The FINANCE PROJECT

HAWAI'I COMMUNITY FOUNDATION

Analysis of the Fiscal Resources Supporting At-Risk Youth, Ages 13–24, in Hawaii

Executive Summary

Hawaii's largest populations of at-risk youth include those youth who have dropped out of school, are at-risk of not completing high school, and youth who have completed school but are still not prepared for the workforce. Depending on estimates used, between 20 and 25 percent of Hawaiian youth are at risk of dropping out school. For older youth, 28 percent of 16 to 19 year olds and 14 percent of 20 to 24-year olds are neither employed nor enrolled in school.

Efforts to address the needs of at-risk youth are critical to future success and stability of Hawaii's economy. The costs incurred by high school dropouts from one year alone (2008) is estimated to cost Hawaii $1.4 billion over the course of their lifetime in lost wages and other costs.

To achieve key goals for at-risk youth in Hawaii, state leaders need information on which programs are currently used to support youth, what resources are available to fund initiatives for youth, and how resources can be used to deliver services to youth. The Hawaii Community Foundation commissioned The Finance Project (TFP) to conduct a fiscal mapping study to identify the public and private funding available to support at-risk youth, ages 13 to 24. This report also analyzes the extent to which the state is using funding effectively to sustain services for at-risk youth.

Several questions guided the research.
- What are the major funding sources that support youth, ages 13 to 24?
- Where does the funding come from (i.e., federal, state, or other sources)?
- Which state agencies administer funding?
- How does funding align with key goals for youth and their families?
- Who does the current funding support (e.g., eligibility, age groups, and special populations)?

- Are fiscal resources maximized, coordinated, and leveraged effectively to achieve results?

Researchers from TFP collected detailed information on public investments that support at-risk youth, ages 13 to 24, in Hawaii—the target population. Comprehensive information was collected and programs were organized by four goal areas: Educational Success, Post Secondary and Career Success, Positive Youth Development (Psycho-Social Development), and Physical Health and Basic Needs.

OVERVIEW OF FUNDING

Researchers from TFP identified **72 programs** administered by the state across **6 agencies** that support at-risk youth ages 13-24. Total state and federal funding is estimated at **$435 million** in FY 2011. The table below provides summary findings from this study on funding for at-risk youth, ages 13 to 24, in Hawaii.

Table 1: Fiscal 2011 Funding Available for At-Risk Youth, Ages 13–24

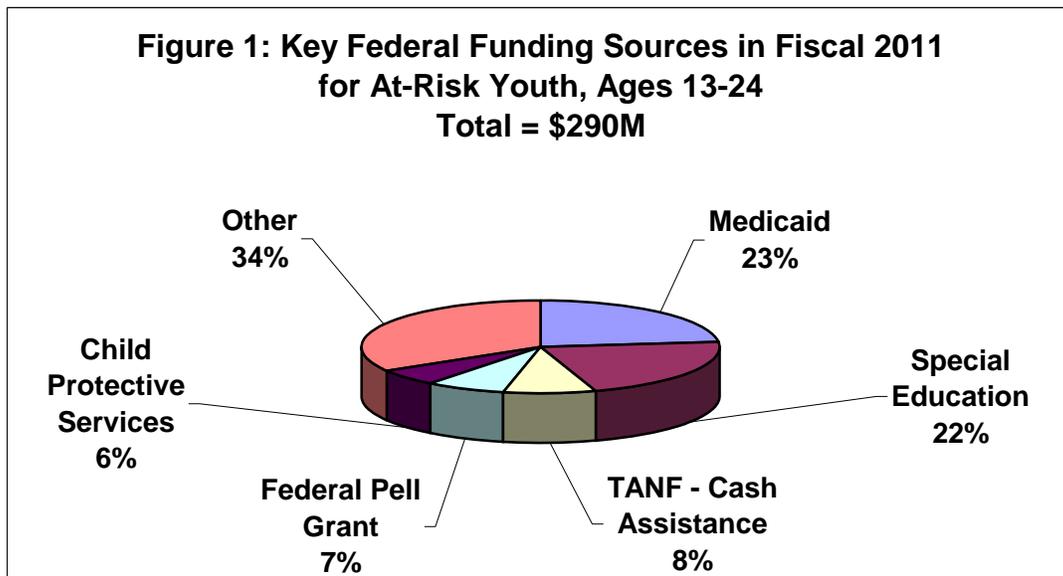|	
Number of Programs Serving Target Population	72 programs
Number of State Agencies Serving Target Population	6 agencies
Total Fiscal 2011 Funding Supporting Target Population (Final Budget Appropriation)	$435 million
Total State Funding (Fiscal 2011)	$145 million
Total Federal Funding (Fiscal 2011)	$290 million
Percentage of Funding by Goal Area	Physical Health and Basic Needs (52%)
	Educational Success (22%)
	Postsecondary and Career Success (14%)
	Positive Youth Development (12%)
Percentage of Funding by Age Group	All ages (49%)
	Ages 5–18 (35%)
	Ages 13–24 (8%)
	Ages 18–24 (8%)

TFP researchers analyzed public funding for the target population by source, by goal area, by age, and by state agency. Key findings from these analyses include:

Public Funding by Source:
Hawaii utilizes federal, state, and private funding to support services for at-risk youth. Of public funding, **federal sources contribute 67% and state sources contribute 33%.**
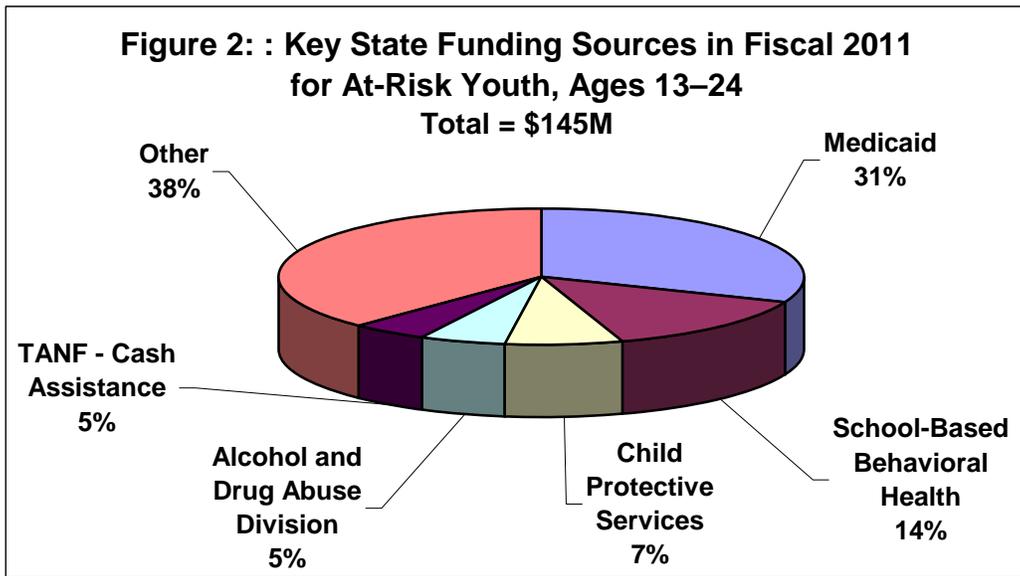
Federal funding - $290 million, 56 programs

- Nearly 70 percent of programs supporting at-risk youth in Hawaii access federal funds, which totaled $290 million in fiscal 2011.
- Most federal funding is concentrated in certain programs. **Figure 1** shows the five programs with the highest amount of federal funds receive approximately $193 million of the total $290 million in federal funding.
- Medicaid and Individuals with Disabilities Education Act (IDEA) Special Education account for nearly half of total federal funding.
- The remaining $97 million in federal funding is distributed among 51 programs, with 33 of those programs receiving less than $1 million each.
- Entitlement funds comprise 34 percent of total public funding for at-risk youth, ages 13 to 24.

Figure 1: Key Federal Funding Sources in Fiscal 2011 for At-Risk Youth, Ages 13-24
Total = $290M

- Other 34%
- Medicaid 23%
- Child Protective Services 6%
- Special Education 22%
- Federal Pell Grant 7%
- TANF - Cash Assistance 8%

State funding - $145 million, 36 programs
- The five programs using the most state funding comprise 62 percent of total state funding (see **Figure 2**).
- 52% of state funds supporting at-risk youth go towards matching key federal entitlement programs (Medicaid, Title IV-E, SNAP).
- School-Based Behavioral Health is the largest investment in state funding outside of federal programs requiring state match.
- 14 of the 36 programs receive less than $1 million each in state funds.
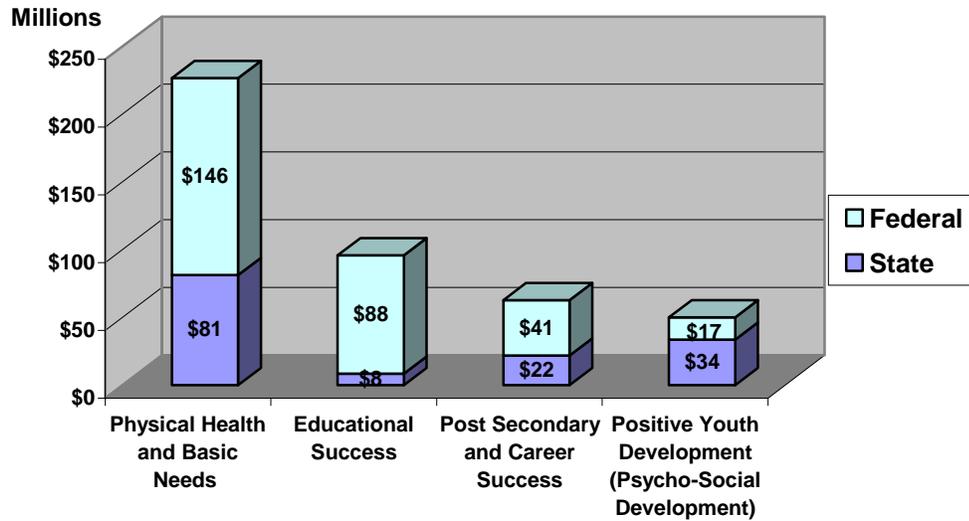- The state provides the only source of funds for 13 programs.

**Figure 2: : Key State Funding Sources in Fiscal 2011
for At-Risk Youth, Ages 13–24
Total = $145M**

Other
38%

Medicaid
31%

TANF - Cash
Assistance
5%

Alcohol and
Drug Abuse
Division
5%

Child
Protective
Services
7%

School-Based
Behavioral
Health
14%

Public Funding by Goal Area:

Hawaii's investment in at-risk youth can be further broken down according to some of the key goals the state has for at-risk youth (**See Figure 3**).

- **Physical Health and Basic Needs (52%)**. Most funding supporting this goal area comes from federal sources. Medicaid is a key program receiving both federal and state funding.
- **Educational Success (22%)**. Nearly all funding for at-risk youth in this goal area comes from federal sources.
- **Postsecondary and Career Success (14%)**. Federal funding is double state funding for this goal area, though approximately half of federal funding in this area comes from Pell Grants.
- **Positive Youth Development (12%).** This is the only goal area in which state funding exceeds federal funding. State funding is more than double that of federal funding.

Figure 3: Total FY11 Funding for Eligible Youth Ages 13 to 24, by Goal Area and Funding Source

Millions

Chart data:
- Physical Health and Basic Needs: Federal $146, State $81
- Educational Success: Federal $88, State $8
- Post Secondary and Career Success: Federal $41, State $22
- Positive Youth Development (Psycho-Social Development): Federal $17, State $34

Legend: ☐ Federal, ☐ State

Public Funding by Age Group
- **84%** of funding goes towards programs that do not serve 13-24 years olds specifically – these programs serve all ages or students in the K-12 school system.
- **8%** of funding is for programs addressing ages 13-18 (junior high school and high school students).
- **8%** of funding goes towards programs targeting ages 18-24 (youth transitioning to postsecondary or workforce).

ANALYSIS OF EFFECTIVENESS OF FUNDING

To address how effectively Hawaii is using funding to support the target population, TFP researchers interviewed state and nonprofit program staff and consulted national and state data. The analysis focused on several key questions:
- Is Hawaii **maximizing** available resources to serve at-risk youth?
- Is Hawaii effectively **coordinating** resources for at-risk youth?
- Is funding **adequate** to support state goals for at-risk youth?
- How **stable** is funding supporting at-risk youth?

Maximizing Available Resources
Maximizing resources ensures that Hawaii is taking advantage of existing resources that are available to serve at-risk youth. Hawaii can maximize available resources by maximizing entitlement funding, leveraging federal, private, and in-kind resources, applying for and accessing competitive federal grant opportunities, as well as other strategies. TFP researchers found that:

- Hawaii is **maximizing federal entitlement dollars** by increasing Medicaid and SNAP participation.
- However**, if Hawaii could improve its penetration on other programs**, particularly the National School Lunch and Breakfast Program, Summer Food Program and Title IV-E (foster care), it could leverage additional federal funding.
- Hawaii is **leveraging federal, private, and in-kind resources** to serve youth. For example, SNAP leverages state and private funding to draw down federal match for outreach services and state general funds provide matches for key entitlement programs such as Medicaid and Title IV-E.
- Hawaii is **accessing some competitive federal grants.** For instance, the, TRIO Grants, Community College Access Grant, SAMSHA Child Trauma Grants were received in FY 2011 or FY 2012.
- However, **most state administered programs were not accessing competitive federal grants**.

Effectively Coordinating Resources

By coordinating the services and resources available, state programs that serve youth can reduce duplication, limit the burden on youth and their families who enroll for services, and provide more streamlined services.

Findings on Coordination of Resources
- Some programs are **jointly funded or managed**, such as the Healthy Hawaii Initiative which is funded by DOH in collaboration with the DOE. Other examples include Middle School Uplink, which is funded through DHS with TANF funds and is managed by the DOE.
- Hawaii generally **does not blend or braid funding at the state level** though a few programs, such as Child Adolescent Mental Health Division, IDEA, and Child Protective Services, are coordinating multiple funding streams.
- **Only one funding source** was accessed by 39 of the 72 state administered programs.
- Hawaii is implementing **some promising strategies to coordinate services** for youth such as joint program enrollment (for Medicaid, SNAP, and TANF), one stop centers, developing shared data, cross-agency workgroups, and interagency agreements and memorandums of agreement (MOUs).

Barriers and Challenges to Coordination
- Hawaii **lacks a coordinating body across state agencies that serve youth.** Unlike in early childhood, there are few efforts that bring together the key state and nonprofit leaders to define a common set of goals to achieve for at-risk youth, determine gaps in services, and develop coordinated strategies across both public and private sectors.
- The **process for contracting with service providers** is not coordinated at the state level, leading to inefficiencies and duplication of work at the state and service-provider levels.

- There is **limited information sharing** across programs or state agencies that work with youth.
- **Technology** (including document imaging, online application and renewal processes, and online training) **is not being fully leveraged** by state programs which could lead to more efficient delivery of services.

Adequacy of Funding

TFP identified areas where funding appears to be *adequate or areas of strength* for supporting at-risk youth, and those *areas where funding was deemed inadequate*.

Areas where Funding May be Inadequate:
- **Limited services for youth transitioning after age 18-** There are few formal outreach efforts to connect youth to services that mostly target adults, including housing subsidy programs, SNAP, and TANF**.** A survey conducted by the Hawaii Community Foundation identified no organizations that targeted services only to youth, 18 to age 24.
- **Limited resources targeted to help youth stay in college and finish on time**- There are relatively few supports in place to retain and graduate at-risk students who attend college (three programs, totaling $4.7 million were identified).
- **Services Limited to Specific Schools or Locations**- Several programs including Alternative Education, Alternative Learning Centers, Peer Education, Middle School Uplink, and Teen Parent Child Centers all cited a greater demand for services than was available.
- **Some services target only youth with formal diagnosis due to limited funding**- Youth without an individualized education plan (IEP) are not prioritized for services in the School Based Behavioral Health program, and many do not receive mental health services. Alcohol and drug treatment services are targeted to youth with either a formal diagnosis, or when mandated by a court, thus limiting access to other youth who may need services.

Areas Where Funding is Adequate or Areas of Strength
- **Supports for Accessing Postsecondary Education**- Although by no means adequate to serve all at-risk students, Hawaii does fund several programs that help connect youth to postsecondary education opportunities, including several TRIO programs.
- **Supports for Financing Postsecondary Education**- Financial supports to help students pay for postsecondary education has also increased in recent years. Pell Grants supported 2,000 more students between 2010 and 2011 (24 percent increase). Scholarships for at-risk students provided through Kamehameha Schools and the Hawaii Community Foundation are also important investments in this area.

Stability of Funding

To determine how stable funding serving youth is in Hawaii, researchers looked at areas where funding increased in FY 2011, areas where funding decreased in FY 2011,

opportunities to increase funding; and potential threats to funding. TFP researchers found that:

- A **decrease in funding**, including cuts to TANF funded programs, the loss of ARRA funding, and cuts to programs operated through the Circuit Courts, affected multiple programs that serve at-risk youth.
- Though **most state programs serving youth were preserved in FY12**, nonprofit service providers have experienced particular challenges in maintaining services.

RECOMMENDATIONS

Based on the findings of this study, and drawing on lessons learned from promising financing strategies in use across the country, TFP researchers identified opportunities for Hawaii leaders to consider in order to more effectively finance and support at-risk youth.

1. Create a public-private entity to help guide investments in youth services. Such an entity may include key youth-serving state agencies, community-based providers, families, and business leaders. A public-private entity that focuses on this transition population could create a common agenda for addressing the needs of at-risk youth; gather input from state agencies, nonprofit providers, foundations, families and youth, and other stakeholders on strategies to better serve youth; discuss barriers, transitions between systems, and opportunities to work together; share resources; develop joint policies; and exchange practice models for working with youth.

2. Develop, collect, and report on common outcome measures across programs that are linked to budgeting and resource allocation. Developing outcome measures that can be aggregated statewide would help create a common baseline. Such a baseline would enable progress to be measured and provider agencies to be held accountable for performance. Outcome measures should be aligned to budgets, which would provide valuable information on areas where funding could be reallocated or reinvested.

3. Use shared services approaches and other nonprofit collaboration models as well as promote pilot development at the local level. Sharing or consolidating administrative services would assist the 400 youth serving nonprofit agencies, many of whom are small providers with limited administrative capacity, to develop stronger internal systems and can lead to cost savings. Sharing or consolidating administrative services involves nonprofit service providers sharing resources, including space or staff, or entering into contractual agreements to share back-office or administrative functions**.**

4. Encourage blending and braiding of funding. Coordinating funding can allow for greater flexibility in using multiple funding streams to meet the myriad needs of youth and their families. Coordinating different funding sources can help reach more youth who may not otherwise be eligible for services, particularly when existing funding streams are restricted to specific conditions or income levels. Hawaii can encourage efforts to coordinate funding through joint grant applications, reimbursement policies, and eligibility rules as well as provide guidance and training to communities on how to effectively blend and braid funding.

5. Leverage new opportunities to access new federal funds or use funds more flexibly- Hawaii can use the ESEA Waiver, health care reform, and recent legislation to extend the school days to address some of the gaps in service facing at-risk youth. A collaborative entity, such as a governor's youth council, could help bring together state agencies to work on certain federal grant proposals.

6. Increase access to federal subsidy programs for at-risk youth- Increasing access to federal subsidy programs for at-risk youth requires designing and implementing outreach strategies that target transitioning-age youth for programs such as housing subsidies that are generally used by adults. Hawaii may also be able to leverage additional federal funding to update information technology systems. Such updates will improve access to key federal entitlement programs, including Medicaid, TANF, and SNAP, that can provide critical supports to older youth.

A LOOK FORWARD

With this report, Hawaii now has the information it needs to make data-driven decisions on funding for youth programs and services. The fiscal map can set a baseline for identifying what programs and services support at-risk youth and what funding sources support those programs and services. Data collected for this fiscal mapping report can be updated in future years, and additional analyses can focus on understanding specific policy or funding issues.

ACKNOWLEDGEMENTS

ABOUT THE FINANCE PROJECT

Helping leaders finance and sustain initiatives that lead to better futures for children, families, and communities.

The Finance Project is an independent nonprofit research, training, consulting, and technical assistance firm for public- and private-sector leaders nationwide. It specializes in helping leaders plan and implement financing and sustainability strategies for initiatives that benefit children, families, and communities. Through a broad array of tools, products, and services, The Finance Project helps leaders make smart investment decisions, develop sound financing strategies, and build solid partnerships.
To learn more, visit http://www.financeproject.org.

Appendix A: Summary List of Programs Supporting At-Risk Youth Ages 13 to 24 in Hawaii, by State Agency

Department of Education 39 programs Total Funding = $159.9 million		*Department of Human Services* 11 programs Total Funding = $186.3 million	*University of Hawaii* 9 programs Total Funding = $33.3 million	*Department of Health* 10 programs Total Funding = $51.1 million	*Other Agencies* 3 programs Total Funding = $ 4.8 million
• Adult Education (Community Schools) • Adult Education Programs • Alternative Learning Centers • AP Fees Program • ARRA State Fiscal Stabilization (ARRA) • Byrd Honors Scholarships • Career and Technical Education • Carl D Perkins- Vocational Education • Child Nutrition (Including Natl. School Lunch) • CNCS Stewards of the Islands • Coordinated School Health: Improving the Health, Ed. and Well Being of Young People • Dept of Defense for Children with Several and Disabilities for Military • Education for Homeless Children and Youth • Fund for the Improvement of Education- School Restructuring Project • Hawaii Learning Center Program • HI- EST • High Core (Storefront) • Home Hospital Instruction • Homeless Concerns • Impact Aid Homeless Program	• JROTC • Lahainaluna Boarding Department • Lanakila Learning Center • Laulima Na Keki Grant for Improvement of Ed. • Learning Center Program • Native Hawaiian Education Program • Native Hawaiian Pihana No Mamo Uh • NCLB English Language Acquisition, Enhancement, Achievement (Title III-A) • NCLB Enhancing Education through Technology (Title II-D) • NCLB Mathematics and Science Partnerships • NCLB School Improvement Grants (ARRA) • NCLB Teacher and Principal Training and Recruitment (Title II-A) • NCLB Neglected and Delinquent Children (Title I-D) • Peer Education Program • School Based Behavioral Health • Special Education- IDEA • Teen Parent Child Care Center • Title I Grants • United Peer Learning Integrating New Knowledge (UPLINK)	• Child Protective Services HMS 301 • Community-Based Outreach and Advocacy • Diversion/In-Facility and Aftercare Services (includes In-Facility Substance Abuse Services) • Homeless Programs Branch – Section 8 • Medicaid • Positive Youth Development • Residential Programs and Independent Living (Includes Independent living and emergency shelters, and Safe House) • Supplemental Nutrition Assistance Program (SNAP) • TANF - Cash Assistance • TANF - Workforce/Training • Truancy Prevention and In-School Suspension	• Bridge to Hope • Educational Talent Search program • Federal Pell Grant Program • Federal Supplemental Education Opportunity Grant (FSEOG) • GEAR UP • TRIO Student Support Services (Kapi Olani Community College) • University of Hawaii Community College Basic Skills/Developmental Education Programs • University of Hawaii Opportunity Grant • Windward Community College - TRIO Upward Bound	• Adolescent Health Program • Alcohol and Drug Abuse Division(ADAD) • Big Island Perinatal Health Disparities Project • Child Adolescent Mental Health System of Care • Division of Developmental Disabilities • Family Planning Program • Hawaii Children's Trust Fund • Healthy Hawaii Initiative • Healthy Start Program • Suicide Prevention Program	**Judiciary:** • First Circuit Court • Second Circuit Court **Department of Labor and Industrial Relations:** • WIA

Analysis of the Fiscal Resources Supporting At-Risk Youth, Ages 13–24, in Hawaii

February 2012

By Torey Silloway, Lori Connors-Tadros, and Melissa Dahlin

CONTENTS

Appendixes
Appendix A: Summary List of Publicly Funded Programs Supporting At-Risk Youth, Ages 13 to 24, in Hawaii, by State Agency
Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii
Appendix C: Funding by Type of Services Provided for Youth, Ages 13 to 24, in Hawaii
Appendix D: Promising Strategies for Financing Services for At-Risk Youth

BACKGROUND AND RESEARCH APPROACH

Adolescence can be a challenging time for most young persons, and it can be especially difficult for groups who are at greater risk of not succeeding in school and life. Previous work by the Hawaii Community Foundation has identified the largest populations of at-risk youth in Hawaii as youth who have dropped out of school, youth who are at risk of not completing high school, and youth who have completed school but are still not prepared for the workforce. Efforts to turn around a trajectory of failure include intervening with at-risk students before they fail; reengaging students who have dropped out of school or offering alternative pathways to complete their education; providing training and education focused on building skills employers need; and helping youth access and complete postsecondary education.

To achieve key goals for at-risk youth in Hawaii, state leaders need information on which programs currently support youth, and how resources are currently being used to deliver services to youth. The Hawaii Community Foundation commissioned The Finance Project (TFP) to conduct a fiscal mapping study to identify the public and private funding available to support at-risk youth, ages 13 to 24. This report also analyzes the effectiveness of current funding to sustain and support services for at-risk youth, ages 13 to 24.

Several questions guided the research.
- What are the major funding sources that support at-risk youth, ages 13 to 24?
- Where does the funding come from (i.e., federal, state, or other sources)?
- Which state agencies administer funding?
- How does funding align with key goals for youth and their families?
- Who does the current funding support (e.g., eligibility, age groups, and special populations)?
- Are fiscal resources maximized, coordinated, and leveraged effectively to achieve results?

The fiscal mapping study is a critical tool for understanding the funding environment for at-risk youth. It helps lay the groundwork for developing a strategic financing plan to support this target population. The study findings can also help state and local leaders develop better coordinated systems of supports and services, address budget shortfalls or increased demand for services, and consider strategies for funding new policy initiatives.

Fiscal Context

Like many states, Hawaii continues to face significant budget challenges. Services for at-risk youth are facing significant risks of additional budget reductions. In fiscal 2011, the state was forced to make mid-year cuts to programs that were supported by Temporary Assistance for Needy Families funding. Many programs targeted to at-risk youth that relied on this funding were forced to scale back or eliminate programming entirely. The fiscal 2011 state budget also saw significant

staffing reductions. This is in addition to state staffing reductions that were implemented in previous years, all of which have had a cumulative negative effect on state staffing levels. The reductions have also diminished state capacity to adequately provide services and manage contracts. Moreover, in fiscal 2012, the state will need to make up the loss of American Recovery and Reinvestment Act (ARRA) funding, which expired in fiscal 2011. The loss of this federal funding raises additional challenges to sustaining services for at-risk youth.

Despite the difficult economic times, Hawaii has many strengths and some significant opportunities to provide more comprehensive and coordinated supports to at-risk youth. In August 2010, Hawaii was among just 10 states to win a Race to the Top competitive federal grant, providing the state with $75 million over four years to support comprehensive school reform efforts. In September 2011, Hawaii received another important federal grant of $24 million to develop a comprehensive system that will connect academic programs to workforce development initiatives and high-quality jobs. This grant could help at-risk youth who are disconnected from the workforce and who require nontraditional pathways to complete school or move into a college or career path. Recent legislation to extend the school day in Hawaii, if funded, could also afford opportunities to serve more at-risk youth in out-of-school time programs.

The challenging budget situation requires state leaders and other community partners to think critically about how resources could be maximized and how services and funding could be better coordinated to serve at-risk youth. The findings presented in this fiscal mapping study offer important information that state leaders can use to help guide budget and policy decisions. Another result may be greater efficiencies to stretch dollars so key goals for at-risk youth can be met.

At-Risk Youth Defined
This study focuses on programs and funding for at-risk youth, so indicators of risk to help define this target population are needed. The programs and funding included in this study help to support one or more of the following populations:
- youth, ages 13 to 24, who are at risk of dropping out of high school;
- youth, ages 13 to 24, who have already dropped out of high school;
- youth who are at risk of not attending or not completing postsecondary education; and
- youth who have completed school but are not prepared for the workforce.

To have a clear understanding of how funding relates to the need for services, it is helpful to determine the size of the at-risk youth population in Hawaii. This is challenging for several reasons. Some youth do not fit neatly into any of the at-risk groups identified earlier, and some youth have multiple risk factors. Moreover, some youth may not be included in traditional statistics because, for example, they are in a juvenile justice facility. Furthermore, because Hawaii does not have a single student identifier, some youth may be double counted. For

example, a youth may be accessing mental health services at the same time he or she is receiving job training or education services.

Additional research is needed to accurately estimate the size of the at-risk youth population in Hawaii. However, by looking at some of the subpopulations described above, it is possible to provide some estimates. **Table 1** provides information on the size of each of these subpopulations of at-risk youth in Hawaii. The data, though incomplete, provides a somewhat sobering and compelling reason for targeting efforts to better serve at-risk youth.

Table 1: Estimating the Size of the At-Risk Youth Population in Hawaii

Risk Factors	Population in Hawaii	Data Source
High School Dropouts	--35 percent of youth do not complete high school within 4 years with a regular diploma. --13,637 youth ages 15–24 have not completed high school or attained an equivalency certificate and are not enrolled in school.	U.S. Bureau of the Census, American Community Survey (Washington, DC, 2010).
At Risk of Dropping Out of High School	--Approximately 12,643 (20%) to 15,842 (25%) of youth are "struggling" to complete high school.	Hawaii Content and Performance Standards Assessment, Grade 10, 2009, mathematics and English language arts results.
Youth Not in School and Not Working	--28% of youth, ages 16–19, are unemployed and not enrolled in school (19,342 youth). --14% of youth, ages 20–24, are unemployed and not enrolled in school (13,799 youth).	U.S. Bureau of the Census, American Community Survey (Washington, DC, 2010).
Not Completing Higher Education on Time	Of all Hawaii youth below age 25: --40.7% have a high school diploma; --45.4% have had some college education or have received an associate degree; and--6.5% have a bachelor's degree. Of all Hawaii youth attending postsecondary education: --19% receive an associate degree within 3 years; and --42% receive a bachelor's degree within 6 years.	Alliance for Excellent Education, "Hawaii State Profile" (Washington, DC: Alliance for Excellent Education, October 2010).

Research Approach
The methodology and data analysis and collection framework provide additional context for the study.

Methodology

5

Researchers from The Finance Project collected detailed information on public investments that support at-risk youth, ages 13 to 24, in Hawaii—the target population. TFP researchers identified and collected program and budget information from 72 state-administered programs that provide services to youth in the target age group. They conducted 50 interviews with state agency staff and interviewed leaders from 13 youth-serving organizations and 7 private foundations. They also analyzed public budget documents and reviewed relevant local and national research.

TFP researchers analyzed fiscal 2011 final budget appropriations for all programs, unless otherwise noted. These funding amounts reflect statewide budget cuts made during the year, but they may not reflect the final expenditures for all programs. Specific information was collected for each program:
- program goals;
- program description;
- program eligibility;
- final fiscal 2011budget appropriation;
- sources of revenue;
- proportion of funding to target population (i.e., at-risk youth, ages 13 to 24); and
- caseload or number of youth served annually.

TFP researchers also conducted interviews with program staff regarding:
- maximization of funding;
- coordination of resources;
- adequacy of funding;
- stability of funding; and
- flexibility of funding.

Data Analysis and Collection Framework
To help state leaders understand how current programs and funding sources are aligned with key goals for at-risk youth, TFP worked with the Hawaii Community Foundation and an advisory committee of key stakeholders to develop a framework for analyzing programs and funding. (A list of publicly funded programs supporting at-risk youth, ages 13 to 24, is provided in Appendix A.)

The study team organized each of the 72 programs serving at-risk youth into one of four goal areas.
- **Educational Success**—includes educational supports and services for youth to successfully complete their high school education. Programs included in this goal area aim to help students succeed academically, including programs that provide additional assistance to at-risk or struggling students, tutoring programs, and literacy and math instruction as well as those that provide resources for students with learning disabilities or non-English-language speakers.

- **Postsecondary and Career Success**—includes supports and services necessary for youth to prepare for and be successful in postsecondary education or a career path. Programs that address this goal area include postsecondary scholarship programs, tutoring and college preparation programs, postsecondary academic supports for students at risk of dropping out, and job and career skills training and job placement programs for youth.
- **Positive Youth Development** (Psycho-Social Development)—includes programs and services to support social and emotional health as well as additional supports to promote success and well-being. Programs in this goal area include after-school programs, mental health programs, drug and alcohol prevention programs, dropout prevention programs, pregnancy prevention programs, and gang prevention programs.
- **Physical Health and Basic Needs**—includes programs and services to support physical health and basic needs, including shelter, nutrition, and safety. Programs in this goal area include physical health programs, such as the Children's Health Insurance Program (CHIP), Temporary Assistance for Needy Families (TANF), the Supplemental Nutrition Assistance Program (SNAP), and child welfare programs.

Limitations of Research Approach

This fiscal mapping study aims to provide a comprehensive analysis of the public funding supporting at-risk youth, ages 13 to 24, in Hawaii. Some important limitations to this analysis should be noted, however.

- **Certain funding sources are not included**. ARRA funding is not included in the total estimated funding amounts for the target population, because fiscal 2011 was the last year these funds were available. In addition, the weighted student funding formula, which provides state support to K–12 schools, was not included. Although through the formula a greater percentage of state funds target low-income and other at-risk students, the funding generally targets all students. Finally, the report provides a snapshot of local funding sources and private investments in youth rather than a comprehensive accounting of those dollars.
- **Dollar amounts supporting the target population (according to age range) are estimated for some programs**. Many programs included in this study support a broader population, including adults and young children. In some cases, state agencies maintain data on the target population and the proportion of spending directed to the target population. In other cases, it was necessary to estimate funding directed to the target population, based on population estimates and other data. All estimates are noted in Appendix B.
- **Only programs that target or provide significant support to at-risk youth, ages 13 to 24, were included in the study.** Many programs that support at-risk youth may also serve other youth. In determining whether a program was included in the study, the program had to either target at-risk youth or serve a significant number of at-risk youth as a percentage of the total population served by the program. An example of a program not included in the study because it supports all youth in school is the weighted student funding formula. If a

program was included in the study, all funding serving the target age range was included, and researchers did not distinguish between at-risk youth and other youth receiving services from that particular program.

- **Some data relies on interviews with state staff.** Data on the adequacy, stability, and coordination of funding relies, in part, on interviews with selected program leaders.

Organization of the Report

The report is organized into four sections and has four appendixes.

- **Section I: Overview of Funding**—includes a broad overview of the amounts and sources of funding supporting at-risk youth in Hawaii.
- **Section II: Analysis of Financing Strategies**—analyzes the adequacy and flexibility of available funding sources, the extent to which Hawaii is maximizing available resources, and issues related to coordinating funding from multiple sources.
- **Section III: Recommendations**—outlines financing strategies that emerged from key study findings.
- **Section IV: A Look Forward**—summarizes opportunities to use the fiscal mapping report in the current policy and fiscal environment that exists in Hawaii.
- **Appendix A**: Summary List of Publicly Funded Programs Supporting At-Risk Youth, Ages 13 to 24, in Hawaii, by State Agency
- **Appendix B**: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii
- **Appendix C**: Funding by Type of Services Provided for Youth, Ages 13 to 24, in Hawaii
- **Appendix D**: Promising Strategies for Financing Services for At-Risk Youth

SECTION I: OVERVIEW OF FUNDING

Funding for at-risk youth in Hawaii comes primarily from federal and state sources, with county and private funding providing some additional support. Researchers from The Finance Project identified **72 programs** across **6 state agencies** that support at-risk youth, ages 13 to 24, with total state and federal funding estimated at **$435 million in fiscal 2011**. **Table 2** provides a summary of public funding in fiscal 2011 for at-risk youth, ages 13 to 24, in Hawaii.

Table 2: Fiscal 2011 Funding Available for At-Risk Youth, Ages 13–24

Number of Programs Serving Target Population	72 programs
Number of State Agencies Serving Target Population	6 agencies
Total Fiscal 2011 Funding Supporting Target Population (Final Budget Appropriation)	$435 million
Total State Funding (Fiscal 2011)	$145 million
Total Federal Funding (Fiscal 2011)	$290 million
Percentage of Funding by Goal Area	Physical Health and Basic Needs (52%) Educational Success (22%) Postsecondary and Career Success (14%) Positive Youth Development (12%)
Percentage of Funding by Age Group	All ages (49%) Ages 5–18 (35%) Ages 13–24 (8%) Ages 18–24 (8%)

Note: *The category "all ages" indicates that funding may support any age group and is not targeted to a particular age group. One example is the Medicaid program.
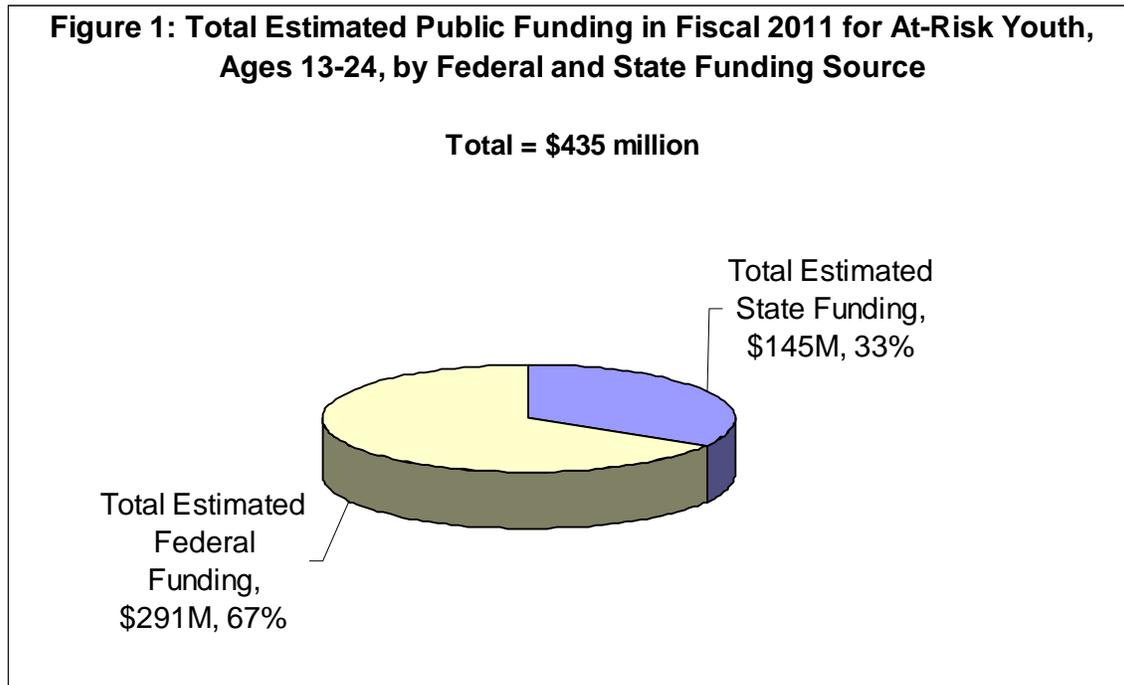
What Funding Was Available in Fiscal 2011 to Serve At-Risk Youth?
Public funding was examined to analyze public funding streams supporting at-risk youth, ages 13 to 24, in Hawaii. The following analyses are presented in this section.

- **Public Funding by Source** details the role of state and federal funding, including key programs within each funding stream.
- **Public Funding by State Agency** examines how programs are organized by state agency and how much funding is administered by each agency.
- **Private-Sector Funding** information was gleaned from a 2010 survey by the Hawaii Community Foundation and interviews with some private foundation representatives.

Public Funding by Source
Figure 1 shows the amount and percentage of federal and state funding for the target population.

Figure 1: Total Estimated Public Funding in Fiscal 2011 for At-Risk Youth, Ages 13-24, by Federal and State Funding Source

Total = $435 million

Total Estimated State Funding, $145M, 33%

Total Estimated Federal Funding, $291M, 67%

Federal Funding
Nearly 70 percent of programs supporting at-risk youth in Hawaii (or 56 of the 72 programs identified in the study) access federal funds, which totaled $290 million in fiscal 2011. About half of all programs for at-risk youth rely solely on federal funding sources.

Figure 2 demonstrates that most federal funding is concentrated in certain programs. Other important findings about federal funding include these.

- The five programs receiving the highest amount of federal funds receive approximately $193 million of the total $290 million in federal funding.
- The remaining $97 million in federal funding is distributed among 51 programs, with 33 of those programs receiving less than $1 million each.
- Medicaid and Individuals with Disabilities Education Act (IDEA) Special Education account for nearly half of total federal funding. Youth, ages 13 to 24, represented 24 percent of all TANF cash assistance cases in fiscal 2011, accounting for $30.5 million in funding to the target population.

Figure 2: Key Federal Funding Sources in Fiscal 2011 for At-Risk Youth, Ages 13-24
Total = $290M

Other 34% | Medicaid 23% | Special Education 22% | TANF - Cash Assistance 8% | Federal Pell Grant 7% | Child Protective Services 6%
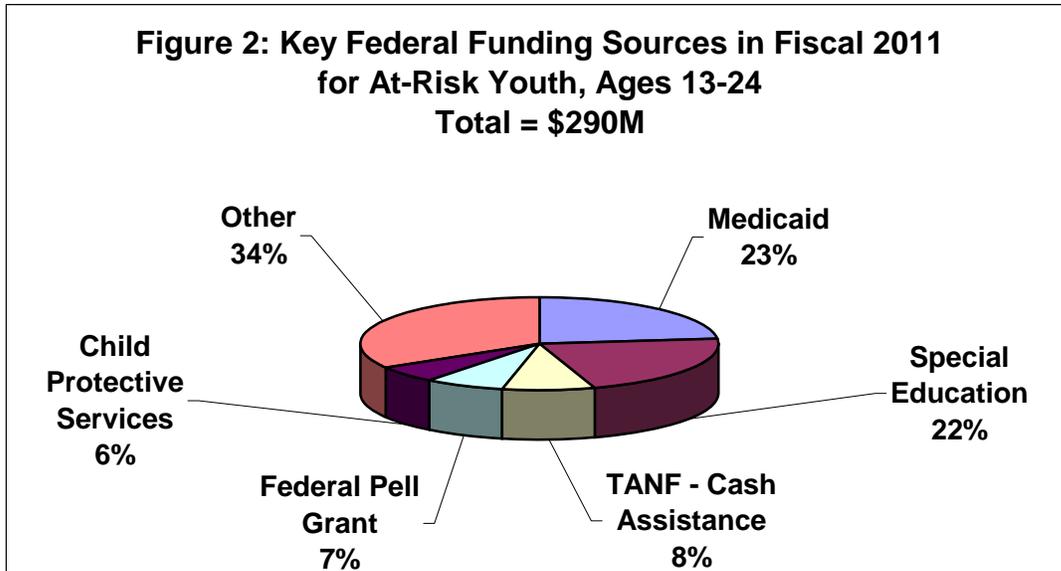
As **Figure 3** demonstrates, entitlement funds contribute 34 percent of total public funding for at-risk youth, ages 13 to 24. So long as individuals meet the eligibility requirements, they can be served under these federal programs. These programs base their eligibility on family income. Medicaid, which accounts for a quarter of all public funding to the target population, administers health care programs and funding. Title IV-E funds foster care, which provides children with out-of-home care until they are returned home or placed in adoptive homes. The National School Lunch Program ensures low-income students have access to nutritious meals by providing free or reduced-price lunches at schools. SNAP is a nutrition assistance program that provides monthly benefits that can be used to purchase food. (See, also, American Recovery and Reinvestment Act Funding on page 12).

Figure 3:Sources of Entitlement and Non-Entitlement Funding in Fiscal 2011 for At-Risk Youth, Ages 13-24

Non-entitlement funding 66%

Medicaid 26%

National School Lunch Program 3%

Title IV-E 4%

SNAP 1%
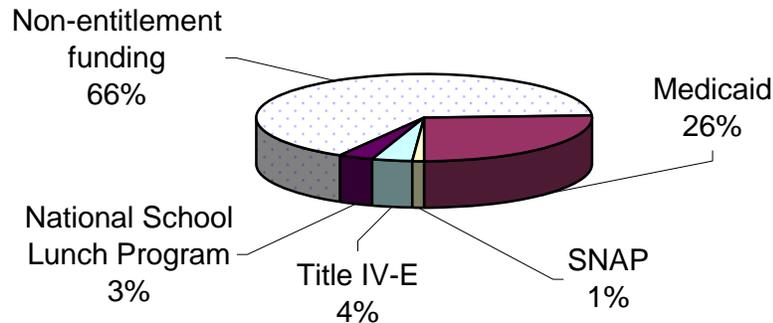
American Recovery and Reinvestment Act Funding

ARRA funds are temporary and nonrecurring, so they were not included in the $435 million total for public funding. For the most part, with the exception of carryover funding, these funds were not available in fiscal 2012. ARRA funds supported the following programs that may reach the target population:

- No Child Left Behind School Improvement Grants
- No Child Left Behind Title I Neglected and Delinquent Children
- Child Protective Services
- Workforce Investment Act
- TRIO [educational opportunity outreach programs for students from disadvantaged backgrounds]
- Medicaid

State Funding

Hawaii provides approximately $145 million in state funds to 36 programs that support at-risk youth, ages 13 to 24. Five state agencies administer these programs. The five programs using the most state funding comprise 62 percent of total state funding (see **Figure 4**).

**Figure 4: : Key State Funding Sources in Fiscal 2011
for At-Risk Youth, Ages 13–24
Total = $145M**

- Other 38%
- Medicaid 31%
- TANF - Cash Assistance 5%
- Alcohol and Drug Abuse Division 5%
- Child Protective Services 7%
- School-Based Behavioral Health 14%
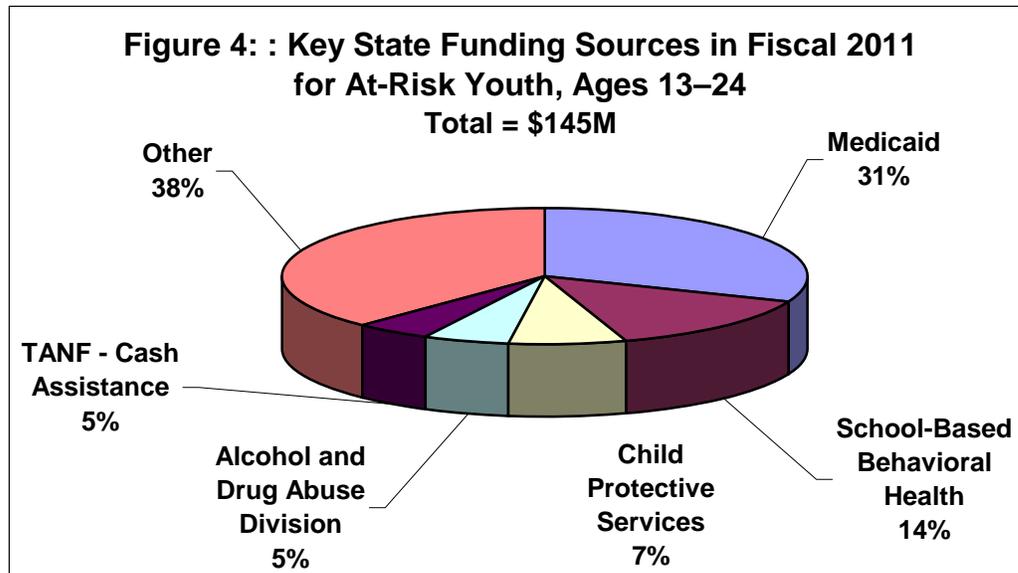
The context of Hawaii's investment of $145 million for at-risk youth is important. For example, though significant, this investment represents less than one-tenth of 1 percent of the total state general fund appropriation of approximately $4.9 billion for fiscal 2011.[1] Youth ages 13 to 24 comprise 16 percent of the total population in Hawaii. Rough estimates show that at-risk youth account for between one quarter and one third of all youth within the target age group, and represent approximately 4 percent of the total state population.[2]

Also important is understanding what state funding could be repurposed or redirected, if priorities for serving at-risk youth change or opportunities arise. For example, shifting funding from treatment to prevention may be possible. Moreover, much of Hawaii's state funding is used as a match to leverage key federal funding sources. Three federal entitlement programs require state matching funds—Medicaid, Title IV-E, and SNAP—and Hawaii is spending 52 percent of all state funds directed to at-risk youth to draw down these federal funds, which have relatively restrictive uses.

Other important findings about state funding include these.
- Together, Medicaid and School-Based Behavioral Health account for 45 percent of total state funding.
- School-Based Behavioral Health accounts for the largest investment of state funds besides the federal programs requiring a state match.
- Fourteen of the 36 programs receive less than $1 million each in state funds.
- The state provides the only source of funds for 13 programs.

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[1] Hawaii Office of Budget and Finance, "The Operating and Capital Budget: Statewide Summaries," http://hawaii.gov/budget/bienniumbudget/budgetinbrief/02%20-%20Operating%20and%20Capital%20Budget.pdf (accessed December 6, 2011).
[2] See Table 1 for how these percentages were calculated.

Public Funding by State Agency

Six state agencies administer services that support at-risk youth. Two agencies administer most of the funds (80 percent): the department of human services and the department of education. **Figure 5** identifies funding by agency.

Figure 5: Total Public Funding in Fiscal 2011 For At-Risk Youth, Ages 13-24, by State Agency ($ in millions)

Department	Amount
Judiciary	$2
Labor & Industrial Relations	$3
University of Hawaii	$34
Health	$51
Education	$160
Human Services	$186
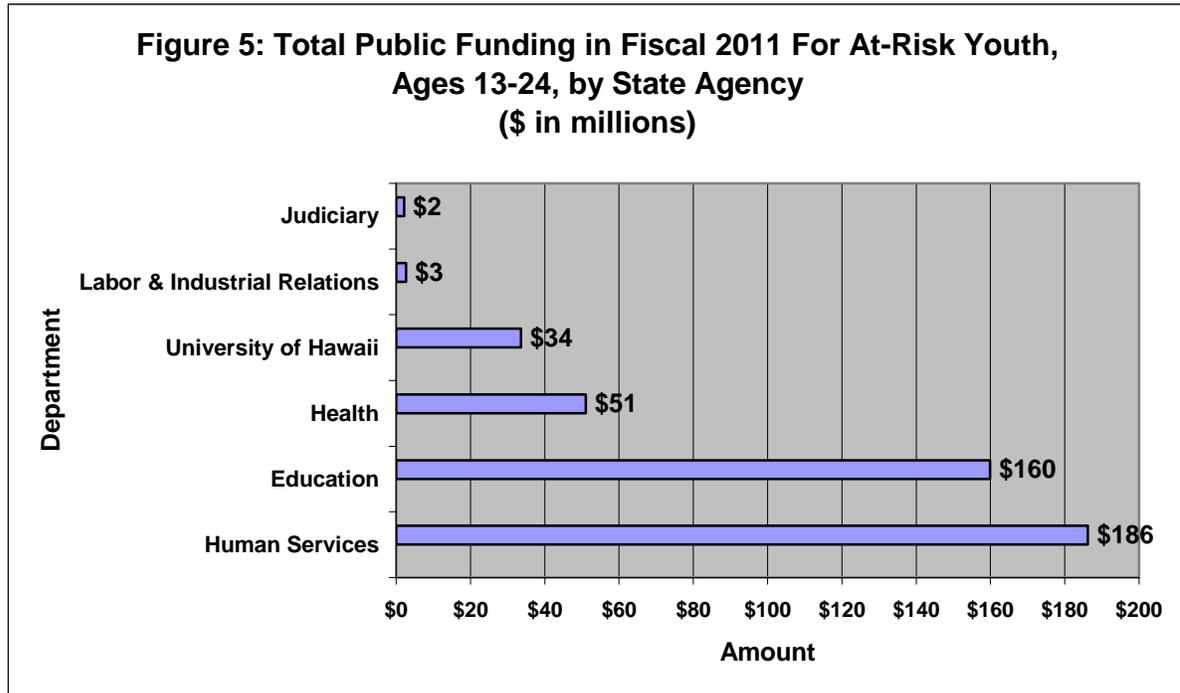
Private-Sector Funding

In addition to federal and state sources of funding, private funds support at-risk youth in Hawaii. A 2010 survey by the Hawaii Community Foundation identified $26.8 million in private funding that went to support youth-serving organizations, most of which served at-risk youth. **Table 3** details types of private funding sources and amounts provided. The $26.8 million in private funding represents about 6 percent of total funding for at-risk youth, when state and federal funding sources identified in this study are included in the total funding amount.

Table 3: Private-Sector Funding Sources for At-Risk Youth, Ages 13–24

Individual Fundraising	$12.7 million
Corporate Contributions	$ 6.7 million
Hawaii Foundations	$ 6.1 million
Mainland Foundations	$ 1.3 million
Total	**$26.8 million**

TFP also interviewed some private foundation representatives to understand funding priorities. Although the interviews cannot be considered a comprehensive

review of private funding, a few interesting themes emerged from these discussions.

- More private funders are looking to fund collaborations between or among organizations rather than fund individual programs serving youth. Ideally, organizations will already have a memorandum of understanding (MOU) to ensure collaboration will occur.
- Private support for youth services is not well coordinated across funders and lacks a common strategy or vision. This is mirrored and perhaps due, in part, to the lack of a clear roadmap at the state level for the goals to be achieved for at-risk youth.
- At least one funder noted the need for developing common indicators, at the community level, to set a baseline and measure progress for investments in youth.
- Several foundations, including the Hawaii Community Foundation and Kamehameha Schools, provide scholarships to enable low-income and at-risk youth to attend postsecondary education. In addition, foundations such as Kamehameha Schools and the Mcinerny Foundation provide scholarships for low-income students to attend private secondary and middle schools.

**How Is Funding Used to Support Programs and Services for At-Risk Youth?**
TFP researchers strived to determine how public funding is used at the state or local level to support at-risk youth. This is just a first step toward a more comprehensive effort to assess whether funding is being targeted to those most in need and is achieving the results expected. The following analyses are presented in this section.

- **Funding by Goal Area** highlights how funding and programs support each of the four goal areas to help at-risk youth succeed academically and transition to postsecondary schooling and/or the workforce.
- **Funding by Goal Area and Funding Source** indicates how federal and state funding sources support each goal area.
- **Funding by Types of Services** examines funding for the different types of services used to address the needs of at-risk youth within each goal area.
- **Funding by Age Group** breaks out funding and programs according to the age of youth served. The information highlights differences in funding among programs that support youth in middle and high schools, programs that support youth in postsecondary education or the workforce, and programs that support an age range broader than, but inclusive of, ages 13 to 24.

Funding by Goal Area
TFP researchers assigned services for at-risk youth to four goal areas. Although some programs may address more than one goal area, each program was assigned to just one. **Figure 6** highlights how public funding is allocated across the four goal areas. Key findings include these.

- More than half of public funding is directed to Physical Health and Basic Needs (52 percent). Educational Success, the goal area receiving the next highest proportion of funding, receives roughly half that percentage (22 percent).
- Postsecondary and Career Success (14 percent) and Positive Youth Development (12 percent) receive similar proportions of total public funding.

Figure 6: Percentage of Total Funding in Fiscal 2011 for At-Risk Youth, Ages 13-24, by Goal Area

Post Secondary and Career Success 14%

Educational Success 22%

Positive Youth Development (Psycho-Social Development) 12%

Physical Health and Basic Needs 52%
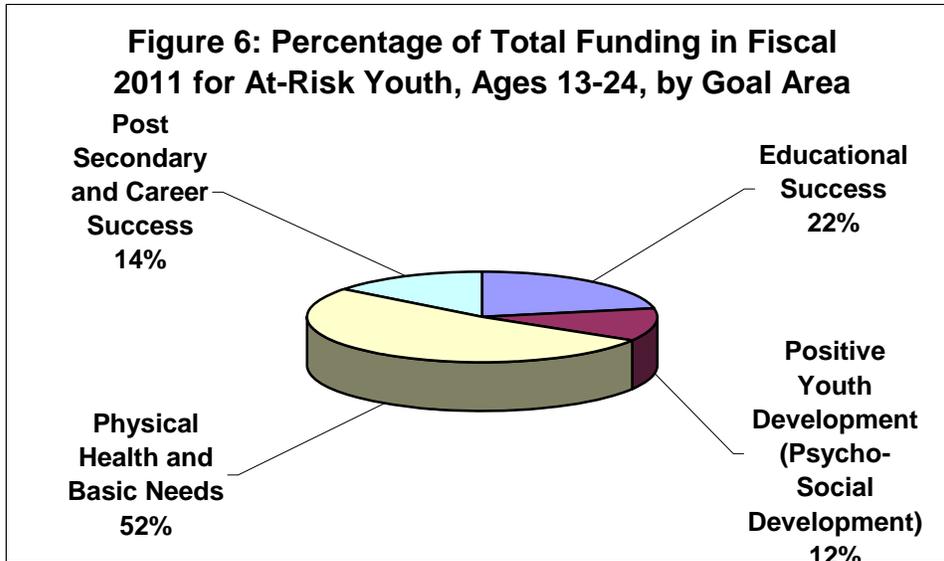
Funding by Goal Area and Funding Source

Figure 7 provides a snapshot of federal and state funding supporting each goal area. Key findings by goal area are these.

- **Physical Health and Basic Needs**. Most funding supporting this goal area comes from federal sources. Medicaid is a key program receiving both federal and state funding.
- **Educational Success**. Nearly all funding for at-risk youth in this goal area comes from federal sources.
- **Postsecondary and Career Success**. Federal funding is double state funding for this goal area, though approximately half of federal funding in this area comes from Pell Grants.
- **Positive Youth Development** (Psycho-Social Development). This is the only goal area in which state funding exceeds federal funding. State funding is more than double that of federal funding.

Figure 7: Total Public Funding in Fiscal 2011 for At-Risk Youth, Ages 13-24, by Goal Area and Funding Source ($ in millions)

Goal Area	Federal	State
Physical Health and Basic Needs	$146	$81
Educational Success	$88	$8
Post Secondary and Career Success	$41	$22
Positive Youth Development (Psycho-Social Development)	$17	$34
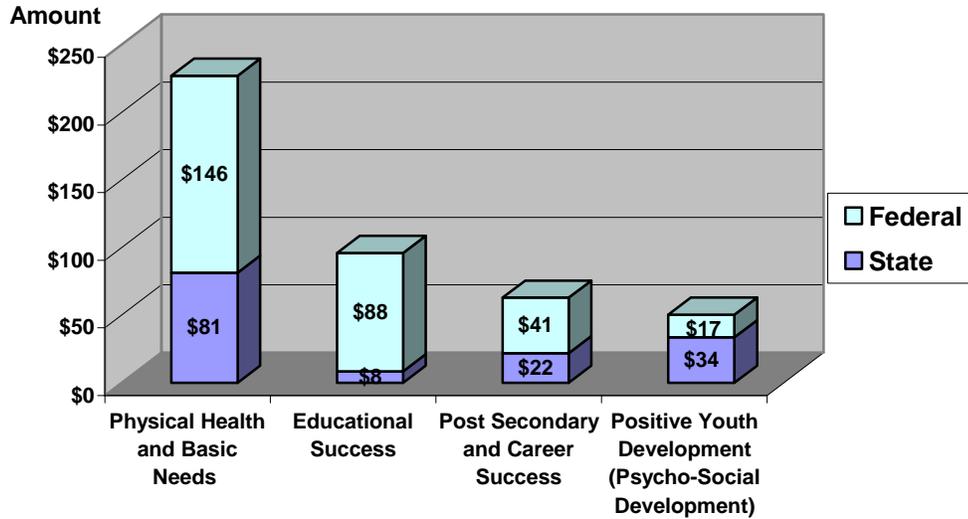
Funding by Types of Services

Within the major goal areas, TFP has identified different types of services used to address the needs of at-risk youth. **Table 4** highlights the type of service, the number of programs, and the percent of funding *within each goal area*.

Table 4: Types of Services That Support At-Risk Youth, by Goal Area*

Goal Area	Type of Service	Number of Programs	Total Funding	Percent of Funding Within Goal Area
Educational Success	• Academic Success	9	$81.5 million	85.0 percent
	• Systems Building	4	$6.0 million	6.3 percent
	• Dropout Prevention	6	$3.9 million	4.0 percent
	• Alternative Pathways/ Reengagement Services	6	$4.5 million	4.7 percent
	Total	*25*	*$95.9 million*	*100.0 percent*
Physical Health and Basic Needs	• Physical Health	9	$146.8 million	65.0 percent

Goal Area	Type of Service	Number of Programs	Total Funding	Percent of Funding Within Goal Area
	• Nutrition	2	$17.8 million	8.0 percent
	• Safety	3	$31.7 million	14.0 percent
	• Basic Needs/Housing	2	$30.6 million	13.0 percent
	Total	*16*	*$215.1 million*	*100.0 percent*
Postsecondary and Career Success	• Workforce Development	4	$17.1 million	27.0 percent
	• Postsecondary Completion	3	$4.7 million	8.0 percent
	• Access to Postsecondary Education	5	$15.6 million	25.0 percent
	• Financial Support for Postsecondary Education	4	$25.1 million	40.0 percent
	Total	*16*	*$62.5 million*	*100.0 percent*
Positive Youth Development (Psycho-Social Development)	• Positive Youth Development	9	$8.2 million	16.3 percent
	• Diversion	3	$3.8 million	7.6 percent
	• Mental Health	3	$38.2 million	76.1 percent
	Total	*15*	*$50.2 million*	*100.0 percent*

Note: *For more detail on the types of services that support at-risk youth, see **Appendix C**.

Table 4 points to these findings.
- *Educational Success*. Most funding (85 percent) in this goal area is spent on programs targeting Academic Success. For services addressing the needs of those at risk of dropping out or those who require alternative routes to graduate, little funding exists. Only 4 percent of funds within Educational Success address Dropout Prevention, and just under 5 percent of funding supports Alternative Pathways/Reengagement Services.
- *Physical Health and Basic Needs*. The major funding source in this goal area is Medicaid, which is designated as a physical health service. Consequently, Physical Health receives more than half of the funding for

services within this goal area. Safety and Basic Needs/Housing receives roughly the same proportion of funding. Nutrition receives 6.3 percent.

- *Postsecondary and Career Success*. Financial support for Postsecondary Education received most of the funding within this goal area, with the federal Pell Grant program providing a significant amount of the funding. Services that address Workforce Development and Access to Postsecondary Education each received about a quarter of the goal area funding. However, funding for Postsecondary Completion was only 8 percent, despite retention rates in postsecondary schooling in Hawaii being a key issue.
- *Positive Youth Development (Psycho-Social Development).* Mental Health services accounted for roughly 75 percent of the funding for this goal area. Two other service areas, Positive Youth Development and Diversion, accounted for much lower funding percentages—16.3 percentage and 7.6 percentage, respectively.

Funding by Age Group
More than half of public funding is not designated for the target population and supports persons of any age who meet program requirements. **Figure 8** highlights funding by targeted age group. Important findings are these.

- Approximately 35 percent of the funding serves children ages 5 to 18. These funds cover children in the public K–12 schools and do not specifically target at-risk youth.
- Funding is evenly split between programs addressing youth ages 13 to 18 (i.e., middle and high school students) and youth ages 18 to 24 (i.e., youth transitioning to postsecondary education or the workforce).

Figure 8 Percentage of Public Funding in Fiscal 2011 for At-Risk Youth, Ages 13-24, By Targeted Age Group
($ in millions)
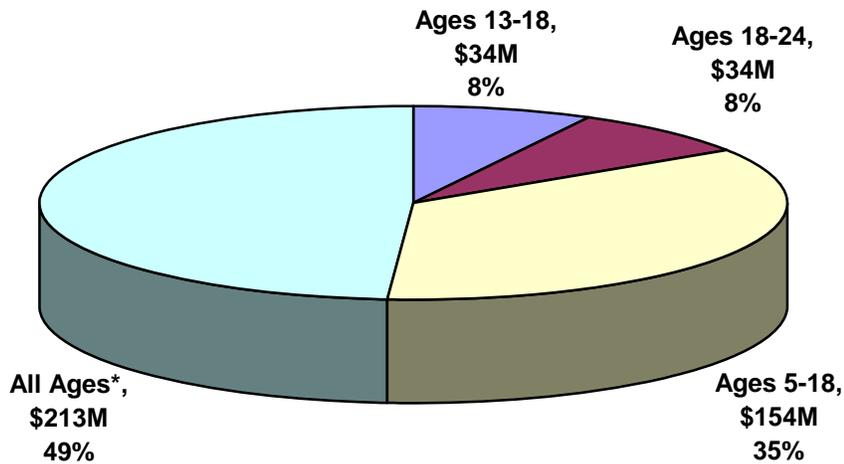
Ages 13-18, $34M 8%

Ages 18-24, $34M 8%

All Ages*, $213M 49%

Ages 5-18, $154M 35%

*The category "all ages" indicates that funding may support any age group and is not targeted to a particular age group. One example is the Medicaid program. Funding reported in this chart, however, represents the estimated funding to the target population, youth ages 13 to 24.

Summary of Overview of Funding

Hawaii uses federal, state, and private funding to support services for at-risk youth. Overall, funding for at-risk youth relies heavily on federal funding. Furthermore, most public funding for youth supports health and basic needs, primarily through Medicaid; child welfare services; and TANF cash assistance. The goal areas of Physical Health, Educational Success, and Postsecondary and Career Success receive more than half their funding from federal sources. However, Hawaii allocates significant state funds, as well as federal funds, to support Positive Youth Development. Few funding sources are directed specifically to the target population of at-risk youth, ages 13 to 24. Half of the public funding that supports services for at-risk youth comes from programs that provide services to persons of any age who meet program requirements.

SECTION II: ANALYSIS OF FINANCING STRATEGIES

Resources available to support services for at-risk youth are limited, so using funding effectively is critical to being able to stretch limited federal, state, and private dollars. Before asking for additional funds, state leaders will want to show that existing resources are being maximized and that state investments are leveraging other private and federal funding. By coordinating the services they offer or contract for, state programs can reduce duplication, limit the burden on youth and their families who enroll for services, and provide more streamlined services.

Understanding how flexible and stable the funding sources are in providing and sustaining services is just as important as knowing from which sources the dollars come. Certain funding sources are more flexible than others, and dollars can sometimes be reallocated from, for example, treatment to prevention. Certain grants span multiple years, while others depend on annual allocations from the legislature, which impacts funding stability. Similarly, some federal grants are entitlements, meaning services cannot be denied to any eligible persons. Other grants may only be available for a small segment of youth who could use the services and, therefore, the funding must be targeted.

To address how effectively Hawaii is using funding to support the target population, TFP researchers interviewed state and nonprofit program staff and consulted national and state data. The analysis focused on several key questions.

- Is Hawaii **maximizing** available resources to serve at-risk youth?
- Is Hawaii effectively **coordinating** resources for at-risk youth?
- Is funding **adequate** to support state goals for at-risk youth?
- How **stable** is funding supporting at-risk youth?
- How is Hawaii using **flexible** funding sources?

Is Hawaii Maximizing Available Resources to Serve At-Risk Youth?
Maximizing resources ensures the state is taking advantage of existing resources that are available to serve at-risk youth. Hawaii can maximize available resources by:

- maximizing federal entitlement funding;
- leveraging federal, private, and in-kind resources;
- applying for and accessing competitive federal grant opportunities; and
- using other funding strategies.

Maximizing Federal Entitlement Funding
States can maximize federal funding by taking steps to increase enrollment in key federal entitlement programs that support youth. TFP did a literature review to identify Hawaii's performance on increasing enrollment in key entitlement programs, including Medicaid, SNAP, Title IV-E, and the National School Lunch Program. In Hawaii, entitlement funding accounts for 34 percent of total funding supporting youth, ages 13 to 24.[3]

Hawaii is doing quite well on several measures, particularly Medicaid and SNAP participation. By maximizing enrollment in these programs, Hawaii is able to draw down additional federal dollars to support key needs for youth, including basic health and nutrition.

- Approximately 91 percent of eligible youth below age 18 are enrolled in Medicaid. Hawaii ranks 5th nationally in the percentage of youth who are enrolled in Medicaid.[4]
- 78 percent of eligible persons of all ages participate in the Supplemental Nutrition Assistance Program. Hawaii is well above the national average of 66 percent.[5]

If Hawaii could improve its penetration rate in other programs, particularly the National School Lunch and Breakfast Programs and the Summer Food Program, it could leverage additional federal funding to provide nutritious meals to youth. Title IV-E is also a significant source of federal funding for youth who are in foster care as well as for youth who are at risk of or transitioning from foster care.

- Approximately 40 percent of students who participate in the National School Lunch Program also participate in the National School Breakfast Program, ranking the state 34th nationally, but only 13 percent participate in the Summer Food Program.[6]
- Approximately 62 percent of children in foster care have been determined eligible for Title IV-E in the most recent quarter. This ranks Hawaii in the middle of all

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[3] In some cases, the percentage of eligible enrolled was not available specifically for youth ages 13 to 24.
[4] Kaiser Family Foundation, "Hawaii Profile" (Menlo Park, CA: Kaiser Family Foundation, 2008), http://www.statehealthfacts.org/profileglance.jsp?rgn=13.
[5] Mathematica Policy Research, "State Supplemental Nutrition Assistance Program Participation Rates in 2008" (Washington, DC: U.S. Department of Agriculture, Food and Nutrition Services, December 2010), http://www.fns.usda.gov/ora/menu/Published/snap/FILES/Participation/Reaching2008.pdf.
[6] Food Research and Action Network, "School Breakfast Scorecard 2011," http://frac.org/wp-content/uploads/2011/01/sbscorecard2010.pdf.

states, with some states having more than 80 percent of children identified as eligible.[7]

Leveraging Federal, Private, and In-Kind Resources
To maximize resources, states can leverage their state and special funds (e.g., Tobacco Master Settlement Agreement funds) to draw down other federal and private funds to the greatest extent possible. Many of the general funds that Hawaii invests in programs for youth are used to draw down key entitlement program funds, including Medicaid and Title IV-E. SNAP funding leveraged state and private funding to help draw down a federal grant that enables the program to expand outreach. The Healthy Hawaii Initiative uses Tobacco Master Settlement Agreement funds to leverage federal funding provided by the Substance Abuse and Mental Health Services Administration (SAMSHA) and the Centers for Disease Control (CDC).

Programs can also tap in-kind resources, such as donated space and volunteer time, to maximize existing resources. Adult Education programs, for example, benefit from donated space from other community programs and tap volunteers as teacher aides. GEAR UP Hawaii, a program designed to prepare low-income middle and high school youth to succeed in postsecondary education, uses a mix of private funds, scholarship funds from the University of Hawaii, and donated volunteer time to meet its federal matching requirement.

Applying for and Accessing Competitive Federal Grant Opportunities
Applying for federal competitive grants can provide flexible funding to support innovative efforts for youth. TFP researchers analyzed the extent to which Hawaii was drawing down competitive federal grants. Through interviews with state agency staff, only nine programs out of the 72 serving at-risk youth responded that they had accessed a competitive federal grant in fiscal 2011 or were applying for funding in fiscal 2012.[8] This would indicate that opportunities exist for some state programs to draw down additional competitive federal grants.

Staff noted several important federal competitive grants the state had received in fiscal 2011 or fiscal 2012, including:
- SAMSHA System of Care for Children and Youth;
- TRIO grants;
- Community College Access Grant;
- SAMSHA Child Trauma grants; and
- Next Generation Learning Challenges Grant.

Hawaii could access several other competitive federal grants. **Table 5** highlights some of the key federal funding sources that could afford future funding opportunities, identifies who can apply for funding, and describes how funding can be used to support youth.

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[7] Cynthia Andrews Scarcella et al., *The Cost of Protecting Vulnerable Children V: Understanding State Variation in Child Welfare Funding* (Washington, DC: The Urban Institute, May 2006).
[8] Where programs, particularly in the child and adolescent mental health division, identified several competitive grants they were using to support youth, they were counted only once.

Table 5: Potential Federal Grant Opportunities to Support Youth

Funding Source	Who Can Apply for Funding	How Funds Can Be Used to Support Youth
Fostering Connections	State	-Allows state to use federal Title IV-E funds to pay for youth in foster care until age 21.
High School Graduation Initiative	State	-Supports coordinated dropout prevention and reentry programs in high schools.
Social Innovation Fund	Intermediary organizations	-Mobilizes public and private resources to address economic opportunity, healthy futures, and youth development.
Investing in Innovation	School districts, nonprofit organizations, and partnerships	-Expands practices that increase student achievement, decrease dropout rates, and increase college enrollment and completion rates.

Using Other Funding Strategies

Another strategy states and communities can use to maximize resources is allocating resources and serving youth in the most appropriate setting based on their needs. Hawaii appears to be allocating a significant proportion of resources to community-based services, which cost less than deep-end residential care and juvenile facilities and can lead to better outcomes for youth when used appropriately. Currently, fewer than 10 percent of children in Hawaii's foster care system are placed in residential care facilities; this percentage is among the lowest in the nation. Program staff, however, reported a need for some additional residential beds to serve youth with specific needs, including residential drug treatment. They also reported that residential capacity is severely limited on some islands.

Similar statistics can be seen for youth in juvenile justice, where the rate of juvenile commitment currently is among the lowest in the nation at 101 per 100,000 youth—a total of 129 youth. The state also is implementing a new initiative, Juvenile Detention Alternatives, to lower the number of youth residing in juvenile detention facilities.

A correlation appears to exist between the low usage rates for deep-end care and the community based services that Hawaii has created for youth, largely through a myriad of contracted community-based providers. In a recent survey, the Hawaii Community Foundation identified more than 400 community-based organizations serving youth, ages 13 to 24, in the state.[9] However, it should be noted that many of the organizations that

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[9] Hawaii Community Foundation, "Survey of Youth Development Organizations Serving Older Youth and Young Adults" (Honolulu, HI: Hawaii Community Foundation, 2011),

currently work with youth face significant budget challenges in maintaining these services due to recent state and federal cuts in programs for youth.

Meeting Challenges to Maximizing Resources
Through staff interviews, TFP researchers documented several challenges to maximizing resources.

- **Limited Technology**. Hawaii is not taking full advantage of available technology that could help increase enrollment in key federal entitlement programs and help streamline the delivery of services. For example, SNAP does not allow for document imaging, which would enable cases to be transferred to areas where wait times for processing are lowest (see Maximizing Resources by Accessing Competitive Grants on page 26). Nor does the program allow for online enrollment, which could help increase families' access to benefits. The TANF cash assistance program is similarly hampered by technological limitations as well as staff cuts that have resulted in delays in cash payments to families.
- **Limited Staff to Apply for and Manage Grants**. Several state program leaders reported that their program has limited capacity to apply for new grants or to properly manage those grants. Some programs have a structure to apply for grants, while other programs were uncertain about which program should take the lead on applying for a particular grant.

Maximizing Resources by Accessing Competitive Grants

Recently, the Hawaii Department of Human Services learned it had successfully applied for a federal **SNAP Participation Grant** of more than $1 million. The grant will enable the state to implement certain technological advances (e.g., document imaging) that will make the processing of eligibility, enrollment, and benefit payments more efficient.

,http://www.hawaiicommunityfoundation.org/sites/default/files/content/docs/Online%20version%20for%20HCF%20website_FINAL_0.pdf (accessed November 1, 2011).

Is Hawaii Effectively Coordinating Resources for At-Risk Youth?
By coordinating available services and resources, state programs that serve youth can reduce duplication, limit the burden on youth and their families who enroll for services, and provide more streamlined services. In general, resources can be coordinated by **coordinating funding**, such as braiding, blending, or pooling funding, and/or **coordinating services** through, for example, data sharing, joint enrollment and eligibility determination processes, shared training, and shared administrative services.

Coordinating Funding
Coordinating funding is an important strategy to help fill gaps or augment existing services. TFP identified several examples at the state level where Hawaii was coordinating funding through jointly funded and co-managed programs and coordination of multiple funding streams.

Jointly Funded and Co-Managed Programs
* The **Healthy Hawaii Initiative** is funded by the department of health (DOH) and collaborates with the department of education (DOE) to implement health education programs in schools throughout the state.
* **Middle School Uplink**, which provides free after-school programs for at-risk middle school youth, is funded with TANF funds through the department of human services and is managed by DOE.
* **Teen Parent Child Care Centers** provide child care support to teens with children to help them complete high school. DOE and DHS co-fund these centers.

Coordination of Multiple Funding Streams
* The child and adolescent mental health division (CAMHD), for example, accesses multiple federal and state grants to provide services for youth.
* DOE blends IDEA and other federal and state grants to support special education services.
* The child protective services agency coordinates Title IV-E, Title IV-B, Social Services Block Grant, and state funds.

However, for the most part, state programs relied on only one or two funding sources and were not necessarily coordinating funding. Of the 72 programs identified as operating in Hawaii for at-risk youth, 39 programs used only one federal funding source, two programs accessed two federal funding sources, and three programs accessed more than three funding sources.

Coordination of funding sources typically occurs at the local level among community-based organizations, providers or other intermediaries, and, in some cases, local government agencies. A recent survey of youth-serving organizations in Hawaii found that community-based organizations generally relied on an average of four funding sources.[10] Managing multiple funding sources can be challenging as can determining

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[10] Hawaii Community Foundation.

which funding sources can be tapped to serve a particular youth, based on eligibility or program guidelines. All programs must account for how they are spending each funding source, but more sophisticated organizations may be able to coordinate multiple funding sources with greater efficiency to provide seamless services to youth.

Coordinating Services

Coordinating services, across programs and systems, can increase access to services and lead to greater efficiencies. Common strategies to coordinate services include joint enrollment forms; one-stop centers and no-wrong-door policies; shared data systems; and cross-agency workgroups. An interagency agreement such as a memorandum of understanding (MOU) can be an effective strategy to solidify cross-agency collaboration and clarify regulations or rules that may hinder the sharing of information and coordination of resources. Hawaii is implementing some promising strategies to coordinate services for youth, such as these.

Joint Program Enrollment
- Hawaii uses a **joint enrollment form for Medicaid, SNAP, and TANF**, which affords youth more streamlined access to these benefit programs.

One-Stop Centers and No-Wrong-Door Policies
- The **Youth Services Center** in Oahu is a one-stop center that provides services for at-risk youth, including employment and training services, adolescent diversion programs, and alternative education programs.

Shared Data Systems
- Funded by the Healthy Hawaii Initiative, the **Hawaii Health Data Warehouse** is a clearinghouse for data on youth and adults. Data is available to the public. The information can also be accessed by state agencies or nonprofit programs, which can find community-level data on youth for reporting, setting baseline outcome measures, or writing grant proposals.
- When implemented, the **P–20 Longitudinal Data System**, a partnership involving the University of Hawaii, the Hawaii Department of Education, and the Hawaii Department of Labor and Industrial Relations, will track students from early preschool through college to increase graduation rates and the college and career readiness of students.

Cross-Agency Workgroups
- The **Hawaii College Access Network** links state programs working on shared goals for youth who are attending the state's universities and community colleges.
- The **Statewide Interagency Quality Assurance System**, a partnership among CAMHD, DOH, and DOE, monitors agency performance for children with mental health needs.

Interagency Agreements

- The child and adolescent mental health division has MOUs with several agencies, including the department of education and office of youth services, to help streamline enrollment for mental health services.

Meeting Challenges to Coordinating Resources

Coordinating funding and services can pose challenges that, if adequately addressed, can help improve the delivery of services to at-risk youth. (See, also, Key Findings on Coordinating Resources from Interviews with Youth Service Providers on page 30.)

Specific challenges to coordinating funding were identified in this study.

- **Lack of a coordinated approach to contracting**. State agency staff and nonprofit providers reported that state agencies often develop their contracts in isolation. For example, DOH, CAMHD, and the office of youth services all have contracts for residential care for youth, but they do not have a process to develop contracts together. This lack of coordination can lead to differences in rate setting. In addition, it may prove burdensome to providers who have to report on each contract separately.
- **State and federal restrictions on funding**. Federal restrictions on funding cannot be changed, but state interpretation of funding can vary depending on the interpretation of policy. State program administrators could provide additional guidance to nonprofit providers on how funding can be used to increase the efficiency of contracted services.

Specific challenges to coordinating services were identified in this study.

- **Not taking full advantage of technology**. State program staff identified a need for expanded use of online training and videoconferencing, particularly for staff on neighbor islands who must incur significant travel expenses to attend trainings. Moreover, online services available for youth often are not fully used. For example, few students statewide participate in the online credit recovery program, which aims to help nontraditional students achieve a high school diploma.
- **Limited information sharing across programs or state agencies**. No regular forum exists for state programs that serve at-risk youth to come together, share ideas, and discuss shared strategies for helping at-risk youth. In contrast, early childhood has an early childhood council and a governor-appointed early childhood liaison.
- **Array of community-based services has not resulted in a continuum of services for youth**. Although the state contracts with youth-serving organizations for a significant amount of services—at least $52 million according to a recent survey[11]—a clear and comprehensive system of supports for youth does not exist.

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[11] Hawaii Community Foundation.

**Key Findings on Coordinating Resources from Interviews
with Youth Service Providers**

The Finance Project interviewed 13 nonprofit youth service providers in Hawaii regarding the strengths and weaknesses of the current system of services available for at-risk youth. Providers were also queried on the challenges they face in sustaining their services. Key findings regarding the *Coordination of Resources* include these.

- **Reduced State Staffing**. Nonprofit leaders were negatively affected by state-level staffing cuts and furloughs. As a result of reduced staffing levels, state agencies had less time or expertise to monitor contracts. They also had less time to provide guidance and oversight to ensure services were being delivered effectively and achieving the results expected.

- **Outdated Technology**. Several program leaders noted the need for an automated payment system, similar to what many federal agencies use, to streamline data entry and information collection and allow for more timely payments.

- **Inefficient Contracting Process**. The state could deliver services more efficiently in the community if contracts across state agencies were better coordinated and aligned. Suggestions included instituting common start and end dates for contracts, reducing redundancies in data requirements, and streamlining reporting. These strategies would help providers more efficiently manage multiple contracts from the state to serve the target population.

Is Funding Adequate to Support Goals for At-Risk Youth?
Good data on the total population of at-risk youth, including how many youth need services and how many access services, is critical to determining whether funding is adequate to serve the target population. This study looked at funding supporting at-risk youth across multiple agencies—including health, education, human services, and higher education—and multiple systems—including K–12, juvenile justice, and child welfare.

As noted earlier in this report (See pages 4-5, At-Risk Youth Defined) there are several challenges to estimating both the size of the at-risk youth population in Hawaii and the amount of funding targeted to those youth. Both are important components of determining the adequacy of funding for at-risk youth. Even if this information were available, determining adequacy of funding would require certain benchmarks that define what amount of funding is adequate. As yet, this information is not available, and additional research will be required to accurately answer this question.

However, in an effort to begin to address this question, TFP researchers looked at data on certain sub-populations of at-risk youth. **Table 6** describes several at-risk subpopulations included in this study, including:
- youth, ages 13 to 18, at risk of dropping out of school;
- youth, ages 16 to 24, who are not enrolled and did not complete school;
- youth, ages 16 to 24, who need training, education, or supports to be prepared to enter the workforce; and
- youth, ages 16 to 24, who may need additional support to access postsecondary education or complete postsecondary education once enrolled.

For each subpopulation, TFP researchers then analyzed several factors to provide additional context for determining the adequacy of funding.
- How many youth are at risk?
- How many state programs target this population?
- How many state agencies administer those programs?
- How many youth are served through those programs[12]?
- How much funding supports those programs?

Table 6: Snapshot of Programs and Funding Targeting Subpopulations

Target of Program	Estimated Number of Youth at Risk	Number of State Programs	Number of Agencies	Estimated Number of Youth Served	Total Funding
Youth, ages 13 to 18, at risk of dropping out of school	27,552 to 41,673[a]	5	2	At least 924[b]	$3.9 million[c]
Youth, ages 13 to 18, who are not enrolled and did not	13,637[d]	6	2	At least 5,166[e]	$4.5 million

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[12] Some programs were unable to provide data on the number of youth served by their program, and as a result TFP researchers have specified that together the programs serve "at least" a certain number of youth, based on those programs that were able to provide this data.

Target of Program	Estimated Number of Youth at Risk	Number of State Programs	Number of Agencies	Estimated Number of Youth Served	Total Funding
complete high school					
Youth, ages 16 to 24, who need additional training and education to be prepared to enter the workforce	33,141[f]	4	3	At least 17,005[g]	$17.1 million
Youth, ages 16 to 24, who need additional support to access postsecondary education or complete postsecondary education:					
-Youth, who need support to **prepare for and access** postsecondary education	18,641[h]	5	2	At least 2,704[i]	$15.5 million
-Youth who need **financial support** to attend postsecondary education	N/A	4	2	At least 10,848[j]	$25 million
-Youth who need **academic and other supports** to complete postsecondary education	23,398[k]	3	1	8,519[l]	$4.7 million

Notes:

[a] These figures represent the combined numbers of students who did not meet reading or math competency on the Hawaii Content and Performance Standards (Hawaii Department of Education, Hawaii Content and Performance Standards Assessment, Grade 10, 2009 results). Students who do not perform at grade level in reading or math are more likely not to graduate.

[b] Only three of the six programs that provided funding information also provided data on the total number of youth served by the program. Therefore, the number of youth served is likely to be underestimated in this case. [Homeless Concerns–779; Teen Parent Child Care Center–54; Truancy Prevention and In-School Suspension–91. Population served not available: Alternative Learning Centers, Education for Homeless Children and Youth, and Impact Aid Homeless Program.]

[c] Estimated funding amount does not include State Improvement Grant funds from fiscal 2010.

[d] The estimate is based on the number of youth ages 15–17 who are not enrolled in school and number of youth ages 18–24 who do not have a high school degree or the equivalent (U.S. Bureau of the Census, American Community Survey (Washington, DC, 2010).

[e] Only three of the six programs that provided funding information also provided data on the total number of youth served by the program. Therefore, the number of youth served is likely to be underestimated in this case. [Adult Education Programs–4,700; NCLB Title I Neglected and Delinquent Children (Title I-D)–376; and Lahainaluna Boarding Department–90. Population served not available: Home Hospital Instruction, Lanakila Learning Center, and State Administrative Services–Adult Education.]

[f] Estimated number of youth ages 16–24 who were unemployed (U.S. Bureau of the Census).

[g] Number of youth served through Workforce Investment Act Youth Program for program year 2009 (July 1, 2009– June 30, 2010) is 567; 2,448 youth were enrolled in TANF workforce training programs, and 27,000 youth were enrolled in Career and Technical Education of whom approximately 14,000 could be considered at risk based on income or being English language learners. Total number of youth is approximately 17,005.

[h] Approximately 31 percent of the 58,400 students in grades 8–12 qualify for Title I. Students from low-income backgrounds are the least likely to attend college.

[I] Only two of the five programs that provided funding information also provided data on the total number of youth served by the program. [Educational Talent Search Program–2,704; and Windward Community College–TRIO Upward Bound–60. Population served not available: GEAR UP Hawaii, HI-EST, and Laulima Na Keiki Grant/Fund for the Improvement of Education–Smaller Learning Communities.]

[j] Federal Pell Grant Program–6,575; Federal Supplemental Education Opportunity Grant–514; and University of Hawaii Opportunity Grant–3,577. No population data available: Byrd Honors Scholarship.

k Of the 60,090 students in the University of Hawaii system, 59 percent (35,453) of the students are ages 18–24 Total (University of Hawaii, ://www.hawaii.edu/about/). Approximately 66 percent of students require remediation in the first year (Complete College America, http://www.completecollege.org/docs/Hawaii.pdf).
l Bridge to Hope–20; TRIO Student Support Services (Kapi Olani Community College)–52; and University of Hawaii Community College Basic Skills/Developmental Education Programs–8,447.

Services to Subpopulations of Youth
The study identified programs and funding for certain subpopulations of at-risk youth.

Youth, Ages 13 to 18, At Risk of Dropping Out of School
An estimated **27,552 to 41,673** youth, ages 13 to 18, are at risk of dropping out of school in Hawaii. Five state programs, with a combined budget of **$3.9 million**, were identified in this study as focusing on dropout prevention. These programs provide services to at least **924** youth. Three of the programs work with homeless children and youth: the Teen Parent Child Care Center, Truancy Prevention, and the In-School Suspension program.[13]

Funding for the State Improvement Grants program was not included. This is because the source of the funding is the American Recovery and Reinvestment Act, and these funds are not available after FY 2012. Other funding that could support dropout prevention efforts, but are not necessarily targeted to this purpose, include Title I funding and the weighted student formula funding.

Youth, Ages 16 to 24, Who Are Not Enrolled in a Traditional School and Who Have Not Completed High School
An estimated **22,889** youth, ages 16 to 24, are not enrolled in school and did not complete high school in Hawaii. Six state programs, with a combined budget of **$4.5 million**, provide services to at least **5,166** youth. Programs identified include the state Adult Education program, which provides classes for students to attain a competency-based high school diploma, obtain a General Educational Development (GED) certificate, and recover credit. Program staff also noted that state funding for these programs may not be available after FY 2012. Other programs include special schools that target nontraditional students, such as the Lahainaluna Boarding Department, the Lanakila Learning Center, and the Olomana School for youth in state custody.

Youth, Ages 16 to 24, Who Need Additional Training and Education to Be Prepared to Enter the Workforce
An estimated **33,141** youth, ages 16 to 24, may require some additional training, education, or other supports to be prepared to enter the workforce in Hawaii. Four state programs, with a combined budget of **$17.1 million**, provide services to **17,005** youth. Programs identified include Workforce Investment Act Youth programs that provide training and workforce education to youth, Career and Technical Education, and TANF-funded workforce training and education programs.

Youth, Ages 16 to 24, Who Need Support to Access and Prepare for Postsecondary Education

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[13] As of 2012, The In-school Suspension program was added to the Weighted Student Formula and is no longer funded as a separate program.

An estimated **18,641** youth may require additional supports to access and prepare for postsecondary education. Five state programs, with a combined budget of **$15.5 million**, provide education and additional supports to an estimated **2,704** youth.[14] Programs identified include services provided in middle and high schools to help students recognize the importance of postsecondary education and provide support in applying for school, such as the various TRIO programs, Educational Talent Search, and GEAR UP Hawaii, as well as the Hawaii EST Academy.

<u>Youth, Ages 18 to 24, Who May Need Financial Support to Attend Postsecondary Education</u>
Four state programs, with a combined budget of **$25 million**, provide financial support to help at-risk youth attend postsecondary education. These programs serve **at least 10, 848** youth, ages 18 to 24, who need financial support to be able to attend a postsecondary institution. Information on the total number of youth who might need these services in Hawaii could not be estimated based on available data.

State programs identified for this study include various financial aid and scholarship programs, such as the Byrd Honors Scholarship, federal Pell grants, federal Supplemental Education Opportunity Grants, and University of Hawaii Opportunity Grants. Not included in this study, but also important, are financial scholarships provided to at-risk or low-income students through local foundations, such Kamehameha Schools ($12.1 million in 2009) and the Hawaii Community Foundation ($3.3 million in 2011).

<u>Youth, Ages 18 to 24, Who May Need Support to Complete Postsecondary Education</u>
An estimated **23,398** youth, ages 18 to 24, may need additional support to be able stay in school and complete their postsecondary degree in Hawaii. Three state programs, with a combined budget of **$4.7 million**, provide services to **8,519** youth to help them attain their bachelor's degree or associate degree. Programs identified include the Bridge to Hope program, which provides additional supports to mothers accessing TANF benefits; the Student Support Services program at Kapi Olani Community College; and Basic Skills and Developmental Education services, which help remediate students who lack certain basic skills that are required prior to their enrolling in more advanced classes.

Areas Where Funding May be Inadequate
Through interviews with program staff, TFP researchers identified areas where funding was deemed inadequate for supporting at-risk youth.

- **Limited services for youth transitioning after age 18**. State program staff noted that few formal outreach efforts exist to connect youth to services that mostly target adults, including housing subsidy programs, SNAP, and TANF**.** A survey conducted by the Hawaii Community Foundation identified no organizations that target services only to youth, ages 18 to 24.

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[14] It should be noted that several programs operated by the University of Hawaii that support this population were not identified in time to be included in this report and therefore the number of programs and youth served is likely to be underestimated here.

- **Limited resources targeted to help youth stay in college and finish on time**. Relatively few supports are in place to retain and graduate at-risk students who attend college—three programs and $4.7 million. Graduation rates are low for nearly all groups in Hawaii and particularly low for disadvantaged youth, such as first-time college students and Native Hawaiian students.
- **Services limited to specific schools or locations**. Some program staff responded that the programs they operate are not able to meet the needs of all youth who would likely benefit from their services. For example, Alternative Education, Alternative Learning Centers, Peer Education, Middle School Uplink, and Teen Parent Child Centers all cited a greater demand for services than are available. The DOE will reallocate funds for Alternative Learning Centers and Peer Education to be more equitable across the state in FY13.
- **Some services target only youth with a formal diagnosis due to limited funding**. Some services target only youth with a formal diagnosis due to limited funding or staffing resources. For example, while youth might receive brief behavioral interventions in the schools, youth without an individualized education plan (IEP) or a 504 modification plan (MP) are not prioritized for services in the School-Based Behavioral Health program, and therefore, addressing mental health needs for at-risk youth in the school setting may vary from school to school. Program respondents also noted that alcohol and drug treatment services are targeted to youth with either a formal diagnosis, or when mandated by a court, thus limiting access for other youth who may need services.

Areas Where Funding Is Adequate
Through interviews with program staff, TFP researchers also identified areas where funding appears to be adequate for supporting at-risk youth.
- **Supports for Accessing Postsecondary Education.** Although by no means adequate to serve all at-risk students, Hawaii does fund several programs that help connect youth to postsecondary education opportunities, including several TRIO programs.
- **Supports for Financing Postsecondary Education.** Financial supports to help students pay for postsecondary education have increased in recent years. Pell Grants supported 2,000 more students between 2010 and 2011, a 24 percent increase. Scholarships for at-risk students provided through Kamehamena Schools and the Hawaii Community Foundation also are important investments. Similarly, the Foster Care Board Allowance provides funding to support former foster youth in school up to age 26.

How Stable Is Funding Supporting At-Risk Youth?
Understanding the stability of the resources that support at-risk youth in Hawaii is important, both to plan for expansion and prepare for potential reductions in funding. A portfolio of funding that includes federal, state, local, and private resources generally is considered more stable than a portfolio that relies on a limited number of funding sources. To determine how stable funding serving youth is in Hawaii, researchers looked at several factors:

- areas where funding increased in fiscal 2011;
- areas where funding decreased in fiscal 2011;
- opportunities to increase funding; and
- potential threats to funding.

(See, also, Key Findings on Funding Stability from Interviews with Youth Service Providers on page 37.)

Areas Where Funding Increased in Fiscal 2011
Funding increased in several areas in fiscal 2011.

- **New Competitive Grants.** Hawaii has successfully accessed several competitive grants that are supporting at-risk youth. Key grants received include a grant through the **Trade Adjustment Assistance Community College and Career Training initiative** to support partnerships between community colleges and employers to develop stronger pathways to employment.
- Other important grants include funding to support mental health services for at-risk youth. **Project Kealahou**, funded through 2015, assists young women who have experienced trauma by working collaboratively across child welfare, juvenile justice, education, and mental health systems in the Central, Windward, and East Honolulu areas of the island of Oahu.

Areas Where Funding Decreased in Fiscal 2011
Funding decreased in several areas in fiscal 2011.

- **Cuts to TANF** affected several programs supporting positive youth development, out-of-school time activities, and family strengthening.
- Some **federally funded programs** will not continue into fiscal 2012, including Safe and Drug-Free Schools and Learn and Serve.
- **Services contracted through the circuit courts** to support youth in various prevention, diversion, and after-care programs were cut by 30 percent in 2011.
- Some programs supporting at-risk youth will be **folded into the weighted student formula** in fiscal 2012. Alternative Learning Centers is one of several programs that will be up to the discretion of individual schools regarding whether or not to continue the program.

Opportunities to Increase Funding
Opportunities to increase funding exist.

- **Entitlement Funds**. To the extent that Hawaii can enroll more eligible families in key entitlement programs that support at-risk youth, including Medicaid, SNAP,

Title IV-E, and the National School Lunch Program, funding can be increased to serve more youth. Increasing these resources, which account for 34 percent of all funding to at-risk youth, ages 13 to 24, is critical to maximizing available resources and freeing up more flexible state dollars to fill service gaps.

- **Other Funds**. Hawaii has other opportunities to increase funding for at-risk youth. New **competitive federal funding** sources include the Social Innovation Fund and Investing in Innovation grants. Hawaii could opt in to **Fostering Connections** to provide services to youth transitioning from foster care up to age 21. State legislation to increase the length of the school day for students to participate in out-of-school time activities could significantly increase resources for youth most at risk of not graduating from high school.

Potential Threats to Funding

Some potential threats to funding are on the horizon.

- **Expiration of ARRA.** This federal funding source declined or ended entirely in fiscal 2012, except for some carryover funding. Programs affected include School Improvement Grants and State Fiscal Stabilization funds, which provided funding to raise student achievement in the state's lowest-performing schools.

Key Findings on Funding Stability from Interviews with Youth Service Providers
The Finance Project interviewed 13 nonprofit youth service providers in Hawaii regarding the strengths and weaknesses of the current system of services available for at-risk youth. Providers were also asked to identify the challenges they face in sustaining their own services. Some of the key findings regarding *Funding Stability* include these.

- **Increased Competition for Limited Resources**. Several providers noted that cuts to funding have led to more competition, resulting in less collaboration among nonprofit providers. Providers acknowledged this could have a negative impact on the youth they serve.
- **Late Payments for Services**. Providers noted that sometimes they were not paid for more than three months after providing services. This is particularly challenging for small providers who have very limited funding in reserves. One suggestion regarding how the state could create a more stable operating environment for providers is to provide more funding up front in contracts, rather than provide all funding on a reimbursement basis. Another suggestion is to move to multiyear contracts, which would afford providers some assurances when hiring staff and purchasing other resources to support a new program area.

How Is Hawaii Using Flexible Funding Sources?
Flexible funding is important to help fill gaps in services, including providing services to youth not otherwise eligible. Hawaii can access several flexible **federal funding** sources to serve at-risk youth, including the Community Services Block Grant, the Social Services Block Grant, TANF, and the 21st Century Community Learning Centers Grant Program. **State funding** is particularly flexible or, in some cases, it can become more flexible through administrative rule or policy.

Federal Funding
Currently, Hawaii is using the Community Services Block Grant for a wide array of services, most notably to support housing for at-risk groups, including homeless youth. However, efforts to use this funding to support at-risk youth were not identified in the study. Hawaii does use the Social Services Block Grant to fund many initiatives that target at-risk youth. TANF funding, due to recent cuts, no longer supports the wide range of positive youth development programs as was the case in recent years. **Table 7** identifies several of the most flexible federal funding sources, their current use, and the extent to which the funding could be used to support at-risk youth.

Table 7: Flexible Funding Sources for At-Risk Youth

Funding Source	Sample Uses of Funding	Other Opportunities for Funding
Community Services Block Grant	▪ Housing; special needs housing ▪ Homelessness prevention ▪ Community development facilities	▪ Youth programs/services ▪ Youth facilities
Social Services Block Grant	▪ Positive youth development programs ▪ Life and career skills preparation ▪ After-school programs	▪ No restrictions that limit directing more funding to support low-income youth
TANF	▪ Middle School Uplink program and Bridge to Hope program	▪ Prevention services, including pregnancy prevention and positive youth development
21st Century Community Learning Centers Program (After School)	▪ Programming in high schools	▪ Services for a small portion of youth in middle schools and additional services for youth in high schools.

State Funding

In contrast to federal funding, Hawaii can influence how state funding can be used, including the specific age groups and income levels targeted. Apart from the three large federal entitlement programs that require state matching dollars, the state does have some discretion over the funds that support the 33 other programs that access state funding. In addition, 13 programs rely solely on state funding, and the state has discretion for how funding is allocated (see **Table 8)**.

Table 8: State Programs That Access Only State Funding

• Alternative Learning Centers • Diversion/In-Facility and Aftercare Services • Hawaii Learning Center Program • HI–EST Academy • Homeless Concerns • Home Hospital Instruction • Lahainaluna Boarding Department	• Lanakila Learning Center • Learning Centers Program • Second Circuit Court—Family Court Programs • State Administrative Services—Adult Education • University of Hawaii Basic Skills/Developmental Education Programs • University of Hawaii Opportunity Grant

Summary of Findings on Effectiveness of Funding

The state is maximizing resources by increasing the penetration rate of some federal programs that support the health and basic needs of youth, such as Medicaid and SNAP. Hawaii generally does not blend or braid funding at the state level, though funding is coordinated at the service provider or school level. Moreover, except for some divisions within the department of health (e.g., the child and adolescent mental health division and the alcohol and drug abuse division), most programs were not accessing competitive federal grants.

Hawaii lacks a coordinating body across state agencies that serve youth, and this has created challenges to creating a continuum of services for youth. Unlike in early childhood, few efforts bring together the key state and nonprofit leaders to define common goals to achieve for at-risk youth, determine gaps in services, and develop coordinated strategies across both the public and private sectors. At the state level, coordinating contracts to service providers could create efficiencies for both the state and nonprofit providers.

Due to budget reductions in recent years, funding available to support services to at-risk youth has been gradually reduced. Although most programs serving youth were preserved in fiscal 2012, nonprofit service providers have experienced challenges in maintaining the services they provide to youth, many of which are contracted through state agencies. Although Hawaii is making some important investments in at-risk youth, some significant service gaps exist. In particular, little funding is available that targets dropout prevention or that helps youth who may be at risk of not completing postsecondary education once they are enrolled.

On the positive side, funding for youth who may require alternative pathways to graduating from school or entering the workforce will receive a significant boost from the $24 million Trade Adjustment Assistance Community College and Career Training (TAACCCT) initiative (3CT) grant the state recently received. Hawaii has also been successful in accessing federal grants, including several TRIO grants, to help at-risk youth in middle and high schools prepare for and enroll in post secondary education.

SECTION III: RECOMMENDATIONS

The findings in this report were developed through surveys, interviews, and data collection. Based on these findings, several recommendations are offered for consideration. The recommendations are addressed to state leaders who manage the programs that work with youth at risk of not succeeding in school and the workplace. However, the recommendations are also relevant for youth-serving nonprofit organizations, foundations, and the larger business community whose growth will rely on future generations of youth. **Appendix D**, Promising Strategies for Financing Services for At-Risk Youth, provides additional information and examples of states and communities that are implementing some of the recommended strategies.

Specifically, state leaders can take steps to:
- create a **public-private entity** that includes key youth-serving state agencies, community-based providers, families, and business leaders to help guide investments in youth services;
- develop, collect, and report on **common outcome measures** across programs that are linked to budgeting and resource allocation;
- use **shared services approaches** and other nonprofit collaboration models as well as promote pilot development at the local level;
- encourage the **blending and braiding of funding** through encouraging public-private partnerships, joint grant applications, reimbursement policies, and eligibility rules as well as provide guidance and training to communities on how to effectively blend and braid funding;
- l**everage new opportunities to access new federal funds or use funds more flexibly,** such as the Elementary and Secondary Education Act waiver and recent legislation to extend the school day; and
- **increase access to federal subsidy programs for at-risk youth** by implementing youth-specific outreach strategies and by taking advantage of federal flexibility to upgrade information technology systems that support at-risk youth.

Create a Public-Private Entity

Early childhood has an early childhood council and a governor-appointed early childhood liaison. No corresponding bodies exist to address how youth are prepared for work and postsecondary education. A public-private entity that focuses on this transition population could create a common agenda for addressing the needs of at-risk youth; gather input from state agencies, nonprofit providers, foundations, families and youth, and other stakeholders on strategies to better serve youth; discuss barriers, transitions between systems, and opportunities to work together; share resources; develop joint policies; and exchange practice models for working with youth.

Many states and communities have similar entities that work to address issues for at-risk youth. One common form is a youth cabinet or youth council. These bodies typically have leadership from all of the key youth-serving state agencies; representatives from the business community, parents and youth, and faith-based institutions; and leaders from nonprofit service providers. The powers and duties of a youth cabinet or youth council can vary greatly, as described in more detail in Appendix D.

Develop Common Outcome Measures

Currently, each state agency that works with youth has developed its own outcome measures and reports on those measures in isolation of other agencies. The result is that no common outcomes exist, which means the state lacks a vision for what youth should be achieving and how progress should be benchmarked. Youth service providers, who are contracted to provide services to at-risk youth by the state, must collect data and report on outcome measures defined by each state agency separately, potentially leading to duplication of effort.

Developing outcome measures that can be aggregated statewide would help create a common baseline. Such a baseline would enable progress to be measured and provider agencies to be held accountable for performance. Outcome measures should be aligned to budgets, which would provide valuable information on areas where funding could be reallocated or reinvested.

Several frameworks are available for developing common performance measures for at-risk youth that cut across state agencies and systems (see Appendix D). Moreover, several states have taken the next step to implement a results-based budgeting system. Tying results to budget decisions affords schools and nonprofit service providers more flexibility to determine how resources are allocated in exchange for greater transparency vis à vis the outcomes they are achieving for youth.

Use Shared Services Approaches

Hawaii has more than 400 youth-serving nonprofit organizations, and many of these are small providers with limited administrative capacity. Generally, each organization has its own administrative systems, including accounting, human resources, and information technology. As funding for youth services is reduced, providers typically cut back on overhead expenses and, therefore, the administrative systems that support their direct service work. This can cause challenges in maintaining accurate financial records as well as affect the direct service staff.

Sharing or consolidating administrative services can help nonprofit organizations develop strong internal systems and can lead to cost savings. Sharing or consolidating administrative services involves nonprofit service providers sharing resources, including space or staff, or entering into contractual agreements to share back-office or administrative functions. Shared service models range from more intensive efforts, such as mergers, shared service alliances, or management services organizations, to less intensive efforts, such as shared staff positions, shared workspaces and facilities, or joint purchasing efforts (see Appendix D).

Encourage the Blending and Braiding of Funding

Coordinating funding can allow for greater flexibility in using multiple funding streams to meet the myriad needs of youth and their families. Coordinating different funding sources can help reach more youth who may not otherwise be eligible for services, particularly when existing funding streams are restricted to specific conditions or income

levels. Hawaii can encourage efforts to coordinate funding through joint grant applications, reimbursement policies, and eligibility rules as well as provide guidance and training to communities on how to effectively blend and braid funding (see Appendix D).

Seize New and/or Flexible Funding Opportunities
Hawaii has indicated it will apply in February 2012 for a waiver from No Child Left Behind (NCLB) requirements to attain greater flexibility in using Elementary and Secondary Education Act funding. The U.S. Department of Education has invited each state education agency to request a waiver from certain requirements that are part of NCLB, in exchange for rigorous and comprehensive state-developed plans designed to improve education outcomes for all students, close achievement gaps, increase equity, and improve the quality of instruction.[15] Among the options available to states is the ability to use Title I funds for extended learning time activities or to allow more flexibility in the use of 21st Century Community Learning Centers funding. A collaborative entity, such as a governor's youth council [see recommendation to create a public-private entity], could help bring together state agencies to work on certain federal grant proposals.

Increase Access to Federal Subsidy Programs
Increasing access to federal subsidy programs for at-risk youth requires designing and implementing outreach strategies that target transitioning-age youth for programs such as housing subsidies that are generally used by adults. Currently, the only housing assistance programs that target youth are those that work with former and transitioning foster youth, such as the Family Unification Program. Only 62 families with heads of households between the ages of 17 to 24 were receiving a Section 8 voucher, out of a total of more than 6,000 families who were receiving this important housing assistance.

Hawaii may also be able to leverage additional federal funding to update information technology systems. Such updates will improve access to key federal entitlement programs, including Medicaid, TANF, and SNAP, that can provide critical supports to older youth.[16] The federal government, as part of the Affordable Care Act, has relaxed cost allocation requirements for information technology improvements related to health care eligibility systems. It will reimburse states for eligible costs related to information technology improvements for other human services subsidy programs, such as SNAP and TANF. This funding affords Hawaii an opportunity to update current eligibility systems to make them more efficient.

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[15] "ESEA Flexibility Overview," U.S. Department of Education website, http://www.ed.gov/esea/flexibility (accessed December 9, 2011).

[16] The Coalition for Access and Opportunity, "The Health and Human Services Integration Opportunity Toolkit," http://www.singlestopusa.org/ACA%20and%20Human%20Services%20Integration%20-%20Toolkit%20-%20Short%20List%20of%20Opportunities%20-%2010%2027%200612.pdf (accessed December 1, 2011).

SECTION IV: A LOOK FORWARD

With this report, Hawaii now has the information it needs to make data-driven decisions on funding for youth programs and services. The fiscal map can set a baseline for identifying what programs and services support at-risk youth and what funding sources support those programs and services. Data collected for this fiscal mapping report can be updated in future years, and additional analyses can focus on understanding specific policy or funding issues.

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Appendix A: Summary List of Publicly Funded Programs Supporting At-Risk Youth, Ages 13 to 24, in Hawaii, by State Agency

Department of Education 39 programs Total Funding = $159.9 million		Department of Human Services 11 programs Total Funding = $186.3 million	University of Hawaii 9 programs Total Funding = $33.3 million	Department of Health 10 programs Total Funding = $51.1 million	Other Agencies 3 programs Total Funding = $ 4.8 million
• Adult Education (Community Schools) • Adult Education Programs • Alternative Learning Centers • AP Fees Program • ARRA State Fiscal Stabilization (ARRA) • Byrd Honors Scholarships • Career and Technical Education • Carl D Perkins- Vocational Education • Child Nutrition (Including Natl. School Lunch) • CNCS Stewards of the Islands • Coordinated School Health: Improving the Health, Ed. and Well Being of Young People • Dept of Defense for Children with Several and Disabilities for Military • Education for Homeless Children and Youth • Fund for the Improvement of Education- School Restructuring Project • Hawaii Learning Center Program • HI- EST • High Core (Storefront) • Home Hospital Instruction • Homeless Concerns • Impact Aid Homeless Program	• JROTC • Lahainaluna Boarding Department • Lanakila Learning Center • Laulima Na Keki Grant for Improvement of Ed. • Learning Center Program • Native Hawaiian Education Program • Native Hawaiian Pihana No Mamo Uh • NCLB English Language Acquisition, Enhancement, Achievement (Title III-A) • NCLB Enhancing Education through Technology (Title II-D) • NCLB Mathematics and Science Partnerships • NCLB School Improvement Grants (ARRA) • NCLB Teacher and Principal Training and Recruitment (Title II-A) • NCLB Neglected and Delinquent Children (Title I-D) • Peer Education Program • School Based Behavioral Health • Special Education- IDEA • Teen Parent Child Care Center • Title I Grants • United Peer Learning Integrating New Knowledge (UPLINK)	• Child Protective Services HMS 301 • Community-Based Outreach and Advocacy • Diversion/In-Facility and Aftercare Services (includes In-Facility Substance Abuse Services) • Homeless Programs Branch – Section 8 • Medicaid • Positive Youth Development • Residential Programs and Independent Living (Includes Independent living and emergency shelters, and Safe House) • Supplemental Nutrition Assistance Program (SNAP) • TANF - Cash Assistance • TANF - Workforce/Training • Truancy Prevention and In-School Suspension	• Bridge to Hope • Educational Talent Search program • Federal Pell Grant Program • Federal Supplemental Education Opportunity Grant (FSEOG) • GEAR UP • TRIO Student Support Services (Kapi Olani Community College) • University of Hawaii Community College Basic Skills/Developmental Education Programs • University of Hawaii Opportunity Grant • Windward Community College - TRIO Upward Bound	• Adolescent Health Program • Alcohol and Drug Abuse Division(ADAD) • Big Island Perinatal Health Disparities Project • Child Adolescent Mental Health System of Care • Division of Developmental Disabilities • Family Planning Program • Hawaii Children's Trust Fund • Healthy Hawaii Initiative • Healthy Start Program • Suicide Prevention Program	**Judiciary:** • First Circuit Court • Second Circuit Court **Department of Labor and Industrial Relations:** • WIA

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Adolescent Health Program	*Physical Health and Basic Needs*	Department of Health - Maternal and Child Health Bureau, Adolescent Health	The Adolescent Wellness Program staff networks with public and private groups, community organizations, and youth to provide training and technical assistance relating to adolescent development. It does not have any direct programs, working instead at the system and institution level.	5-18 (K-12)	Federal - Personal Responsibility Education Program (PERP); Abstinence Education Program; private funding (not included in total)	$279,366
Adult Education Programs	*Educational Success*	Department of Education - Office of Curriculum, Instruction and Student Support	The program, at 11 community schools and 2 non-profits, provides two major literacy programs: the Competency-Based High School Diploma Program and the General Education Development Program. Focus is on adult educational needs, including GED (competency-based diploma) and ELL; credit recovery services (online) for high school students who need to get additional credits and "special interest programs" for the community in areas such as photography, computers, and languages are also offered.	18-24	Federal - Adult education and family literacy act (Title II Workforce Investment Act); State funds	$2,342,340
Alcohol and Drug Abuse Division (ADAD)	*Physical Health and Basic Needs*	Department of Health	ADAD plans, develops, coordinates and implements statewide plans and services relative to alcohol and drug abuse; certifies substance abuse counselors and program administrators; accredits substance abuse programs; and provides for education, prevention, diagnostic, treatment and consultative services.	All ages	Federal - SAPT Block Grant, SPF-SIG, Enforcing Underage Drinking Laws (formula) grant; State Funds	$12,920,933
Alternative Learning Centers	*Positive Youth Development (Psycho-Social Development*	Department of Education	Alternative learning centers incorporate project-based learning, learning communities, and various other models to provide instruction. Addressing social emotional behavior factors is a specific focus of the program. Most programs are located at the high school level, though some are in middle schools. The goal for all centers is to get students back to a regular school and earn a HS diploma (a diploma cannot be earned from these alternative settings).	13-18	State funds	$2,927,906
AP Fees Program	*Educational Success*	Department of Education	The AP Fees Program is a grant that pays for students to take Advanced Placement exams. The student pays $5 per exam (normal cost is $80). The grant pays $52 for each exam, with the remaining portion waived or paid for by the school or college board.	13-18	Federal - AP Test Fees Program	$75,795
ARRA State Fiscal Stabilization Funds	*Educational Success*	Department of Education	ARRA funds are used to stabilize state and local government budgets in order to minimize and avoid reductions in education and other essential public services. The program may also help support the modernization, renovation, and repair of school and college facilities. In addition, the law provides governors with significant resources to support education (including school modernization renovation, and repair), public safety, and other government services.	5-18 (K-12)	Federal	(ARRA funded)

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Big Island Perinatal Health Disparities Project	*Physical Health and Basic Needs*	Department of Health	Big Island Perinatal Health Disparities Project aims to improve birth outcomes and other measures of perinatal, postpartum, infant and inter-conceptional health status of women residing in Hawaii County.	All ages	Federal - HRSA: Maternal and Child Health Bureau, Division of Healthy Start and Preinatal Service	$371,998
Bridge to Hope	*Post Secondary and Career Success*	University of Hawaii	Bridge to Hope (BTH) is an education option for welfare recipients and First-to-Work participants who want to attend college as a means of achieving lifelong economic self-sufficiency. The program provides on-campus student employment, support services, and community referrals to sustain enrollment and graduating from college.	18-24	Federal - TANF	$75,000
Byrd Honors Scholarships	*Post Secondary and Career Success*	Department of Education	This program, which is federally funded and state-administered, is designed to recognize exceptionally able high school seniors who show promise of continued excellence in postsecondary education.Students receive scholarships for $1,500 per year of study, for a maximum of 4 years, at any eligible institution of higher education.	13-18	Federal	$154,500
Career and Technical Education	*Post Secondary and Career Success*	Department of Education	The goal of CTE is for students to develop academic skills and be prepared for the workforce. The programs links academic skill development to career skills through technical reading and writing, math, and science work. Federal requirements focus on workforce development, while the state focuses on career guidance and career exploration.	13-18	Federal - Carl D. Perkins Grant; State funds	$8,036,301
Carl D. Perkins Vocational Ed. (WIA Title I-C)	*Post Secondary and Career Success*	Department of Education	The purpose of this program is to provide funds to help schools develop the academic and occupational skills of all students. The program focuses on preparing students for jobs, and to ensure they possess academic and workplace skills to be successful in the job market.	5-18 (K-12)	Federal - WIA Title I-C	$2,795,766
Child Adolescent Mental Health System of Care	*Physical Health and Basic Needs*	Department of Health - Child Adolescent Mental Health Division (CAMHD)	This public-private program focuses on resource management and capacity and supports children and youth (3-18 yo) with the most challenging emotional and behaviors needs, and their families by providing placements, services, and supports. It coordinates services such as preventative health, diagnosis and treatment for the emotionally disturbed, and treatment and rehabilitative services for the mentally ill. It focuses on resource management and capacity.	5-18 (K-12)	Federal - SAMHSA grants (Project Ho'omohala, Project Kealahou); Title XIX (Medicaid Reimbursement); Medicaid RMS;Title IV-E	$17,698,137

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Child Nutrition	*Physical Health and Basic Needs*	Department of Education	This program offers administrative support to eligible food service providers to ensure easy sustained access to USDA nutrition programs - the National School Lunch Program, Child and Adult Care Food Program, Afterschool Snack Program, Summer Food Services Program, School Breakfast Program, Special Milk Program, and Food Distribution Program.	5-18 (K-12)	Federal - Cash in lieu; Block Grant; State Administrative Expenses; Food Equipment; Fruit & Veg	$13,505,822
Child Protective Services HMS 301	*Physical Health and Basic Needs*	Department of Human Services	The program provides the following child welfare services: intake, assessment, case management, foster care, adoption, independent living, and licensing of foster family boarding homes, child placing organizations and child caring institutions.	All ages	Block Grant; Title XX TANF transfer (10% of TANF grant); Child Abuse and Prevention Treatment Act (CAPTA); Children's justice grant, Title IV-B part 2, fam violence prev. svcs grant, independ. living money	$27,383,300
Community-Based Outreach and Advocacy	*Positive Youth Development (Psycho-Social Development)-*	Department of Human Services, Office of Youth Services	This program provides early intervention case advocacy services for youth who have come or risk coming into contact with the law to minimize penetration into the juvenile justice system.	13-18	Federal - Title XX (Block Grants to States for Social Services and Elder Justice) State funds	$247,125
Corporation for National and Community Service (CNCS) Stewards of the Islands FY 10	*Positive Youth Development (Psycho-Social Development)-*	Department of Education	The purpose of this program is to engage middle-school students in high-quality, environmentally-oriented service learning projects that are incorporated into science or math classes in participating schools.	13-18	Federal - Corporation for National and Community Service (CNCS) grant	$388,980
Dept. of Defense for Children with Severe Disabilities for military dependent children	*Physical Health and Basic Needs*	Department of Education	The Department of Defense (DoD) Impact Aid for Children with Severe Disabilities Program is available to any local education agencies (LEAs) that have at least two military dependent children with severe disabilities that meet certain special education cost criteria. DoD works with the Department of Education to clarify or resolve any funding or disbursement eligibility issues.	5-18 (K-12)	Federal - Children with disabilities: $167,298; Other DOE initiatives:$2,900,913	$1,359,217
Diversion/In-Facility and Aftercare Services (includes In-Facility Substance Abuse Services)	*Positive Youth Development (Psycho-Social Development)-*	Department of Human Services, Office of Youth Services	This program offers in-facility and aftercare services to prepare youth incarcerated at Hawaii Youth Correctional Facility for release to the community and diversion from re-incarceration	13-18	State funds	$1,633,990

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Division of Developmental Disabilities	*Physical Health and Basic Needs*	Department of Health	The division is tasked to ensure the health and safety of individuals with developmental disabilities. State law has a focus on moderately to profoundly disabled (not mildly). The division coordinates different supports via case management. Services includes placement in housing, foster homes, and other settings.	All ages	Federal - Medicaid waiver money whenever poss.; 915C; State dollars - some services 100% state-funded	$17,181,088
Ed for Homeless Children and Youth - School Level	*Educational Success*	Department of Education	The program aims to ensure that homeless children and youth have equal access to the same free and appropriate education as other children by providing activities for and services to ensure that these children and youth enroll in, attend, and achieve success in school. The program also supports an Office for Coordination of Education of Homeless Children and Youth to gather comprehensive information about homeless children and youth and the impediments to their regular attendance at school.	5-18 (K-12)	Federal	$59,648
Educational Talent Search program (located at Windward Community College. Program also operates at UH Manoa and Kona)	*Post Secondary and Career Success*	University of Hawaii, Community Colleges	Educational Talent Search (ETS) is a TRIO program that serves young people in grades six through twelve. The program provides academic, career, and financial aid counseling to its participants and encourages them to graduate from high school and continue on to the postsecondary school of their choice. Students will participate in grade-specific career exploration and college planning activities.	13-18	Federal TRIO funds	$1,050,805
Family Planning Program	*Physical Health and Basic Needs*	Department of Health HI	The program seeks to make affordable birth control and reproductive health services available to uninsured, low-income individuals and others who have difficulty getting family planning services. Provides family planning clinical services and related preventive health services for reproductive health care not limited to, contraception and health education, counseling, STD testing, HIV testing and or through referral, and other related referrals as needed.	18-24	Federal - Title X Family Planning Grant (through Office of Population Affairs); State Funds	$1,597,309
Federal Pell Grant Program	*Post Secondary and Career Success*	University of Hawaii, Community Colleges	The Federal Pell Grant Program provides need-based grants to low-income undergraduate and certain post-baccalaureate students to promote access to postsecondary education. They are direct grants awarded through participating institutions to students with financial need who have not received their first bachelor's degree. The Pell Grant does not have to be repaid.	18-24	Federal	$21,719,245
Federal Supplemental Education Opportunity Grant (FSEOG)	*Post Secondary and Career Success*	University of Hawaii, Community Colleges	The Federal Supplemental Educational Opportunity Grant (FSEOG) program is for undergraduates with exceptional financial need. Pell Grant recipients with the lowest expected family contributions (EFCs) will be considered first for a FSEOG. Just like Pell Grants, the FSEOG does not have to be repaid. It is not intended to pay for the entire year's tuition, but to supplement other grants and awards.	18-24	Federal	$273,019

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
First Circuit Court- Family Court, Juvenile Purchase of Service Programs	*Positive Youth Development (Psycho-Social Development)-*	Judiciary	The First Court services include group homes, emergency shelters, in-community treatment, and domestic violence treatment. Some of the shelter services are voluntary, but most of the services are mandatory - youth are court-ordered to complete services.	13-18	Federal - Funds from the Hawaii Dept. of Health, Children & Adolescent Mental Health Division through a Memorandum of Agreement; State funds	$1,751,478
Fund for the Improvement of Education - School Restructuring Project: Building Capacity for Improved Student Achievement	*Educational Success*	Department of Education	This program supports State and local efforts to improve students' academic achievement in mathematics and science by promoting teachers' content knowledge teaching skills for elementary and secondary school teachers.	5-18 (K-12)	Federal	$223,440
GEAR UP	*Post Secondary and Career Success-*	University of Hawaii/Department of Education	GEAR UP (Gaining Early Awareness and Readiness for Undergraduate Programs) is a federal program whose mission is to significantly increase the number of low-income students who are prepared to enter and succeed in postsecondary education. GEAR UP inspires hope and improves futures by increasing Hawaii students' access to and success in higher education. Project services are designed to prepare students for academic success, facilitate transitions from K-12 to higher education, and increase access to information and financial aid.	13-18	Federal; State	$2,340,000
Hawaii Children's Trust Fund	*Physical Health and Basic Needs*	Department of Health	The purpose of this funding opportunity is to support events that increase awareness of strategies and activities to prevent child abuse and neglect and strengthen families in communities in Hawaii.	All ages	Federal - Community-Based Child Abuse Prevention (CBCAP) dollars	$36,400
Hawaii Learning Center Program	*Educational Success*	Department of Education	The program aims to expand educational choices for high school students with special talents and interests, provide public school parents with new choices about the kind of education they want for their children, encourage school-community collaboration and use of high quality technologically advanced community resources, and make efficient use of educational resources such as facilities, staff and equipment. Services can be held after school or during regular school day hours.	13-18	State	$2,074,259
Healthy Hawaii Initiative	*Physical Health and Basic Needs*	Department of Health	The Healthy Hawaii Initiative (HHI) has been supporting healthy lifestyles by implementing policies and programs to create sustainable changes in Hawaii's communities, schools and workplaces. Launched in 2000, HHI is a statewide effort focused on reducing three core behaviors that contribute to chronic disease: smoking, inactivity and poor diet. HHI has made significant strides in helping Hawaii's residents lead healthy lives, and it has been recognized for its success as a comprehensive public sector prevention program.	All ages	Federal - SNAP, CDC grants; State- MSA Tobacco Dollars	$351,130

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Healthy Start Program	*Positive Youth Development (Psycho-Social Development)-*	Department of Health	Healthy Start has two major components. 1) *Early Identification* is a statewide, universal population-based screening/assessment/referral. Eligible families screened and assessed positive are offered home visiting services. 2) *Home Visiting* fosters family functioning, promotes child health/development, and enhances positive parenting skills for families engaged/retained in service in order to reduce the risk of child maltreatment by addressing the malleable environmental risk factors via information, support, and linkages to needed community resources. Services are voluntary and continue until the child reaches three years of age (or five years of age, if there is a younger sibling).	All ages	Federal - Title V Maternal, Infant and Early Child Health Home Visiting program	$555,000
HI-EST Allocation	*Post Secondary and Career Success-*	Department of Education	The purpose of the Hi-EST Academy is to increase the readiness and motivation of Hawaii high school graduates to pursue postsecondary training and career options in Science, Technology, Engineering and Mathematics (STEM) and STEM-related disciplines.	13-18	State	$2,715,800
High Core (Storefront)	*Positive Youth Development (Psycho-Social Development)-*	Department of Education	High Core, a component of the Comprehensive Student Support System, serves as a dropout prevention and intervention program for secondary schools in the Central District. The academic program is provided through the instructional component of the program and the behavioral, social, and emotional supports are provided through the counseling component of the program.	13-18	Federal	$502,490
Home Hospital Instruction	*Educational Success-*	Department of Education	The purpose of Home Hospital Instruction is to make possible the continuation of a student's educational program, as recommended by a Hawaii licensed physician and approved by the school principal, in a home or a hospital setting while the student is temporarily unable to attend school.	5-18 (K-12)	State	$368,579
Homeless Concerns	*Educational Success-*	Department of Education	Homeless Concerns reviews and revises laws and policies to eliminate barriers to the enrollment, attendance, and success in school of homeless children and youth, and to include homeless students in the mainstream school environment.	5-18 (K-12)	State - McKinney-Vento legislation	$132,118

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Impact Aid Homeless Program	*Educational Success*	Department of Education	This program ensures that homeless children and youth have access to a free and appropriate education. States are called upon to review and revise laws and policies to eliminate barriers to the enrollment, attendance, and success in school of homeless children and youth, and to include homeless students in the mainstream school environment.	5-18 (K-12)	Federal	$27,395
Improving the Health Ed and Well Being of Young People - Coordinated School Health Program	*Physical Health and Basic Needs*	Department of Education	The purpose of this program is to provide assistance in health education and disease prevention for students.	5-18 (K-12)	Federal	$115,173
JROTC	*Positive Youth Development (Psycho-Social Development)-*	Department of Education	This program provides educational opportunities and skills for youth. It is a four-year career and technical education elective program of instruction cost-shread by the U.S. Army, Navy, Air Force, and Marine Corps. The curriculum is designed to teach high school students the value of cizitzenship, leadership, service to country, personal responsibility, and a sense of accomplishment, while instilling in them self-esteem, teamwork, and self-discipline.	13-18	Federal - half cost of salaries; State - Allocations are for general funds	$1,938,395
Lahainaluna Boarding Department	*Educational Success*	Department of Education	The purpose of the Lahainaluna High School Boarding Department is to provide students with a well-rounded educational program that will develop boarding students vocationally, socially, and culturally through a unique live-in situation.	5-18 (K-12)	State funds	$523,098
Lanakila Learning Center	*Educational Success-*	Department of Education	The center, an alternative learning center of Hilo High School, offers individuals services as outlined in the provider services contract between the State of Hawaii Office of Youth Services and Hilo High School. These services will focus on educational and vocational services for at-risk youth.	13-18	State	$137,500
Laulima Na Keiki Grant/Fund for the Improvement of Education - Smaller Learning Communities	*Post Secondary and Career Success*	Department of Education	The purpose of the grant is to redesign large high schools into smaller learning communities and provide the personalization and learning experiences needed to assure that all students are academically successful. The priority is to prepare students for postsecondary education and careers and improve student academic achievement in large public high schools with enrollments of 1,000 or more students.	5-18 (K-12)	Federal - Cost sharing; state funds	$9,161,079

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Learning Center Program	*Positive Youth Development (Psycho-Social Development)-*	Department of Education	This program seeks to expand educational choices for high school students with particular interests or talents, such as performing arts. The curriculum is theme-focused with outside activities and events and os focused on careers. These courses are credit bearing (towards the elective requirement for a high school diploma), with some operating after school and other offered during schools hours.	13-18	State Funds	$1,458,568
Medicaid	*Physical Health and Basic Needs*	Department of Human Services - MEDQUEST	Medicaid provides health care service to individuals up to certain federal poverty levels (FPL) who are eligible under Title XIX, Title XXI or state funded programs.	All ages	n/a	$112,574,518
Native Hawaiian Education Program Act	*Educational Success*	Department of Education	The purpose of this program is to develop innovative education programs for Native Hawaiians and to supplement and/or expand programs and authorities in education. It supports programs and services for Native Hawaiians from early education and care programs through postsecondary education programs.	5-18 (K-12)	Federal	$1,014,152
Native Hawaiian Pihana No Mamo Uh	*Educational Success*	Department of Education	Pihana No Mamo Uh works with schools to identify, develop, and implement effective programs to meet the unique needs of Native Hawaiian students. Its mission is to improve educational outcomes of K–12 special needs students of Hawaiian or part-Hawaiian ancestry.	5-18 (K-12)	Federal - Native Hawaiian Program	$941,515
NCLB English Acquisition, Enhancement, Achievement (Title III-A)	*Educational Success*	Department of Education	This program supports the development of a high-quality language instruction educational program (LIEP) for LEP students, the provision of high-quality ELL targeted professional development training for teachers and support personnel, the promotion of parental and community participation in the LIEP, and the provision of additional supports and learnings opportunities to immigrant children and youth, and their families.	5-18 (K-12)	Federal- Title III-A	$293,449
NCLB Enhancing Education through Technology (Title II-D)	*Educational Success*	Department of Education	The program aims to improve student achievement through the use of technology in elementary and secondary schools. Additionally, the program aims to incorporate technology with teacher training and curriculum development and establish research-based instructional methods that can be widely implemented.	5-18 (K-12)	Federal - Title II-D Formula Grant, Statewide Longitudinal Data System	$968,509

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
NCLB Mathematics and Science Partnerships	*Educational Success*	Department of Education	This program supports state and local efforts to improve students' academic achievement in mathematics and science by promoting teachers' content knowledge teaching skills for elementary and secondary school teachers.	5-18 (K-12)	Federal - NCLB Math & Science Partnership	$628,515
NCLB School Improvement Grants (Title I-A)	*Educational Success*	Department of Education	School Improvement Grants help local educational agencies (LEAs) that demonstrate the greatest need for the funds and the strongest commitment to use the funds to provide adequate resources in order to substantially raise the achievement of students in their lowest-performing schools.	5-18 (K-12)	Federal - Title I-A grant	(ARRA funded)
NCLB Teacher and Principal Training Recruiting Fund (Title II-A)	*Educational Success*	Department of Education	Grants are used to increase student academic achievement through strategies such as improving teacher and principal quality, increasing the number of highly qualified teachers in the classroom and highly qualified principals and assistant principals in schools, and holding local educational agencies and schools accountable for improvements in student academic achievement.	5-18 (K-12)	Federal - Title II-A	$4,359,447
NCLB Title I Neglected and Delinquent Children (Title I-D)	*Educational Success*	Department of Education	This program provides hunding to enhance education continuity for children and youth in State-run institutions for juveniles and in adult correctional institutions, so that these youth can make successful transitions to school or employment once they are released from State institutions.	5-18 (K-12)	Federal - Title I-D; AFLA (Adult Education and Family Literacy Act)	$409,733
Peer Education Program	*Positive Youth Development (Psycho-Social Development*	Department of Education (started with Department of Health, used to be a partnership, now DOE only)	The programs funds suicide prevention, teen pregnancy prevention, alcohol and drug abuse prevention, and STD prevention services. Students are trained to provide the education to their own peers. The program also provides training at feeder schools and health fairs.	13-18	Federal - Substance Abuse and Mental Health Services Administration (SAMHSA); State funds	$847,500
Positive Youth Development	*Positive Youth Development (Psycho-Social Development)-*	Department of Human Services, Office of Youth Services	Positive Youth Development provides services and activities to at-risk youth and their families to create opportunities for youth to develop competencies that foster resiliency and enable them to achieve a successful transition to young adulthood. Specific services include: sports, health, fitness, academic tutoring, career and vocational services, teen pregnancy prevention, and drug/violence prevention.	5-18 (K-12)	Federal - TANF; State funds	$1,476,733

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Residential Programs and Independent Living (Includes Independent living and emergency shelters, and Safe House)	*Physical Health and Basic Needs*	Department of Human Services, Office of Youth Services	A long-term, community-based residential program utilizing a group home or foster home model that provides intensive training for independent living. 2) *Level I Residential Program*: A long-term, community-based residential program utilizing a group home or foster home model that provides minimum, non-intensive services. 3) *Level II Residential Program*: A long-term, community-based residential program utilizing a group home or foster home model that provides maximal, intensive services for troubled, high risk youth. 4) *Safe House Program:* A staff secured, community-based residential program for youth, ages 13-17, in need of a residential placement more structured that a traditional group home but less severe than incarceration at the Hawaii Youth Correctional Facility.	13-18	Federal - Title XX (Block Grants to States for Social Services and Elder Justice); State Funds	$4,254,995
School-based Behavioral Health	*Positive Youth Development (Psycho-Social Development)*	Department of Education	The mission of the program is to promote healthy social, emotional, and behavioral development of students by providing a comprehensive array of effective and efficient services and supports which is integrated throughout the levels of CSSS, providing behavioral and mental health services and programs, utilizing primarily DOE personnel to provide necessary supports and services, and promoting collaborative relationships that engage school, family and community.	5-18 (K-12)	Federal - DOE Medicaid funds; State Funds	$20,376,200
Second Circuit Court- Family Court Programs	*Positive Youth Development (Psycho-Social Development)*	Judiciary	The Court officer makes assessment as to what the court could offer the youth, based on law violation, and meets with youth and their families. The following services can be offered for treatment: Juvenile Substance Abuse Treatment Services,Sex Offender Treatment,Residential Services,In Community Services, Drug Court, and Kids First.	13-18	State funds; Parent Education Fund (fees)	$388,512
Section 8 housing vouchers	*Physical Health and Basic Needs*	Department of Human Services - Public Housing Authority	Section 8, or the Housing Choice Voucher Program, is a Federal housing program which provides housing assistance to low-income renters and homeowners. This assistance comes in the form of rental subsidies, limiting the monthly rent payment of the assistance recipient.	18-24	Federal	$57,040
Special Education - IDEA Grants to States	*Educational Success*	Department of Education	IDEA utilizes federal funds combined with state and local funds to provide all children with free appropriate public education. Funds may be used for salaries of teachers and other personnel, education materials, related services such as special transportation or occupational therapy, and other education-related costs.	5-18 (K-12)	Federal - IDEA	$63,227,785

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
State Administrative Services – Adult Education	*Educational Success*	Department of Education	The purpose of this program is to provide basic, remedial and continuing educational opportunities for adults throughout the state in a program of instructional and support activities of less than college level, and to implement community education, parent education, family literacy and workforce development courses and support to meet individual needs and situations. It also provides oversight, technical assistance and site monitoring to support the adult education programs.	18-24	State	$768,268
Suicide Prevention Program	*Positive Youth Development (Psycho-Social Development)*	Deparment of Health	The program focuses on suicide intervention training for people in three agencies that already impact significant numbers of youth ages 10-24 years in both school and community settings. These agencies and their programs are the Department of Education, the Department of Health, and the Honolulu Police Department.	13-18	State dollars and some federal funds through Child and Adolescent Mental Health Division	$80,000
Supplemental Nutrition Assistance Program (SNAP)	*Physical Health and Basic Needs*	Department of Human Services	SNAP provides low-income individuals and families access to food, a healthful diet, and nutrition education.	All ages	Federal - Supplemental Nutrition Assistance Program	$4,321,921
TANF - Cash Assistance	*Physical Health and Basic Needs*	Department of Human Services	Both TANF and TAONF offer a package of strong incentives and penalties, child care support for working parents, and restructured welfare benefits so that it "pays to work." It provides cash assistance, work assistance, and transfers.	All ages	Federal - TANF; State	$30,505,149
TANF - Workforce/Training	*Post Secondary and Career Success*	Department of Human Services	TANF provides programs that promote employment (subsidized or unsubsidized), work experience , on-the-job training, assistance with job search and job readiness, participation in community services programs, vocational education training, job skills training, and education (GED, adult basic education, English as a Second Language).	All ages	Federal	$3,648,000
Teen Parent Child Care Center	*Educational Success*	Department of Education (funds flow from Department of Human Services to DOE)	The center provides child care centers in high schools to promote graduation by allowing teen parents to remain in school. The main emphasis is to provide quality infant toddler child care for use of funds. Service also provides positive modeling for appropriate care for their children and shares information and resources in best practices in child-rearing. The program is a partnership between center and school in terms of providing additional parenting, training, and resources for the teen parents.	5-18 (K-12)	Federal - CCDF	$635,847

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
Title I Grants	*Educational Success*	Department of Education	Title I, Part A grants help local education agencies (LEAs) and schools improve the teaching and learning of children who are failing, or who are most at risk of failing state academic standards. Grants are targeted to LEAs and schools with high concentrations of children from low-income families.	5-18 (K-12)	Federal - Title I grant	$13,631,623
TRIO Student Support Services (Kapi Olani Community College)	*Post Secondary and Career Success*	University of Hawaii System	educational goals, or transfer to a four-year educational institution. Students work with a counselor toward and services include: academic progress monitoring, personal and career counseling, academic advisement, assistance in completing the UH System Application form and FAFSA, workshops to enhance academic success, a computer lab with assistive technology, laptop computer loans, a College Success course to assist in college transition, cultural enrichment and social activities, and Hui Hoaloha (a student support organization).	18-24	Federal - TRIO Student Support Services	$83,750
Truancy Prevention and In-School Suspension	*Educational Success*	Department of Human Services, Office of Youth Services	Truancy Prevention and In-School Suspension provides services to enhance school engagement and performance to ensure educational success for at-risk youth and their families.	5-18 (K-12)	Federal - Title XX (Block Grants to States for Social Services and Elder Justice)	$153,855
Uniting Peer Learning, Integrating New Knowledge (UPLINK)	*Positive Youth Development (Psycho-Social Development*	Department of Education (administers funds, DHS provides funds)	UPLINK is a free after-school program for students in the middle grades. Target schools for the program were invited to participate if they fed into high schools with high teen pregnancy enrollments in GRADS (Graduation Reality and Dual Skills). All participating schools must provide homework assistance and character education activities through high interest optional programs that follow the required tutoring component from 2:30-5:30 p.m. each school day.	13-18	Federal - Temporary Assistance to Needy Families (TANF)	$794,147
University of Hawaii Community College (UHCC) Basic Skills/Developmental Education Programs	*Post Secondary and Career Success*	University of Hawaii, Community Colleges	The University of Hawaii Basic Skills/Developmental Education consists of courses and services designed to bring underprepared students to the level of skill competency expected of new college freshmen. Instructional programs are primarily in Math and English and support services include mentoring, tutoring and advising.	18-24	Tuition funds	$4,569,017
University of Hawaii Opportunity Grant	*Post Secondary and Career Success*	University of Hawaii, Community Colleges	The University of Hawaii Opportunity Grant program is an institutional scholarship program designed to provide low-income students with access to higher education. The program is part of a University-wide Financial Assistance Program that determines the appropriate share of tuition revenues collected by the University of Hawaii Community Colleges (UHCC) that should be devoted to financial assistance.	18-24	Some state funding, but also uses funding from tuition fees	$2,914,868

Appendix B: Funding Landscape: Publicly Funded Programs Supporting Youth, Ages 13 to 24, in Hawaii

Program	Primary Goal Area	State Agency	Program Description	Targeted Age Range	Public Revenue Sources	FY11 Total Public Funding (Federal and State) for Youth Ages 13 to 24
WIA	*Post Secondary and Career Success*	Department of Labor and Industrial Relations, Workforce Development Division	The Workforce Investment Act provides federal funded employment and training programs for low-income adult and youth and dislocated workers. In addition, Hawaii receives discretionary grants for specific target groups and events. The Office of Community Services, under the DLIR, receives community services block grants.	All ages	Federal - WIA	$2,693,470
Windward Community College - TRIO Upward Bound	*Post Secondary and Career Success*	University of Hawaii System	This program provides youth from low-income families or first-generation college students in grades 9-12 with the skills and motivation necessary to enter and complete post secondary education. The program serves youth until the summer after HS graduation, but does some alumni activities to maintain relationships. The program has three main elements: (1) guidance counselors meet with youth once a week after school for college planning activities; (2) Saturday academies for youth with guest speakers from colleges and career events; and (3) six-week on-campus college prep program.	13-18	Federal - TRIO Upward Bound, Summer Food Service, Carryover funds	$287,000

Appendix C: Funding by Type of Services Provided for Youth, Ages 13 to 24, in Hawaii

	Educational Success ($95.9 million)	Physical Health and Basic Needs ($226.8 million)	Post Secondary and Career Success ($62.5 million)	Positive Youth Development (Psycho-Social Development) ($50.2 million)
Programs	**Academic Success** • AP Fees Program • Title I Grants • NCLB School Improvement Grants (Title I-A) • Special Education – IDEA Grants to States • Fund for the Improvement of Education – School Restructuring Project: Building Capacity for Improved Student Achievement • Native Hawaiian Education Act Program • Native Hawaiian Pihana No Mamo Uh • NCLB English Acquisition, Enhancement, Achievement (Title III-A) • Hawaii Learning Center Program	**Physical Health** • Adolescent Health Program • Alcohol and Drug Abuse Division (ADAD) • Big Island Perinatal Health Disparities Project • Department of Defense for Children with Severe Disabilities for Military Dependent Children • Division of Development Disabilities • Family Planning Program • Healthy Hawaii Initiative • Improving the Health Education and Well Being of Youth People – Coordinated School Health Program • Medicaid	**Workforce Development** • Career and Technical Education • Carl D. Perkins Vocational Education (WIA Title I-C) • TANF – Workforce/Training • WIA	**Positive Youth Development** • CNCS Stewards of the Islands • Community-Based Outreach and Advocacy • Healthy Start Program • High Core (Storefront) • JROTC • Learning Center Program • Peer Education Program • Positive Youth Development • Uniting Peer Learning, Integrating New Knowledge (UPLINK)
Total Funding	$81.5 million	$146.8 million	$17.1million	$8.2 million
Percent of Funding within Goal Area	88%	65%	27%	16.3%
Programs	**Systems Building** • ARRA State Fiscal	**Nutrition** • Child Nutrition	**Post Secondary Completion** • Bridge to Hope	**Diversion** • Diversion/In-Facility and

	Educational Success ($95.9 million)	Physical Health and Basic Needs ($226.8 million)	Post Secondary and Career Success ($62.5 million)	Positive Youth Development (Psycho-Social Development) ($50.2 million)
	Stabilization Funds • NCLB Teacher and Principal Training Recruiting Fund (Title II-A) – Teacher Quality State Grants • NCLB Enhancing Education through Technology (Title II-D) • NCLB Mathematics and Science Partnerships	• Supplemental Nutrition Assistance Program (SNAP)	• TRIO Student Support Services (Kapi Olani Community College) • University of Hawaii Community College Basic Skills/Developmental Education Programs	Aftercare Services (Includes In-Facility Substance Abuse Services) • First Circuit Court – Family Court, Juvenile Purchase of Service Programs • Second Circuit Court – Family Court Programs
Total Funding	$6 million	$17.8 million	$4.7 million	$3.8 million
Percent of Funding within Goal Area	6.3%	8%	8%	7.6%
Programs	**Drop Out Prevention** • Alternative Learning Centers • Education for Homeless Children and Youth • Homeless Concerns • Impact Aid Homeless Program • Teen Parent Child Care Center • Truancy Prevention and In-School Suspension	**Safety** • Child Protective Services HMS 301 • Hawaii Children's Trust Fund • Residential Programs and Independent Living (Includes Independent Living and Emergency Shelters, and a Safe House)	**Access to Post Secondary** • Educational Talent Search Program • GEAR UP • HI-EST • Laulima Na Keiki Grant/ Fund for the Improvement of Education – Smaller Learning Communities • Windward Community College – TRIO Upward Bound	**Mental Health** • Child Adolescent Mental Health System of Care • School-Based Behavioral Health • Suicide Prevention Program
Total Funding:	$3.9 million	$31.7 million	$15.6 million	$38.2 million

	Educational Success ($95.9 million)	Physical Health and Basic Needs ($226.8 million)	Post Secondary and Career Success ($62.5 million)	Positive Youth Development (Psycho-Social Development) ($50.2 million)
Percent of Funding within Goal Area:	4%	14%	25%	76.1%
Programs	**Alternative Pathways / Reengagement** • Adult Education Programs • Home Hospital Instruction • Lahainaluna Boarding Department • Lanakila Learning Center • NCLB Title I Neglected and Delinquent Children (Title I-D) • State Administrative Services – Adult Education	**Basic Needs / Housing** • Section 8 – Homeless Programs Branch • TANF – Cash Assistance	**Financial Support for Post Secondary Education** • Byrd Honors Scholarship • Federal Pell Grant Program • Federal Supplemental Education Opportunity Grant • University of Hawaii Opportunity Grant	
Total Funding:	$4.5 million	$30.6 million	$25.1 million	
Percent of Funding within Goal Area:	4.7%	13%	40%	
Total Funding By Goal Area	$95.9 million	$226.8 million	$62.5 million	$50.2 million

Appendix D: Promising Strategies for Financing Services for At-Risk Youth in Hawaii

Introduction

Financing and sustaining effective programs and services for youth is increasingly challenging for state and local leaders. Hawaii leaders can use a strategic financing approach to extend the reach of limited funding, use funding more wisely, and ensure investments already made to support at-risk youth are leveraged and sustained.

The information presented in this section aims to increase awareness of other types of financing strategies that are being used in other states and communities to sustain and expand key services and strengthen the state infrastructure for at-risk youth. Findings noted in the Recommendations section of the fiscal mapping report on ways to maximize, leverage, and coordinate resources are expanded on in this promising practices report. The examples highlight strategies that have been effective for states and localities seeking to maximize available resources, coordinate services and funding, and leverage additional resources. Hawaii leaders can use this report, along with the results of the fiscal mapping study, to make strategic decisions on how to finance and sustain services while developing a statewide system that reflects their priorities for at-risk youth.

Research Approach

Researchers from The Finance Project (TFP) identified promising state and local financing strategies through a review of existing literature in the field. Promising practices are used to illustrate the approaches some states and communities have taken to use funding more effectively to support programs and services for at-risk youth. Although the examples offer ideas for what might be done in Hawaii, differences in state systems and political and economic conditions mean that even highly successful strategies are not always replicable from state to state. Efforts were made to include links and references for most of the initiatives featured in this report, but TFP researchers were not always able to confirm that the efforts are still in operation.

This report identifies five strategies that can be used to maximize resources, improve the effectiveness and efficiency of funding, and strengthen the state infrastructure in order to implement promising initiatives for at-risk youth:

- Strategy 1: Create a public/private entity to help guide investments in youth services
- Strategy 2: Develop, collect, and report on a common set of outcome measures across programs that are linked to the budgeting/resource allocation process.
- Strategy 3: Study shared services approaches, and other non-profit collaboration models; promote/pilot development at the local level.
- Strategy 4: Encourage blending and braiding of funding.
- Strategy 5 Increase access to federal subsidy programs for at-risk youth.

Strategies to Finance Services for At-risk Youth in Hawaii

Strategy 1: Create a public/private entity to help guide investments in youth services.

Background:
Unlike early childhood, which has an Early Learning Council, and a governor appointed liaison, there is no corresponding body in Hawaii that is dealing with the issue of how youth are prepared for work and post-secondary education. A public private entity that focuses on this transition population could create a common agenda for addressing the needs of at risk youth, gather input from state agencies, non profit providers, foundations, families and youth, and other stakeholders on strategies to better serve youth, and discuss transitions between systems, barriers and opportunities to work together, share resources, develop joint policies, and share practice models for working with youth.

Promising Practices:
Ohio Family and Children First

Overview of Initiative:
Ohio Family and Children First (OFCF) is the state entity created by the governor to serve as the state's Cabinet for Children and Families. The OFCF Cabinet Council includes all eleven child and youth serving agencies in the state, and oversees the local Family and Children First Councils, which coordinate services in each of Ohio's 88 counties.

How it Works:
The Cabinet has developed a comprehensive action plan which outlines a broad set of goals for youth and families, along with strategies for achieving those goals. Strategies focus on four key areas:
- Cross System Alignment- including consolidation of resources, policies, and services for the state programs that work on family engagement and youth transitions.
- Flexible funding- including identifying opportunities to collaborate across systems on streamlining RFP's, and serving as a clearinghouse for collaborating on federal and private grant opportunities.
- Data Integration- including collecting and sharing cross system indicators on child and youth well being.
- Capacity Building- including promoting service integration at the local level through technical assistance, and reviewing regulations and laws interfering with local level collaboration.

Key Results:
Since its creation in 1993, The OFCF Cabinet Council has:
- Developed a child-well-being indicator as part of the Better Lives, Better Ohio website to track how well children are doing by county.

- Executed a strategic plan to coordinate and strengthen the state's efforts to successfully education and prepare youth to enter the workforce.
- Increased coordination of family engagement in health, education, and social service programming.
- Leveraged over $6.4m of federal funds with state funding from numerous state agencies to provide respite care, family support programming, early childhood mental health consultation, and parent advocacy services.

For Additional Information:
http://www.fcf.ohio.gov/

Strategy 2: Develop, collect, and report on a common set of outcome measures across programs that are linked to the budgeting/resource allocation process.

Background:
Currently, each state agency in Hawaii that works with youth has developed its own outcome measures and reports on those measures in isolation of other agencies. The result is that no common outcomes exist, which means the state lacks a vision for what youth should be achieving and how progress should be benchmarked. Developing outcome measures that can be aggregated statewide would help create a common baseline. Such a baseline would enable progress to be measured and provider agencies to be held accountable for performance. Outcome measures, when aligned with budgets, can provide valuable information on areas where funding could be reallocated or reinvested.

Promising Practices:
New Mexico Children's Cabinet Report Card and Budget Report
Overview:
The New Mexico Children's Cabinet was created in 2003 under Governor Bill Richardson and is chaired by the Lieutenant Governor. The Children's Cabinet includes Secretaries from 13 Cabinets, youth, and representatives non-profit and philanthropic organizations.

How it Works:
The Children's Cabinet has been active in creating a state-wide vision of outcomes for children in New Mexico. One of the main functions of the Children's Cabinet is a yearly report card and budget report on New Mexico's children ages 0 to 21. The report centers on five goal areas: Health, Education, Safety, Support, and Involvement. Within each goal area is a list of indicators and budget information on programs addressing the goal area, by agency. This allows stakeholders to see how New Mexico is progressing and identify areas of need.

Key Results:
The report card and budget report have been published for seven years, providing the opportunity to view progress on the same indicators and goal areas longitudinally.

Additionally, creating a common set of outcomes measures has aided communication within and between the public and private sectors, ensuring all programs are working toward the same goals.

For additional information:
http://www.forumfyi.org/files/2011_NMCC.pdf

Grand Rapids, MI – Grand Rapids Youth Master Plan
Overview:
The Grand Rapids Youth Master Plan stems from an effort by Our Community's Children, a public/private partnership between the City of Grand Rapids, the Grand Rapids Public Schools and community partners, to coordinate efforts to support youth, from birth to 21, in Grand Rapids, Michigan. The Master Plan reflects the input of local area youth in addition to individuals representing government, education, faith-based community, business, health and child welfare, and other stake-holders in the community.

How it Works:
In, 2008, Our Community's Children convened a 25-member Youth Commission, comprised of local youth in grades 7-12, and a 39-member Youth Master Plan Steering Committee, consisting of various community stake-holders, to guide work on the master plan. The following year, surveys and focus groups were conducted to identify outcomes for youth that reflected the desires of the Grand Rapids community. The Master Plan includes:

- *Goal Areas*: Learning, Working, Thriving, Connecting, and Leading.
- *Outcomes*: In each goal area, key child-outcomes are clearly articulated. Age-groups were identified (pre-k, elementary school, middle school, high school, and young adult), with desired outcomes tailored to each group's needs.
- *Indicators*: Specific indicators gauge progress towards the outcomes.

Key Results:
The Master Plan enabled the city to identify the steps needed to reach outcomes that reflected the needs of youth in Grand Rapids. By including youth and community members in the planning process, buy-in and support has been strong. Introduced in 2010, many of the plan's recommendations are being currently being implemented. For example, to infuse accountability into programs serving youth, an online data system utilizing child-related outcomes is being developed by the city[1].

For additional information:
http://grcity.us/community-development/occ/Documents/ocyf_YouthMasterPlan_finalLR.pdf

Massachusetts – Action Plan for Youth

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[1] http://www.planning.org/resourceszine/2011/spr/youthmasterplans.htm

Overview:
The Massachusetts Action Planning Team was created in 2008 by the United Way of Massachusetts Bay and Merrimack Valley and the Massachusetts Executive Office of Health and Human Services to create a common set of outcomes for youth in order to guide public and private sector investments in youth.

How it Works:
The Planning Team sought to include a wide range of voices by conducting conversations with 600 people across sectors and throughout the state in order to develop a common language and set of outcomes for youth. Using information obtained from these conversations, the Planning Team defined indicators for each outcome.

Key Results:
- Programs addressing youth now have a set of outcomes that are consistent and measurable.
- By defining outcomes, the specific data needed to track progress are able to be articulated, collected, and analyzed.
- There is a higher commitment and buy-in throughout the state to work collaboratively.

For additional information:
http://forumfyi.org/files/Mass-CaseStudy-Dec10.pdf

Also See:
http://forumfyi.org/node/54 for information on other states that have Youth Cabinets.

Strategy 3: Study shared services approaches, and other non-profit collaboration models; promote/pilot development at the local level.

Background:
Hawaii has more than 400 youth serving non-profit agencies, many of whom are small providers with limited administrative capacity. Generally, each of these organizations has its own administrative systems, including accounting, human resources, and information technology. Sharing or consolidating administrative services can help non-profit organizations develop stronger internal systems lower overhead costs, which can then be re-allocated to direct services.

Promising Practices:
MACC Commonwealth

Overview of the Initiative
In 2007, Family & Children's Services merged its administrative staff, including finance, human resources, and information technology staff, with staff from four other area human services organizations to form MACC Commonwealth. Since then, MACC

Commonwealth has been providing back-office services to a growing number of area nonprofit organizations at a reduced cost.

How it Works
MACC Commonwealth was developed as an independent 501(c)(3) organization with a board of directors composed of the executive directors of all the partnering organizations. Although some of the organizations were much larger than others, each would have equal decision-making authority. A perceived advantage of this structure was that each organization would have an ownership stake in MACC Commonwealth, rather than simply being consumers of the administrative services the new organization would provide.

Key Results:
- Establishing this partnership entailed sizeable start-up costs. Partners spent $200,000 to establish the new organization and relocate employees, $400,000 on new administrative systems and a new data center, and roughly $200,000 in staff time dedicated to planning and coordinating the enterprise.
- MACC Commonwealth's leaders estimate the arrangement saved the partnering organizations roughly $200,000 in the first year alone while affording them greatly improved financial and administrative services.
- The joint purchasing power enjoyed by MACC Commonwealth helped negotiate a common set of ancillary benefits that represented a 30 percent savings over what would have been achieved separately.
- A major benefit of MACC Commonwealth is that it provides the partnering organizations with increased flexibility in the administrative services they receive and lowers the prices they pay for them. For example, one participating organization estimated that with recent budget cuts, it could no longer afford a full-time chief financial officer, as it had had before the recession. MACC Commonwealth enables this organization to access CFO and other administrative services on a part-time basis.

For additional information:
http://www.mcwmn.org/

Strategy #4: Encourage blending and braiding of funding.

Background:
The state can encourage blending and braiding of funds through forming public/private partnerships, joint grant applications, reimbursement policies, eligibility; and provide guidance and training to communities on how to effectively blend and braid funding.

Promising Practices:

Community Schools- Leveraging public-private partnerships

Overview of the Initiative:
Community Schools are one type of collaborative model, where schools, community based organizations, faith based institutions, foundations, the business community and other community partners come together to provide a comprehensive set of services for children and their families in a school environment. While there are various models for community school governance, the schools share a common vision to "create an integrated set of learning opportunities and services that help young people develop academically, emotionally, physically and socially."

How it Works:
Community schools across the country have different governance structures.
- Public Agency Partnership- In Multnomah County, Oregon, Oregon's Schools Uniting Neighborhoods (SUN) initiative is a partnership began as a partnership between Multnomah County, the City of Portland, the City of Gresham, the State of Oregon Department of Human Resources, and seven school districts. The initiative has spread to include partnerships with some 300 community based institutions and private companies.
- Non Profit Lead- In New York City, the Children's Aid Society operates 20 community schools in partnership with the New York City Department of Education, by providing the wrap-around services in the school, including before and afterschool programs, parent education, and health services.
- School District Lead- In Chicago, The Office of Afterschool and Community School Programs was created by the school district manages the Chicago Community Schools Initiative which currently operates154 community schools throughout the city.

Results:
Because many community schools are operated by or in partnership with community based organizations, they are able to leverage additional funding that traditional public or private schools may not be able to access. A recent study of Community Schools across the country found that the schools leveraged $3 of other revenue (including state and federal grants, foundation and corporate grants, and other fundraising activities) for every $1 of school district funding they received. With the additional revenue the community schools were able to generate, they were able to provide a range of services for youth and their families, including before and afterschool programs, on-site health services, and parent education programming.

Strategy #5 Increase access to federal subsidy programs for at-risk youth.

Background:
By implementing youth-specific outreach strategies, and by taking advantage of federal flexibility to upgrade IT systems that support at-risk youth, Hawaii can increase access to

federal subsidy programs for at-risk youth. Hawaii may also be able to leverage additional federal funding to update information technology systems. Such updates will improve access to key federal entitlement programs, including Medicaid, TANF, and SNAP, that can provide critical supports to older youth.

Promising Practices:

IT System Upgrades under the Affordable Care Act
Overview:
Typically, federal funding for improvements to computer systems can only be allocated to those programs that benefit directly from their use. However, to encourage the development of integrated and updated systems to comply with the Affordable Care Act, the federal government is temporarily allowing Medicaid to pay for computer system improvements used by health and other human service programs, including TANF, Community Development Block Grant, and SNAP.

How it works:
According to the Coalition for Access and Opportunity which has an online toolkit that offers strategies that states and communities can use to take advantage of this benefit: "The enhanced federal funding available under Medicaid and the Exchange can pay for the full cost of necessary improvements to computer systems that are used by both health care programs and other programs . . . so long as the costs would have been incurred anyway to develop systems needed by Medicaid, CHIP or the Exchange". Also, since human service programs such as TANF, CCDBG, and SNAP typically require the same basic data as health insurance programs, the costs can be charged to the health care program as they are deemed necessary for determining health care eligibility.

For programs that do not currently share eligibility systems with Medicaid, efforts to link requirements and increase capacity may be covered. To apply, the state needs to submit an Advanced Planning Document.

Key Results:
- Increased identification: By updating systems and sharing eligibility requirements across multiple programs, at-risk youth can be better identified and informed about services they are eligible for.
- Increase access: Streamlined applications make for a more user-friendly and accessible process that would encourage more at-risk youth to apply.

For additional information:
- The Coalition for Access and Opportunity, *The Health and Human Services Toolkit.* http://www.singlestopusa.org/ACA%20and%20Human%20Services%20Integration%20-%20Toolkit%20-%20Enhanced%20Federal%20funding%20-%2010%2027%200600.pdf
- The Coalition for Access and Opportunity. *How Human Services Programs and Their Clients Can Benefit from National Health Reform Legislation.*

http://www.singlestopusa.org/How%20Human%20Service%20Programs%20and%20Their%20Clients%20Can%20Benefit%20from%20National%20Health%20Reform%20Legislation.pdf

New York City Earned Income Tax Credit (EITC) Awareness Campaign
Overview:
The EITC is a federal tax credit for working poor that is given when EITC exceeds the amount of taxes owed. Youth who are not counted as dependents may qualify for the EITC. However, lack of awareness prevents many eligible individuals from accessing the credit. In 2002, New York City began a public awareness campaign and the New York City EITC Coalition was established. Currently, the Coalition includes 186 community-based organizations, city agencies, foundations, leading businesses, and media partners.

How it Works:
The Coalition works with the city's Office of Financial Empowerment (OFE) to enable outreach on EITC and free or low-cost tax preparation services. The campaign draws upon multiple forms of media to create awareness: palm cards, e-mail blasts, newsletters, print ad, radio ads, and public transportation ads. The campaign also encourages active participation from the public and private sectors. The campaign provides free or low-cost financial services through the IRS-run Volunteer Income Tax Assistance Program (VITA).Youth who receive these services could potentially benefit not only from EITC, but also through financial literacy services provided through VITA.

Key Results:
- Inquiries about EITC to the city's 311 information line has increased since 2004
- Increase of filings for EITC every year (8% increase between 2004-2008 alone)
- The number of EITC filers who used free tax cites nearly doubled (2004-2008)[2]

For additional information:
- New York City's awareness campaign - http://www.nyc.gov/html/ofe/downloads/pdf/ofe_progress_report_dec2009.pdf
- EITC Outreach Strategies - http://eitcoutreach.org/category/outreach-strategies
- Tools to use in EITC awareness campaigns - http://eitcoutreach.org/category/outreach-tools

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[2] http://www.nyc.gov/html/ofe/downloads/pdf/ofe_progress_report_dec2009.pdf