FY2003.

- *Poor Coordination for Sub-Groups of Youth:* According to the task force, the federal government does not coordinate services for specific groups of youth (i.e., abused/neglected youth, current or former foster youth, immigrant youth, minority youth, obese youth, urban youth, and youth with disabilities, among others). The task force report listed 30 sub-groups of vulnerable youth, with each sub-group receiving services through at least 50 programs administered by 12 agencies. The report cited that each agency operates their programs autonomously and is not required to coordinate services with other agencies.

- *Mission Creep:* Known as "mission creep," multiple agencies are authorized by broadly-written statute to provide similar services to the same groups of youth despite having distinct agency goals and missions. Though youth programs are concentrated in the U.S. Departments of Education, Health and Human Service, and Justice, nine other agencies administer at least two youth-focused programs: Agriculture, Housing and Urban Development, Interior, Labor, Transportation, Corporation for National and Community Service, Defense, Office of Drug Control Policy, and Environmental Protection Agency.

- *Limited Program Accountability:* The extent of overlap among youth programs and the efficacy of these programs are difficult to determine because some of them have not been recently assessed through the Office of Management and Budget's Program

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[85] (...continued)
Accountability Office.)

[86] The programs provide services such as: academic support; support for adults who work with youth; after-school programs; AIDS prevention activities; counseling; mental health services; mentoring; self-sufficiency skills; tutoring; and violence and crime prevention. See Executive Office of the President, *White House Task Force for Disadvantaged Youth Final Report*, October 2003, pp. 165-179, at [http://www.acf.hhs.gov/programs/fysb/content/docs/white_house_task_force.pdf]. (Hereinafter *White House Task Force for Disadvantaged Youth Final Report*.)

Assessment and Rating Tool (PART) or by an independent program evaluation. As of FY2003, more than half of the 339 youth-related programs identified by the task force had not been evaluated within the last five years. Of those programs that were evaluated, 75% were evaluated independently and the remaining programs were self-evaluated by the grantees. According to the task force, the quality of the evaluations was low because most did not randomly assign some youth to the programs and track their progress against similarly-situated youth not in the program.

- *Funding Streams that Reduce Accountability:* The funding streams for youth programs affect their oversight. More than 300 youth projects received earmarked appropriations (not necessarily from an account in a federal youth program) in FY2003, totaling $206.2 million. According to the report, earmarked projects do not have the same level of accountability as discretionary and mandatory programs. The report also raised concerns that programs in needy communities may be overlooked through the earmark process.

Congress has also examined challenges to coordinating programs targeted to certain groups of youth. In a May 2004 hearing, the Government Reform Committee examined redundancy and duplication in federal child welfare programs.[87]

Tom Osborne Federal Youth Coordination Act (P.L. 109-365)

In response to the concerns raised by the White House Task Force for Disadvantaged Youth, Congress passed the Tom Osborne Federal Youth Coordination Act (Title VIII of the Older Americans Act, P.L. 109-365) creating the Federal Youth Coordination Council, to be chaired by the Secretary of the U.S. Department of Health and Human Services. The purpose of the council is twofold: to improve coordination across federal agencies that administer programs for vulnerable youth and to assist federal agencies with evaluating these programs. **Table 3** describes the duties established by the council to meet these two goals. Policymakers and advocates assert that the council can help to improve policy effectiveness by reducing the duplication of effort and working at cross-purposes, while integrating distinct but reinforcing responsibilities among relatively autonomous agencies.[88] They argue that the council can improve accountability of various federal components by consolidating review and reporting requirements.

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[87] U.S. Congress, House Committee on Government Reform, *Redundancy and Duplication in Federal Child Welfare Programs: A Case Study on the Need for Executive Reorganization Authority*, hearing, 108th Cong., 2nd sess., May 20, 2004 (Washington: GPO, 2004), available at [http://www.gpoaccess.gov/chearings/108hcat1.html].

[88] U.S. Congress, House Commitee on Education and the Workforce, Subcommittee on Select Education, *Coordination Among Federal Youth Development Programs*, hearing 109th Cong., 1st sess., July 12, 2005, statements of Rep. Tom Osborne and Marguerite W. Sallee, Alliance for Youth (Washington: GPO, 2005), available at [http://www.gpoaccess.gov/chearings/109hcat1.html].

Table 3. Duties of the Federal Youth Council, by Goal

Goal: To Improve Coordination	Goal: To Assess Youth Programs
• Ensure communication among agencies administering programs for disadvantaged youth; • Identify possible areas of overlap or duplication in the purpose and operation of programs serving youth and recommending ways to better facilitate the coordination and consultation among such programs; • Identify target populations of youth who are disproportionately at risk and assist agencies in focusing additional resources on such youth; • Assist federal agencies, at the request of one or more agencies, in collaborating on a) model programs and demonstration projects focusing on special populations, including youth in foster care and migrant youth; b) projects to promote parental involvement; and c) projects that work to involve young people in service programs; • Solicit and document ongoing input and recommendations from a) youth, especially youth in disadvantaged situations; b) national youth development experts, researchers, parents, community-based organizations, foundations, business leaders, youth service providers, and teachers; and c) state and local government agencies.	• In coordination with the Federal Interagency Forum on Child and Family Statistics, assess a) the needs of youth, especially those in disadvantaged situations, and those who work with youth; and b) the quality and quantity of federal programs offering services, supports, and opportunities to help youth in their development; • Recommend quantifiable goals and objectives for federal programs to assist disadvantaged youth; • Make recommendations for the allocation of resources in support of such goals and objectives; • Develop a plan (that is consistent with the common indicators of youth well-being tracked by the Federal Interagency Forum on Child and Family Statistics) to assist federal agencies (at the request of one or more such agencies) coordinate to achieve quantifiable goals and objectives; • Work with federal agencies a) to promote high-quality research and evaluation, identify and replicate model programs and promising practices, and provide technical assistance relating to the needs of youth; and b) to coordinate the collection and dissemination of youth services-related data and research.

Source: Created by the Congressional Research Service (CRS), based on the language in P.L. 109-365.

Other duties of the council include providing technical assistance to states to support a state-funded council for coordinating state youth efforts, at a state's request, and coordinating with other federal, state, and local coordinating efforts to carry out its duties.

The law specifies that the council coordinate with three existing interagency bodies: the Federal Interagency Forum on Child and Family Statistics, the Interagency Council on Homelessness, and the Coordinating Council on Juvenile Justice and Delinquency Prevention. (The legislation does not describe how the council should coordinate with these other bodies.) Further, the law requires that the council provide Congress with an interim report within one year after the council's first meeting, as well as a final report not later than two years after the council's first meeting. The final report must include 1) a comprehensive list of recent research and statistical reporting by various federal agencies on the overall well-being of youth; 2) the assessment of the needs of youth and those who serve youth; 3) a summary of the plan in coordinating to achieve the goals and objectives for federal youth programs; 4) recommendations to coordinate and improve federal training and technical assistance, information sharing, and communication among federal programs and agencies; 5) recommendations to better integrate and coordinate

policies across federal, state, and local levels of government, including any recommendations the chair determines appropriate for legislation and administrative actions; 6) a summary of the actions taken by the council at the request of federal agencies to facilitate collaboration and coordination on youth serving programs and the results of those collaborations, if available; 7) a summary of the action the council has taken at the request of states to provide technical assistance; and 8) a summary of the input and recommendations by disadvantaged youth, community-based organizations, among others.

Funding was not appropriated to the council for FY2007, and the President's FY2008 budget does not request funding for the council. In response to inquiries from Members of Congress about why HHS did not seek funding for the council in its FY2008 appropriations request, HHS has said that the Coordinating Council on Juvenile Justice and Delinquency Prevention (see below for more discussion), of which HHS is a member, is beginning to address some of the objectives and goals of the act.

Claude Pepper Young Americans Act of 1990 (P.L 101-501)

The Claude Pepper Young Americans Act of 1990 (Title IX of the August F. Hawkins Human Services Reauthorization Act, P.L. 101-501) shares some of the same objectives as the Youth Coordination Act, and like that legislation, it was not funded. The act sought to increase federal coordination among agencies that administer programs for children and youth, while also enhancing the delivery of social services to children, youth, and their families through improved coordination at the state and local levels.[89] In its report supporting the act's coordinating provisions, the Senate Labor and Human Resources Committee noted:[90]

> The Committee is concerned that the current system of service is fragmented and disjointed, making it difficult, if not impossible for children and families who are being served in one system to access needed services from another. This creates a situation in which problems of children and families not only go unmet but undetected and unresolved. Through the inclusion of these proposals, the Committee hopes to articulate a national commitment to our nation's children, youth, and families and to encourage greater cooperation at federal, state, and local levels.

Federal Council on Children, Youth, and Families. The Federal Council on Children, Youth, and Families was established by the Young Americans Act to address concerns about the fragmentation and duplication of services for youth at the federal and local levels. The act provided that the council comprise representatives from federal agencies and state or local agencies that serve youth,

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[89] For further discussion of concerns with coordination at the state and local levels and local initiatives to improve coordination in the early 1990s, see CRS Report 96-369, *Linking Human Services: An Overview of Coordination and Integration Efforts*, by Ruth Ellen Wasem (out of print). The report is available upon request at x7-5700.

[90] U.S. Congress, Senate Committee on Labor and Human Resources, *Human Services Reauthorization Act*, report to accompany P.L. 101-501, 101st Cong., 2nd sess., S.Rept. 101-421 (Washington, DC: GPO, 1990), p. 1963.

rural and urban populations; and national organizations with an interest in young individuals, families, and early childhood. The duties of the council were to include 1) advising and assisting the president on matters relating to the special needs of young individuals (and submitting a report to the president in FY1992 through FY1998); 2) reviewing and evaluating federal policies, programs, or other activities affecting youth and identifying duplication of services for these youth; and 3) making recommendations to the President and Congress to streamline services, reduce duplication of services, and encourage coordination of services for youth and their families at the state and local levels. The act was amended in 1994 (P.L. 103-252) to require that the council also identify program regulations, practices, and eligibility requirements that impede coordination and collaboration and make recommendations for their modifications or elimination.

Though the council was to be funded through FY1998, funding was never appropriated.

Grants for States and Community Programs. The Young Americans Act also established grant funding for coordinating resources and providing comprehensive services to children, youth, and families at the state and local levels. For states to receive funding, the act required each state to submit a plan discussing how state and local entities would coordinate developmental, preventative, and remedial services, among other provisions.

This grant program was never funded.

Youth Build Transfer Act (P.L. 109-281)

The Task Force for Disadvantaged Youth identified several programs, including YouthBuild, that were located in a federal department whose mission does not provide a clear and compelling reason for locating them within that agency. As such, the task force recommended that YouthBuild be transferred from the U.S. Department of Housing and Urban Development to the U.S. Department of Labor because of DOL's mission of administering workforce and training programs.[91] As discussed above, the YouthBuild program provides educational services and job training in construction for low-income youth ages 16 to 24 who are not enrolled in school. On September 22, 2006 the YouthBuild Transfer Act (P.L. 109-281), authorizing the transfer of the program from HUD to DOL, was signed into law. The program is now funded as part of the WIA Youth Activities program.

Federal Initiatives to Improve Coordination

Coordinating Council on Juvenile Justice and Delinquency Prevention. The Coordinating Council (Council) on Juvenile Justice and Delinquency Prevention was established by the Juvenile Justice and Delinquency Prevention Act of 1974 (P.L. 93-415) and is administered by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention. The Council's primary functions are to coordinate federal programs and policies concerning juvenile

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[91] *White House Task Force for Disadvantaged Youth Final Report*, pp. 33-34.

delinquency prevention, unaccompanied juveniles, and missing and exploited children. The Council is led by the Attorney General and the Administrator of OJJDP and includes the heads of all the federal agencies that touch on these broad areas, including the Secretary of Health and Human Services; the Secretary of Labor; the Secretary of Education; the Secretary of Housing and Urban Development; the Director of the Office of National Drug Control Policy; the Chief Executive Officer of the Corporation for National and Community Service; and the Commissioner of Immigration and Naturalization (now the Commissioner of Immigration and Customs Enforcement).

In recent years, the Council has broadened its focus to other at-risk youth. The Council is seeking to implement some of the recommendations made by the Task Force for Disadvantaged Youth, including 1) improve coordination of mentoring programs; 2) develop a unified protocol for federal best practices clearinghouses; 3) build a rigorous and unified disadvantaged youth research agenda; 4) improve data collection on the well-being of families; 5) increase parents' involvement in federal youth programs; 6) target youth in public care; 7) target youth with many risk factors; and 8) expand mentoring programs to special target groups, among other recommendations.[92] The Council has formed the Federal Mentoring Council around the issue of mentoring to best determine how agencies can combine resources to provide training and technical assistance to federally-administered mentoring programs.[93] Chaired by the Corporation for National and Community Service and Commissioner of FYSB, the Federal Mentoring Council has held a public forum on mentoring and is now developing a mentoring initiative for young people aging out of foster care.[94]

Shared Youth Vision Initiative. In response to the recommendations made by the Task Force for Disadvantaged Youth, the U.S. Departments of Education (ED), Health and Human Services (HHS), Justice (DOJ), and Labor (DOL), and the Social Security Administration partnered to improve communication and collaboration across programs that target at-risk youth groups under an initiative called the "Shared Youth Vision."

Together, the agencies have convened an Interagency Work Group and conducted regional forums in 16 states to develop and coordinate policies and research on the vulnerable youth population. Representatives from federal and state agencies in workforce development, education, social services, and juvenile justice have participated in the forums. The purpose of these forums is to create and implement plans to improve communication and collaboration between local organizations that serve at-risk youth. For example, the U.S. Department of Labor (DOL) has led efforts to promote collaboration between the Runaway and Homeless Youth Program and the agency's Workforce Investment Act (WIA) programs. The

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[92] U.S. Department of Justice, Coordinating Council on Juvenile Justice and Delinquency Prevention, Minutes from the Quarterly Meeting on November 30, 2006, p. 10, available at [http://www.juvenilecouncil.gov/meetings.html].

[93] Ibid., pp. 8-9.

[94] Based on correspondence with ACF staff in April 2007.

DOL has encouraged local and state Workforce Investment Boards to implement the strategies of the Shared Vision initiative based, in part, on models already implemented through three WIA programs in California, Oregon, and Washington that provide employment and educational resources targeted for runaway and homeless youth.[95] In four of the 16 states with regional forums, the Family and Youth Services Bureau, through the Federal Mentoring Council, has developed four initiatives around mentoring for youth aging out of the foster care system.[96]

Partnerships for Youth Transition. HHS's Substance Abuse and Mental Healthy Services Administration (SAMHSA) and ED's Office of Special Education are cosponsoring a four-year program, that began in FY2003, to offer long-term support to young people between the ages of 14 and 25 with serious emotional disorders and emerging serious mental illnesses. The program is intended to assist youth transitioning to the adult system of medical care, while continuing to receive educational services. One of the program's goals is to develop models of comprehensive youth transition services that can be evaluated for their effectiveness.[97]

Safe Schools/Healthy Students (SS/HS) Initiative. From FY1999 to FY2006, HHS, ED, and DOJ have provided joint grant funding for the Safe Schools/Healthy Students Initiative to reduce violence and drug abuse at schools (K-12) and in communities. Local education agencies — in partnership with local law enforcement, public mental health, and juvenile justice entities — apply for SS/HS funding. The initiative sponsors projects in schools and communities that 1) provide a safe school environment; 2) offer alcohol-, other drug -, and violence-prevention activities and early intervention for troubled students; 3) offer school and community mental health preventative and treatment intervention programs; 4) offer early childhood psychosocial and emotional development programs; 5) support and connect schools and communities; and 6) support safe-school policies.

Examples of programs for youth K through 12th grade include after-school and summer tutoring programs; recreational activities such as chess club; volunteering; and coordinated social service and academic activities for youth at risk of engaging in delinquent behavior, including mental health care services, peer mentoring, and parent workshops.

Drug-Free Communities Support Program. The Drug-Free Communities Support Program is administered by SAMSHA and the White House Office of National Drug Control Policy (which has entered into an agreement with OJJDP to manage the program on behalf of the sub-agency).[98] The program awards grants to

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[95] See notice from Department of Labor to state workforce agencies, available on the DOL website, available at [http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=2176].

[96] Based on correspondence with ACF staff in April 2007.

[97] U.S. Department of Health and Human Services, SAMHSA, *Transition to Adulthood: SAMHSA Helps Vulnerable Youth*, SAMHSA News, vol. XI, no. 1 (2003).

[98] Catalog of Federal Domestic Assistance, *Drug-Free Community Support Program Grants*, (continued...)

community coalitions through a competitive grant award process. The program is intended to strengthen the capacity of the coalitions to reduce substance abuse among youth (and adults) and to disseminate timely information on best practices for reducing substance abuse.

Coordination Around Specific Youth Populations. Federal agencies have partnered to address the concerns raised in the Task Force for Disadvantaged Youth report about the uncoordinated response to assisting certain sub-groups of youth.[99] The U.S. Departments of Education and Labor are now working together to assist youth who have dropped out of school. The agencies are working together to coordinate alternative education, adolescent literacy and numeracy, and enhanced GED programs funded through WIA to ensure that they comply with the No Child Left Behind requirements.

ED and DOL, along with HHS and the USDA, have formed an interagency team to address the educational needs of migrant youth. The team has developed a proposal for a demonstration project that would provide educational assistance for migrant youth at various locations along the migrant stream (The migrant stream refers to the locations migrants frequent during particular seasons. For instance, migrants along the east coast might work in Florida and North Carolina in the winter, and Pennsylvania in the summer.) ED, HHS, DOJ, and DOL have also partnered to improve education and employment outcomes for youth offenders.

Policies to Promote Positive Youth Development

Overview

Some youth advocates argue that expanding programs for youth and providing mechanisms to coordinate these programs should be part of a larger effort to improve youth outcomes. This effort builds on the positive youth development approach (discussed above) that views youth as assets, in contrast to deficit-based models which focus primarily on specific youth problems.

Federal legislation and initiatives have been framed through the youth development philosophy with the goal of providing resources and guidance to communities and youth-focused programs that engage young people in roles as full participants in the work place, community, and society at large. Major legislation with a positive youth approach has included the Youth Development Community Block Grant of 1995 (H.R. 2807/S. 673) and the Younger Americans Act of 2001 (H.R. 17/S. 1005), both of which did not pass out of committee. The Administration

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[98] (...continued)
available at [http://12.46.245.173/cfda/cfda.html].

[99] U.S. Congress, House Committee on Education and the Workforce, Subcommittee on Select Education, *Coordination Among Federal Youth Development Programs*, hearing, 109th Cong., 1st sess., July 12, 2005, statement of Dr. Michael O'Grady, U.S. Department of Health and Human Services, (Washington, DC: GPO), available at [http://www.gpoaccess.gov/chearings/109hcat1.html].

has promoted the Helping America's Youth (HAY) initiative to raise awareness about issues affecting youth and to address these challenges through current federal programs and an online community action guide. Finally, America's Promise, a federally-sponsored program operated by the nonprofit Alliance for Youth, conducts and commissions research around positive youth development and recognizes communities and organizations that promote this philosophy.

Youth Development Community Block Grant of 1995 (H.R. 2807/S. 673)

The Youth Development Community Block Grant (YDCBG) of 1995 (H.R. 2807/S. 673) proposed to consolidate nearly two dozen federal youth programs administered by the U.S. Departments of Education, Health and Human Services, and Justice. The purpose of the legislation was to shift from a system of categorical programs that targeted the problems of certain sub-populations of youth (i.e., pregnant youth, youth abusing drugs) to one that promoted all aspects of youth development. At hearings on the legislation in the House and Senate, Members of Congress, community leaders, and youth advocates discussed the need to support comprehensive community services for youth. J.C. Watts, a co-sponsor of the legislation, testified:

> Because high risk behaviors are often interrelated, programs must consider the overall development of individual youngsters rather than focusing on one problem in isolation. Our current system of narrowly defined, categorical programs is rather like the pieces of a jigsaw puzzle scattered over a card table. The YDCBG puts these pieces together.[100]

The YDBCG Act did not prescribe specific activities or program types for which the funds were to be used. Rather, the legislation would have required states to submit a plan to HHS that outlined their youth development priorities. Funding would have flowed to local community boards, which would have tailored local YDCBG programs to community needs, consistent with the goals of these plans. Funding from the block grant could only supplement, and not supplant, existing funds for youth development programs and activities.

The block grant was to be based on three equally weighted formula factors: the proportion of the nation's total youth (defined as ages 6 to 17) that reside in each state; proportion of the nation's poor youth (defined as youth from low-income families) that reside in each state; and the average incidence of juvenile crime during the most recent four-year period. This $900 million proposed grant would have been funded through the programs that were be eliminated, with a 10% overall reduction.

The legislation was referred out of committee in both the House and Senate, but was not taken up again.

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[100] U.S. Congress, House Committee on Economic and Educational Opportunities, Subcommittee on Early Childhood, Youth, and Families, *Youth Development*, hearing, 104th Cong., 1st sess., September 19, 1996.

Younger Americans Act of 2001 (H.R. 17/S. 1005)

The goal of the Younger Americans Act of 2001 (H.R. 17/S. 1005) was to create a national youth policy that would have funded a network of youth programs through a central funding source, based loosely on the framework of the Older Americans Act.[101] Similar to its predecessor, the YDCBGA, the Younger Americans Act sought to provide resources to youth consisting of (1) ongoing relationships with caring adults; (2) safe places with structured activities; (3) access to services that promote healthy lifestyles, including those designed to improve physical and mental health; (4) opportunities to acquire marketable skills and competencies; and (5) opportunities for community service and civic participation.

If passed, HHS would have distributed block grant funds to states based on a formula that accounted for their proportion of the nation's youth ages 10 to 19 and the proportion of youth receiving a free or reduced-price school lunch. States would have then distributed funds to local area agencies on youth, which were to be supervised by community boards comprised of youth, representatives of youth-serving organizations, representatives of local elected officials, parents, and leaders of social and educational institutions in the community. Local youth organizations could apply to the community service board for funding to carry out program activities such as character development and ethical enrichment activities; mentoring activities; provision and support of community youth centers; and nonschool hours, weekend, and summer programs and camps, among other activities. HHS would have also set aside funding for evaluations of these programs.

The Younger Americans Act proposed to fund the program at $500 million the first year, increasing to $2 billion in its fifth year. The legislation did not pass committee in the House or Senate.

Helping America's Youth

Helping America's Youth (HAY) is a national initiative, led by Laura Bush, that grew from four National Youth Summits that were coordinated and facilitated by HHS's Family and Youth Services Bureau. These summits were designed to convene policymakers, program operators, and youth in disadvantaged situations to explore national activities across ten federal agencies.

The mission of HAY is to promote positive youth development by raising awareness about the challenges facing youth and motivating caring adults to connect with youth.[102] The Administration has promoted the initiative through national and regional forums and online resources. The 2005 White House Conference on Helping America's Youth convened researchers, federal youth-serving agencies, and community and state leaders to discuss challenges facing youth and promote successful youth programs. Regional forums in Washington, DC, and Denver have

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[101] The Older Americans Act is the major vehicle for the delivery of social and nutritional services for older persons.

[102] For additional information, see [http://www.helpingamericasyouth.gov/].

also brought together local civic leaders and researchers to discuss the goals of the initiative. (Laura Bush has also promoted the initiative through site visits to successful youth programs, such as Father Flanagan's Boys and Girls Town in Nebraska and Colonie Youth Court in New York.) In addition to these forums, HAY provides online assistance to communities. The Community Action Guide is an online resource to help communities assess their needs and resources and link them to effective programs to help youth.[103] Guide users can input their community locations and learn about federal resources (i.e., HUD-funded housing units or SAMSHA-funded programs), local resources (i.e., Boys and Girls Clubs), and the presence of businesses that sell tobacco and alcohol. The Guide also provides a primer on tenets of positive youth development (including guidance on how adult mentors can get involved in the lives of youth) and building community partnerships between government agencies and community organizations. This tool was created in partnership with nine federal agencies (HHS, Justice, ED, USDA, Interior, HUD, Labor, Office of National Drug Control Policy, and the Corporation for National and Community Service).

As part of HAY, the Administration's Communities Empowering Youth (CEY) program works to reduce youth violence and to promote positive youth development. Created in 2005, CEY is administered through HHS's Compassion Capital Fund. The Compassion Capital Fund is the key element of the Administration's faith-based initiative, announced in January 2001, to expand the use of faith-based and community group as providers of social services.[104] It was created as a discretionary program in 2002 appropriations law (P.L. 107-116). CEY and other Compassion Capital Fund initiatives increase the service capacity and skills among faith-based and community-organizations, and encourage replication of effective service approaches. In FY2006, the first year funding was awarded for the CEY program, 100 organizations in 38 states and the District of Columbia each received $300,000, for a total of $30 million (slightly more than half of the Compassion Capital Fund's overall budget of $58 million).[105] These organizations have a record of addressing youth violence and directing youth to resources that promote positive youth development. As CEY recipients, they assist other faith-based and community organizations that do not receive CEY funding, in four areas: 1) leadership development, 2) organizational development, 3) program development, and 4) community engagement.

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[103] See [http://guide.helpingamericasyouth.gov/].

[104] For additional information, see CRS Report RS21844, *The Compassion Capital Fund: Brief Facts and Current Development*, by Joe Richardson.

[105] For a complete list of CEY award recipients, see [http://www.acf.hhs.gov/news/press/2006/ccf_fy_2006_data.pdf].

Alliance for Youth: America's Promise

America's Promise is the national program established by the nonprofit organization, Alliance for Youth, to promote the Five Promises that attendees at the Presidents' Summit for America's Future (held in Philadelphia in 1997)[106] determined to be essential for the success of young people:

- Caring adults who are actively involved in their lives (i.e., parents, mentors, teachers, coaches);
- Safe places in which to learn and grow;
- Healthy start toward adulthood;
- Effective education that builds marketable skills; and
- Opportunities to help others.[107]

America's Promise is funded through a combination of federal and private funds. The Corporation for National & Community Service, the agency that administers federal community service programs, provides the federal portion of the funds. In FY2006, the organization received $4.5 million from the Corporation.

The focus of the Alliance for Youth is to fund research that tracks youth outcomes, recognize communities that implement best practices in youth development, and provide financial and other resources to organizations that serve young people. The organization's 2006 report, "Every Child, Every Promise: a Report on America's Young People," correlated the presence of the Five Promises in young people's lives with success in adolescence and adulthood. The report concludes that children who have at least four of the Five Promises are more likely to be academically successful, civically engaged, and socially competent, regardless of their race or family income.[108]

Positive Youth Development State and Local Collaboration Demonstration Projects

The Family and Youth Services Bureau administers demonstration projects that promote its mission of providing positive youth development programming. From FY1998 to FY2003, 13 states received demonstration grants to assess how positive youth development principles could be integrated into state policies and procedures; provide training on the positive youth development approach; and identify data to measure positive youth outcomes. The Bureau has since awarded $3 million in

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[106] The five surviving presidents (at that time) convened the summit to mobilize Americans in all sectors to ensure that all youth have adequate resources that will assist them in leading healthy, productive lives.

[107] The organization's website provides additional information about the Five Promises: [http://www.americaspromise.org/].

[108] America's Promise: The Alliance for Youth, *Every Child, Every Promise: Turning Failure to Action*, p. 4, 2006, available at [http://www.americaspromise.org/uploaded Files/AmericasPromise/Our_Work/Strategic_Initiatives/Every_Child_Every_ Promise/EC-EP_Documents/MAIN%20REPORT%20DRAFT%2011.1.pdf].

grants to nine (Iowa, Illinois, Iowa, Kentucky, Louisiana, Massachusetts, Nebraska, New York, and Oregon) of the original 13 states to fund collaborative projects between those states and local jurisdictions and Indian tribes. The purposes of the projects are to facilitate communication and cooperation among different levels of government and the nonprofit sector that provide services to young people; and to energize local constituencies around the issue of youth development. For example, one of the projects — in Chicago, Illinois — has forged a community partnership between the Illinois Department of Social Service, a local youth council, community center, a local park district, and other community service groups around the issues of quality education and youth employment.[109] The project has planned, raised funds for, and marketed a career day and a forum for youth and police.

Conclusion

This report provided an overview of the vulnerable youth population and examined the federal role in supporting these youth. While a precise number of vulnerable youth cannot be aggregated (and should not be, due to data constraints), these youth are generally concentrated among seven groups — youth "aging out" of foster care, runaways and homeless youth, juvenile justice-involved youth, immigrant youth and youth with limited English proficiency (LEP), youth with physical and mental disabilities, youth with mental disorders, and youth receiving special education. Each of these categories is comprised of youth with distinct challenges and backgrounds; however, many of these youth share common experiences, such as unstable home and neighborhood environments, coupled with problems in school. Without protective factors in place, vulnerable youth may have difficulty transitioning to adulthood. Detachment from the labor market and school — or disconnectedness — is perhaps the single strongest indicator that the transition has not been made adequately. Despite the negative forecast for the employment and education prospects of vulnerable youth, some youth experience positive outcomes in adulthood. Youth who develop strong cognitive, emotional, and vocational skills, among other types of competencies, have greater opportunities to reach their goals. Advocates for youth promote the belief that all youth have assets and can make valuable contributions to their communities despite their challenges.

The federal government has not developed a single overarching policy or program to assist vulnerable youth, like the Older Americans Act program for the elderly. Since the 1960s, a number of programs, many operating in isolation from others, have worked to address the specific needs (i.e., vocational, educational, social services, juvenile justice and delinquency prevention, and health) of these youth. More recently, policymakers have taken steps toward a more comprehensive federal response to the population. The YouthBuild Transfer Act of 2006 moved the YouthBuild program from HUD to DOL because the program is more aligned with DOL's mission of administering workforce and training programs. Also in 2006, the Tom Obsborne Youth Coordination Act was passed to improve coordination across federal agencies that administer programs for vulnerable youth and to assist federal

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[109] For more information, see the Family and Youth Services Bureau page on grantees [http://www.acf.hhs.gov/programs/fysb/content/youthdivision/initiatives/highlights.htm].

agencies with evaluating these programs. The Administration has not introduced proposals to fund the Federal Youth Coordinating Council, created by the act. Other coordinating efforts, such as the Juvenile Justice and Delinquency Prevention Council and Shared Youth Vision initiative, may have the resources and leadership to create a more unified federal youth policy, albeit the JJDPC has a primary focus on juvenile justice involved youth.

In addition to the Federal Youth Coordination Act, the few youth-targeted acts over the past ten years have not passed or have passed without full implementation. The unfunded Claude Pepper Young Americans Act of 1990 sought to increase coordination among federal children and youth agencies by creating a Federal Council on Children, Youth, and Families that would have streamlined federal youth programs and advised the president on youth issues. Similarly, federal legislation reflecting a youth development philosophy, with the goal of providing resources to youth and engaging young people in their communities, has not been reported out of committee. The 1995 Youth Development Community Block Grant and 2001 Younger Americans Act would have provided grant funding to the states with the greatest concentrations of low-income youth to provide resources, such as mentors and opportunities for community service and civic participation.

Though federal legislation targeted at vulnerable young people has not been passed or implemented in recent years, current initiatives (Shared Youth Vision, Helping America's Youth, and America's Promise) and collaborations (Safe Schools/Healthy Students Initiative and the JJDPC) appear to have begun addressing, even in small measure, the needs of this population.

Appendix: Studies, Federal Programs, and Relevant CRS Reports and Experts

Table A-1. Studies of Civilian, Noninstutionalized Disconnected Youth

Title and Year	Author	Major Findings
A Portrait of Well-Being in Early Adulthood: A Report of the William and Floral Hewlett Foundation (2003)	Brett Brown, Kristin Moore, and Sharon Bzosteck, Child Trends	• Disconnected youth label applies to young adults ages 23 to 27 in the civilian noninstitutional population. • The study analyzed October 2000 CPS data, and found that 800,000 or 4.5% of individuals in this age range were not in school, not in the labor force, not disabled, and not married.
The Condition of Education (2005)	John Wirt et al.	• Disconnected label not applied, however, the study counted youth 16 to 19 who were out of school and not working. • About 8% of youth 16 to 19 were not working or going to school. • From 1986 to 2005, the percentage of out-of-school and non-working youth 16 to 19 ranged from 7% to 10%.
Kids Count (2006)	Annie E. Casey Foundation	• Disconnected youth label applies to 16-to-19 year olds not enrolled in school and not working and to 18-to-24 year olds with no degree beyond high school not working or attending school. • About 9% of 16-to-19 year olds and 18-to-24 year olds meet the definition of disconnected.
Reconnecting Disadvantaged Young Men (2006)	Peter Edelman, Harry J. Holzer, and Pual Offner	• Disconnected youth label applies to 16-to-24 year olds not in school or working for at least one year. • Over 3.2% of white, nearly 11% of black, and 9% of Hispanic males met this definition. • The rates of disconnectedness were the same for young women as their male counterparts, except that black females experienced nearly half the rate of disconnection (5.4%) as black males. • Idle youth label applies to 16-to-24 year olds not in school or working for less than one year. • The rate of idleness for black men (22.8%) was almost double the rate for Hispanic men (12.8%) and more than double the rate for white men (8.7%). • Young women of every racial group experienced higher rates of idleness than men of their same race, except for black women.

Table A-2. Federal Programs for Vulnerable Youth

(FY2007 budget figures may not be final for some programs,
pending final executive branch interpretation of the Continuing Resolution (P.L. 110-5))

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Job Training and Workforce Development					
Job Corps	Workforce Investment Act of 1998, as amended 29 U.S.C. §2881 et seq.	To assist eligible youth who need and can benefit from an intensive workforce development program, operated in a group setting in residential and nonresidential centers, to become more responsible, employable, and productive citizens.	FY2006: $1.6 billion FY2007: $1.6 billion FY2008: $1.5 billion	U.S. Department of Labor	Youth ages 16 to 21 (with exceptions) who are either low-income, basic skills deficient, a school dropout, homeless, a runaway, or a foster child, a parent or an individual who requires additional education, vocational training, or intensive counseling and related assistance to participate successfully in regular schoolwork or to secure and hold employment.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
WIA Youth Activities	Workforce Investment Act of 1998, as amended 29 U.S.C. §2851 et seq.	To provide services to eligible youth seeking assistance in achieving academic and employment success, including the provision of mentoring, support services, training, and incentives.	FY2006: $941 million FY2007: $941 million FY2008: $841 million	U.S. Department of Labor	Youth ages 14 to 21 who are low-income and either deficient in basic literacy skills, a school dropout, homeless, a runaway, a foster child, pregnant, a parent, an offender, or an individual who requires additional assistance to complete an educational program, or to secure and hold employment.
YouthBuild	Cranston-Gonzalez National Affordable Housing Act of 1990, as amended 29 U.S.C. §2918a	To enable disadvantaged youth to obtain the education and employment skills while expanding the supply of permanent affordable housing for homeless individuals and low-income families.	FY2006: $50 million FY2007: $50 million FY2008: $50 million	U.S. Department of Labor	Youth ages 16 to 24 who are a member of a low-income family, in foster care, a youth offender, have a disability, are a child of incarcerated parents, or a migrant youth or a school dropout (with exceptions).

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Youth Conservation Corps	Youth Conservation Corps Act of 1970, as amended 16 U.S.C. §1701 et seq.	To further the development and maintenance of the natural resources by America's youth, and in so doing to prepare them for the ultimate responsibility of maintaining and managing these resources for the American people.	No specific amount appropriated or requested. The Appropriations Subcommittee on Interior, Environment, and Related Agencies generally directs the four agencies to allocate no less than a particular amount to Youth Conservation Corps activities (funding generally ranges from $1.5 million to $2 million per agency).	U.S. Department of the Interior (Bureau of Land Management, Fish and Wildlife Agency, and the National Park Service) and U.S. Department of Agriculture (Forest Service)	All youth 15 to 18 years of age (targets economically disadvantaged, at-risk).

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Education					
Title I-A: Education for the Disadvantaged	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §6301 et. seq.	To improve the educational achievement of educationally disadvantaged children and youth, and to reduce achievement gaps between such pupils and their more advantaged peers.	FY2006: $13 billion FY2007: $13 billion FY2008: $14 billion	U.S. Department of Education	Educationally disadvantaged children and youth, in areas with concentrations of children and youth in low-income families.
Title I-C: Migrant Education	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §6391	To support high quality and comprehensive educational programs for migrant children and youth.	FY2006: $387 million FY2007: $387 million FY2008: $380 million	U.S. Department of Education	Migrant children and youth.
Title I-D: Prevention and Intervention Programs for Children and Youths Who Are Neglected, Delinquent, or At Risk	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §6421-6472 et seq.	To meet the special educational needs of children in institutions and community day school programs for neglected and delinquent children and children in adult correctional institutions.	FY2006: $50 million FY2007: $50 million FY2008: $50 million	U.S. Department of Education	Abused/neglected youth, delinquent youth, and juvenile offenders.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Title I-H: School Dropout Prevention	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §6551 et seq.	To provide for school dropout prevention and reentry and to raise academic achievement levels.	FY2006: $5 million FY2007: $5 million FY2008: $0	U.S. Department of Education	Youth at risk of dropping out of school districts with dropout rates higher than their state's average.
Title III: English Language Acquisition	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §6801 et seq.	To ensure that limited English proficient children (LEP) and youth, including immigrant children and youth, attain English proficiency.	FY2006: $669 million FY2007: $669 million FY2008: $671 million	U.S. Department of Education	Children and youth with limited English proficiency.
Title IV-A: Safe and Drug Free Schools, Part A, Subpart 1, State Grants for Drug and Violence Prevention	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §§7111-7118	To prevent violence in and around schools and to strengthen programs that prevent the illegal use of alcohol, tobacco, and drugs, involve parents, and are coordinated with related federal, state, and community efforts and resources.	FY2006: $347 million FY2007: $347 million FY2008: $100 million	U.S. Department of Education	All youth; at-risk youth; school dropouts.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Title IV-B: 21st Century Learning Centers	Elementary and Secondary Education Act of 1965, as amended 20 U.S.C. §8241 et seq.	To create community learning centers that help students meet state and local educational standards, to provide supplementary educational assistance, and to offer literacy and other services to the families of participating youth.	FY2006: $98 million FY2007: $98 million FY2008: $98 million	U.S. Department of Education	Students who attend high-poverty and low-performing schools.
Title VII: Education of Homeless Children	McKinney-Vento Homeless Assistance Act of 1987, as amended 42 U.S.C. §§11431-11435	To provide activities for and services to ensure that homeless children enroll in, attend, and achieve success in school.	FY2006: $62 million (plus $5 million for hurricane supplemental) FY2007: $62 million FY2008: $62 million	U.S. Department of Education	Homeless children and youth in elementary and secondary schools, homeless preschool children, and the parents of homeless children.
Migrant High School Equivalency Program and College Assistance Programs	Higher Education Act, as amended 20 U.S.C. §1070d-2	To provide academic and support services to help eligible migrant youth obtain their high school equivalency certificate and move on to employment or enrollment in higher education.	FY2006: $34 million FY2007: $34 million FY2008: $34 million	U.S. Department of Education	Migrant youth ages 16 to 21.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Upward Bound	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-13	To increase the academic performance of eligible enrollees so that such persons may complete secondary school and pursue postsecondary educational programs.	FY2006: $310 million FY2007: $314 million FY2008: $314 million	U.S. Department of Education	Low-income individuals and potential first generation college students between ages 13 and 19, and have completed the 8th grade but have not entered the 12th grade (with exceptions).
Educational Opportunity Centers	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-16	To provide information to prospective postsecondary students regarding available financial aid and academic assistance, and help them apply for admission and financial aid.	FY2006: $48 million FY2007: $47 million FY2008: $47 million	U.S. Department of Education	At least two-thirds of participants in any project must be low-income students who would be first-generation college goers. They must also be at least 19 years old.
Ronald E. McNair Postbaccalaurete Achievement	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-15	To provide grants to institutions of higher education to prepare participants for doctoral studies through involvement in research and other scholarly activities.	FY2006: $42 million FY2007: $42 million FY2008: $44 million	U.S. Department of Education	Low-income college students or underrepresented students enrolled in an institution of higher education.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Student Support Services	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-14	To improve college students' retention and graduation rates, and improve the transfer rates of students from two-year to four-year colleges.	FY2006: $271 million FY2007: $272 million FY2008: $272 million	U.S. Department of Education	At least two-thirds of participants in any project must be either disabled individuals or low-income, first-generation college goers. The remaining participants must be low-income, or first-generation college goers, or disabled. Not less than one-third of the disabled participants must be low-income as well.
Talent Search	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-12	To identify disadvantaged youth with potential for postsecondary education; to encourage them in continuing in and graduating from secondary school and in enrolling in programs of postsecondary education; to publicize the availability of student financial aid; and to increase the number of secondary and postsecondary school dropouts who reenter an educational program.	FY2006: $150 million FY2007: $144 million FY2008: $143 million	U.S. Department of Education	Project participants must be between 11 and 27 years old (exceptions allowed), and two-thirds must be low-income individuals who are also potential first-generation college students.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Gaining Early Awareness and Readiness for Undergraduate Programs (GEAR-UP)	Higher Education Act of 1965, as amended 20 U.S.C. §1070a-21-1070a-28	To provide financial assistance to low-income individuals to attend an institution of higher education and support eligible entities in providing counseling, mentoring, academic support, outreach, and supportive services to students at risk of dropping out of school.	FY2006: $303 million FY2007: $303 million FY2008: $303 million	U.S. Department of Education	Low-income students and students in high-poverty schools.
Individuals with Disabilities Education Act, Part B Grant to States	Education for All Handicapped Children Act of 1975, as amended (currently known as the Individuals with Disabilities Education Act) 20 U.S.C. §1400 et seq.	To provide a free appropriate education to all children with disabilities.	FY2006: $10.6 billion FY2007: $10.8 billion FY2008: $10.5 billion	U.S. Department of Education	School-aged children and youth with disabilities, up to age 21 (pursuant to state law).

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Juvenile Justice					
State Formula Grants	Juvenile Justice and Delinquency Prevention Act of 1974, as amended 42 U.S.C. §5631-33	To increase the capacity of state and local governments to support the development of more effective education, training, research, and other programs in the area of juvenile delinquency and programs to improve the juvenile justice system (e.g., community-based services for the prevention and control of juvenile delinquency, group homes, and halfway houses).	FY2006: $80 million FY2007: $79 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	Delinquent youth, juvenile offenders, and at-risk youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Juvenile Delinquency Prevention Block Grant Program	21st Century Department of Justice Reauthorization Act of 2002 42 U.S.C. 5651-5656	To provide funding for programs that prevent juvenile delinquency, including, but not limited to: treatment for at-risk youth; educational projects and supportive services; counseling, training, and mentoring projects; community-based programs; and dependency treatment programs.	FY2006: $0 FY2007: $0 FY2008: $0	U.S. Department of Justice	Delinquent youth, juvenile offenders, gang members, and at-risk youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Gang Free Schools and Communities - Community Based Gang Intervention	*Currently Unauthorized.* This program was repealed by P.L. 107-273 but continues to be appropriated.	To prevent and reduce the participation of juveniles in the activities of gangs that commit crimes (e.g., programs to prevent youth from entering gangs and to prevent high school students from dropping out of school and joining gangs).	FY2006: $25 million FY2007: $25 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	At-risk youth, delinquent youth, juvenile offenders, gang members, and youth under age 22.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Juvenile Mentoring Program (JUMP)	*Currently Unauthorized*. This program was repealed by P.L. 107-273 but continues to be appropriated.	To develop, implement, and pilot test mentoring strategies and/or programs targeted for youth in the juvenile justice system and in foster care, and youth who have reentered the juvenile justice system (e.g., Big Brothers/Big Sisters program).	FY2006: $10 million FY2007: $10 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	Delinquent youth, juvenile offenders, and foster youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
State Challenge Activities, Part E	Juvenile Justice and Delinquency Prevention Act of 1974, as amended 42 U.S.C. §5665	To provide states with funding to carry out programs that will develop, test, or demonstrate promising new initiatives that may prevent, control, or reduce juvenile delinquency.	FY2006: $106 million FY2007: $105 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	At-risk youth, delinquent youth, juvenile offenders, gang members, and at-risk youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Title V Incentive Grants for Local Delinquency Prevention Program	Juvenile Justice and Delinquency Prevention Act of 1974, as amended 42 U.S.C. §4781-85	To fund delinquency prevention programs and activities for at-risk youth and juvenile delinquents, including, among other things: substance abuse prevention services; child and adolescent health and mental health services; leadership and youth development services; and job skills training.	FY2006: $65 million FY2007: $64 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	Delinquent youth, juvenile offenders, at-risk youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Social Services					
Foster Care	Social Security Act of 1935 (Sections 471 and 472), as amended 42 USC §§671, 672	To assist states in providing foster care for eligible children, including maintenance payments (i.e. room and board) and case planning and management for children and youth in out-of-home placements.	FY2006: $4.7 billion FY2007: $4.8 billion (Based on HHS, ACF Justification of Estimates for FY2008, and reflects expected "lapse" of funds which were expected to be necessary in the FY2007 budget justifications). FY2008: $4.6 million	U.S. Department of Health and Human Services	Federal support available for children and youth who are removed from low-income families (meeting specific criteria) for their own protection. (However, federal protections related to case planning and management are available to all children/youth who are in foster care.)
Chafee Foster Care Independence Program	Social Security Act of 1935 (Section 477), as amended 42 U.S.C. §677	To assist states and localities in establishing and carrying out programs designed to assist foster youth likely to remain in foster care until age 18 and youth ages 18 - 21 who have left the foster care system in making the transition to self-sufficiency.	FY2006: $140 million FY2007: $140 million FY2008: $140 million	U.S. Department of Health and Human Services	Current or former foster care youth under age 21.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Chafee Foster Care Independence Program Education and Training Vouchers	Social Security Act of 1935, (Section 477), as amended 42 U.S.C. §677	To make education and training vouchers available for youth who have aged out of foster care or who have been adopted from the public foster care system after age 16.	FY2006: $46 million FY2007: $46 million FY2008: $46 million	U.S. Department of Health and Human Services	Older foster care youth and youth adopted from foster care at age 16 or older.
Basic Center Program	Runaway and Homeless Youth Act of 1974, as amended 42 U.S.C.§5701 et seq.	To establish or strengthen locally controlled community-based programs outside of the law enforcement, child welfare, mental health, and juvenile justice systems that address the immediate needs of runaway and homeless youth and their families.	FY2006: $48 million FY2007: $48 million FY2008: $48 million	U.S. Department of Health and Human Services	Runaway and homeless youth and their families.
Transitional Living Program for Older Homeless Youth	Runaway and Homeless Youth Act of 1974, as amended 42 U.S.C. §5701 et seq.	To establish and operate transitional living projects for homeless youth, including pregnant and parenting youth.	FY2006: $40 million FY2007: $40 million FY2008: $40 million	U.S. Department of Health and Human Services	Runaway and homeless youth ages 16-21.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Street Outreach Program	Runaway and Homeless Youth Act of 1974, as amended 42 U.S.C. §5701 et seq.	To provide grants to nonprofit agencies to provide street-based services to runaway, homeless, and street youth, who have been subjected to, or are at risk of being subjected to sexual abuse, prostitution, or sexual exploitation.	FY2006: $15 million FY2007: $15 million FY2008: $15 million	U.S. Department of Health and Human Services	Runaway and homeless youth who live on or frequent the streets.
Mentoring Children of Prisoners	Social Security Act of 1935 (Section 439), as amended 42 U.S.C. §629i	To make competitive grants to applicants in areas with significant numbers of children of prisoners to support the establishment and operation of programs that provide mentoring services for these children, and to demonstrate the potential effectiveness of vouchers as delivery mechanisms for these mentoring services.	FY2006: $50 million FY2007: $50 million FY2008: $50 million	U.S. Department of Health and Human Services	Youth of imprisoned parents.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Court Appointed Special Advocates	Victims of Child Abuse Act of 1990, as amended 42 U.S.C. §13011-13014	To ensure every victim of child abuse and neglect receives the services of a court appointed advocate.	FY2006: $12 million FY2007: $12 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	Abused and neglected children and youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Children's Advocacy Centers	Victims of Child Abuse Act of 1990, as amended 42 U.S.C. §13001-13004	To establish advocacy centers to coordinate multi-disciplinary responses to child abuse and to provide training and technical assistance to professionals involved in investigating, prosecuting, and training child abuse, and to support the development of Children's Advocacy Centers on multi-disciplinary teams.	FY2006: $15 million FY2007: $15 million FY2008: unknown (The U.S. DOJ FY2008 Performance Budget proposes to consolidate this program with other juvenile justice and child abuse programs into a single discretionary block grant under a program known as the Child Safety and Juvenile Justice Program.)	U.S. Department of Justice	Abused and neglected youth.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Public Health					
Garrett Lee Smith Memorial Act Youth Suicide Prevention Program	Public Health Service Act of 1974, as amended 42 USC § §290aa et seq., 290bb et seq.	To provide grants to states and college campuses for youth suicide prevention activities.	FY2006: $27 million FY2007: $27 million FY2008: $27 million	U.S. Department of Health and Human Services	Youth under age 25.
Comprehensive Community Mental Health Services for Children with Serious Emotional Disturbances	Public Health Service Act of 1974, as amended 42 USC §290ff	To provide community-based systems of care for children and adolescents with a serious emotional disturbance and their family.	FY2006: $104 million FY2007: $104 million FY2008: $104 million	U.S. Department of Health and Human Services	Youth under age 22 with a serious emotional disorders.
National Child Traumatic Stress Initiative	Children's Health Act of 2000 (Section 582(d)) 42 USC §290aa	To create a national network that develops, promotes, and disseminates information related to a wide variety of traumatic events.	FY2006: $29 million FY2007: $29 million FY2008: $28 million	U.S. Department of Health and Human Services	Children and youth who have experienced traumatic events.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Strategic Prevention Framework State Infrastructure Grant	Public Health Service Act of 1974, as amended 42 U.S.C. 290bb	To provide funding to states for infrastructure and services that implement a five-step strategy for preventing substance and alcohol abuse among youth.	FY2006: $106 million FY2007: $106 million FY2008: $95 million	U.S. Department of Health and Human Services	Youth at risk of using and abusing drugs.
Assertive Adolescent and Family Treatment Program (Family Centered Substance Abuse Treatment Grants for Adolescents and their Families)	Public Health Service Act of 1974, as amended 42 U.S.C. 290bb-2	To provide substance abuse treatment practices to adolescents and their families using previously proven effective family-centered methods.	FY2006: $5 million FY2007: $5 million FY2008: $5 million	U.S. Department of Health and Human Services	Youth using drugs.
Juvenile Treatment Drug Court	Public Health Service Act of 1974, as amended 42 U.S.C. 290bb-2	To provide effective substance treatment and reduce delinquent activity.	FY2006: $6 million FY2007: $6 million FY2008: $6 million	U.S. Department of Health and Human Services	Youth using drugs who are found delinquent.
Community-Based Abstinence Education	Social Security Act of 1935 (Section 1110 using the definitions contained in Section 510(b)(2)), as amended 42 U.S.C. §710	To provide project grants to public and private institutions for community-based abstinence education project grants.	FY2006: $109 million FY2007: $109 million FY2008: $137 million	U.S. Department of Health and Human Services	Youth ages 12 to 18.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Abstinence Education Program	Social Security Act of 1935 (Section 510), as amended 42 U.S.C. §710	To provide formula grant funding for states to provide abstinence education and, at the option of the state, where appropriate, mentoring, counseling, and adult supervision to promote abstinence from sexual activity.	FY2006: $50 million FY2007: $50 million FY2008: $50 million	U.S. Department of Health and Human Services	Youth likely to bear children outside of marriage.
Adolescent Family Life Demonstration Projects	Public Health Services Act of 1974, as amended 42 U.S.C. §3002	To provide project grants to establish innovative, comprehensive, and integrated approaches to the delivery of care services for pregnant and parenting adolescents with primary emphasis on adolescents who are under age 17.	FY2006: $30 million FY2007: $30 million FY2008: $30 million (Funding for the Adolescent Family Life Demonstration Projects and Research Grants is combined.)	U.S. Department of Health and Human Services	Pregnant and parenting youth, non-pregnant youth and their families.

Program	Authorizing Legislation and U.S. Code Citation	Objective(s) of Program	FY2006 Approp., FY2007 Approp., and President's FY2008 Request (rounded)	Agency with Jurisdiction	Target At-Risk Youth Population
Adolescent Family Life Research Grants	Public Health Services Act of 1974, as amended 42 U.S.C. §3002	To provide project grants to encourage and support research projects and dissemination activities concerning the societal causes and consequence of adolescent sexual activity, contraceptive use, pregnancy, and child rearing.	FY2006: $30 million FY2007: $30 million FY2008: $30 million (Funding for the Adolescent Family Life Demonstration Projects and Research Grants is combined.)	U.S. Department of Health and Human Services	Pregnant and parenting youth, non-pregnant youth and their families.

Source: Congressional Research Service (CRS).

Table A-3. Relevant CRS Reports and Analyst Contact Information

Issue Area(s)	Corresponding CRS Report(s)	Analyst or Specialist	Contact Information
• Individuals with Disabilities Education Act, Part B Grants to States	• CRS Report RL32913, *The Individuals with Disabilities Education Act (IDEA): Interactions with Selected Provisions of the No Child Left Behind Act (NCLB)*, by Richard N. Apling and Nancy Lee Jones	Richard N. Apling	rapling@crs.loc.gov x7-7352
• Title IV: Safe and Drug Free Schools	• CRS Report RS30482, *The Safe and Drug-Free Schools and Communities Act: Background and Context*, by Edith Fairman Cooper	Gail McCallion	gmccallion@crs.loc.gov x7-7758
• Vulnerable Youth and Youth Programs (generally) • Chafee Foster Care Independence Program and Education and Training Voucher Program • Runaway and Homeless Youth Program (Basic Center, Transitional Living, and Street Outreach Programs) • Missing and Exploited Children's Program • Mentoring Children of Prisoners	• CRS Report RS22501, *Child Welfare: The Chafee Foster Care Independence Act (CFCIP)*, by Adrienne Fernandes • CRS Report RL33785, *Runaway and Homeless Youth: Demographics, Programs, and Emerging Issues*, by Adrienne L. Fernandes • CRS Report RL31655, *Missing and Exploited Children: Overview and Policy Concerns*, by Edith Fairman Cooper • CRS Report RL32633, *Mentoring Programs Funded by the Federal Government Dedicated to Disadvantaged Youth: Issues and Activities*, by Edith Fairman Cooper	Adrienne L. Fernandes	afernandes@crs.loc.gov x7-9005
• Title VII: Education of Homeless Children	• CRS Report RL30442, *Homelessness: Targeted Federal Programs and Recent Legislation*, coordinated by Libby Perl	Gail McCallion	gmccallion@crs.loc.gov x7-7758

Issue Area(s)	Corresponding CRS Report(s)	Analyst or Specialist	Contact Information
• Upward Bound • Education Opportunity Centers • Student Support Services • Talent Search • Gaining Early Awareness and Readiness for Undergraduate Programs • School Dropout Prevention Program	• CRS Report RL31622, *Trio and GEAR UP Programs: Status and Issues*, by Jeffrey J. Kuenzi • CRS Report RL33963, *High School Graduation, Completion, and Dropouts: Federal Policy, Programs, and Issues*, by Jeffrey J. Kuenzi	Jeffrey J. Kuenzi	jkuenzi@crs.loc.gov x7-8645
• Workforce Development (generally) • YouthBuild • Job Corps	• CRS Report RL33687, *The Workforce Investment Act (WIA): Program-by-Program Overview and FY2007 Funding of Title I Training Programs*, by Blake Alan Naughton and Ann Lordeman	Blake Alan Naughton	bnaughton@crs.loc.gov x7-0376
• Juvenile Justice (generally)	• CRS Report RS22070, *Juvenile Justice: Overview of Legislative History and Funding Trends*, by Blas Nuñez-Neto • CRS Report RL33947, *Juvenile Justice: Legislative History and Current Legislative Issues*, by Blas Nuñez-Neto	Blas Nuñez-Neto	bnunezneto@crs.loc.gov x7-0622
• Title I: Education for the Disadvantaged • Title I-D: Prevention and Intervention Programs for Children and Youths Who Are Neglected, Delinquent, or At Risk	• CRS Report RL31487, *Education for the Disadvantaged: Overview of ESEA Title I-A Amendments Under the No Child Left Behind Act*, by Wayne C. Riddle	Wayne C. Riddle	wriddle@crs.loc.gov x7-7382

Issue Area(s)	Corresponding CRS Report(s)	Analyst or Specialist	Contact Information
• Migrant Education • Migrant High School Equivalency Program • Title III: English Language Acquisition	• CRS Report RL31325, *The Federal Migrant Education Program as Amended by the No Child Left Behind Act of 2001*, by Jeffrey J. Kuenzi • CRS Report RL31315, *Education of Limited English Proficient and Recent Immigrant Students: Provisions of the No Child Left Behind Act of 2001*, by Jeffrey J. Kuenzi	Rebecca R. Skinner	rskinner@crs.loc.gov x7-6600
• Community-Based Abstinence Education • Abstinence Education Program • Adolescent Family Life Demonstration Projects • Adolescent Family Life Research Grants	• CRS Report RS20873, *Reducing Teen Pregnancy: Family Life and Abstinence Education Programs*, by Carmen Solomon-Fears • CRS Report RS20301, *Teenage Pregnancy Prevention: Statistics and Programs*, by Carmen Solomon-Fears	Carmen Solomon-Fears	csolomonfears@crs.loc.gov x7-7306
• Foster Care • Court Appointed Special Advocates Program • Children's Advocacy Centers	• CRS Report RL32976, *Child Welfare: Programs Authorized by the Victims of Child Abuse Act of 1990*, by Emilie Stoltzfus • CRS Report RL31242 *Child Welfare: Federal Program Requirements for States*, by Emilie Stoltzfus	Emilie Stoltzfus	estoltzfus@crs.loc.gov x7-2324
• Youth Suicide Prevention Program • Services for Youth Offenders • Youth Interagency Research, Training, and Technical Assistance • Prevention, Treatment, and Rehabilitation Model Projects for High-Risk Youth • Substance Abuse Treatment Services for Children and Adolescents	• CRS Report RS22636, *Alcohol Use Among Youth*, by Andrew R. Sommers and Ramya Sundaraman	Ramya Sundararaman	rsundararaman@crs.loc.gov x7-7285

Source: Created by the Congressional Research Service.