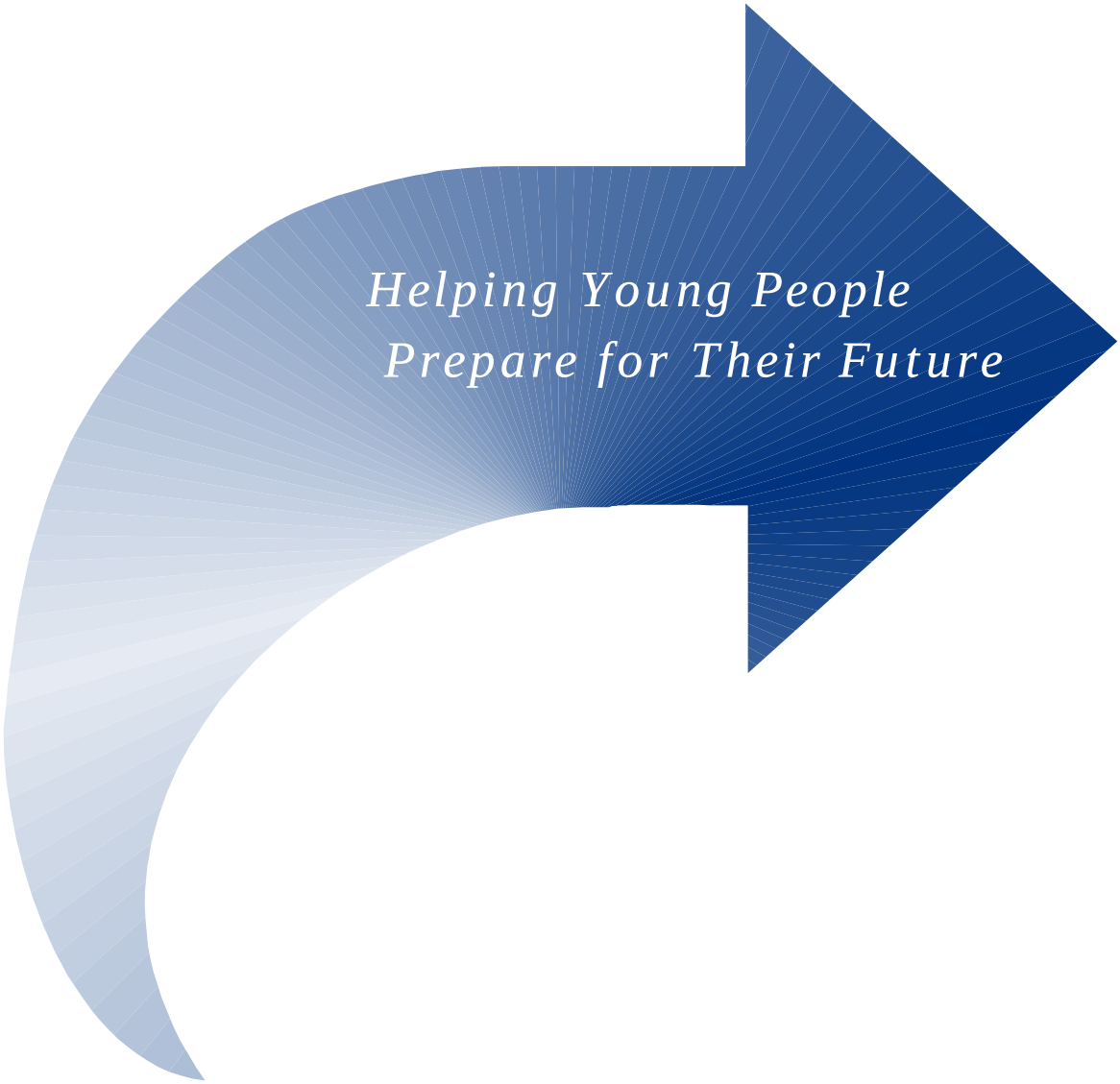
# TITLE IV-E INDEPENDENT LIVING PROGRAMS: A DECADE IN REVIEW




November 1999

U.S. Department of Health and Human Services
Administration for Children and Families
Administration on Children, Youth and Families
Children's Bureau

# TITLE IV-E INDEPENDENT LIVING PROGRAMS: A DECADE IN REVIEW

# FINDINGS REPORT

Department of Health and Human Services
Administration for Children and Families
Administration on Children, Youth and Families
Children's Bureau

November 1999

# FOREWORD

Each year tens of thousands of adolescents "age out" of foster care and take on new responsibilities as they learn to live independently of the child welfare system. For all teenagers, the transition to adulthood is complex; for these teenagers it can be particularly challenging.

The Administration on Children, Youth and Families (ACYF) recognizes the critical need to prepare youth effectively for both the challenges and the opportunities that lie beyond emancipation. Through the Federal Independent Living Program (ILP), ACYF supports State child welfare agencies in providing services that help youth 16 and older build the skills needed to achieve self-sufficiency.

Based on a review and analysis of 10 years of final reports submitted by all States to ACYF, this report creates a national picture of the youth served during the first decade of ILP (Fiscal Years 1987 – 1996). The report describes the array of ILP services provided to youth and highlights trends and service approaches in the areas of educational and vocational training, employment, budgeting, housing, mental health, health care, and youth involvement. Program achievements and recommendations for continued improvement also are identified.

We should look to the "lessons learned" from the first decade of ILP as we move ahead with the national discussion on youth leaving foster care. The report's findings provide a foundation for understanding ILP that will support advancements in policy, practice, research, and reporting.

On behalf of ACYF, I wish to express my appreciation to the Independent Living Coordinators and other State and ACF Regional Office staff who administer ILP services and have contributed to the program reports that were central to this study. ACYF also thanks the many individuals whose hard work and dedication made this report possible.

Patricia Montoya
Commissioner
Administrator on Children, Youth and Families

## ACKNOWLEDGMENTS

This publication was prepared for the Children's Bureau, Administration on Children, Youth and Families by Caliber Associates, in collaboration with the National Resource Center for Youth Development, under contract 105-94-1514, Delivery Order 105-98-1646.

The views expressed and recommendations suggested in this report are those of the study team and do not necessarily reflect the views of the Department of Health and Human Services.

The hard work and dedicated efforts of many individuals made this report possible. Paul Kirisitz, Cynthia Walker, John Gaudiosi, and Pamela Johnson of the Children's Bureau provided overall project direction and guidance. The primary authors of the report were Jill Goldman, Jill Capitani, and Claudette Archambault. They were guided by Candy Hughes and provided technical and production support from many Caliber staff members, including Tifney Franklin, Cathy Overbagh, and the Project Services team. The project also benefited from the valuable expertise in independent living services provided by Peter Correia III, Becky Copeland, and Dorothy Ansell of the National Resource Center for Youth Development.

## PUBLIC DOMAIN NOTICE



## TO OBTAIN ADDITIONAL COPIES

To obtain additional copies of the executive summary or full publication, or for more information regarding child welfare services, please contact:

National Clearinghouse on Child Abuse and Neglect Information
330 C Street, SW
Washington, DC 20447
800-FYI-3366 or 703-385-7565
nccanch@calib.com

The publication also can be accessed on the Internet at:

*http://www.acf.dhhs.gov/programs/cb* and *http://www.calib.com/nccanch*

# TABLE OF CONTENTS

# TABLE OF CONTENTS (CONTINUED)

# EXECUTIVE SUMMARY

# EXECUTIVE SUMMARY

The U.S. Department of Health and Human Services' (DHHS) Independent Living Program (ILP) supports the provision of services to help youth prepare for the transition from living within the child welfare system to living on their own as healthy, safe, and productive adults. This study is a review and analysis of ILP final reports and related materials from all 50 States and the District of Columbia from the inception of the Federal program in Fiscal Year (FY) 1987 through FY 1996.

Approximately one-third of the nearly 500,000 children in out-of-home care are teenagers. Each year, approximately 20,000 youth between the ages of 18 and 21 emancipate or "age out" of care. As youth are discharged from care, they face new responsibilities for their own economic independence and general well-being. To prepare for living self-sufficiently, these youth must develop an understanding of, and build skills needed to:

- Pursue or complete their education or vocational training
- Obtain and maintain employment (e.g., learn how to prepare a resume, conduct a successful interview, develop on-the-job skills, communicate effectively with supervisors)
- Locate and maintain affordable housing (e.g., learn where to look for an apartment and how to complete a lease)
- Manage their money and keep a budget
- Cook meals, keep house, and perform other "daily living" routines
- Access health care and community services.

In addition to the necessary concrete skills and supports, youth also need to continue developing their social and interpersonal skills and building their confidence and self-esteem.

## 1. THE FEDERAL INDEPENDENT LIVING PROGRAM

The Federal Independent Living Program (ILP) was initiated to enable child welfare agencies to respond to the needs of youth emancipating from foster care and assist them as they prepared for independent living. The ILP was first authorized by Public Law (P.L.) 99-272 in 1986, through the addition of section 477 to Title IV-E of the Social Security Act (the Act). The Act provided funds for assisting youth age 16 and older who have been or are in foster care to make the transition to becoming self-sufficient adults. In subsequent years, amendments were made to increase the level of funding ($70 million appropriated annually since FY 92), expand

the population eligible for services, and promote the integration of ILP with other State child welfare programs. Between FY 1987 and FY 1996, a total of $559.4 million was expended under the ILP.

## 2. METHODOLOGY AND DATA LIMITATIONS

The purpose of this study was to review and analyze data collected and reported in 10 years of ILP final reports and related materials. The study team reviewed and extracted data from 464 final reports and report checklists from all 50 States and the District of Columbia from FY 1987 through FY 1996. The ILP materials reflected significant data limitations:

- Non-standardized reporting formats, which resulted in reports that varied widely in terms of content, depth, breadth, and methodology
- A lack of consistent definitions of terms, including concepts such as "served," "eligible," "completed services," "needs assessment," "counseling," and "aftercare"
- Inconsistencies in data reported across States and within States (across counties or across years)
- Differences in the timeframes used for collecting and presenting data (e.g., data regarding youth eligible for services, outcome data)
- A lack of information regarding the scope, intensity, and duration of different types of services, and the number of youth served by each
- Difficulties tracking youth to collect outcome data following discharge.

The missing and inconsistently reported data necessitates that the aggregated data be viewed cautiously. Despite the limitations and caution in interpretation, however, the data collected and analyzed can help to create a valuable picture of ILP services and activities and a sense of the trends and changes over time.

## 3. NUMBER OF YOUTH SERVED

Approximately 67,600 youth were served[1] in FY 1996, more than 2½ times as many as were served in FY 1989.[2] The number of youth served annually per State varies greatly from fewer than 10 to more than 9,000 youth. Not surprisingly, States maintaining large foster care caseloads and receiving more ILP funding tended to serve more youth. In FY 1996, 10 States (New York, California, Michigan, Ohio, Pennsylvania, Illinois, Texas, Tennessee, Missouri, and Minnesota)—each serving from 2,000 to 8,000 youth—accounted for more than 50 percent of the youth served.

Data suggest that many of the youth eligible for services over the decade did not receive ILP services. In 30 States that reported such data in FY 1996, more than one-third (37%) of the total youth eligible for services did not receive any services.[3]

In FY 1996, an estimated average of $983 of Federal funds was expended per youth served under the ILP. In comparison, the estimated average expenditure per youth served under the ILP in FY 1989 was $1,674. While the total amount of ILP funds allocated to States from FY 1992 through FY 1996 remained fixed at $70 million, on average States served additional youth each year.

## 4. DEMOGRAPHIC AND CARE CHARACTERISTICS

Youth demographic and care characteristics as reported by States for the most recent year studied, FY 1996, are summarized in Exhibit 1. Data on youth served by ILP in FY 1996 indicate:

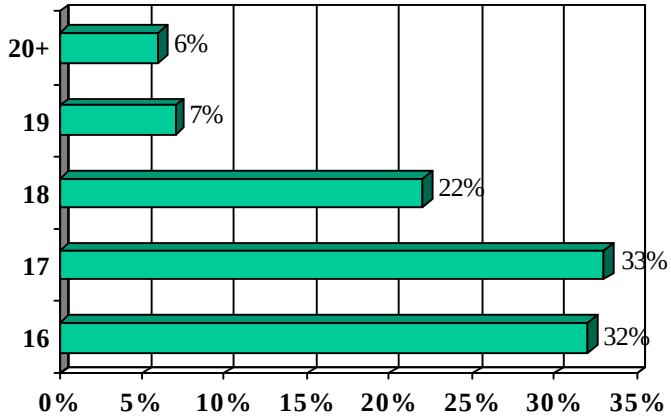
[1] The numbers of youth served by fiscal year presented throughout the Executive Summary and Findings Report are based on the data provided in State ILP final reports. Where data on the total number of youth served were not available or not clearly reported, estimates were generated based on (1) State projections indicated in ILP plans or reports; (2) The number of youth eligible for services; and/or (3) trends in the number of youth served across adjoining years for that State. The number of youth served (reported) differs from the estimated number of youth participating in the ILP provided in the *Green Book* of the Committee on Ways and Means, U.S. House of Representatives. The latter was based on projections from State ILP plans.

[2] Comparisons use FY 1989 as the beginning reference point rather than FY 1987, the program's inception, because the early years were dedicated to program set-up rather than service delivery, and because data were frequently unavailable for the early years.

[3] When interpreting aggregated data regarding the number eligible and served, it is important to note that significant differences exist across States in terms of definitions of "served" and "eligible."

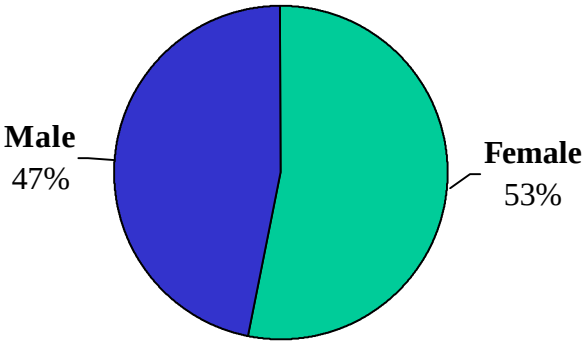
# EXHIBIT 1
## PROFILE OF YOUTH SERVED*
## FY 1996

### Age
(N=41,342)

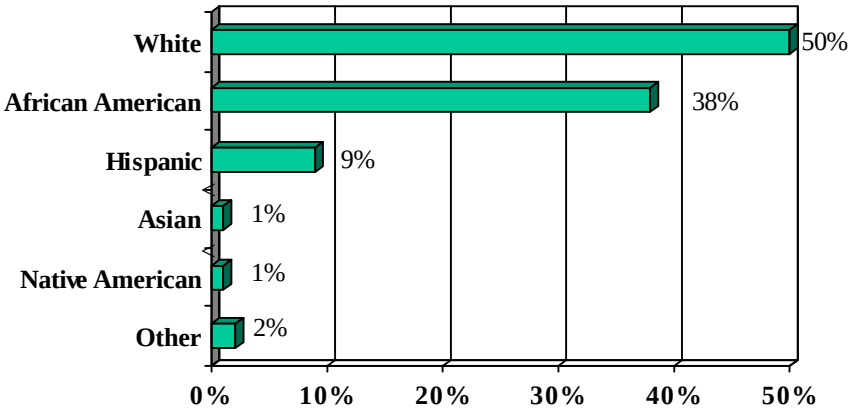



% of Youth Served

### Gender
(N=47,258)




### Race/Ethnicity
(N=45,041)

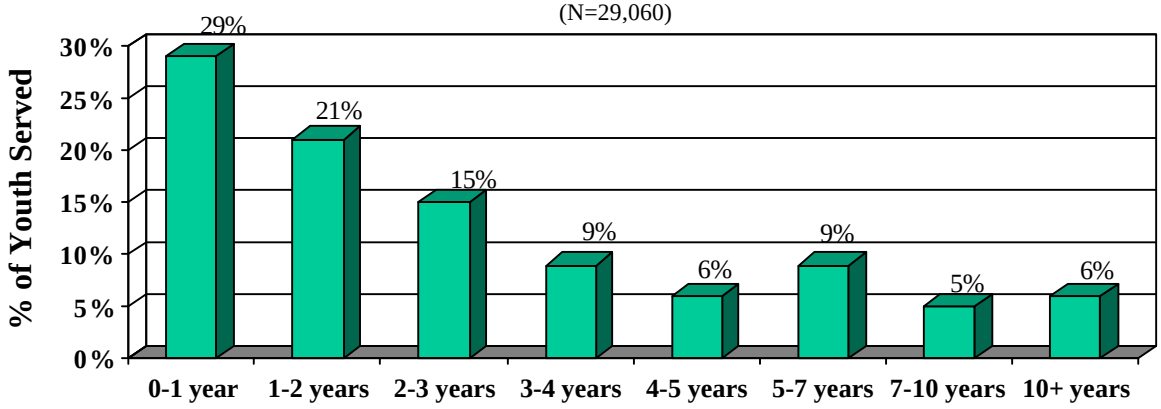



% of Youth Served

### Living Arrangements
(N=38,620)

- Foster Home 38%
- Group Home 22%
- Institution 10%
- Relative/Kinship Care 9%
- Living Independently 9%
- Birth Family 1%
- Other 11%

### Duration in Care
(N=29,060)




- Special Needs = 26% (N=25,145)
- Married = 1% (N=34,980)
- Parents = 9% (N=37,518)

* Total estimated number of youth served for FY 1996 is 67,564. Number of youth for which characteristic data were known (N) are indicated.

- Approximately one-third of youth served (32%) were 16 years old, and one-third (33%) were 17 years old; 22 percent were 18 years old and the remaining youth were either 19 years old (7%) or 20 and older (6%).

- Slightly more than half (53%) of the youth served were females.

- White youth made up the highest percentage of youth served (50%), followed by African-American youth (38%) and Hispanic youth (9%). Asian youth and Native American youth each represented approximately 1 percent of youth served.

- Half of the youth served (50%) were in care less than 2 years. One out of five youth were in care more than 5 years.

Approximately one-quarter (26%) of youth served were reported as having special needs, and nearly one-tenth (9%) were parents or pregnant. Demographic and care characteristics were fairly consistent over the 10-year period.

## 5. SERVICES

Over time, States provided a wide range of services to youth in care addressing the areas of educational and vocational support, career planning and employment services, housing and home management, budgeting, health care, mental health and well-being support services, and youth involvement. In later years, more States offered services in every service category examined. In particular, large increases were noted in post-secondary educational support, purchase of educational and career resources, home maintenance, personal care (e.g., hygiene, nutrition, and fitness), medical care and education, teen parenting classes, substance abuse education, and youth advisory boards and newsletters. Over the 10-year period, States generally moved from concentrating primarily on concrete tangible skills (e.g., vocational training, job search, and money management) to also addressing important intangible skills (e.g., decision-making, communication, and conflict resolution).

## 6. OUTCOMES

The short- and long-term outcomes for youth served under the ILP are areas of great interest and major challenges for States. Outcome data collected by States for the final reporting process is problematic due to inconsistencies in definitions, differing time periods measured, and difficulties tracking youth after they exit from care. Several supplementary State ILP outcome studies suggest that after exiting care, many youth had difficulties completing educational goals, maintaining jobs, achieving financial self-sufficiency, paying for housing expenses, and accessing health care.

## 7. REPORTING AND RESEARCH ISSUES

To improve the quality of national data available regarding ILP, this study strongly supports the implementation of more standardized ILP reporting. While many States produced informative final reports that provided substantial detail regarding their multi-faceted ILP activities and the youth served by them, the inconsistencies evident *across* States make it difficult to aggregate national data precisely. As the program moves forward, substantial opportunities exist for improving these data to enable more sound calculations of national figures, easier assessment of program activities, and enhanced information sharing across States. Improvements in reporting will rely on building consensus around essential items to be addressed in ILP reports, developing common definitions, and providing detailed reporting guidelines. The development of new reporting requirements must consider the balance between consistency and State flexibility and also between the "quest for information" and the burden placed on States to collect and record such information.

**Recommendations to Improve ILP Data and Reporting:**

- Convene a working group to address reporting issues, build consensus around essential items to be included in State final reports, and design standardized reporting requirements. The working group should include representatives from the Children's Bureau, ACF Regional Offices, State IL Coordinators, national organizations that address independent living issues, and researchers.
- Develop, pilot test, and disseminate structured reporting forms and clear guidelines based on a core series of priority ILP data elements with specified formats and common definitions.
- Encourage States to relate objectives stated in their applications with the performance and achievements recorded in the final reports. Monitor progress against stated objectives.
- Promote electronic data collection.
- Offer States technical assistance on data collection and provide feedback following report submissions.

The field would benefit not only from more data collection on outcomes for youth served but also more rigorous evaluation of which types of services and program models lead to more positive outcomes for youth. In addition, ILP program and staffing characteristics also lend themselves to further research. While reports frequently noted staff limitations and turnover, little data is available regarding the impact of staffing on the quality of services delivered.

**Recommendations to Improve Data on Program Effectiveness and Outcomes for Youth Served:**

- Build State capacity in collecting and analyzing outcome data through training and technical assistance. Help States identify ways to track youth over time.
- Develop guidelines for annual collection of a select and well-defined group of outcomes that reflect mastery of skills, education, employment, housing attainment, and other indicators of self-sufficiency.
- Encourage States to track and report the progress of youth in meeting goals specified in their individual needs assessments and case plans related to independent living.
- Support longitudinal studies by external evaluators to provide needed insight into the effectiveness of various ILP services and their long-term impact on youth self-sufficiency.
- Conduct additional research to assess ILP staffing issues, understand causes and consequences of ILP Coordinator turnover, and develop a list of appropriate ILP staff competencies.

## 8. POLICY AND PROGRAM ISSUES

Through the review and analysis of ILP final reports from FY 1987 through FY 1996, a number of common themes emerged. These themes are discussed below, along with recommendations for future ILP policy, practice, and research. Recommendations have implications for both Federal and State program implementation.

**Expanding Services.** Over the decade in review, ILP services expanded significantly both in the number of youth served and in the types of services provided. Nonetheless, data regarding the number of youth served as a percent of the number eligible for services indicated that many States only served a fraction of those who may have benefited from such services.

**Recommendations to Facilitate Expanding Services:**

- Increase Federal funding of ILP to enable States to keep pace with the growth in the eligible population and to provide more comprehensive services.
- Update ILP funding allocation formulas to account for State changes in foster care population since 1984.
- Explore further the reasons for allocated yet unobligated ILP funds, work with States to overcome obstacles to expending allocated funds, and develop mechanisms to reallocate unexpended funds to other States or subsequent years' ILP activities.
- Conduct evaluation studies to assess which services are the most effective in preparing youth for self-sufficiency.

**Supporting Independent Living as a Continuous Process.** To support a more effective continuous learning process, States underscored the need to start ILP services earlier (by lowering the eligibility age restriction) and continue them longer (through aftercare programs). Foster parents and mentors also play an important role by supporting the ongoing process of learning independent living skills.

**Recommendations to Promote Independent Living as a Continuous Process:**

- Expand ILP services and formal program support to youth age 18 to 21.
- Increase provision of training to foster parents, birth families, and other caregivers on the needs of adolescent youth and integrate these key players into ILP service delivery. Use State Title IV-E training funds to increase training for caregivers on addressing independent living concepts and building appropriate decision-making skills of teenagers.
- Support pilot demonstration programs, with evaluation components, for formal ILP services for youth under age 16.
- Promote greater coordination within child welfare agencies of permanency planning, adoption, and independent living units. Encourage adoption opportunities for adolescents through staff education, policy and practice changes, and public outreach.
- Work with youth to identify appropriate mentors and support networks that can provide ongoing support following discharge from care.

**Providing Experiential and "Hands-on" Activities.** Over the decade, programs increasingly promoted "learning by doing" rather than relying solely on classroom instruction. Supervised living or "practice living" programs of various time periods were increasingly adopted as a means for providing valuable experiential learning, but were limited due to ILP restrictions prohibiting use of Federal ILP dollars for room and board.

**Recommendations to Promote Experiential Learning in Supervised Environments:**

- Allow States to allocate some of their Federal funding, matched by State funds, for room and board to enable expanded supervised living programs.
- Develop guidelines on eligibility criteria (e.g., enrollment in school, employment) for youth participation in supervised living programs.
- Conduct evaluation studies to assess outcomes of different supervised living models.
- Expand use of tuition waivers that encourage youth to attend college or vocational programs and continue building valuable educational and independent living skills in a structured environment.

**Addressing the Needs of Special Populations.** Once the foundation for ILP services was set, States placed increased emphasis on the needs of special populations, including youth with disabilities, youth who were pregnant or parents, youth with substance abuse issues, and youth who were involved with the juvenile justice system. Given the added challenges that these youth may face as they make the transition to independence, increased specialized services appears vital. Another important facet of helping diverse populations is encouraging youth to understand and take pride in their culture and background.

**Recommendations to Address the Needs of Special Populations:**

- Conduct assessments within States to identify the specific needs of various sub-populations of youth (e.g., youth with disabilities, minorities, parents, youth with substance abuse issues) and tailor ILP programs to meet those needs.
- Increase outreach to mentors from the same racial/ethnic backgrounds as youth in care.
- Provide training to ILP staff in cultural competency and integrate more formal cultural awareness activities into ILP services.
- Continue to build substance abuse prevention/intervention activities as part of ILP services.

**Involving Current and Former Foster Care Youth in ILP Service Delivery.** While States increasingly recognized the importance of youth involvement—through youth advisory boards, newsletters, and workshops led by youth formerly in care, for example—several States reported challenges in keeping youth actively engaged.

**Recommendations to Further Engage Youth in Helping to Shape ILP Activities:**

- Encourage States to embrace a youth development approach that moves beyond occasional youth involvement to ongoing engagement of youth in the planning, development, and delivery of ILP services.
- Provide increased training and technical assistance (including peer-to-peer TA) around integrating youth development approaches, emphasizing youth strengths rather than deficits, and keeping youth engaged.

**Collaborating with Other Agencies and Community Services.** State ILPs increasingly turned to collaborative efforts with other State agencies, educational institutions, and community organizations to provide more youth with a wider range of services and to leverage local expertise.

**Recommendations to Promote Increased Collaboration:**

- At the Federal level, pursue interagency initiatives and joint program funding among HHS (including CB, FYSB, CSAP, and CMHS), DOE, OJJDP, HUD, DOL, and other relevant agencies for collaborative community programs that support youth exiting the child welfare system. Coordinate activities with ongoing foundation initiatives.
- At State and local levels, identify formalized mechanisms (e.g., interagency task forces, designated point person responsible for collaboration) to facilitate coordinated efforts.
- Promote involvement of private sector businesses in ILP activities (e.g., through job placement programs).

**Conducting and Receiving Training.** Training of ILP staff, service providers, mentors, and foster parents was perceived as critical to the provision of quality ILP services. Given the high turnover of child welfare agency staff and the array of issues that affect ILP, training should remain a priority.

**Recommendations to Enhance Training Activities:**

- Require formal training specific to youth development and ILP issues for child welfare agency workers and foster parents who work with youth populations.
- Expand opportunities for State child welfare staff, ILP service providers, and caregivers to receive specialized training in issues identified as challenges, including building and sustaining collaborative initiatives, working with special populations, integrating youth development approaches, providing aftercare services, demonstrating cultural competency, resolving transportation issues, and measuring outcomes.
- Integrate identified needs and areas for improvement as reported in the annual ILP final reports into the training work plans of The National Resource Center for Youth Development and other Children's Bureau training and TA providers.

**Resolving Transportation Issues.** Transportation was repeatedly noted as a barrier both to receiving ILP services and to effectively making the transition to self-sufficiency.

**Recommendations to Help Resolve Transportation Issues:**

- Examine State and local policies that create barriers to increased support of driver education for youth in care. Promote information sharing among States on policy and practice reform in this area.
- Build collaborative efforts between State child welfare systems and State/local departments of transportation.
- Explore opportunities for enhanced use of distance learning vehicles (e.g., Internet, CD-ROM, public television) to deliver ILP training, especially in rural areas.

**Sharing Information and Promising Approaches.** Further avenues of information sharing—through conferences, networking events, or electronic media (Web sites, listservs)—should be explored so that States can learn from each other and build from others' achievements and "lessons learned."

**Recommendations to Facilitate Information Sharing:**

- Leverage use of existing Web sites of the Children's Bureau and its clearinghouses and resource centers (particularly the National Resource Center for Youth Development) to present information related to relevant research findings, program models, publications, and curriculum. Send periodic E-mail alerts to ILP Coordinators to notify them of new Web site features and announcements.
- Actively facilitate ongoing discussions among ILP Coordinators through use of list serves and newsletters.
- Continue to support the annual meeting of ILP Coordinators.
- Periodically update and disseminate information garnered through State final reports.

The review and analysis of 10 years of final reports set a foundation for understanding the first decade of ILP. Learning from the lessons evident in this study will help the program more effectively record and implement ILP activities that help prepare youth for successful independent living.

# I. BACKGROUND

# I. BACKGROUND

The U.S. Department of Health and Human Services' (DHHS) Independent Living Program (ILP) supports the provision of services to help youth prepare for the transition from living within the child welfare system to living on their own as healthy, safe, and productive adults. This study is a review and analysis of ILP final reports and related materials from all 50 States and the District of Columbia from the inception of the Federal program in Fiscal Year (FY) 1987 through FY 1996. The study, which presents a national picture of the ILP services and recipients over the decade, is intended to help inform future ILP policy, practice, research, and reporting activities. This first chapter begins with a brief discussion of the needs of youth as they exit from care[1] and follows with a history of the Federal ILP implemented to meet those needs. The final section presents key objectives of the study.

## 1. NEEDS OF YOUTH PREPARING FOR INDEPENDENCE FROM FOSTER CARE

Approximately one-third of the nearly 500,000 children in out-of-home care are teenagers (CWLA, 1997). Each year, approximately 20,000 youth between the ages 18 and 21 emancipate or "age out" of care. Some youth have been in foster care for a relatively short period (i.e., less than 6 months), while others have spent much of their lives under State custody. These youth have lived in one or more foster care or group homes, residential treatment homes, and institutions. For these emancipating foster care youth—many of whom have been abused, neglected, abandoned, and/or exploited—reunification with their families or adoption was not feasible.

As youth are discharged from care, they face new responsibilities for their own economic independence and general well-being. To prepare for living self-sufficiently, these youth must develop an understanding of and build skills needed to:

- Pursue or complete their education or vocational training
- Obtain and maintain employment (e.g., learn how to prepare a resume, conduct a successful interview, develop on-the-job skills, communicate effectively with supervisors)
- Locate and maintain affordable housing (e.g., learn where to look for an apartment and how to complete a lease)
- Manage their money and keep a budget

[1] The term "care" is used throughout this report to refer to Title IV-E and non IV-E eligible youth who were under the responsibility of the State's child welfare system ("in custody"). The majority of these youth lived in out-of-home settings, primarily foster care.

- Cook meals, keep house, and perform other "daily living" routines
- Access health care and community services.

In addition to the necessary concrete skills and supports, youth also need to continue developing their social and interpersonal skills and building their confidence and self-esteem.

The transition from childhood dependency to adult independence can be a difficult experience for any adolescent; youth who have been in care face even greater challenges. Many of these youth grow up with tremendous hardships and the following risk factors:

- Lack of protection, affection, and encouragement associated with family life
- Isolation from social supports, consistent family ties, or a place to call "home"
- Delays and obstacles in maintaining educational progress (Mech, 1988).

Further, many of these youth are clinically diagnosed with emotional disturbances that are closely tied to the serious problems (e.g., sexual abuse, chronic family problems) that brought them into care (Westat, 1991). These youth also tend to lack the social and financial supports or *safety nets* that are more common among teens outside the child welfare system, making them vulnerable to homelessness and other problems.

A study representing 34,600 youth discharged from foster care between January 1987 and July 1988 (Westat, 1991), found that at discharge many youth:

- Had not completed high school (66% of 18-year-olds)
- Did not have any job experience (39%)
- Experienced emotional disturbances (38%)
- Had drug abuse problems (17%)
- Suffered from health problems (9%).

Generally, these youth had unstable living experiences while in care (58% had three or more living arrangements prior to discharge).

In a similar study conducted in 1995 by the University of Wisconsin, 141 youth, 17 and 18 years old, were interviewed while still in care (Courtney, Piliavin and Grogan-Kaylor, 1995). Subsequently, 113 of these youth were re-interviewed 12 to 18 months after they were discharged from the child welfare system (Courtney, Piliavin and Grogan-Kaylor and Nesmith, 1998). Among the findings:

- While still in care, 90 percent of youth were still attending high school and 79 percent expressed a desire to enter college. By 12 to 18 months past discharge, 37 percent of the youth had not yet completed high school, 55 percent had completed high school, and another 9 percent had entered college.

- About one-quarter to one-third of youth reported a perceived lack of preparedness in several skill areas including obtaining a job, securing housing, living on their own, and parenting.

- By 12 to 18 months, 81 percent had held at least one job at some point after leaving care, yet they were not successful in maintaining employment. Those that were employed were, on average, earning less than the equivalent of full-time minimum wage.

- Nearly one-third (32%) were receiving some kind of public assistance.

- 44 percent reported having problems acquiring needed medical care most or all of the time.

- More than one-third (37%) of youth interviewed had been either seriously physically victimized, sexually assaulted, raped, incarcerated, or homeless at least once since discharge.

Overall, many youth were having a difficult time making the transition to self-sufficiency.

A recent project conducted by the Annie E. Casey Foundation (1998), in collaboration with the National Child Welfare Resource Center for Organizational Improvement and the National Resource Center for Youth Services, sheds additional light on the issues related to economic opportunities for youth served by the foster care system. A nationwide survey of 249 14- to 21-year-old foster care youth indicated that the majority (93%) expected to obtain some form of post-secondary education, although only 58 percent reported that they had the means to pay for their education. One-third (34%) of the respondents reported having had difficulties finding a job, many citing problems with transportation and lack of job experience. In addition, child welfare agency staff from 26 agencies nationwide and other key informants described educational delays, employment difficulties, and social and personal/emotional issues (absence of support systems, undeveloped socialization skills, and unresolved emotional issues) as significant barriers facing youth as they prepared to leave foster care.

## 2. THE FEDERAL INDEPENDENT LIVING PROGRAM

The Federal Independent Living Program (ILP) was initiated to enable child welfare agencies to respond to the needs of youth emancipating from care and assist them as they prepared for independent living. The ILP was first authorized by Public Law (P.L.) 99-272 in 1986, through the addition of section 477 to Title IV-E of the Social Security Act (the Act). The Act provided funds to States for assisting youth aged 16 and older who have been or are in foster care to make the transition to becoming self-sufficient adults. In subsequent years, amendments were made to sections 474, 475, and 477 of the Act (P.L. 100-647, P.L. 101-239, P.L. 101-508, P.L. 102-394, and P.L. 103-66) to increase the level of funding, expand the population eligible for services, and promote integration of ILP with other State child welfare programs. Exhibit I-1 presents an overview of the ILP legislative and funding history between FY 1987 and FY 1996.

### 2.1 Funding

For FY 1987, total Federal funding for ILP was initially set at $45 million. Over the next 2 years, funding remained at this level, and then was increased to $50 million for FY 1990, $60 million for FY 1991, and $70 million for FY 1992. The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) permanently reauthorized the Program at $70 million per year.

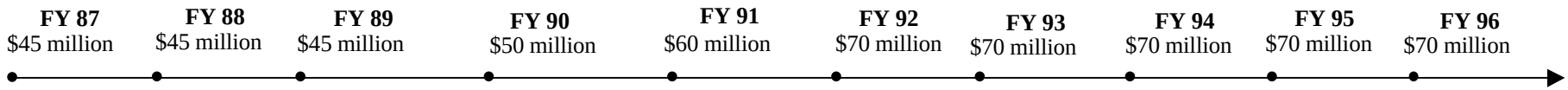
The $70 million annual appropriation, available to States as an entitlement, was divided among States based on a formula reflecting each State's proportion of the nation's youth receiving Title IV-E foster care maintenance payments in FY 1984. States were eligible for a share of two categories of funds:

- $45 million in *basic funds*, with no match requirement
- $25 million in *additional funds*, with a dollar-for-dollar cash or in-kind State match.

Exhibit I-2 presents a summary of the amount of funding allocated and expended for FY 1987 through FY 1996. Of the total $595 million allocated for ILP basic and additional funds, $559.4 million was expended on ILP administration and service delivery and $35.6 million (approximately 6%) was unobligated, or unspent. In addition, States provided approximately $140 million in match funds to support ILP activities.

# EXHIBIT I-1

## INDEPENDENT LIVING PROGRAM LEGISLATIVE AND FUNDING HISTORY (FY 1987 - 1996)




**P.L. 99-272**

- Added section 477 to Title IV-E of the Social Security Act allowing payments to States for IL services for Title IV-E eligible foster care youth in FY 87 & 88
- Amended section 475 of Title IV- E requiring that, where appropriate, the care plans of youth aged 16 and over include a written description of services to prepare youth for independent living

**P.L. 100-647**

- Continued the ILP through FY 89
- Allowed States to provide IL services to non - IV-E foster care youth
- Allowed States to provide follow-up services for up to 6 months after discharge from foster care
- Prohibited the use of Federal IL funding for room and board

**P.L. 101-239**

- Reauthorized the program for FY 90-92
- Increased annual funding for FY 90, FY 91, FY 92
- For FY 91 and after, required States to provide dollar-for-dollar match for funds over each State's share of $45 million

**P.L. 101-508**

- Expanded ILP eligibility for children formerly in foster care to age 21, at State option

**P.L. 102-394**

- Appropriated funds for FY 93

**P.L. 103-66**

- Permanently reauthorized the program effective October 1, 1992

**EXHIBIT I-2**
**ILP FUNDING AND EXPENDITURES**
**FY 1987 – 1996**

| FISCAL YEAR | BASIC AMOUNT | ADDITIONAL AMOUNT | TOTAL ALLOTMENT | EXPENDITURES | UNOBLIGATED |
|---|---|---|---|---|---|
| 1987 | $45,000,000 | $0 | $45,000,000 | $44,186,552 | $813,448 |
| 1988 | $45,000,000 | $0 | $45,000,000 | $37,191,060 | $7,808,940 |
| 1989 | $45,000,000 | $0 | $45,000,000 | $43,309,289 | $1,690,711 |
| 1990 | $50,000,000 | $0 | $50,000,000 | $46,699,714 | $3,300,286 |
| 1991 | $45,000,000 | $15,000,000 | $60,000,000 | $56,497,836 | $3,502,164 |
| 1992 | $45,000,000 | $25,000,000 | $70,000,000 | $65,507,289 | $4,492,711 |
| 1993 | $45,000,000 | $25,000,000 | $70,000,000 | $67,813,661 | $2,186,339 |
| 1994 | $45,000,000 | $25,000,000 | $70,000,000 | $65,559,039 | $4,440,961 |
| 1995 | $45,000,000 | $25,000,000 | $70,000,000 | $66,271,886 | $3,728,114 |
| 1996 | $45,000,000 | $25,000,000 | $70,000,000 | $66,412,023 | $3,587,977 |
| **Total** | **$455,000,000** | **$140,000,000** | **$595,000,000** | **$559,448,349** | **$35,551,651** |

As shown in Exhibit I-3, allocations and expenditures varied greatly across States reflecting the wide range in levels of Title IV-E eligible populations on which the allocation formula was based. For example, between FY 1987 and FY 1996, California and New York each received more than $95 million, while Alaska and Hawaii each received less than $150,000. Exhibit I-4 graphically depicts the total amount of funding allocated to each State over the 10-year period and highlights the amounts expended and unobligated. Funding levels by State for each fiscal year are presented in Appendix A.

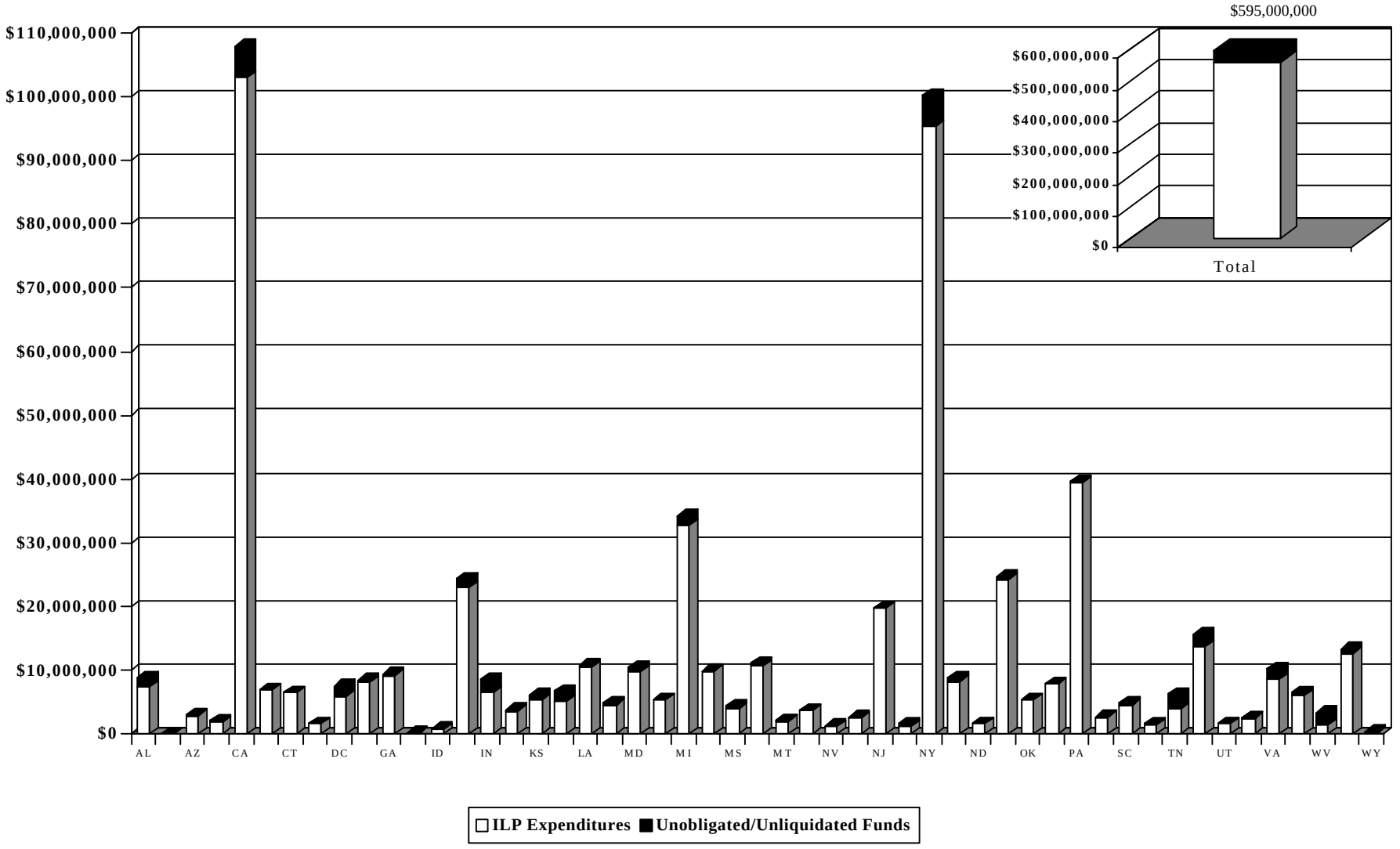
More than three-quarters of States expended at least 90 percent of their allocation of funding for the decade. A few States (e.g., Wyoming and West Virginia) had large proportions of unobligated funds, which may reflect staff turnover or empty ILP positions and/or State problems in releasing funds. States have 2 years to obligate and expend allocated funds.

**EXHIBIT I-3**
**INDEPENDENT LIVING PROGRAM: AGGREGATE 10-YEAR FUNDING BY STATE**
**FY 1987-1996**

| State | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|
| Alabama | $8,862,632 | $7,500,658 | $1,361,974 | 15% |
| Alaska | $104,296 | $86,590 | $17,706 | 17% |
| Arizona | $3,008,692 | $2,955,444 | $53,248 | 2% |
| Arkansas | $2,145,672 | $1,989,293 | $156,379 | 7% |
| California | $107,986,706 | $102,993,960 | $4,992,746 | 5% |
| Colorado | $7,069,720 | $7,064,281 | $5,439 | 0% |
| Connecticut | $6,493,493 | $6,479,343 | $14,150 | 0% |
| Delaware | $1,756,557 | $1,742,739 | $13,818 | 1% |
| DC | $7,571,503 | $5,981,120 | $1,590,383 | 21% |
| Florida | $8,494,665 | $8,191,978 | $302,687 | 4% |
| Georgia | $9,456,889 | $9,216,991 | $239,898 | 3% |
| Hawaii | $142,726 | $141,635 | $1,091 | 1% |
| Idaho | $856,351 | $826,408 | $29,943 | 3% |
| Illinois | $24,372,224 | $22,942,860 | $1,429,364 | 6% |
| Indiana | $8,683,388 | $6,573,346 | $2,110,042 | 24% |
| Iowa | $3,872,478 | $3,682,719 | $189,759 | 5% |
| Kansas | $6,204,583 | $5,403,567 | $801,016 | 13% |
| Kentucky | $6,738,822 | $5,141,070 | $1,597,752 | 24% |
| Louisiana | $10,851,157 | $10,556,858 | $294,299 | 3% |
| Maine | $4,895,809 | $4,551,171 | $344,638 | 7% |
| Maryland | $10,568,416 | $9,756,079 | $812,337 | 8% |
| Massachusetts | $5,472,242 | $5,472,242 | $0 | 0% |
| Michigan | $34,288,753 | $32,805,200 | $1,483,553 | 4% |
| Minnesota | $9,880,634 | $9,880,634 | $0 | 0% |
| Mississippi | $4,391,437 | $3,960,032 | $431,405 | 10% |
| Missouri | $11,203,983 | $10,751,106 | $452,877 | 4% |
| Montana | $2,089,960 | $2,046,692 | $43,268 | 2% |
| Nebraska | $3,768,285 | $3,743,634 | $24,651 | 1% |
| Nevada | $1,322,309 | $1,292,115 | $30,194 | 2% |
| New Hampshire | $2,756,778 | $2,573,533 | $183,245 | 7% |
| New Jersey | $19,775,637 | $19,775,637 | $0 | 0% |
| New Mexico | $1,648,407 | $1,234,325 | $414,082 | 25% |
| New York | $100,236,487 | $95,403,737 | $4,832,750 | 5% |
| North Carolina | $8,838,875 | $8,322,932 | $515,943 | 6% |
| North Dakota | $1,652,882 | $1,633,567 | $19,315 | 1% |
| Ohio | $24,752,015 | $24,269,250 | $482,765 | 2% |
| Oklahoma | $5,336,467 | $5,333,195 | $3,272 | 0% |
| Oregon | $8,005,378 | $7,886,477 | $118,901 | 1% |
| Pennsylvania | $39,739,955 | $39,401,696 | $338,259 | 1% |
| Rhode Island | $2,723,853 | $2,706,543 | $17,310 | 1% |
| South Carolina | $4,988,181 | $4,553,269 | $434,912 | 9% |
| South Dakota | $1,646,744 | $1,492,738 | $154,006 | 9% |
| Tennessee | $6,341,601 | $4,030,991 | $2,310,610 | 36% |
| Texas | $15,699,680 | $13,782,511 | $1,917,169 | 12% |
| Utah | $1,741,438 | $1,741,438 | $0 | 0% |
| Vermont | $2,557,685 | $2,522,193 | $35,492 | 1% |
| Virginia | $10,327,171 | $8,634,111 | $1,693,060 | 16% |
| Washington | $6,530,071 | $6,106,849 | $423,222 | 6% |
| West Virginia | $3,395,439 | $1,474,135 | $1,921,304 | 57% |
| Wisconsin | $13,367,168 | $12,682,692 | $684,476 | 5% |
| Wyoming | $383,706 | $156,765 | $226,941 | 59% |
| **TOTAL** | **$595,000,000** | **$559,448,349** | **$35,551,651** | **6%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

**EXHIBIT I-4**
**INDEPENDENT LIVING PROGRAM:**
**AGGREGATE 10 YEAR ALLOCATED, EXPENDED, AND UNOBLIGATED FUNDS BY STATE**
**FY 1987 - 1996**



## 2.2 Eligible Participants

Initially, the ILP was limited to youth aged 16 to 18 for whom foster care maintenance payments were being made under Title IV-E ("IV-E eligible").[2] Beginning in FY 1989, States were allowed the option to provide ILP services to non-IV-E eligible youth who were in out-of-home care and/or under the responsibility of the State's child welfare system. They also were allowed to provide follow-up services to youth for up to 6 months after discharge from foster care. In FY 1991, States were given the option to extend services up to the 21st birthday for youth who were formerly in foster care (after the age of 16) but had since left care. Youth participation in ILP services has always been voluntary.

## 2.3 ILP Services

ILP legislation requires that case plans of youth aged 16 and older include a written description of programs and services identified to help the youth prepare for independent living, as appropriate. Exhibit I-5 presents allowable ILP services as outlined in both the legislation and DHHS's instructions to the States. Services may include educational assistance, vocational training, daily living skills training, money management, locating and maintaining housing, career planning, individual and group counseling, and interpersonal and social skills development. Additionally, guidelines suggest that States coordinate with other components of the State's ILP such as supervised practice living and also establish linkages with Federal, State, and local agencies and organizations. Involvement of biological and foster parents, as appropriate, as well as other relatives and mentors is encouraged.

The program requirements are purposefully broad so States have the flexibility to design services that meet the wide range of needs and circumstances of the youth in care. Further, States can tailor programs to respond to local conditions and to complement other ongoing youth initiatives.

[2] Title IV-E provides matching funds to the States for children in foster care if, among other requirements, the children were eligible to receive benefits under the former Aid to Families with Dependent Children (AFDC) program. Maintenance payments cover costs for food, housing, clothing, and incidental expenses for these children.

**EXHIBIT I-5**
**ILP PROGRAMS AND SERVICES**
**DHHS PROGRAM INSTRUCTIONS[3]**

*Expenditures must be related to the specific purposes of the ILP. As stated in 477 (d) of the Act, such purposes may include programs to:*

1. *Enable participants to seek a high school diploma or its equivalent or to take part in appropriate vocational training;*
2. *Provide training in daily living skills, budgeting, locating and maintaining housing, and career planning;*
3. *Provide for individual and group counseling;*
4. *Integrate and coordinate services otherwise available to participants;*
5. *Provide for the establishment of outreach programs designed to attract individuals eligible to participate in the program;*
6. *Provide each participant with a written transitional independent living plan which shall be based on an assessment of his or her needs and which shall be incorporated into his or her case plan, as described in section 475(l); and*
7. *Provide participants with other services and assistance designed to improve their transition to independent living.*

*Other activities under the ILP may include, but are not limited to, the following:*

1. *Counseling and other similar assistance related to educational and vocational training; preparation for a GED; preparation for higher education and academic support; job readiness, job search assistance and placement programs;*
2. *Counseling and instruction in basic living skills such as money management, home management, consumer skills, parenting, health care, access to community resources, transportation, housing options and location;*
3. *Individual and group counseling; participation by the youth in workshops and conferences; and interpersonal and social skills training and development;*
4. *Coordination with other components of the State's ILP such as supervised practice living; establishment of linkages with the Federal, State and local agencies and organizations*
5. *Establishment of an outreach system which would encourage youth in foster care and youth formerly in foster care to participate in ILPs and the development of community organizational efforts and ongoing support networks, and*
6. *Involvement of biological parents, and if appropriate, relatives, mentors and foster parents in the development of the youth's independent living skills.*

## 2.4 Reporting Requirements

To receive ILP funds, States have been required to submit applications describing the services and activities that the State plans to carry out, the number of eligible youth expected to be in care and the number expected to participate, the status of ILP efforts, a summary of problems and barriers to successful implementation, and expected results and outcomes.

[3] ACYF-P1-93-01 issued 1/15/93.

By January 1 of the year following the end of each fiscal year for which funds were awarded (e.g., by January 1, 1989 for FY 1988), States must submit an ILP final report to the Administration for Children and Families (ACF). States are instructed to include the following in their final reports:

- An accurate description of the ILP activities conducted and the services provided
- A statement explaining how the Title IV-E funded ILP programs have been incorporated into a comprehensive State program of services
- A statement regarding the extent to which the funds assisted youth in making the transition from foster care to independent living.
- Additional information for use by the Secretary in assessing and evaluating the findings and measuring the achievements of the State's IL programs including:
  - A detailed description of the number and specific characteristics of the eligible population as of the beginning of the fiscal year
  - A description of the individuals served during that fiscal year, e.g., age, sex, race/ethnicity, current living arrangement, special needs status, marital and parental status, and duration in foster care
- A statement of the results achieved 90 days after participants completed the program (e.g., number of youth who are employed, have completed high school or GED program, have or are attending college, have obtained housing and other community services, and are living independently of agency maintenance) together with a description of the criteria employed to measure those achievements
- Recommendations for program modifications and other recommendations.

States submit applications and final reports to the ACF Regional Offices. Regional Office staff review the documents and complete report checklists reflecting data drawn from the State documents before forwarding both documents to ACF's Children's Bureau in Washington, DC.

## 3. STUDY OBJECTIVES

The purpose of this study was to review and analyze data collected and reported in 10 years of ILP final reports and related materials. The study pursued five basic objectives:

1. **Create a national picture of the youth served.** Chapter III of this report presents findings regarding the aggregate number of youth served across States and the demographic and care characteristics of these youth.

2. **Describe Independent Living Programs and services and track trends from FY 1987 through FY 1996.** Chapter IV describes the array of services provided to youth through ILP including training, counseling, and support in the areas of educational and vocational training, career planning/employment, budgeting, housing and home management, health care, mental health/well being, and youth involvement. In addition, State program characteristics, training efforts, and coordination with other State and local organizations are discussed. The chapter underscores how the dynamic program has evolved over time.

3. **Highlight various approaches to service delivery.** As intended by Congress, the program allows for great flexibility in implementation. Based on the descriptions provided in the final reports, Chapter IV highlights a variety of service examples from States across the country.

4. **Identify information gaps and options for future program reporting and analysis.** While this review and analysis presents valuable information regarding the decade of ILP activities, there are omissions and inconsistencies in the data, especially related to outcomes for youth, as discussed in Chapter V. Chapter VI of the report reviews lessons learned regarding the reporting processes and considerations for future reporting efforts.

5. **Inform future policy and practice recommendations.** Information gleaned from the first decade of ILP implementation, particularly in terms of gaps in services and barriers to effective service delivery, can contribute to program improvements that better assist youth in achieving self-sufficiency. Program barriers and recommendations for service delivery improvement as reported by States are presented in Chapter IV. Overall conclusions and recommendations for policy and practice based on crosscutting trends and findings are proposed in the final chapter (Chapter VI).

The following chapter discusses the study's methodology and underscores significant data limitations and considerations.

# II. STUDY METHODOLOGY AND DATA LIMITATIONS

# II. STUDY METHODOLOGY AND DATA LIMITATIONS

The Independent Living Program (ILP) final reports and related materials provide a wealth of information regarding both the services provided to youth and the characteristics of the youth served. The study team reviewed and analyzed materials from all 50 States and the District of Columbia from FY 1987 through FY 1996. The review process and, moreover, the varied nature, content, and quality of the reports, presented multiple data limitations that are significant to the interpretation of the study's findings. This chapter briefly describes the review and extraction process and then presents the data limitations and methodological considerations.

## 1. REVIEW AND EXTRACTION OF DATA FROM ILP FINAL REPORTS

The review and extraction of ILP data occurred in three basic stages: initial review of ILP materials and identification of key data elements; development of the data collection instrument; and data entry, review, and analysis. Each of these stages is discussed below.

### 1.1 Initial Review of ILP Materials and Identification of Key Data Elements

The study team received 10 years of ILP materials that were on file with the Department of Health and Human Services' Children's Bureau. The materials included:

- Program plans/applications describing the services and activities States planned to carry out during the upcoming fiscal year
- Checklists based on a review of plans against application guidelines completed by the Regional Offices
- Program final reports summarizing the previous fiscal year's activities and youth served
- Final report checklists based on a review against program guidelines completed by the Regional Offices.

To meet the study's objective of analyzing data on the ILP services provided and youth served, the final reports were selected as the primary source of data. The plans and checklists were referred to as secondary data sources. Following an inventory of the materials, contacts were made with the Regional Offices to attempt to recover missing final reports.

Of the potential 510 final reports for FY 1987 through FY 1996 (50 States plus Washington, DC x 10 years), 423 final reports were initially available for review. Report checklists were available to provide some data for 41 of the 87 missing reports. In five instances, no program had been funded, so reports were not written. Of the remaining 41

missing reports, more than half (23) were from FY 1987, the first year of funding. Overall, data were available to reflect 92 percent of the total reports for the decade.

The project team conducted an initial review to assess the breadth and depth of information contained in the ILP materials and to identify common data elements. The format and content of ILP reports varied widely. Final reports ranged from very short summaries to lengthy texts with multiple appendices. Some reports provided short lists of services offered, while others provided thorough descriptions of the various services, along with their scope and duration, and the number of youth served by each. While some reports (particularly in the early years) were limited in demographic data related to the youth served, other reports provided detailed data and graphic displays.

Based on a preliminary review of final reports from selected States for three fiscal years (1988, 1993, and 1996), coupled with a review of the ILP Program Instructions, related literature, and discussions with staff from the National Resource Center for Youth Development and the Children's Bureau, a set of common data elements was selected for extraction. These elements cover the following focus areas:

- Number of youth served
- Demographic and care characteristics of youth served
- Services provided to youth
- State ILP characteristics
- Program barriers and supports
- Outcomes for youth served
- Data collection and reporting mechanisms used by the State
- Expenditure data.

A more detailed list of the initial data elements is presented in Appendix B. These elements included both quantitative data (e.g., number of youth served, age of youth served, duration of placement, and number of youth employed following exit from care) and qualitative information (e.g., examples of service delivery approaches and barriers to program implementation).

## 1.2 Development of the Data Collection Instrument

To capture the selected data elements from ILP final reports, a data collection instrument was developed in electronic format using Microsoft Access software. This database of multiple interconnected tables contained more than 250 fields reflecting the data elements as well as other identifying, controlling, and processing information. A printout from the data collection instrument is presented in Appendix C. The data collection instrument was designed to promote consistent data entry, while also allowing the flexibility to include notes regarding data issues and unique State approaches.

## 1.3 Data Entry, Review, and Analysis

The final reports were the primary source for information regarding the State's ILP. When the final reports were missing, the final report checklists were used, when available, to obtain some information regarding services provided and the number and demographics of youth served. Exhibit II-1 displays the final reports and checklists that were reviewed to record ILP data. Empty cells in the exhibit represent missing data for that State and fiscal year. In addition to final reports and checklists, plan reports and plan checklists were used as supplementary sources to confirm information regarding services referred to in the final reports, and occasionally for more information regarding barriers to service delivery. All of the data obtained were derived from these materials, with the exception of expenditure data, which were obtained through the Children's Bureau's grants management system.

A team of three reviewers, following specified data entry guidelines, reviewed reports, extracted information for the relevant data elements, and entered that data directly into the electronic data system. To obtain a full picture of the activities and trends over time, reviewers entered data for each State chronologically, beginning with the FY 1987 report and progressing through FY 1996. After all available data were entered for all fiscal years of a particular State, the project manager reviewed the State's data, conducted consistency checks, and applied quality control procedures.

When data entry for all States and fiscal years was complete, data were "cleaned." Checks were done to ensure that only appropriate data were included in specified fields. Data anomalies were identified and resolved. Once data were cleaned, data analyses were performed using SPSS statistical software, and data frequency tables were created. These tables form the basis for the many exhibits and findings presented throughout this report.

## EXHIBIT II-1
## FINAL REPORTS AND CHECKLISTS USED IN DATA EXTRACTION
## FY 1986-1996

| | 1987 | 1988 | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | Summary |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Alabama | | R | R | R | R | R | R | R | R | R | 9 |
| Alaska | | | R | RC | RC | R | RC | R | | | 6 |
| Arizona | R | | R | R | RC | R | R | R | R | R | 9 |
| Arkansas | R | R | R | R | R | R | R | R | R | R | 10 |
| California | | R | R | R | R | R | R | RC | RC | R | 9 |
| Colorado | | R | R | R | R | R | R | RC | R | R | 9 |
| Connecticut | RC | R | R | R | RC | R | R | R | R | R | 10 |
| Delaware | | R | R | R | R | R | RC | R | RC | R | 9 |
| D.C. | R | R | R | R | RC | R | RC | R | R | R | 10 |
| Florida | R | R | R | R | RC | R | R | R | R | R | 10 |
| Georgia | | R | R | R | RC | R | R | R | R | R | 9 |
| Hawaii | | | | RC | R | R | R | R | R | R | 7 |
| Idaho | R | | R | R | RC | R | R | R | R | R | 9 |
| Illinois | R | R | R | R | R | R | R | R | R | R | 10 |
| Indiana | R | R | R | R | RC | R | R | R | R | R | 10 |
| Iowa | R | R | R | R | R | R | RC | R | R | R | 10 |
| Kansas | R | R | R | R | R | R | R | R | R | R | 10 |
| Kentucky | R | R | R | R | RC | R | R | R | R | R | 10 |
| Louisiana | R | R | R | R | R | R | R | R | R | R | 10 |
| Maine | R | R | R | R | RC | R | R | R | R | R | 10 |
| Maryland | | R | RC | R | R | R | R | R | R | R | 9 |
| Massachusetts | R | R | R | R | RC | R | R | R | R | R | 10 |
| Michigan | | R | R | R | R | R | R | R | R | R | 9 |
| Minnesota | R | R | R | R | R | R | R | R | R | R | 10 |
| Mississippi | R | | R | R | RC | R | R | R | R | R | 9 |
| Missouri | R | R | R | R | R | R | R | R | R | R | 10 |
| Montana | R | | R | R | RC | R | R | R | R | R | 9 |
| Nebraska | | R | R | R | RC | R | R | R | R | R | 9 |
| Nevada | | R | R | R | R | R | R | R | R | R | 9 |
| New Hampshire | | R | R | R | RC | R | R | R | R | R | 9 |
| New Jersey | R | R | R | R | R | R | R | R | R | | 9 |
| New Mexico | | | R | R | | R | R | R | R | R | 7 |
| New York | R | R | R | R | | R | R | R | R | R | 9 |
| North Carolina | R | R | R | R | R | R | R | R | R | R | 10 |
| North Dakota | | R | R | R | RC | R | R | R | R | R | 9 |
| Ohio | R | R | R | R | R | R | R | R | R | R | 10 |
| Oklahoma | R | R | R | R | | R | R | R | R | R | 9 |
| Oregon | | R | R | R | RC | R | R | R | R | R | 9 |
| Pennsylvania | R | R | R | R | | R | R | R | R | R | 9 |
| Rhode Island | R | R | R | R | RC | R | | R | R | R | 9 |
| South Carolina | | R | R | R | RC | R | R | R | R | R | 9 |
| South Dakota | | | R | R | RC | R | R | R | R | R | 8 |
| Tennessee | | R | R | R | RC | R | R | R | R | R | 9 |
| Texas | R | R | R | R | RC | R | R | R | R | R | 10 |
| Utah | | R | R | R | RC | R | R | | R | R | 8 |
| Vermont | | R | R | R | RC | R | R | R | R | R | 9 |
| Virginia | R | R | R | R | R | R | R | R | R | R | 10 |
| Washington | | | | R | RC | R | RC | R | RC | | 6 |
| West Virginia | | R | R | R | R | | R | R | R | R | 8 |
| Wisconsin | R | R | R | R | RC | R | R | R | R | | 9 |
| Wyoming | | R | R | R | RC | R | R | R | R | R | 9 |
| Total # States | 28 | 42 | 49 | 51 | 47 | 50 | 50 | 50 | 50 | 47 | 464 |

**KEY:**

R = Final Report data entered

RC = Final Report Checklist data entered

☐ = No Report or Checklist available for data entry

For all data elements, data were extracted from final reports for all 10 years (FY 1987 - FY 1996). For simplicity of presentation, however, all 10 years of data are not always presented and discussed throughout this report. For the core data elements discussed in Chapter III (e.g., number of youth served, number of youth eligible for services, and basic demographic characteristics), report tables present data for all years. Some of the supplementary tables (e.g., youth with special needs) and graphic displays present information for selected years only. In general, the years FY 1990, FY 1993, and FY 1996 were selected to provide the reader with a sense of the trends over time. Because of missing data in the early years, data from FY 1987 were frequently excluded from the presentation. In Chapter IV, the discussion of services focuses on two points in time: FY 1989 and FY 1996. These years were chosen to highlight changes in services over the decade. FY 1987 and FY 1988 were excluded because many programs were still concentrating on program set-up during that time and also because many reports were missing for that early period.

## 2. DATA LIMITATIONS AND METHODOLOGICAL CONSIDERATIONS

Several significant data limitations exist that affect the presentation and interpretation of the data in this study. These limitations, which are described in the sections that follow, include:

- Missing and inconsistent data
- Non-standardized reporting and varied definitions in terms
- Lack of information regarding scope and duration of services
- Combined Federal and State ILP Reporting.

This study was a retrospective record review, and its scope did not allow for follow up with State representatives to clarify data questions.

### 2.1 Missing and Inconsistent Data

As previously described, data were missing for approximately 87 final reports. For some of these reports, report checklists were available. The checklists, however, did not address all of the data elements in the scope of the study (e.g., the full range of services reviewed). In addition to missing final reports, there were missing data within final reports. That is, not every final report included data on all of the study's selected data elements. There also were inconsistent data within reports (e.g., numbers contained in a table that did not match the numbers contained in the text). In cases where the discrepancy could not be resolved through reasonable measures, the data were not included in the database. Data elements with extreme levels of missing or inconsistent data were dropped from the analysis.

The missing data may create some biases in the national aggregated statistics, particularly when data are missing from States with large populations in care. Additionally, when comparing aggregated statistics from year to year, it is important to recognize that the particular States represented each year may not be the same.

For the most part, missing data were left blank in the database and on the reported data tables. For one core data element—number of youth served—estimates were generated to provide a more accurate national aggregate. The estimated number of youth served by a State was based on: (1) projections for youth served provided in the State's application for ILP funding for that year, (2) the number of youth eligible for services for that year, and/or (3) trends in the number of youth served across adjoining years for that State.

## 2.2 Non-Standardized Reporting and Varied Definitions in Terms

States were provided with great flexibility regarding both their ILP service delivery and reporting format and content. The Children's Bureau issued guidelines that include key reporting components, but they are broad in their instruction. While the program instructions indicated the type of information States should include in their ILP final reports, the specific information and presentation of the material was not indicated. As a result, reports varied greatly in breadth, depth, and topics covered, and information was not consistently reported across or within States over time. This variability necessitates that the aggregated data be viewed cautiously.

Moreover, there is not a standardized set of definitions applied to describing ILP services and activities. For example, the term "served" in one State could mean that a youth was given a needs assessment and case goal of independent living, while in another State it refers to attendance at a youth conference, and in yet another it may mean weekly participation in a comprehensive, skills building course.[1] Likewise, use of terms such as needs assessment, counseling, completion of services, and aftercare varies from State to State. While the study team developed classification lists of services (e.g., educational services, career planning, and housing) and of the types of activities to be considered under each service classification area, they were unable to assess or document the particular definition used by each State. As such, the reported numbers will reflect whatever that State termed "served" or "counseled," which may not be truly comparable across States.

[1] See also Department of Health and Human Services, Office of Inspector General. (1994). *Independent Living Programs for Foster Care Youths: Strategies for Improved ACF Management and Reporting.*

In addition, States did not always report demographic data using the same categories. Data frequently had to be reported as unknown if it did not conform to the common categories set for data collection. For example, most States reported the age of youth in the following categories: 16, 17, 18, 19, and 20 or older. A few States grouped 16- and 17-year-olds together. These grouped data were added to the unknown categories.

## 2.3 Lack of Information Regarding Scope and Duration of Services

The final reports, with some notable exceptions, contained limited and inconsistent information regarding the scope of services provided (e.g., number of counseling hours or weeks of job training classes). As such, services by type are recorded as having been provided or not, regardless of the extent of services and regardless of how many individuals were provided the service. For example, a State that provided a half hour of support to one youth on possible job leads may be counted as providing "career planning/employment services" alongside a State that provided a formal summer employment program for 200 youth that included assessment of career interests, training in resume writing, and summer internships to practice job skills.

Additionally, when a service area was not noted in a report, it could suggest that the service was not provided, or alternatively, that it was provided but not reported. Therefore, the data reported regarding services represent a picture of the minimum number of States providing each type of service, based on those that indicated the service area in their report. The information regarding the reported number of States providing services provide a gauge, albeit inexact, of the prevalence of services and relative changes in prevalence over time.

## 2.4 Combined Federal and State ILP Reporting

In some cases, the State final report contained information for services provided using both State and Federal funding. To the extent possible, reviewers excluded activities supported by State funding to focus on the Federal Title IV-E supported activities. Those distinctions, however, could not always be made.

* * *

Despite the limitations and cautions in interpretation, the data collected and analyzed can help to create a valuable picture of ILP services and activities and a sense of the trends and changes over time. Further, they can serve as a foundation for discussion of important issues and potential policy, program, or reporting changes. The chapters that follow provide findings regarding the focus areas, organized as follows:

- Chapter III presents the youth served and their demographic and care characteristics
- Chapter IV describes the array of services provided to youth, discusses program characteristics and activities (e.g., training, collaboration, contracting), and also presents the service delivery barriers and recommendations as reported by States
- Chapter V discusses outcome data
- Chapter VI presents a summary of the themes evident across the other chapters, along with conclusions and recommendations for future policy, practice, and reporting.

# III. YOUTH SERVED THROUGH INDEPENDENT LIVING PROGRAMS

# III. YOUTH SERVED THROUGH INDEPENDENT LIVING PROGRAMS

The number of youth served nationwide under the Independent Living Program (ILP) rose from less than 1,000 during the program's first year to more than 67,500 a decade later. This chapter includes a summary and analysis of the data reported by States on the number of youth served each year and the demographic and care characteristics of those youth.

## 1. YOUTH SERVED

This section discusses the number of youth served under the ILP by State and across States, the number of youth eligible for services, and the estimated Federal dollars spent per youth served.

### 1.1 Number of Youth Served

Exhibit III-1 presents the estimated total number of youth served across the United States under the ILP from FY 1989 through FY 1996. During the initial years of the ILP (FYs 1987 and 1988), States focused their efforts on setting up their programs and training staff and service providers. Consequently, few youth were reported as served during these years (866 and 5,361, respectively). In addition, in many States, reporting mechanisms were not yet in place to capture adequately and report the actual number of youth served for those years. As such, actual numbers may be higher than reported.

Approximately 26,000 youth were served in FY 1989, and that number nearly doubled by FY 1992, when more than 50,000 youth were served. The number of youth served continued to grow, albeit at slower rates, to approximately 59,000 in FY 1993, 62,500 in FY 1994, 65,000 in FY 1995, and 67,500 in FY 1996.[1]

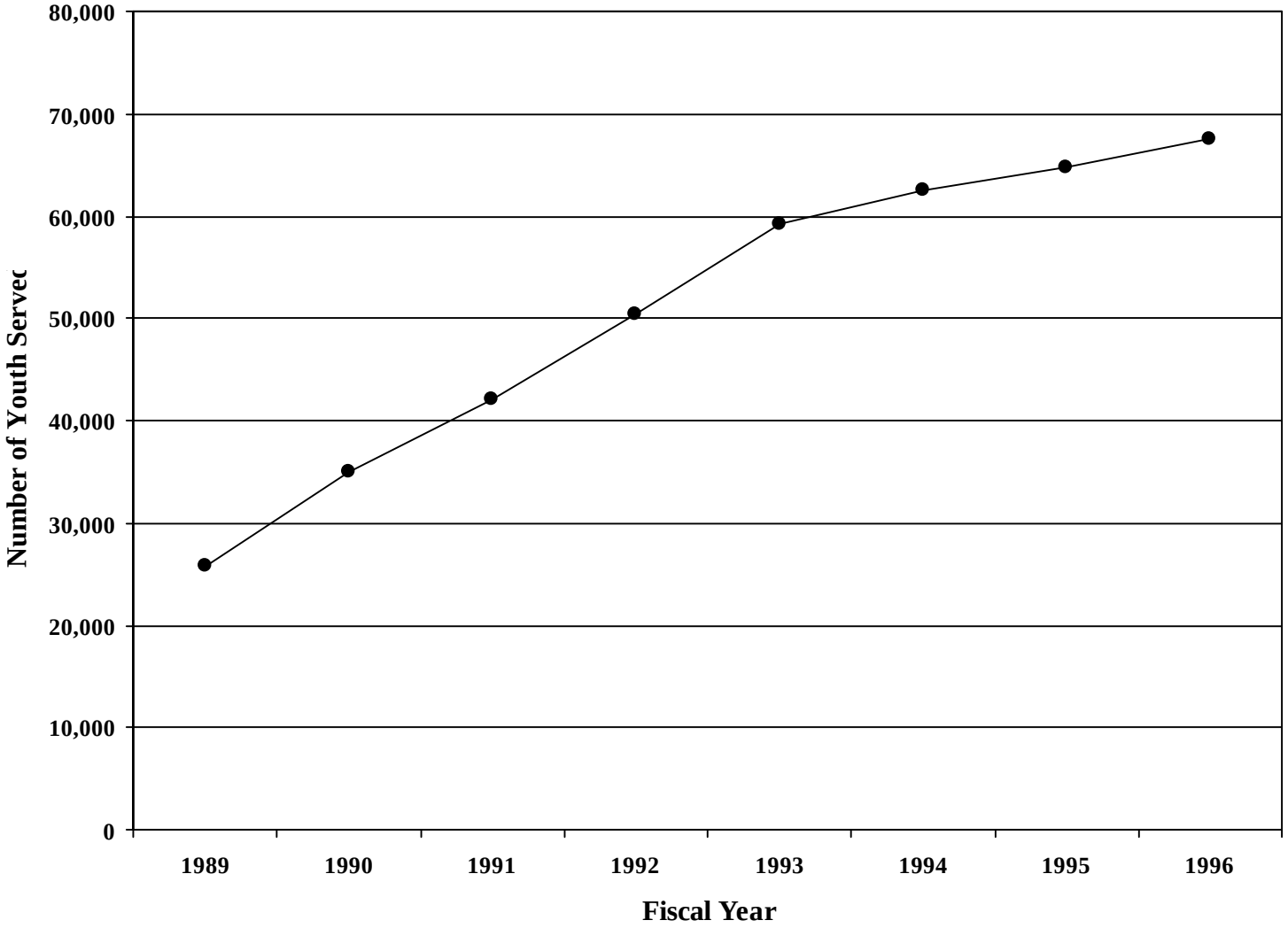
Exhibit III-2 presents the number of youth served[2] under the ILP by fiscal year for each State. Where data regarding the total unduplicated number of youth served were not available or clearly distinguished in the State's final report for FY 1989-1996, estimates were generated.

---

[1] The numbers of youth served by fiscal year presented throughout this report are based on the data provided in State ILP final reports. The numbers of youth served (reported) differ from the estimated numbers of youth participating in the ILP provided for the *Green Book* of the Committee on Ways and Means, U.S. House of Representatives. The latter were based on projections from State ILP plans.

[2] As discussed in Chapter II, it is important to note that each State may define "served" differently. In one State "served" may mean that the youth was given a needs assessment and perhaps no additional services; in another State, "served" represents attendance at a conference; while in yet another State, "served" refers to formalized daily living skills activities. This chart reflects the number served as reported by each State in their final report.

**EXHIBIT III-1**
**TOTAL ESTIMATED NUMBER OF YOUTH SERVED BY ILP**
**FY1989-1996**



# EXHIBIT III-2
## ILP NUMBER OF YOUTH SERVED BY STATE AND FISCAL YEAR (REPORTED)

| | 1987 [1] | 1988 [1] | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 |
|---|---|---|---|---|---|---|---|---|---|---|
| Alabama | | 134 | 464 | 844 | 590 | 611 | 505 | 697 | 704 | 871 |
| Alaska | 0 | 0 [2] | 2 [3] | 10 [3] | 1 | 10 [3] | 8 | 5 | 8 | 7 [3] |
| Arizona | | 63 | 243 | 243 [3] | 315 [3] | 235 [3] | 245 [3] | 399 | 449 | 517 |
| Arkansas | 0 | 20 [2] | 43 | 139 | 251 | 337 | 415 | 469 | 473 | 491 |
| California | | 1,293 | 3,586 | 5,184 | 5,797 | 6,973 | 7,164 | 6,940 | 6,343 | 6,147 |
| Colorado[4] | 0 | 0 | 381 | 681 | 745 | 792 | 837 | 728 | 681 | 740 |
| Connecticut | | 39 | 124 | 208 | 222 | 237 | 242 | 255 | 229 | 236 |
| Delaware | | | 39 | 151 | 169 | 62 | 71 | 54 | 88 | 65 |
| DC | | 38 | 53 | 84 | 102 | 135 | 200 | 279 | 232 | 202 |
| Florida | | | 1,084 | 885 | 1,236 | 1,668 | 1,645 | 2,027 | 1,633 | 1,911 |
| Georgia | | 271 | 576 | 712 | 1,233 | 1,275 | 1,367 | 1,193 | 1,093 | 1,237 |
| Hawaii | 0 | 0 [2] | 70 [3] | 75 | 58 | 62 | 90 | 55 | 61 | 50 |
| Idaho | 0 | 24 [2] | 100 [3] | 267 | 82 | 38 | 102 | 90 | 165 | 51 |
| Illinois | | 432 | 2,022 | 1,782 | 1,554 | 2,121 | 2,077 | 2,317 | 2,751 | 2,963 |
| Indiana | 57 | 98 | 243 | 304 | 575 | 644 | 730 | 1,172 [5] | 1,053 | 1,129 |
| Iowa | | | 1,268 | 1,423 | 1,430 | 1,314 | 1,236 | 1,248 | 1,137 | 1,224 |
| Kansas | | | 637 | 732 | 1,217 | 1,622 | 1,617 | 1,999 | 2,386 | 1,945 |
| Kentucky | 17 | 99 | 363 | 158 | 202 | 667 | 890 | 810 | 784 | 1,010 |
| Louisiana | 0 | 80 | 286 | 495 | 592 | 722 | 886 | 885 | 1,054 | 1,222 |
| Maine | 1 | 9 | 130 | 178 | 228 | 268 | 215 [3] | 373 | 420 | 362 |
| Maryland | | 33 [3] | 749 [3] | 1,000 | 1,055 | 1,701 | 1,456 | 1,442 | 1,779 | 1,801 |
| Massachusetts | | | 148 | 300 [3] | 300 [3] | 400 [3] | 400 [3] | 1,000 [3] | 1,060 [3] | 1,210 [3] |
| Michigan | | 481 | 550 | 1,114 | 1,265 | 2,210 | 3,600 | 4,459 | 4,902 | 5,508 |
| Minnesota | | 311 | 645 | 900 | 1,047 | 1,368 | 1,732 | 1,600 | 1,560 | 2,000 [3] |
| Mississippi[4] | 86 | 23 | 41 | 24 | 33 | 38 | 37 | 431 [3] | 393 | 353 |
| Missouri | 0 | 211 | 464 | 208 | 619 | 1,141 | 1,959 | 2,301 | 1,972 | 2,023 |
| Montana | 0 | 34 | 75 | 76 | 146 | 137 | 189 | 162 | 382 | 312 |
| Nebraska | | 137 | 292 | 295 | 488 | 306 | 1,025 | 543 | 1,000 [3] | 1,099 [3] |
| Nevada | | 33 | 307 | 359 | 376 | 418 | 402 | 399 | 495 | 469 |
| New Hampshire | | 34 | 318 | 162 | 205 | 205 | 197 | 260 | 246 | 268 |
| New Jersey | 0 | 270 | 481 | 462 | 400 [3] | 500 [3] | 485 [3] | 865 | 951 | 1,251 [3] |
| New Mexico | 0 | 0 [2] | 0 | 34 | 57 [4] | 144 | 195 | 359 [5] | 237 | 208 |
| New York | 0 | 0 | 4,571 | 5,129 | 6,073 | 7,662 | 9,042 | 9,092 | 8,820 | 8,000 |
| North Carolina | 76 | 54 | 188 | 863 | 987 | 1,018 | 1,078 | 1,962 | 1,563 | 1,629 |
| North Dakota | 0 | 0 | 17 | 157 | 242 | 245 | 265 | 338 | 334 | 411 |
| Ohio | 0 | | 473 [4] | 2,600 [3] | 3,440 | 3,910 | 4,202 | 2,770 | 2,827 | 3,159 |
| Oklahoma | | 173 [3] | 246 | 265 [3] | 478 [3] | 360 [3] | 953 [3] | 1,067 [3] | 882 [3] | 885 [3] |
| Oregon | | 62 | 763 | 1,130 | 1,403 | 794 | 1,674 | 1,648 | 1,410 | 1,070 |
| Pennsylvania | 0 | 550 | 820 | 1,118 | 1,279 | 1,539 | 1,910 | 1,836 | 2,124 | 3,047 |
| Rhode Island | | 68 | 131 | 100 [3] | 219 | 120 | 220 | 352 | 179 [4] | 425 [3] |
| South Carolina | | | 65 | 104 | 122 | 652 | 654 | 750 | 773 | 872 |
| South Dakota | | | 130 [3] | 125 [3] | 130 [3] | 136 | 140 | 150 | 138 | 144 |
| Tennessee | | | 321 | 246 | 810 | 912 | 1,482 | 1,810 | 2,129 | 2,045 |
| Texas | 88 | 121 | 431 | 1,158 | 1,343 | 1,181 | 1,870 | 1,530 | 2,067 | 2,065 |
| Utah | 0 | 0 | 215 [3] | 211 | 215 | 162 | 107 | 68 | 114 | 198 |
| Vermont | 0 | 49 | 122 | 283 | 177 | 283 | 305 | 249 | 1,116 | 620 |
| Virginia | 0 | | 867 | 1,030 [3] | 800 | 1,050 | 1,117 | 1,251 | 1,261 | 1,271 |
| Washington | 0 | 15 | 0 [2] | 209 | 272 | 311 | 413 [4] | 341 [4] | 510 [4] | 700 [3] |
| West Virginia | 0 | 100 | 100 [3] | 64 | 705 | 611 [3] | 645 | 628 | 893 | 911 |
| Wisconsin | 541 | 161 | 589 | 689 | 809 | 1,036 | 909 | 829 | 877 | 1,200 [3] |
| Wyoming | 0 | 0 | 46 | 35 | 7 | 12 | 35 | 34 | 29 | 30 [3] |
| **Total Served** | **N/A [1]** | **N/A [1]** | **25,879** | **35,005** | **42,101** | **50,355** | **59,240** | **62,521** | **64,767** | **67,564** |

1. ILP Final Report data are incomplete for fiscal years 1987 and 1988. In many cases programs were still in initial set-up stages.
2. No Federal funds were received for ILPs in these States in the year indicated. (Note: While Arkansas and Idaho received no Federal funds in FY 1988, FY 1987 dollars supported services for youth in FY 1988.)
3. Data on the total unduplicated number of youth served in these cases were not available or not clearly reported. These data represent estimates of youth served based on (1) State projections indicated in ILP plans or reports; (2) the number of youth eligible for services; and/or (3) trends in the number of youth served across adjoining years for that State.
4. Data were reported for a sub-set of the State's ILP services and may undercount the total served.
5. State changed reporting period to non-Federal fiscal year calendar.

based on: (1) projections for youth served provided in the State's application for ILP funding for that year; (2) the number of youth eligible for services for that year; and/or (3) trends in the number of youth served across adjoining years for that State. Estimated numbers appear with a footnote "3" in the exhibit.

The number of youth served per State varies greatly from fewer than 10 to more than 9,000 youth annually. Not surprisingly, States maintaining large foster care caseloads and receiving more ILP funding tended to serve more youth. In FY 1996, 10 States (New York, California, Michigan, Ohio, Pennsylvania, Illinois, Texas, Tennessee, Missouri, and Minnesota)—each serving from 2,000 to 8,000 youth—accounted for more than 50 percent of the more than 67,500 youth served.

### 1.2 Number of Eligible Youth

The number of youth served as a proportion of the number of youth reported as eligible for services varied greatly—from less than 10 percent to more than 100 percent—within States and across States and fiscal years. Exhibit III-3 presents the number of youth eligible for services and the percentage served by each State for all fiscal years, where reported. Few clear trends are evident in these fluctuating numbers. The differences in proportion of youth served by State reflect both actual program and capacity differences, as well as definitional differences in the categories of youth served and those eligible for services.[3]

Data suggest that many of the youth reported as eligible for services over the decade did not receive ILP services. Exhibit III-4 presents the number of youth eligible for services and the number of youth served in FY 1990, 1993, and 1996[4], for 24 States in which both these numbers were found in final reports for each of the 3 years. As shown, the youth eligible for services in these States rose from 35,767 in 1990, to 45,114 in 1993, and to 53,835 in 1996. In 1990 approximately 58 percent of eligible youth were served; in 1993, 68 percent; and in 1996, 63 percent.

[3] For example, in some States it appeared that only the Title IV-E eligible youth were reported, while in other States all youth who could potentially be served were indicated as "eligible."

[4] The three FYs—1990, 1993, and 1996—were selected to highlight trends over the decade. States provided little relevant data for FY 1987 so it was not included in the display.

# EXHIBIT III-3
## ILP YOUTH ELIGIBLE FOR SERVICES AND PERCENT OF ELIGIBLE SERVED (REPORTED)

| | 1987 | | | 1988 | | | 1989 | | | 1990 | | | 1991 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Elig. | Srvd. [1] | % | Elig. | Srvd. [1] | % | Elig. | Srvd. | % | Elig. | Srvd. | % | Elig. | Srvd. | % |
| Alabama | | | | 147 | 134 | 91% | 932 | 464 | 50% | 897 | 844 | 94% | 841 | 590 | 70% |
| Alaska | 0 | 0 | 0% | 0 | 0 [2] | 0% | | | | | | | | | |
| Arizona | | | | | | | 243 | 243 | 100% | 243 | 243 [3] | 100% | | | |
| Arkansas | 0 | 0 | 0% | | | | 329 | 43 | 13% | 269 | 139 | 52% | 296 | 251 | 85% |
| California | | | | | | | 5,099 | 3,586 | 70% | 6,822 | 5,184 | 76% | 7,293 | 5,797 | 79% |
| Colorado[4] | 0 | 0 | 0% | 159 | 0 | 0% | | | | 972 | 681 | 70% | 1,455 | 745 | 51% |
| Connecticut | | | | | | | 124 | 124 | 100% | | | | 1,722 | 1,233 | 72% |
| Delaware | | | | | | | 172 | 39 | 23% | | | | | | |
| D.C. | | | | | | | | | | | | | | | |
| Florida[6] | | | | | | | 1,014 | 1,084 | >100% | 1,878 | 885 | 47% | 2,445 | 1,236 | 51% |
| Georgia | | | | 271 | 271 | 100% | 1,615 | 576 | 36% | 1,776 | 712 | 40% | 1,722 | 1,233 | 72% |
| Hawaii | 0 | 0 | 0% | 0 | 0 [2] | 0% | | | | | | | | | |
| Idaho | 21 | 0 | 0% | 0 | 0 [2] | 0% | 201 | 100 [3] | 50% | 344 | 267 | 78% | 384 | 82 | 21% |
| Illinois | | | | 1,255 | 432 | 34% | 3,234 | 2,022 | 63% | 3,234 | 1,782 | 55% | 3,678 | 1,554 | 42% |
| Indiana | 150 | 57 | 38% | | | | | | | | | | 1,858 | 575 | 31% |
| Iowa | | | | | | | 1,268 | 1,268 | 100% | 1,423 | 1,423 | 100% | 1,430 | 1,430 | 100% |
| Kansas | | | | | | | | | | | | | | | |
| Kentucky | 616 | 17 | 3% | 616 | 99 | 16% | 938 | 363 | 39% | 1,000 | 158 | 16% | 1,216 | 202 | 17% |
| Louisiana | 0 | 0 | 0% | 80 | 80 | 100% | 1,032 | 286 | 28% | 785 | 495 | 63% | | | |
| Maine | 125 | 1 | 1% | 205 | 9 | 4% | 429 | 130 | 30% | 647 | 178 | 28% | 695 | 228 | 33% |
| Maryland[6] | | | | 400 | 33 [3] | 8% | 1,462 | 749 [3] | 51% | 1,211 | 1,000 | 83% | | | |
| Massachusetts | | | | | | | 276 | 148 | 54% | 1,536 | 300 [3] | 20% | 1,633 | 300 | 18% |
| Michigan[6] | | | | 1,190 | 481 | 40% | 3,902 | 550 | 14% | 4,222 | 1,114 | 26% | 4,908 | 1,265 | 26% |
| Minnesota | | | | 340 | 311 | 91% | 1,354 | 645 | 48% | 1,854 | 900 | 49% | 1,904 | 1,047 | 55% |
| Mississippi[4] | 124 | 86 | 69% | | | | | | | 552 | 24 | 4% | 573 | 33 | 6% |
| Missouri | | | | | | | 984 | 464 | 47% | 1,082 | 208 | 19% | 1,123 | 619 | 55% |
| Montana | | | | 36 | 34 | 94% | | | | 357 | 76 | 21% | 580 | 146 | 25% |
| Nebraska | | | | 150 | 137 | 91% | | | | | | | | | |
| Nevada | | | | 43 | 33 | 77% | 307 | 307 | 100% | 359 | 359 | 100% | 376 | 376 | 100% |
| New Hampshire | | | | 62 | 34 | 55% | 448 | 318 | 71% | 568 | 162 | 29% | 537 | 205 | 38% |
| New Jersey | 0 | 0 | 0% | 493 | 270 | 55% | 1,583 | 481 | 30% | | | | 1,420 | 400 [3] | 28% |
| New Mexico | 0 | 0 | 0% | | | | 0 | 0 | 0% | 200 | 34 | 17% | | | |
| New York | 2,772 | 0 | 0% | 5,552 | 0 | 0% | 4,571 | 4,571 | 100% | 5,129 | 5,129 | 100% | 6,073 | 6,073 | 100% |
| North Carolina | 276 | 76 | 28% | 276 | 54 | 20% | 726 | 188 | 26% | 863 | 863 | 100% | 987 | 987 | 100% |
| North Dakota[6] | 0 | 0 | 0% | 249 | 0 | 0% | 254 | 17 | 7% | 267 | 157 | 59% | 283 | 242 | 86% |
| Ohio | 0 | 0 | 0% | | | | 713 | 473 [4] | 66% | | | | | | |
| Oklahoma | | | | 216 | 173 [3] | 80% | 308 | 246 [3] | 80% | 331 | 265 [3] | 80% | | | |
| Oregon | | | | 234 | 62 | 26% | 1,800 | 763 | 42% | 1,900 | 1,130 | 59% | 2,100 | 1,403 | 67% |
| Pennsylvania[6] | 0 | 0 | 0% | 3,335 | 550 | 16% | 3,335 | 820 | 25% | 4,326 | 1,118 | 26% | 3,613 | 1,279 | 35% |
| Rhode Island | | | | 758 | 68 | 9% | 757 | 131 | 17% | 660 | 100 [3] | 15% | 831 | 219 | 26% |
| South Carolina | | | | | | | 505 | 65 | 13% | 425 | 104 | 24% | 524 | 122 | 23% |
| South Dakota | | | | | | | | | | | | | | | |
| Tennessee | | | | | | | 1,111 | 321 | 29% | 1,283 | 246 | 19% | 1,093 | 810 | 74% |
| Texas[6] | 215 | 88 | 41% | 279 | 121 | 43% | 1,025 | 431 | 42% | 1,584 | 1,158 | 73% | 2,006 | 1,343 | 67% |
| Utah[6] | | | | | | | 143 | 215 [3] | >100% | 200 | 211 | >100% | | | |
| Vermont | | | | 64 | 49 | 77% | | | | | | | | | |
| Virginia | | | | | | | 1,266 | 867 | 68% | 1,471 | 1,030 [3] | 70% | 1,469 | 800 | 54% |
| Washington | | | | 29 | 15 | 52% | 0 | 0 [2] | 0% | | | | | | |
| West Virginia | | | | | | | | | | 974 | 64 | 7% | 705 | 705 | 100% |
| Wisconsin | 894 | 541 | 61% | | | | 1,664 | 589 | 35% | 1,636 | 689 | 42% | 1,688 | 809 | 48% |
| Wyoming | | | | | | | | | | | | | | | |
| Total Reported | 5,193 | 866 | 17% | 16,439 | 3,450 | 21% | 45,124 | 23,687 | 52% | 53,280 | 29,432 | 55% | 57,739 | 33,106 | 57% |
| # States Reporting | | | 19 | | | 28 | | | 38 | | | 37 | | | 34 |
| Range of percents | 0 - 69% | | | 0 - 100% | | | 0 - > 100% | | | 7 - > 100% | | | 6 - 100% | | |

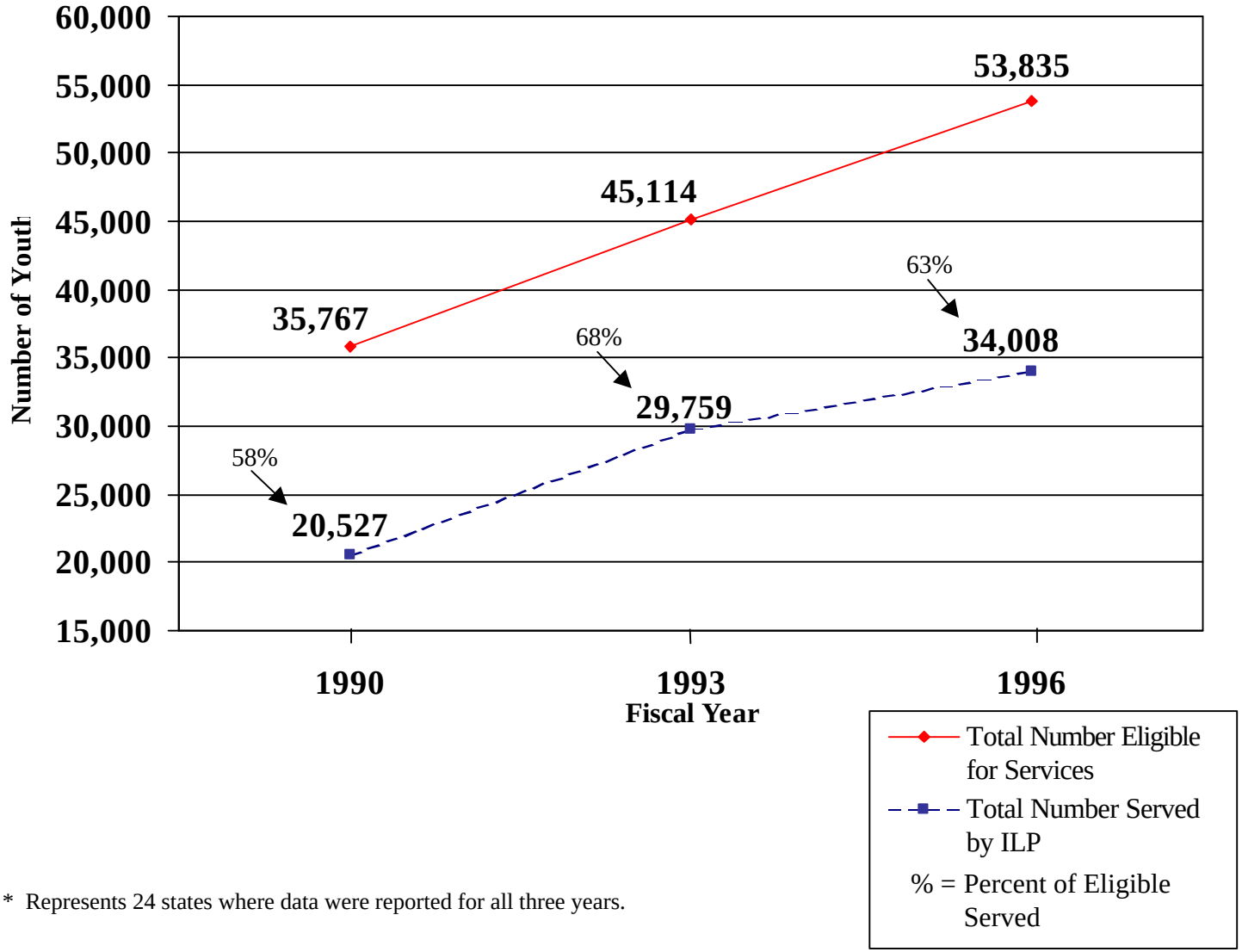
1. ILP Final Report data are incomplete for fiscal years 1987 and 1988. In many cases programs were still in initial set-up stages.
2. No Federal funds were received for ILPs in these States in the year indicated. (Note: While Arkansas received no Federal funds in FY 1988, FY 1987 dollars supported services for youth in FY 1988.)
3. Data on the total unduplicated number of youth served in these cases were not available or not clearly reported. These data represent estimates of youth served based on (1) State projections indicated in ILP plans or reports; (2) the number of youth eligible for services; and/or (3) trends in the number of youth served across adjoining years for that State.
4. Data were reported for a sub-set of the State's ILP services and may undercount the total served.
5. State changed reporting period to non-Federal fiscal year calendar.
6. For these States, the percent of youth served is over 100% for some years. It appears that the served number represents a cumulative number over the fiscal year, while the eligible represented a single point in time.

## EXHIBIT III-3 (CONTINUED)

| | 1992 | | | 1993 | | | 1994 | | | 1995 | | | 1996 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Elig. | Srvd. | % | Elig. | Srvd. | % | Elig. | Srvd. | % | Elig. | Srvd. | % | Elig. | Srvd. | % |
| Alabama | 873 | 611 | 70% | 859 | 505 | 59% | 882 | 697 | 79% | 859 | 704 | 82% | 871 | 871 | 100% |
| Alaska | | | | | | | | | | | | | | | |
| Arizona | 451 | 235 [3] | 52% | 474 | 245 [3] | 52% | 474 | 399 | 84% | | | | | | |
| Arkansas | 337 | 337 | 100% | 415 | 415 | 100% | | | | | | | | | |
| California | 8,217 | 6,973 | 84% | 8,962 | 7,164 | 80% | | | | | | | 13,297 | 6,147 | 46% |
| Colorado[4] | | | | 1,723 | 837 | 49% | | | | 1,385 | 681 | 49% | 1,385 | 740 | 53% |
| Connecticut | | | | | | | | | | | | | | | |
| Delaware | | | | | | | | | | | | | 138 | 65 | 47% |
| D.C. | 170 | 135 | 79% | | | | 499 | 279 | 56% | 468 | 232 | 50% | | | |
| Florida[6] | 2,915 | 1,668 | 57% | 2,639 | 1,645 | 62% | 2,830 | 2,027 | 72% | 2,962 | 1,633 | 55% | 2,917 | 1,911 | 66% |
| Georgia | 1,762 | 1,275 | 72% | 1,838 | 1,367 | 74% | 1,841 | 1,193 | 65% | 1,391 | 1,093 | 79% | 1,538 | 1,237 | 80% |
| Hawaii | | | | | | | | | | | | | | | |
| Idaho | 314 | 38 | 12% | 340 | 102 | 30% | 409 | 90 | 22% | 472 | 165 | 35% | 244 | 51 | 21% |
| Illinois | 3,950 | 2,121 | 54% | 4,485 | 2,077 | 46% | 5,125 | 2,317 | 45% | 5,321 | 2,751 | 52% | 7,515 | 2,963 | 39% |
| Indiana | 1,780 | 644 | 36% | 1,773 | 730 | 41% | 1,773 | 1,172 [5] | 66% | 1,795 | 1,053 | 59% | 1,542 | 1,129 | 73% |
| Iowa | 1,314 | 1,314 | 100% | 1,236 | 1,236 | 100% | 1,248 | 1,248 | 100% | 1,137 | 1,137 | 100% | 1,224 | 1,224 | 100% |
| Kansas | | | | | | | | | | | | | | | |
| Kentucky | 1,540 | 667 | 43% | 2,155 | 890 | 41% | 1,624 | 810 | 50% | 920 | 784 | 85% | 1,255 | 1,010 | 80% |
| Louisiana | 891 | 722 | 81% | 1,256 | 886 | 71% | 1,594 | 885 | 56% | 1,973 | 1,054 | 53% | 2,189 | 1,222 | 56% |
| Maine | 668 | 268 | 40% | 715 | 215 [3] | 30% | 713 | 373 | 52% | 737 | 420 | 57% | 799 | 362 | 45% |
| Maryland[6] | 1,185 | 1,701 | >100% | 1,242 | 1,456 | >100% | 1,042 | 1,442 | >100% | 1,237 | 1,779 | >100% | 1,800 | 1,801 | 100% |
| Massachusetts | 1,718 | 400 [3] | 23% | 2,417 | 400 [3] | 17% | 2,387 | 1,000 [3] | 42% | 2,100 | 1,060 [3] | 50% | 2,367 | 1,210 [3] | 51% |
| Michigan[6] | 4,863 | 2,210 | 45% | 4,863 | 3,600 | 74% | 4,863 | 4,459 | 92% | 4,863 | 4,902 | >100% | | | |
| Minnesota | 2,380 | 1,368 | 57% | 4,542 | 1,732 | 38% | 4,819 | 1,600 | 33% | 4,346 | 1,560 | 36% | | | |
| Mississippi[4] | | | | 353 | 37 | 10% | 477 | 431 [3] | 90% | 586 | 393 | 67% | 460 | 353 | 77% |
| Missouri | 1,938 | 1,141 | 59% | 2,036 | 1,959 | 96% | 2,504 | 2,301 | 92% | | | | | | |
| Montana | 407 | 137 | 34% | 355 | 189 | 53% | 287 | 162 | 56% | 429 | 382 | 89% | 345 | 312 | 90% |
| Nebraska | 948 | 306 | 32% | 1,025 | 1,025 | 100% | 1,032 | 543 | 53% | 1,032 | 1,000 [3] | 97% | | | |
| Nevada | 418 | 418 | 100% | 402 | 402 | 100% | 399 | 399 | 100% | 495 | 495 | 100% | 469 | 469 | 100% |
| New Hampshire | | | | 404 | 197 | 49% | 550 | 260 | 47% | 480 | 246 | 51% | 410 | 268 | 65% |
| New Jersey | | | | | | | 1,550 | 865 | 56% | 1,550 | 951 | 61% | | | |
| New Mexico | 339 | 144 | 42% | | | | | | | | | | | | |
| New York | 7,662 | 7,662 | 100% | 9,042 | 9,042 | 100% | 9,092 | 9,092 | 100% | | | | | | |
| North Carolina | 1,018 | 1,018 | 100% | 1,078 | 1,078 | 100% | 1,962 | 1,962 | 100% | 1,563 | 1,563 | 100% | 1,629 | 1,629 | 100% |
| North Dakota[6] | | | | | | | 389 | 338 | 87% | 332 | 334 | >100% | 376 | 411 | >100% |
| Ohio | | | | | | | | | | | | | | | |
| Oklahoma | 450 | 360 [3] | 80% | 1,191 | 953 [3] | 80% | 1,334 | 1,067 [3] | 80% | 1,103 | 882 [3] | 80% | 1,106 | 885 [3] | 80% |
| Oregon | 3,049 | 794 | 26% | 3,268 | 1,674 | 51% | 3,777 | 1,648 | 44% | 3,230 | 1,410 | 44% | 2,000 | 1,070 | 54% |
| Pennsylvania[6] | 3,459 | 1,539 | 44% | 3,163 | 1,910 | 60% | 3,377 | 1,836 | 54% | 3,343 | 2,124 | 64% | 2,851 | 3,047 | >100% |
| Rhode Island | 781 | 120 | 15% | | | | 905 | 352 | 39% | 982 | 179 [4] | 18% | 960 | 425 [3] | 44% |
| South Carolina | 652 | 652 | 100% | 654 | 654 | 100% | 750 | 750 | 100% | | | | | | |
| South Dakota | | | | | | | | | | | | | | | |
| Tennessee | 1,688 | 912 | 54% | 1,720 | 1,482 | 86% | 2,011 | 1,810 | 90% | 2,244 | 2,129 | 95% | 2,235 | 2,045 | 91% |
| Texas[6] | 1,120 | 1,181 | >100% | 2,149 | 1,870 | 87% | 2,458 | 1,530 | 62% | 2,525 | 2,067 | 82% | 3,158 | 2,065 | 65% |
| Utah[6] | 196 | 162 | 83% | 187 | 107 | 57% | | | | 275 | 114 | 41% | 640 | 198 | 31% |
| Vermont | | | | 450 | 305 | 68% | 438 | 249 | 57% | | | | 1,124 | 620 | 55% |
| Virginia | 1,430 | 1,050 | 73% | 1,330 | 1,117 | 84% | 1,423 | 1,251 | 88% | 1,462 | 1,261 | 86% | 1,591 | 1,271 | 80% |
| Washington | | | | | | | 1,188 | 341 [4] | 29% | | | | | | |
| West Virginia | | | | 645 | 645 | 100% | | | | | | | | | |
| Wisconsin | 1,714 | 1,036 | 60% | 1,536 | 909 | 59% | 1,551 | 829 | 53% | 1,302 | 877 | 67% | | | |
| Wyoming | | | | | | | | | | | | | | | |
| **Total Reported** | **62,597** | **41,319** | **66%** | **72,922** | **51,057** | **70%** | **69,577** | **48,007** | **69%** | **54,899** | **37,415** | **68%** | **58,435** | **37,011** | **63%** |
| **# States Reporting** | | | **35** | | | **37** | | | **37** | | | **33** | | | **30** |
| **Range % Served** | **12 - 100%** | | | **17 - > 100%** | | | **22 - > 100%** | | | **18 - > 100%** | | | **21 - > 100%** | | |

1. ILP Final Report data are incomplete for fiscal years 1987 and 1988. In many cases programs were still in initial set-up stages.
2. No Federal funds were received for ILPs in these States in the year indicated. (Note: While Arkansas received no Federal funds in FY 1988, FY 1987 dollars supported services for youth in FY 1988.)
3. Data on the total unduplicated number of youth served in these cases were not available or not clearly reported. These data represent estimates of youth served based on (1) State projections indicated in ILP plans or reports; (2) the number of youth eligible for services; and/or (3) trends in the number of youth served across adjoining years for that State.
4. Data were reported for a sub-set of the State's ILP services and may undercount the total served.
5. State changed reporting period to non-Federal fiscal year calendar.
6. For these States, the percent of youth served is over 100% for some years. It appears that the served number represents a cumulative number over the fiscal year, while the eligible represented a single point in time.

## EXHIBIT III-4
## COMPARISON OF NUMBER OF YOUTH ELIGIBLE FOR ILP SERVICES AND YOUTH SERVED—SUBSET OF STATES*
## FY 1990, FY 1993, FY 1996




* Represents 24 states where data were reported for all three years.

Eligibility criteria differed slightly across States and across years. Following the change in legislation allowing non-IV-E eligible youth to be served in FY 1989, most States provided services to both Title IV-E and non-IV-E eligible youth. While States consistently served 16- to 18-year-olds, over the years more and more States also served older teens. By 1996, only a few States, such as Florida and Pennsylvania, limited services to youth 18 and younger. Several States noted that youth younger than 16 were eligible for services funded through State sources. In addition to youth in the child welfare system, some States—including Colorado, New York, Ohio, Idaho, Nevada, and California—also have provided and expanded ILP services to youth in the juvenile justice system.

### 1.3 Federal Funding Per Youth Served

In FY 1996, an average of $983 was expended per youth served under the ILP. In comparison, the average expenditure per youth served under the ILP in FY 1989 was $1,674. This steep decline in the average amount spent per youth is graphically displayed in Exhibit III-5.[5] While the total amount allocated to States from FY 1992 through 1996 remained fixed at $70 million, on average States were able to serve additional youth.

The estimated amount spent per youth served varies widely across States, as shown in Exhibit III-6. It is important to note, however, that these comparisons do not reflect additional State funds allocated to independent living services.

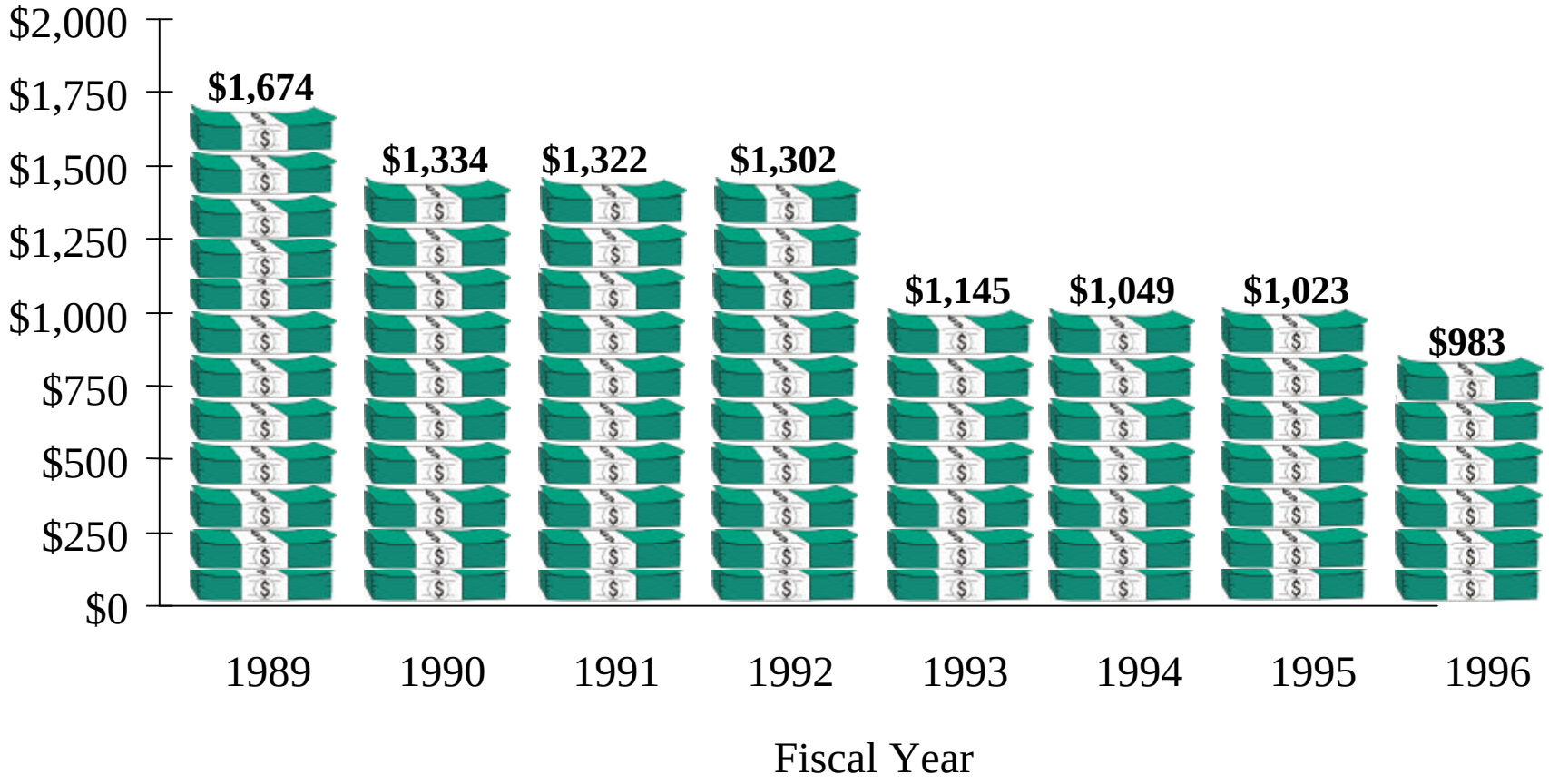
## 2. CHARACTERISTICS OF YOUTH SERVED

The Federal ILP legislation requires that States provide "*a detailed description of the number and specific characteristics …of the individuals served"* through the ILP. These characteristics include:

- Age
- Gender
- Race/ethnicity
- Duration of stay in foster care

[5] Figures for FY 1987 and FY 1988 are not included because much of the funding in those years was dedicated to training and set-up costs, and reporting of youth served is incomplete.

**EXHIBIT III-5**
**ESTIMATED AVERAGE EXPENDITURES PER YOUTH SERVED BY ILP**
**FY 1989-1996**



# EXHIBIT III-6
## ESTIMATED DOLLARS SPENT PER YOUTH SERVED BY STATE AND FISCAL YEAR

| | 1987[1] | 1988[1] | 1989 | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 |
|---|---|---|---|---|---|---|---|---|---|---|
| Alabama | | $4,559 | $1,456 | $879 | $1,500 | $1,298 | $1,583 | $1,304 | $1,073 | $762 |
| Alaska | | [2] | $4,239 [3] | $931 [3] | $11,763 | $1,353 [3] | $352 | $2,637 | $1,638 | $890 [3] |
| Arizona | | $2,972 | $931 | $966 [3] | $996 [3] | $1,536 [3] | $1,462 [3] | $881 | $779 | $676 |
| Arkansas | | $0 [2] | $4,099 | $1,392 | $925 | $802 | $319 | $584 | $576 | $555 |
| California | | $4,337 | $2,247 | $1,536 | $1,735 | $1,818 | $1,797 | $1,820 | $1,979 | $2,042 |
| Colorado[4] | | | $1,410 | $866 | $970 | $1,043 | $987 | $1,148 | $1,220 | $1,122 |
| Connecticut | | $12,548 | $3,844 | $2,591 | $2,913 | $3,305 | $3,217 | $2,994 | $3,313 | $3,215 |
| Delaware | | | $3,387 | $960 | $1,084 | $3,245 | $2,939 | $3,756 | $2,315 | $3,134 |
| D.C. | | $1,911 | $12,182 | $7,550 | $6,447 | $5,200 | $3,510 | $2,516 | $1,683 | $3,926 |
| Florida | | | $592 | $715 | $685 | $614 | $518 | $461 | $608 | $519 |
| Georgia | | $2,519 | $1,240 | $1,102 | $703 | $895 | $829 | $932 | $964 | $840 |
| Hawaii | | [2] | $164 [3] | $170 | $263 | $299 | $204 | $328 | $294 | $359 |
| Idaho | [2] | | $488 [3] | $286 | $1,178 | $2,924 | $1,082 | $1,203 | $637 | $2,110 |
| Illinois | | $2,985 | $866 | $1,129 | $1,553 | $1,264 | $1,348 | $1,170 | $996 | $922 |
| Indiana | $7,757 | $4,279 | $2,190 | $2,346 | $1,247 | $1,085 | $1,102 | $604 [5] | $725 | $687 |
| Iowa | | | $202 | $213 | $267 | $339 | $372 | $365 | $398 | $370 |
| Kansas | | | $555 | $513 | $532 | $418 | $437 | $335 | $302 | $234 |
| Kentucky | $29,933 | $5,148 | $1,382 | $3,543 | $2,574 | $649 | $556 | $702 | $735 | $464 |
| Louisiana | | $11,010 | $3,089 | $1,960 | $1,550 | $1,473 | $1,211 | $1,459 | $1,265 | $1,111 |
| Maine | $363,603 | $2,507 | $2,832 | $2,271 | $2,240 | $2,192 | $2,715 [3] | $1,535 | $1,355 | $1,572 |
| Maryland | | $19,690 [3] | $1,075 [3] | $884 | $890 | $728 | $850 | $869 | $581 | $510 |
| Massachusetts | | | $2,795 | $1,514 [3] | $1,817 [3] | $1,650 [3] | $1,640 [3] | $643 [3] | $603 [3] | $528 [3] |
| Michigan | | $5,625 | $4,934 | $1,869 | $2,112 | $1,605 | $1,134 | $882 | $856 | $762 |
| Minnesota | | $2,382 | $1,152 | $906 | $984 | $867 | $680 | $722 | $736 | $574 [3] |
| Mississippi[4] | $3,846 | $14,507 | $8,071 | $15,311 | $11,821 | $13,538 | $7,551 | $879 [3] | $1,316 | $1,465 |
| Missouri | | $1,834 | $1,816 | $4,447 | $1,888 | $1,178 | $682 | $569 | $660 | $644 |
| Montana | | $4,658 | $2,118 | $2,295 | $1,510 | $1,782 | $1,140 | $1,418 | $639 | $783 |
| Nebraska | | $1,928 | $949 | $1,055 | $806 | $1,478 | $438 | $812 | $438 [3] | $399 [3] |
| Nevada | | $3,020 | $326 | $306 | $350 | $382 | $394 | $355 | $279 | $329 |
| New Hampshire | | $3,966 | $655 | $1,412 | $1,177 | $1,246 | $1,677 | $1,247 | $1,309 | $1,202 |
| New Jersey | | $5,520 | $3,108 | $3,553 | $4,924 [3] | $4,771 [3] | $4,888 [3] | $2,688 | $2,430 | $1,847 [3] |
| New Mexico | | [2] | | $1,621 | $618 [4] | $603 | $982 | $584 [5] | $879 | $1,001 |
| New York | | | $1,649 | $614 | $1,722 | $1,423 | $1,318 | $1,015 | $1,187 | $1,456 |
| North Carolina | $8,842 | $8,058 | $3,373 | $865 | $839 | $983 | $899 | $495 | $650 | $645 |
| North Dakota | | | $7,349 | $874 | $680 | $735 | $748 | $575 | $578 | $470 |
| Ohio | | | $3,801 [4] | $666 [3] | $751 | $732 | $702 | $1,045 | $1,018 | $911 |
| Oklahoma | | $2,325 [3] | $1,640 [3] | $1,671 [3] | $1,112 [3] | $1,788 [3] | $671 [3] | $588 [3] | $707 [3] | $701 [3] |
| Oregon | | $9,737 | $794 | $588 | $569 | $1,217 | $503 | $571 | $660 | $875 |
| Pennsylvania | | $4,862 | $3,674 | $2,963 | $3,108 | $3,014 | $2,505 | $2,556 | $2,196 | $1,531 |
| Rhode Island | | $2,896 | $1,563 | $2,249 [3] | $1,298 | $2,724 | $1,433 | $905 | $1,769 [4] | $744 [3] |
| South Carolina | | | $5,801 | $3,981 | $3,759 | $875 | $856 | $762 | $679 | $427 |
| South Dakota | | | $968 [3] | $1,105 [3] | $1,063 [3] | $1,252 | $1,068 | $1,240 | $1,321 | $1,059 |
| Tennessee | | | $304 | $1,521 | $473 | $349 | $439 | $430 | $367 | $40 |
| Texas | $13,454 | $5,623 | $2,780 | $1,136 | $1,053 | $1,177 | $985 | $1,204 | $716 | $697 |
| Utah | | | $612 [3] | $685 | $807 | $1,297 | $1,951 | $3,011 | $1,785 | $1,028 |
| Vermont | | $3,913 | $1,561 | $746 | $1,507 | $1,085 | $1,000 | $1,201 | $266 | $479 |
| Virginia | | | $857 | $944 [3] | $689 | $834 | $784 | $715 | $884 | $930 |
| Washington | | $20,638 | $0 [2] | $2,820 | $2,600 | $2,653 | $1,647 [4] | $2,448 [4] | $1,569 [4] | $1,185 [3] |
| West Virginia | | $0 | $0 [3] | $0 | $286 | $456 [3] | $365 | $479 | $301 | $208 |
| Wisconsin | $1,847 | $5,822 | $1,564 | $1,537 | $1,484 | $1,375 | $1,586 | $1,897 | $1,782 | $1,302 [3] |
| Wyoming | | | $225 | $78 | $825 | $2,588 | $1,142 | $919 | $585 | $39 [3] |
| **Average Expenditure Per Youth Served** | **$51,023** | **$6,937** | **$1,674** | **$1,334** | **$1,322** | **$1,302** | **$1,145** | **$1,049** | **$1,023** | **$983** |

1. ILP Final Report data are incomplete for fiscal years 1987 and 1988. In many cases programs were still in initial set-up stages.
2. No Federal funds were received for ILPs in these States in the year indicated. (Note: While Arkansas and Idaho received no Federal funds in FY 1988, FY 1987 dollars supported services for youth in FY 1988.)
3. Data on the total unduplicated number of youth served in these cases were not available or not clearly reported. These data represent estimates of youth served based on (1) State projections indicated in ILP plans or reports; (2) the number of youth eligible for services; and/or (3) trends in the number of youth served across adjoining years for that State.
4. Data were reported for a sub-set of the State's ILP services and may undercount the total served and overestimate the dollars spent per youth served.
5. State changed reporting period to non-Federal fiscal year calendar.

- Current living arrangement
- Other demographic characteristics, including youth with special needs, and those who have children, are pregnant, and are married.

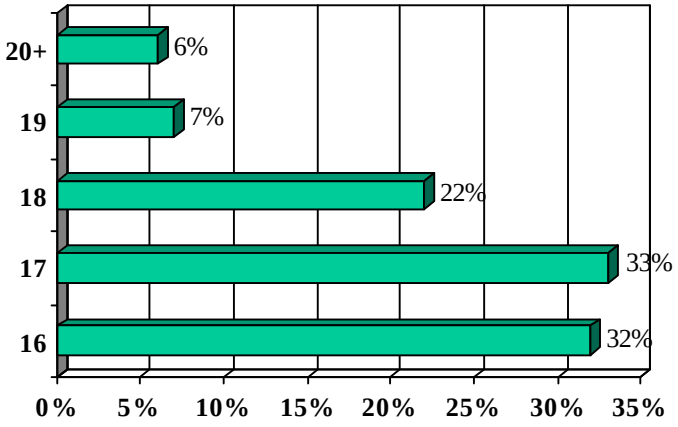
Youth characteristics as reported by States for the most recent year studied, FY 1996, are summarized in Exhibit III-7. The remainder of this section describes demographic and care characteristics in more detail and highlights trends from FY 1987 to FY 1996. To provide additional context for selected elements, ILP data are compared to 1996 data collected through the Adoption and Foster Care Analysis and Reporting System (AFCARS)[6] and the U.S. census.

While demographic and care data are available for large numbers of youth served, it is important to note that there are large numbers in the "unknown" categories. The high level of unknown data is attributable to several factors. First, several States did not have adequate systems in place for tracking detailed demographic information of youth served, particularly in the early years, so data are missing. Second, some States only collected and reported demographic data for youth who were *eligible* for services and not for those actually served; for consistency, data on eligible youth were noted as unknown. Third, some States collected data but used categories that differed from the majority of States (e.g., collapsing data into categories for 16- to 18-year-olds rather than presenting data for 16, 17, and 18 separately). These data were also counted as unknown. In general, the proportion of unknown cases is lower in the later years. Further, there is no clear evidence to suggest that the unknown data would not distribute in a similar pattern as the known data.

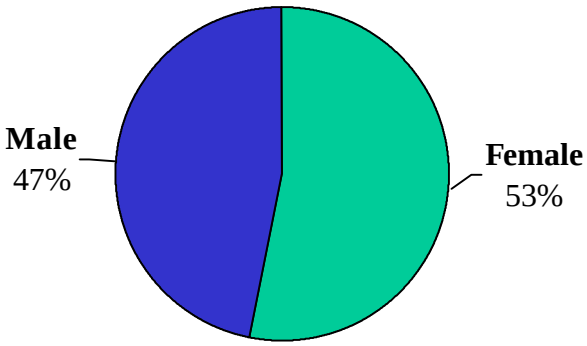
[6] AFCARS data shown for FY 1996 represent 21 States and Puerto Rico.

# EXHIBIT III-7
## PROFILE OF YOUTH SERVED*
## FY 1996

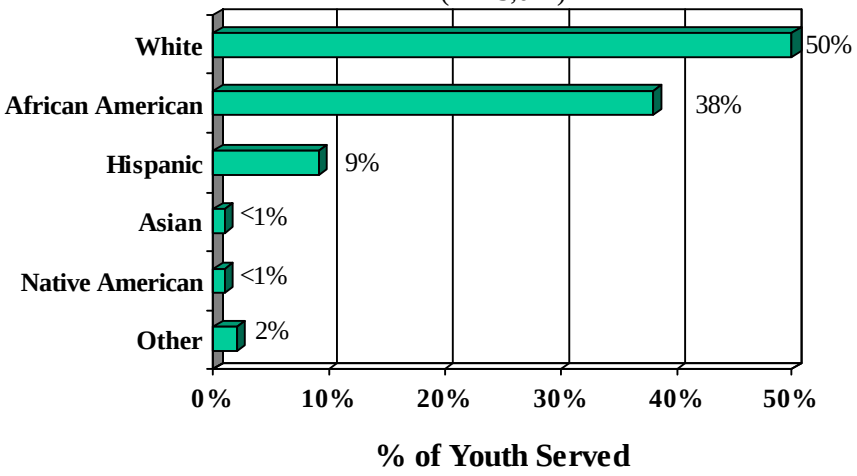
### Age
(N=41,342)




### Gender
(N=47,258)



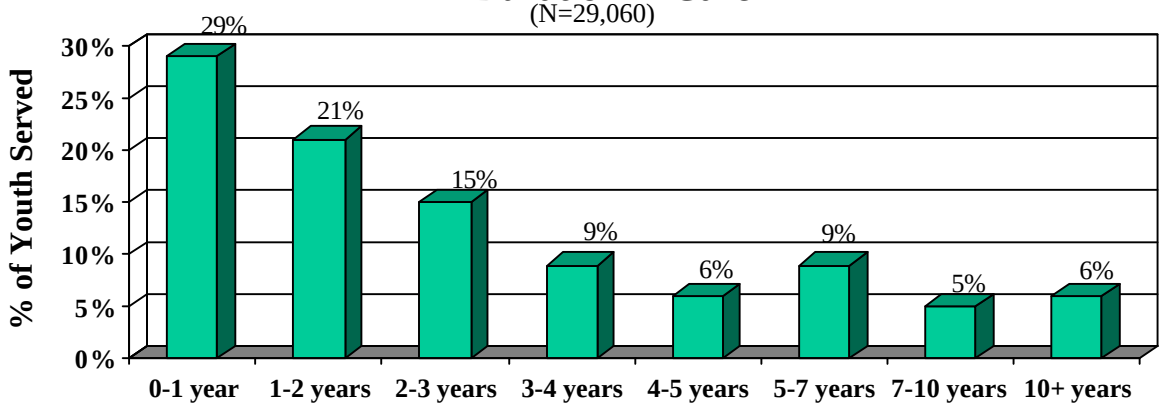

### Race/Ethnicity
(N=45,041)




### Living Arrangements
(N=38,620)

| | |
|---|---|
| • Foster Home | 38% |
| • Group Home | 22% |
| • Institution | 10% |
| • Relative/Kinship Care | 9% |
| • Living Independently | 9% |
| • Birth Family | 1% |
| • Other | 11% |

### Duration in Care
(N=29,060)




| | | |
|---|---|---|
| • Special Needs = 26% | • Married = 1% | • Parents = 9% |
| (N=25,145) | (N=34,980) | (N=37,518) |

* Total estimated number of youth served for FY 1996 is 67,564. Number of youth for which characteristic data were known (N) are indicated.

## 2.1 Age of Youth Served

As shown in Exhibit III-8, most youth served across all years were age 16 (30-47%) or 17 (33-43%). Since the inception of the Federal ILP, States were permitted to use Federal funds to serve youth aged 16 to 18 for whom foster care maintenance payments were being made under Title IV-E. Beginning in FY 1989, States could elect to serve non-IV-E foster youth and provide follow-up services for youth up to 6 months after discharge from care. In FY 1991, the legislation changed again to provide States the option to serve former foster youth up to age 21. Consequently, the number of older youth served (18-21) increased over the decade from 12 percent in 1987 to 35 percent in 1996. Exhibit III-9 highlights the comparisons between the age of youth served in FYs 1990, 1993, and 1996.

**EXHIBIT III-8**
**AGE OF YOUTH SERVED**
**FY 1987-1991**

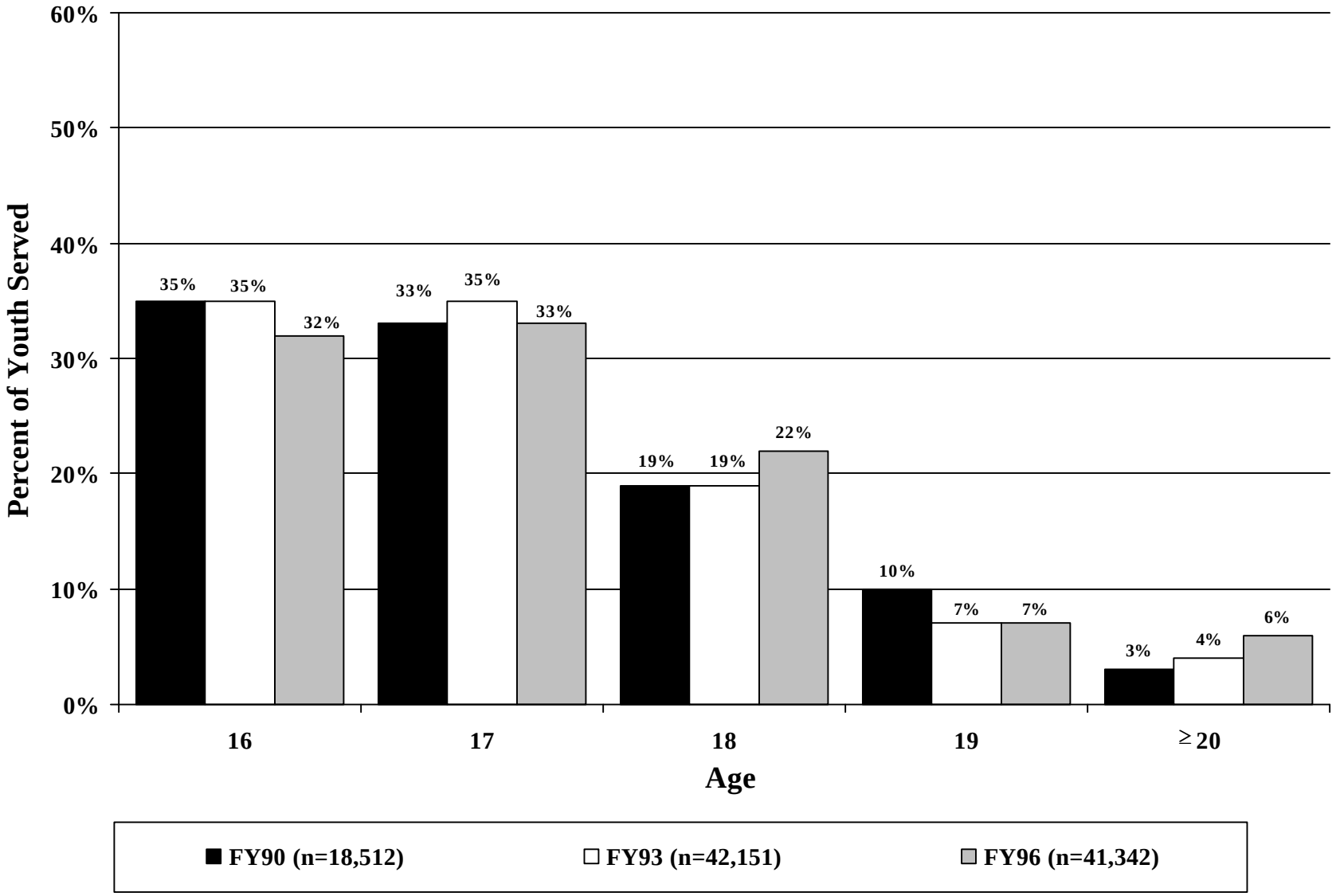
| AGE | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| 20 + years | 0 | 0% | 4 | 0% | 442 | 3% | 642 | 3% | 417 | 2% |
| 19 years | 0 | 0% | 54 | 3% | 784 | 5% | 1,857 | 10% | 1,345 | 6% |
| 18 years | 19 | 12% | 424 | 20% | 2,675 | 18% | 3,433 | 19% | 4,887 | 21% |
| 17 years | 64 | 41% | 896 | 43% | 5,172 | 36% | 6,017 | 33% | 9,055 | 39% |
| 16 years | 73 | 47% | 712 | 34% | 5,466 | 38% | 6,563 | 35% | 7,276 | 32% |
| Total known | 156 | 100% | 2,090 | 100% | 14,539 | 100% | 18,512 | 100% | 22,980 | 100% |
| # States reporting | 4 | | 12 | | 26 | | 30 | | 30 | |
| Mean age* | 16.65 | | 16.92 | | 17.01 | | 17.14 | | 17.07 | |
| Unknown | 710 | | 3,430 | | 11,340 | | 16,493 | | 19,121 | |
| Total served | 866 | | 5,520 | | 25,879 | | 35,005 | | 42,101 | |

**EXHIBIT III-8 (CONTINUED)**
**AGE OF YOUTH SERVED**
**FY 1992-1996**

| AGE | 1992 | | 1993 | | 1994 | | 1995 | | 1996 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| 20 + years | 1,421 | 4% | 1,749 | 4% | 2,088 | 6% | 2,634 | 7% | 2,561 | 6% |
| 19 years | 2,700 | 8% | 2,974 | 7% | 2,512 | 7% | 2,999 | 8% | 2,865 | 7% |
| 18 years | 6,674 | 19% | 8,210 | 19% | 8,082 | 22% | 7,315 | 20% | 9,185 | 22% |
| 17 years | 12,821 | 36% | 14,609 | 35% | 12,798 | 35% | 12,101 | 33% | 13,466 | 33% |
| 16 years | 11,768 | 33% | 14,609 | 35% | 11,183 | 30% | 11,749 | 32% | 13,265 | 32% |
| Total known | 35,384 | 100% | 42,151 | 100% | 36,680 | 100% | 36,798 | 100% | 41,342 | 100% |
| # States reporting | 30 | | 33 | | 32 | | 30 | | 31 | |
| Mean age* | 17.13 | | 17.11 | | 17.22 | | 17.26 | | 17.23 | |
| Unknown | 14,971 | | 17,089 | | 25,841 | | 27,969 | | 26,222 | |
| Total served | 50,355 | | 59,240 | | 62,521 | | 64,767 | | 67,564 | |

* Mean calculated using 20 for the 20+ years category.

**EXHIBIT III-9**
**AGE OF YOUTH SERVED THROUGH ILP**
**RELATIVE FREQUENCIES FY 1990, 1993, 1996**



In FY 1996, about one-third of youth served (32%) were 16 years old, and one-third (33%) were 17 years old; 22 percent were 18 years old and the remaining youth were either 19 years old (7%), or 20 and older (6%). The mean age of youth served in FY 1996 was 17.23 years.

## 2.2 Gender of Youth Served

Throughout the decade, slightly more females than males were served. As shown in Exhibit III-10, the ratio of females (50-54%) to males (46-50%) served was fairly consistent across the years.

**EXHIBIT III-10**
**GENDER OF YOUTH SERVED**
**FY 1987-1991**

| | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| **GENDER** | **#** | **%** | **#** | **%** | **#** | **%** | **#** | **%** | **#** | **%** |
| Male | 113 | 47% | 1,343 | 48% | 5,462 | 47% | 10,276 | 47% | 13,193 | 50% |
| Female | 126 | 53% | 1,472 | 52% | 6,247 | 53% | 11,625 | 53% | 13,193 | 50% |
| Total known | 239 | 100% | 2,815 | 100% | 11,709 | 100% | 21,901 | 100% | 26,386 | 100% |
| # States reporting | 5 | | 15 | | 32 | | 37 | | 35 | |
| Unknown | 627 | | 2,705 | | 14,170 | | 13,104 | | 15,715 | |
| Total served | 866 | | 5,520 | | 25,879 | | 35,005 | | 42,101 | |

**EXHIBIT III-10 (CONTINUED)**
**GENDER OF YOUTH SERVED**
**FY 1992-1996**

| | 1992 | | 1993 | | 1994 | | 1995 | | 1996 | |
|---|---|---|---|---|---|---|---|---|---|---|
| **GENDER** | **#** | **%** | **#** | **%** | **#** | **%** | **#** | **%** | **#** | **%** |
| Male | 19,357 | 46% | 23,383 | 47% | 19,966 | 46% | 21,566 | 48% | 22,377 | 47% |
| Female | 22,538 | 54% | 26,244 | 53% | 23,082 | 54% | 23,740 | 52% | 25,151 | 53% |
| Total known | 41,895 | 100% | 49,627 | 100% | 43,048 | 100% | 45,306 | 100% | 47,528 | 100% |
| # States reporting | 35 | | 40 | | 38 | | 41 | | 36 | |
| Unknown | 8,460 | | 9,613 | | 19,473 | | 19,461 | | 20,036 | |
| Total served | 50,355 | | 59,240 | | 62,521 | | 64,767 | | 67,564 | |

In FY 1996, slightly more than half (53%) of the youth served were females. For that same year, AFCARS data indicated that 49 percent of the total population of youth in foster care (aged 1 day to 19+ years) were female. Approximately 48 percent of the U.S. population of youth 15-19 in FY 1996 were female. The higher proportions of females served by ILP may reflect a higher percentage of girls who enter the child welfare system as teenagers (Westat, 1991).

## 2.3 Race/Ethnicity of Youth Served

The racial/ethnic background of youth served by the ILP is presented in Exhibits III-11 and III-12. The distribution was fairly consistent across years. In every year except FY 1987, one half or more of the population served was white and nearly one third or more was African-American.

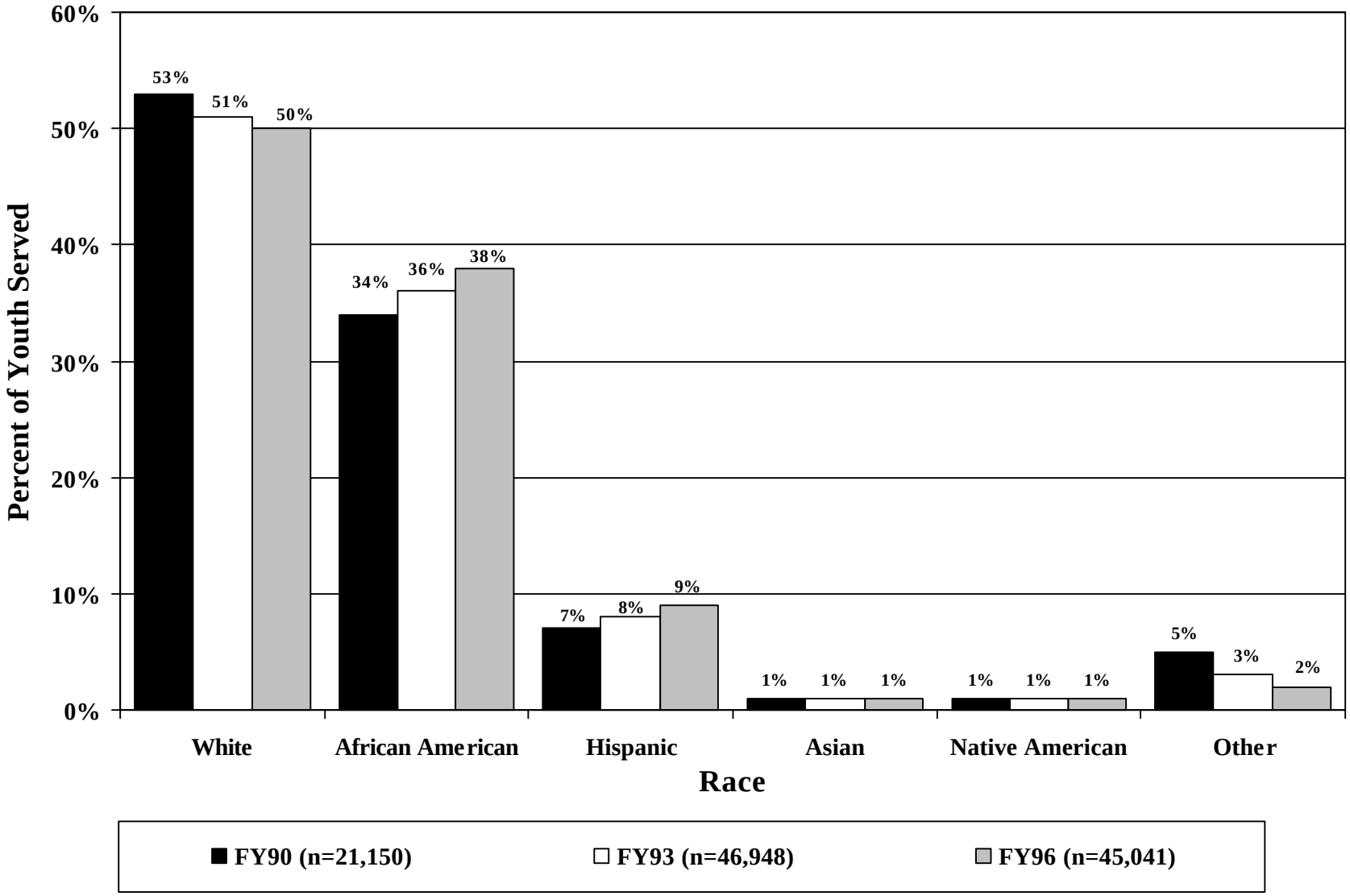
**EXHIBIT III-11**
**RACE/ETHNICITY OF YOUTH SERVED**
**FY 1987-1991**

| RACE/ ETHNICITY | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| White | 109 | 46% | 1,612 | 57% | 7,499 | 59% | 11,191 | 53% | 14,848 | 60% |
| African-American | 104 | 44% | 999 | 35% | 4,132 | 33% | 7,124 | 34% | 7,086 | 29% |
| Hispanic | 13 | 5% | 78 | 3% | 524 | 4% | 1,416 | 7% | 2,112 | 8% |
| Asian | 0 | 0% | 47 | <2% | 188 | 2% | 179 | <1% | 346 | 1% |
| Native American | 3 | 1% | 52 | <2% | 149 | 1% | 218 | 1% | 264 | 1% |
| Other race | 9 | 4% | 43 | <2% | 121 | 1% | 1,022 | 5% | 197 | <1% |
| Total known | 238 | 100% | 2,831 | 100% | 12,613 | 100% | 21,150 | 100% | 24,853 | 100% |
| # States reporting | 4 | | 16 | | 34 | | 35 | | 32 | |
| Unknown | 628 | | 2,689 | | 13,266 | | 13,855 | | 17,248 | |
| Total served | 866 | | 5,520 | | 25,879 | | 35,005 | | 42,101 | |

**EXHIBIT III-11 (CONTINUED)**
**RACE/ETHNICITY OF YOUTH SERVED**
**FY 1991-1996**

| RACE/ ETHNICITY | 1992 | | 1993 | | 1994 | | 1995 | | 1996 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| White | 20,108 | 50% | 24,057 | 51% | 22,881 | 54% | 23,575 | 53% | 22,382 | 50% |
| African-American | 14,841 | 37% | 16,869 | 36% | 14,717 | 35% | 15,432 | 35% | 17,297 | 38% |
| Hispanic | 3,594 | 9% | 3,919 | 8% | 3,147 | 7% | 3,385 | 8% | 3,844 | 9% |
| Asian | 495 | 1% | 582 | 1% | 482 | 1% | 401 | <1% | 317 | <1% |
| Native American | 274 | <1% | 342 | <1% | 445 | 1% | 561 | 1% | 395 | <1% |
| Other race | 742 | 2% | 1,179 | 3% | 763 | 2% | 853 | 2% | 806 | 2% |
| Total known | 40,054 | 100% | 46,948 | 100% | 42,435 | 100% | 44,207 | 100% | 45,041 | 100% |
| # States reporting | 34 | | 38 | | 37 | | 39 | | 34 | |
| Unknown | 10,301 | | 12,292 | | 20,086 | | 20,560 | | 22,523 | |
| Total served | 50,355 | | 59,240 | | 62,521 | | 64,767 | | 67,564 | |

**EXHIBIT III-12**
**RACE/ETHNICITY OF YOUTH SERVED THROUGH ILP**
**RELATIVE FREQUENCIES FOR YOUTH SERVED FY 1990, 1993, 1996**



In FY 1996, white youth made up the highest percentage of youth served (50%), followed by African-American youth (38%) and Hispanic youth (9%). Asian youth and Native American youth each represented approximately 1 percent of youth served. Two percent of youth were of other or mixed racial/ethnic backgrounds.

As shown in Exhibit III-13, African-Americans were over-represented in the ILP (38% of youth served) as compared to the general population (12% of total U.S. population). They were under-represented when compared to the proportion of African-American youth age 16 and older in the foster care system as a whole (47% of youth in care).[7]

**EXHIBIT III-13**
**COMPARISON OF RACE/ETHNICITY OF YOUTH IN FY 1996**

| | ILP YOUTH SERVED | AFCARS | U.S. POPULATION |
|---|---|---|---|
| White | 50% | 38% | 73% |
| African American | 38% | 47% | 12% |
| Hispanic | 9% | 12% | 11% |
| Asian | 1% | 1% | 3% |
| Native American | 1% | 2% | <1% |

## 2.4 Duration of Stay in Care

Exhibit III-14 presents the duration of stay in care for youth who received ILP services, including frequencies by commonly reported categories[8] and median and mean duration.[9] Across the decade, most youth served by ILP were in care for less than 3 years. In FY 1996, 29 percent of youth served were in care less than 1 year, 21 percent from 1 to 2 years, and 15 percent from 2 to 3 years. Another 15 percent were in care 3 to 5 years. One in five youth were in care more than 5 years (9 percent were in care 5 to 7 years; 5% were in care 7 to 10 years; and 6% were in care over 10 years.).

[7] Reflects data on youth in care on 9/30/96 reported by a subset of States to the Adoption and Foster Care Analysis and Reporting System (AFCARS).

[8] Data were recorded initially for the same breakdowns as used in ACF's final report checklist: 0-6 months, 6 months-1 year, 1-2 years, 3-4 years, 4-5 years, 5-7 years, 7-10 years, 10-15 years, and 15+ years. It is noted that these categories are overlapping rather than dichotomous (i.e., youth in care for 4 years might be recorded in the 3-4 year category or the 4-5 year category). Data were recorded as reported by States. Several States combined some of the early and latter categories. To capture as many State's data as possible for Exhibit III-14 of this report, categories were collapsed to reflect 0-1 year (instead of 0-6 months and 6 months –1 year) and 10+ years (instead of 10-15 years and 15+ years). Categories were collapsed again for ease of presentation in Exhibit III-15.

[9] The mean duration was calculated using the midpoint for each category (e.g., 2-3 years category was calculated as 2.5 years) and by using 10 for the 10+ years.

## EXHIBIT III-14
## DURATION OF STAY IN FOSTER CARE
## FY 1987-1991

| DURATION | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| 0 months-1 year | 19 | 20% | 44 | 9% | 1,690 | 31% | 1,854 | 18% | 4,159 | 38% |
| 1-2 years | 15 | 16% | 166 | 33% | 1,287 | 23% | 2,527 | 24% | 2,595 | 24% |
| 2-3 years | 16 | 17% | 87 | 17% | 608 | 11% | 1,593 | 15% | 1,555 | 14% |
| 3-4 years | 9 | 10% | 43 | 8% | 451 | 8% | 1,218 | 12% | 623 | 6% |
| 4-5 years | 15 | 16% | 31 | 6% | 352 | 6% | 785 | 7% | 427 | 4% |
| 5-7 years | 7 | 8% | 40 | 8% | 331 | 6% | 1,052 | 10% | 507 | 5% |
| 7-10 years | 6 | 6% | 31 | 6% | 294 | 5% | 703 | 7% | 380 | 4% |
| 10 + years | 6 | 6% | 66 | 13% | 467 | 9% | 849 | 8% | 575 | 5% |
| Total known | 93 | 100% | 508 | 100% | 5,480 | 100% | 10,581 | 100% | 10,821 | 100% |
| # States reporting | 2 | | 7 | | 12 | | 20 | | 23 | |
| Median duration | 2-3 | | 2-3 | | 1-2 | | 2-3 | | 1-2 | |
| Mean duration | 3.48 | | 3.82 | | 3.03 | | 3.52 | | 2.40 | |
| Unknown | 773 | | 5,012 | | 20,399 | | 24,424 | | 31,200 | |
| Total served | 866 | | 5,520 | | 25,879 | | 35,005 | | 42,101 | |

## EXHIBIT III-14 (CONTINUED)
## DURATION OF STAY IN FOSTER CARE
## FY 1992-1996

| DURATION | 1992 | | 1993 | | 1994 | | 1995 | | 1996 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| 0 months-1 year | 5,934 | 31% | 6,314 | 28% | 5,769 | 27% | 7,150 | 29% | 8,410 | 29% |
| 1-2 years | 4,950 | 26% | 5,851 | 26% | 4,860 | 23% | 5,195 | 21% | 6,139 | 21% |
| 2-3 years | 3,560 | 19% | 3,900 | 17% | 3,310 | 16% | 3,451 | 14% | 4,459 | 15% |
| 3-4 years | 1,126 | 6% | 1,814 | 8% | 2,003 | 9% | 2,267 | 9% | 2,656 | 9% |
| 4-5 years | 762 | 4% | 1,174 | 5% | 1,364 | 6% | 1,450 | 6% | 1,867 | 6% |
| 5-7 years | 967 | 5% | 1,295 | 6% | 1,591 | 8% | 2,169 | 9% | 2,522 | 9% |
| 7-10 years | 667 | 4% | 889 | 4% | 1,086 | 5% | 1,276 | 5% | 1,359 | 5% |
| 10 + years | 896 | 5% | 1,059 | 5% | 1,107 | 5% | 1,363 | 6% | 1,648 | 6% |
| Total known | 18,862 | 100% | 22,296 | 100% | 21,090 | 100% | 24,321 | 100% | 29,060 | 100% |
| # States reporting | 18 | | 20 | | 22 | | 24 | | 24 | |
| Median duration | 1-2 | | 1-2 | | 1-2 | | 1-2 | | 1-2 | |
| Mean duration | 2.50 | | 2.66 | | 2.91 | | 2.96 | | 2.94 | |
| Unknown | 31,493 | | 36,944 | | 41,431 | | 40,446 | | 38,504 | |
| Total served | 50,355 | | 59,240 | | 62,521 | | 64,767 | | 67,564 | |

Exhibit III-15 graphically presents a comparison of duration in care among youth receiving ILP services in FYs 1990, 1993, and 1996. Each bar is broken into segments representing different periods of years spent in care. The bars from left to right provide a "snapshot" of the proportion of youth who were in care the longest period through the shortest period. For example, in 1990, approximately 15 percent of youth had been in care more than 7 years, as compared to 9 percent in 1993 and 10 percent in 1996. In 1990, a greater proportion of youth served (44%) had been in care at least 3 years as compared to 1993 (28%) or 1996 (35%). And, fewer youth served by ILP were in care less than 1 year in 1990 (18%) than in 1993 (28%) and 1996 (29%).

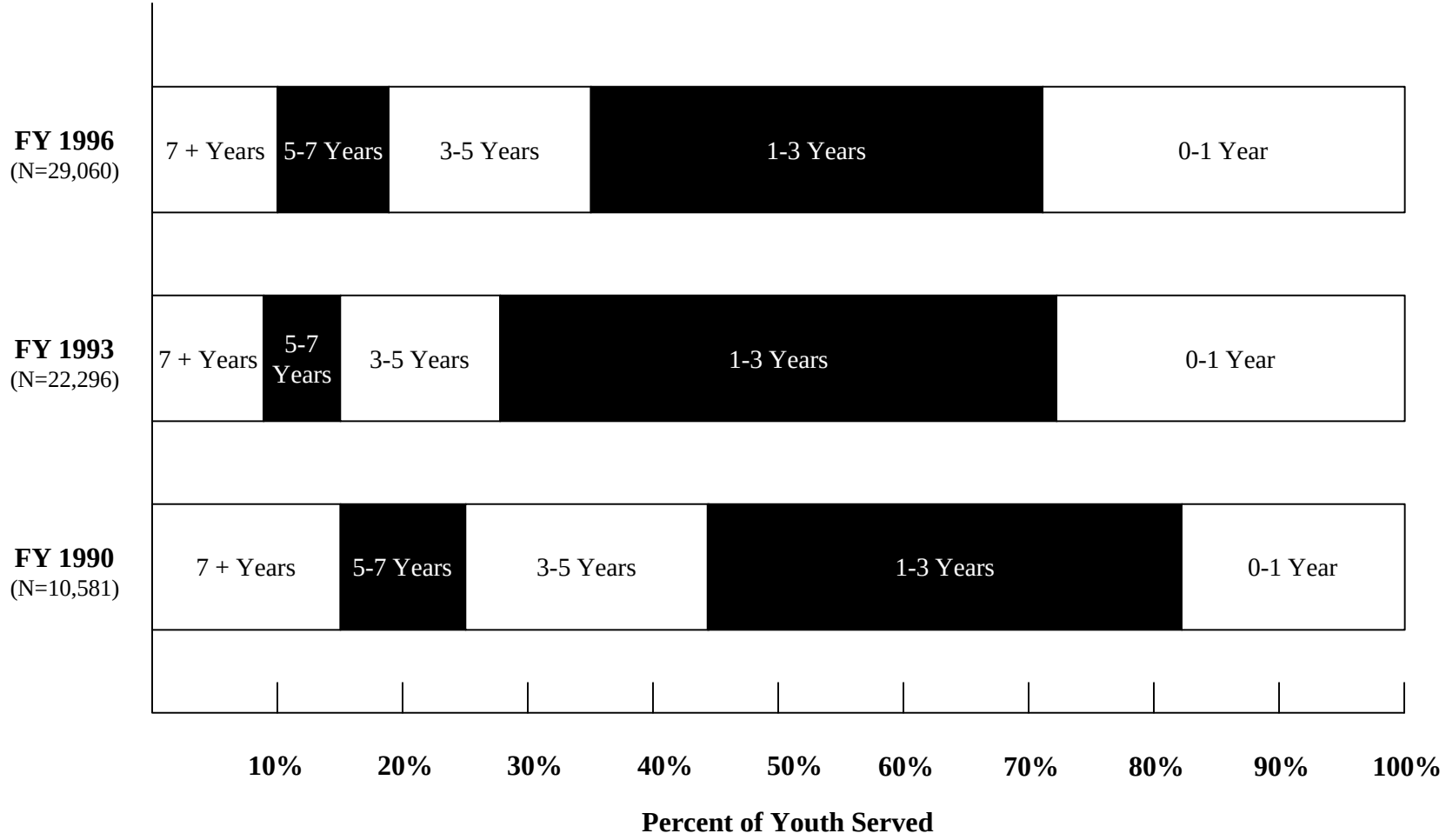
## 2.5 Living Arrangements

The living arrangements for the youth at the time they received ILP services are presented in Exhibit III-16. In all years, the largest number of youth—ranging from 37-53 percent—lived in a foster home. Group homes were the second most common living arrangement for 9 of the years (19-25% of youth); the exception was FY 1988 when 22 percent of youth were reported as living in an institution or residential facility. In all years, between 10-22 percent of youth resided in an institution or residential care facility. Few youth were either living with their birth family (ranging from 0-3%), with relatives or in kinship care (between 2-11%), or with an adoptive family (<1%). In FYs 1993 through 1996, at least 8 percent of youth who received services were already in an independent living arrangement.

In FY 1996, over one third (38%) of youth lived in a foster care home, 22 percent in a group home, 10 percent in an institution, 11 percent in other living arrangements, and 9 percent in both relative/kinship care and an independent living arrangement. Only 1 percent of youth lived with their birth family.

Information provided in State reports was generally available for the following categories: foster home, group home, institution (e.g., residential care facility, correctional institution), birth family, relatives/kinship care, and independent and other living arrangements. (Other living arrangements included, for example, semi-independent living program, runaway/on the streets, emergency and other shelters, job corps, and college.) Categorization of living arrangements varied notably from State to State and also definitions of terms used to refer to living arrangements were inconsistently applied.

**EXHIBIT III-15**
**DURATION OF STAY IN CARE**
**RELATIVE FREQUENCIES OF YOUTH SERVED FY 1990, 1993, 1996**



## EXHIBIT III-16
## LIVING ARRANGEMENTS OF YOUTH
## FY 1987-1991

| LIVING ARRANGEMENT | 1987 | | 1988 | | 1989 | | 1990 | | 1991 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| Foster home | 111 | 47% | 1,166 | 53% | 2,986 | 50% | 5,381 | 42% | 9,811 | 47% |
| Group home | 45 | 19% | 248 | 11% | 1,137 | 19% | 2,838 | 22% | 5,240 | 25% |
| Institution/residential care | 23 | 10% | 482 | 22% | 665 | 11% | 1,719 | 13% | 2,901 | 14% |
| Birth family | 0 | 0% | 38 | 2% | 163 | 3% | 88 | 1% | 69 | 0% |
| Relatives/kinship care | 16 | 7% | 38 | 2% | 260 | 4% | 1,435 | 11% | 504 | 2% |
| Adopted | 0 | 0% | 4 | 0% | 1 | 0% | 14 | 0% | 7 | 0% |
| Indep. living arrangement | 1 | 0% | 42 | 2% | 276 | 5% | 487 | 4% | 712 | 3% |
| Other | 41 | 17% | 168 | 8% | 492 | 8% | 1,002 | 8% | 1,659 | 8% |
| Total known | 237 | 100% | 2,186 | 100% | 5,980 | 100% | 12,964 | 100% | 20,903 | 100% |
| # States reporting | 4 | | 15 | | 24 | | 22 | | 30 | |
| Unknown | 629 | | 3,334 | | 19,899 | | 22,041 | | 21,198 | |
| Total served | 866 | | 5,520 | | 25,879 | | 35,005 | | 42,101 | |

## EXHIBIT III-16 (CONTINUED)
## LIVING ARRANGEMENT OF YOUTH
## FY 1992-1996

| LIVING ARRANGEMENT | 1992 | | 1993 | | 1994 | | 1995 | | 1996 | |
|---|---|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % | # | % |
| Foster home | 14,223 | 43% | 16,790 | 37% | 12,684 | 37% | 14,267 | 38% | 14,582 | 38% |
| Group home | 7,812 | 23% | 9,587 | 21% | 7,341 | 22% | 7,468 | 20% | 8,330 | 22% |
| Institution/residential care | 4,515 | 13% | 5,240 | 11% | 3,353 | 10% | 4,400 | 11% | 3,974 | 10% |
| Birth family | 134 | 0% | 692 | 2% | 621 | 2% | 954 | 3% | 531 | 1% |
| Relatives/kinship care | 2,306 | 7% | 3,983 | 9% | 1,180 | 3% | 1,221 | 3% | 3,290 | 9% |
| Adopted | 11 | 0% | 17 | 0% | 2 | 0% | 1 | 0% | 2 | 0% |
| Indep. living arrangement | 1,390 | 4% | 3,780 | 8% | 3,380 | 10% | 3,753 | 10% | 3,654 | 9% |
| Other | 3,012 | 9% | 4,867 | 11% | 5,560 | 16% | 5,891 | 16% | 4,257 | 11% |
| Total known | 33,403 | 100% | 44,956 | 100% | 34,121 | 100% | 37,955 | 100% | 38,620 | 100% |
| # States reporting | 27 | | 31 | | 32 | | 35 | | 31 | |
| Unknown | 16,952 | | 14,284 | | 28,400 | | 26,812 | | 28,944 | |
| Total served | 50,355 | | 59,240 | | 62,521 | | 64,767 | | 67,564 | |

## 2.6 Youth with Special Needs

Fewer than half of the States reported the number of youth served who had special needs. Those that did report this breakdown appear to have applied different definitions to the term. Examples of special needs included: physical disability, learning impairment, social/emotional impairment, mental retardation, speech/language impairment, visual or auditory impairment, or a combination of special needs.

Exhibit III-17 presents the number of youth with special needs as reported by those States that provided such information in FY 1990, 1993, and 1996.[10] The number of youth with special needs in any State ranged from 0 to more than 6,000, and the percentage of youth served who had special needs ranged from 0 to 86 percent. While some States provided tailored services to meet the needs of this subset of the population, others indicated eligibility or State program limitations in providing ILP services to youth with special needs (see also Chapter IV, Section 1.10). Across the States reporting these data, an average of about one-quarter of youth served had special needs in the 3 years analyzed.

## 2.7 Parents, Pregnant, and Married Youth

Exhibit III-18 presents the number and percent of youth who were parents or pregnant in FYs 1990, 1993, and 1996.[11] Parents include both male and female youth. Across the years, the aggregated proportion of youth who were parents or pregnant remained relatively stable at nearly one-tenth of the youth served. The number of youth in any given State who were parents or pregnant ranged from 0 to 734, and the percentage of youth served ranged from 0 to 25 percent. Similar to the percentages of youth with special needs, there were some States where the percentages of youth who were parents or pregnant fluctuated widely. Several States specifically encouraged ILP participation among teen parents and provided specialized classes and workshops (see Chapter IV, Section 1.7).

[10] The three FYs—1990, 1993, and 1996—were selected to highlight trends over the decade. States provided little relevant data for FY 1987 so it was not included in the display. Other States not included in the exhibit are likely to have *served* youth with these characteristics, but they did not report these data in their final reports. In addition, some States reported youth with special needs by need category (e.g., physical handicap and emotional disturbance) but did not include a total unduplicated number. These data were not captured in this study.

[11] Some States collected and reported data only on youth served who were parents, while others reported both those who were parents and those who were pregnant during the period ILP services were provided. It is likely that other States not included in the Exhibit also served youth who were parents but did not report such data.

## EXHIBIT III-17
## YOUTH WITH SPECIAL NEEDS BY STATE (REPORTED)
## FY 1990, 1993, 1996

| | 1990 | | | 1993 | | | 1996 | | |
|---|---|---|---|---|---|---|---|---|---|
| | **Special Needs** | **Served** | **%** | **Special Needs** | **Served** | **%** | **Special Needs** | **Served** | **%** |
| Alabama | 360 | 844 | 43% | 192 | 505 | 38% | 240 | 871 | 28% |
| Arizona | 144 | 243 | 59% | | | | | | |
| Arkansas | 46 | 139 | 33% | 124 | 415 | 30% | 10 | 491 | 2% |
| California | 1,095 | 5,184 | 21% | 537 | 7,164 | 7% | 585 | 6,147 | 10% |
| Connecticut | 96 | 208 | 46% | 163 | 242 | 67% | 141 | 236 | 60% |
| D.C. | 24 | 84 | 29% | | | | | | |
| Georgia | 82 | 712 | 12% | 614 | 1,367 | 45% | 134 | 1,237 | 11% |
| Hawaii | | | | 16 | 90 | 18% | 30 | 50 | 60% |
| Illinois | 543 | 1,782 | 30% | | | | | | |
| Iowa | 294 | 1,423 | 21% | 189 | 1,236 | 15% | | | |
| Kansas | | | | 80 | 1,617 | 5% | 99 | 1,945 | 5% |
| Kentucky | 77 | 158 | 49% | 32 | 890 | 4% | 476 | 1,010 | 47% |
| Louisiana | | | | 190 | 886 | 21% | 583 | 1,222 | 48% |
| Maine | 57 | 178 | 32% | | | | | | |
| Maryland | | | | 772 | 1,456 | 53% | 1,547 | 1,801 | 86% |
| Mississippi | 12 | 24 | 50% | | | | | | |
| Missouri | | | | 335 | 1,959 | 17% | | | |
| Montana | 4 | 76 | 5% | | | | | | |
| Nevada | 163 | 359 | 45% | 213 | 402 | 53% | 257 | 469 | 55% |
| New Jersey | 54 | 462 | 12% | | | | | | |
| New Mexico | 0 | 34 | 0% | 6 | 195 | 3% | 31 | 208 | 15% |
| North Dakota | 12 | 157 | 8% | | | | | | |
| Ohio | | | | 781 | 4,202 | 19% | 707 | 3,159 | 22% |
| Pennsylvania | 351 | 1,118 | 31% | 578 | 1,910 | 30% | 899 | 3,047 | 30% |
| South Carolina | 19 | 104 | 18% | 33 | 654 | 5% | 78 | 872 | 9% |
| Tennessee | 10 | 246 | 4% | 236 | 1,482 | 16% | | | |
| Texas | 694 | 1,158 | 60% | 1,398 | 1,870 | 75% | | | |
| Utah | 0 | 211 | 0% | 27 | 107 | 25% | 106 | 198 | 54% |
| Vermont | | | | 34 | 305 | 11% | | | |
| Virginia | | | | | | | 123 | 1,271 | 10% |
| West Virginia | | | | | | | 436 | 911 | 48% |
| Wyoming | | | | 4 | 35 | 11% | | | |
| **Total Reporting** | **4,137** | **14,904** | **28%** | **6,554** | **28,989** | **23%** | **6,482** | **25,145** | **26%** |
| # States Reporting | | | 22 | | | 22 | | | 18 |

## EXHIBIT III-18
## YOUTH WHO WERE PARENTS OR PREGNANT BY STATE (REPORTED)
## FY 1990, 1993, 1996

| | 1990 | | | 1993 | | | 1996 | | |
|---|---|---|---|---|---|---|---|---|---|
| | **Preg./Parent** | **Served** | **%** | **Preg./Parent** | **Served** | **%** | **Preg./Parent** | **Served** | **%** |
| Alabama | 101 | 844 | 12% | 49 | 505 | 10% | 85 | 871 | 10% |
| Arizona | | | | | | | 31 | 517 | 6% |
| Arkansas | 3 | 139 | 2% | 25 | 415 | 6% | 9 | 491 | 2% |
| California | 334 | 5,184 | 6% | 578 | 7,164 | 8% | 734 | 6,147 | 12% |
| Colorado | 75 | 681 | 11% | | | | 59 | 740 | 8% |
| Connecticut | 52 | 208 | 25% | 18 | 242 | 7% | 30 | 236 | 13% |
| Delaware | 22 | 151 | 15% | | | | | | |
| D.C. | 6 | 84 | 7% | 25 | 200 | 13% | | | |
| Georgia | 63 | 712 | 9% | 170 | 1,367 | 12% | 162 | 1,237 | 13% |
| Hawaii | | | | 7 | 90 | 8% | 0 | 50 | 0% |
| Indiana | 31 | 304 | 10% | 77 | 730 | 11% | 162 | 1,129 | 14% |
| Kansas | | | | 144 | 1,617 | 9% | 150 | 1,945 | 8% |
| Kentucky | 5 | 158 | 3% | 19 | 890 | 2% | 22 | 1,010 | 2% |
| Louisiana | | | | | | | 49 | 1,222 | 4% |
| Maine | 18 | 178 | 10% | | | | | | |
| Maryland | | | | 20 | 1,456 | 1% | 148 | 1,801 | 8% |
| Michigan | 125 | 1,114 | 11% | 383 | 3,600 | 11% | 620 | 5,508 | 11% |
| Minnesota | | | | 210 | 1,732 | 12% | | | |
| Mississippi | | | | 1 | 37 | 3% | | | |
| Missouri | | | | 109 | 1,959 | 6% | | | |
| Montana | 2 | 76 | 3% | 3 | 189 | 2% | 53 | 312 | 17% |
| Nevada | 11 | 359 | 3% | 6 | 402 | 1% | 3 | 469 | 1% |
| New Hampshire | | | | | | | 20 | 268 | 7% |
| New Mexico | | | | 13 | 195 | 7% | 22 | 208 | 11% |
| North Dakota | 1 | 157 | 1% | | | | | | |
| Ohio | | | | 296 | 4,202 | 7% | 413 | 3,159 | 13% |
| Oregon | | | | 12 | 1,674 | 1% | 47 | 1,070 | 4% |
| Pennsylvania | | | | | | | 321 | 3,047 | 11% |
| South Carolina | 0 | 104 | 0% | 1 | 654 | 0% | 0 | 872 | 0% |
| South Dakota | | | | | | | 0 | 144 | 0% |
| Tennessee | 3 | 246 | 1% | 50 | 1,482 | 3% | | | |
| Texas | 64 | 1,158 | 6% | | | | 50 | 2,065 | 2% |
| Utah | 6 | 211 | 3% | 20 | 107 | 19% | 8 | 198 | 4% |
| Vermont | 4 | 283 | 1% | 6 | 305 | 2% | 37 | 620 | 6% |
| Virginia | | | | | | | 95 | 1,271 | 7% |
| Washington | 17 | 209 | 8% | 54 | 413 | 13% | | | |
| West Virginia | | | | | | | 41 | 911 | 5% |
| Wyoming | 5 | 35 | 14% | 7 | 35 | 20% | | | |
| **Total Reported** | **948** | **12,595** | **8%** | **2,303** | **31,662** | **7%** | **3,371** | **37,518** | **9%** |
| # States Reporting | | | 22 | | | 26 | | | 28 |

Exhibit III-19 presents data on youth who were married while receiving services as reported by States in FYs 1990, 1993, and 1996. The overall number of married youth was low (1%) across all 3 years.

***

The next chapter provides detailed information on the types of services provided to the youth served.

## EXHIBIT III-19
## YOUTH WHO WERE MARRIED BY STATE (REPORTED)
## FY 1990, 1993, 1996

| | 1990 | | | 1993 | | | 1996 | | |
|---|---|---|---|---|---|---|---|---|---|
| | **Married** | **Served** | **%** | **Married** | **Served** | **%** | **Married** | **Served** | **%** |
| Alabama | 40 | 844 | 5% | 2 | 505 | 0% | 9 | 871 | 1% |
| Arizona | | | | | | | 0 | 517 | 0% |
| Arkansas | 1 | 139 | 1% | 0 | 415 | 0% | 1 | 491 | 0% |
| California | 24 | 5,184 | 0% | 48 | 7,164 | 1% | 40 | 6,147 | 1% |
| Connecticut | 1 | 208 | 0% | 0 | 242 | 0% | 1 | 236 | 0% |
| D.C. | 0 | 84 | 0% | 0 | 200 | 0% | | | |
| Georgia | 6 | 712 | 1% | 20 | 1,367 | 1% | 18 | 1,237 | 1% |
| Hawaii | | | | | | | 0 | 50 | 0% |
| Illinois | 9 | 1,782 | 1% | 14 | 2,077 | 1% | 4 | 2,963 | 0% |
| Indiana | 0 | 304 | 0% | 8 | 730 | 1% | 13 | 1,129 | 1% |
| Kansas | | | | 11 | 1,617 | 1% | 7 | 1,945 | 0% |
| Kentucky | 0 | 158 | 0% | 4 | 890 | 0% | 2 | 1,010 | 0% |
| Louisiana | | | | | | | 1 | 1,222 | 0% |
| Maine | 0 | 178 | 0% | | | | | | |
| Maryland | | | | 16 | 1,456 | 1% | | | |
| Michigan | 8 | 1,114 | 1% | 24 | 3,600 | 1% | 12 | 5,508 | 0% |
| Missouri | | | | 16 | 1,959 | 1% | | | |
| Montana | 3 | 76 | 4% | | | | | | |
| Nevada | 0 | 359 | 0% | | | | | | |
| New Hampshire | | | | | | | 0 | 268 | 0% |
| New Mexico | 0 | 34 | 0% | 0 | 195 | 0% | 0 | 208 | 0% |
| North Carolina | | | | | | | | | |
| Ohio | | | | 40 | 4,202 | 1% | 47 | 3,159 | 1% |
| Pennsylvania | | | | | | | 9 | 3,047 | 0% |
| South Carolina | 0 | 104 | 0% | 0 | 654 | 0% | 0 | 872 | 0% |
| South Dakota | | | | | | | 0 | 144 | 0% |
| Tennessee | 1 | 246 | 0% | 0 | 1,482 | 0% | | | |
| Texas | 15 | 1,158 | 1% | | | | 9 | 2,065 | 0% |
| Utah | 7 | 211 | 3% | | | | | | |
| Vermont | 2 | 283 | 1% | 0 | 305 | 0% | 12 | 620 | 2% |
| Virginia | | | | | | | 3 | 1,271 | 0% |
| Washington | 0 | 209 | 0% | 7 | 413 | 2% | | | |
| West Virginia | | | | 0 | 645 | 0% | | | |
| Wyoming | 1 | 35 | 3% | 3 | 35 | 9% | | | |
| **Total Married** | **118** | **13,422** | **1%** | **213** | **30,153** | **1%** | **188** | **34,980** | **1%** |
| # States Reporting | | | 21 | | | 21 | | | 22 |

# IV. ILP ACTIVITIES AND SERVICES

# IV. ILP ACTIVITIES AND SERVICES

ILP programs and services varied greatly from State to State and year to year, reflecting differences in child welfare systems, youth needs, staff availability and training, integration with other youth programs, privatization, and availability of resources. This chapter begins by describing the wide array of services provided to assist youth in the transition to independent living. The second section discusses selected State program characteristics and activities (e.g., organization and structure) that affect States' capacity to deliver services. The chapter concludes with a discussion of the barriers to service delivery and recommendations for program improvement, as reported by States in their ILP applications and final reports.

Throughout the chapter, changes and trends evident over the decade in review are highlighted. While program and service data were captured and analyzed for all years from FY 1987 through FY 1996, for simplicity of presentation, data are generally shown for two points in time: FY 1989 (when programs were operational following ILP start up) and FY 1996 (the last year studied).

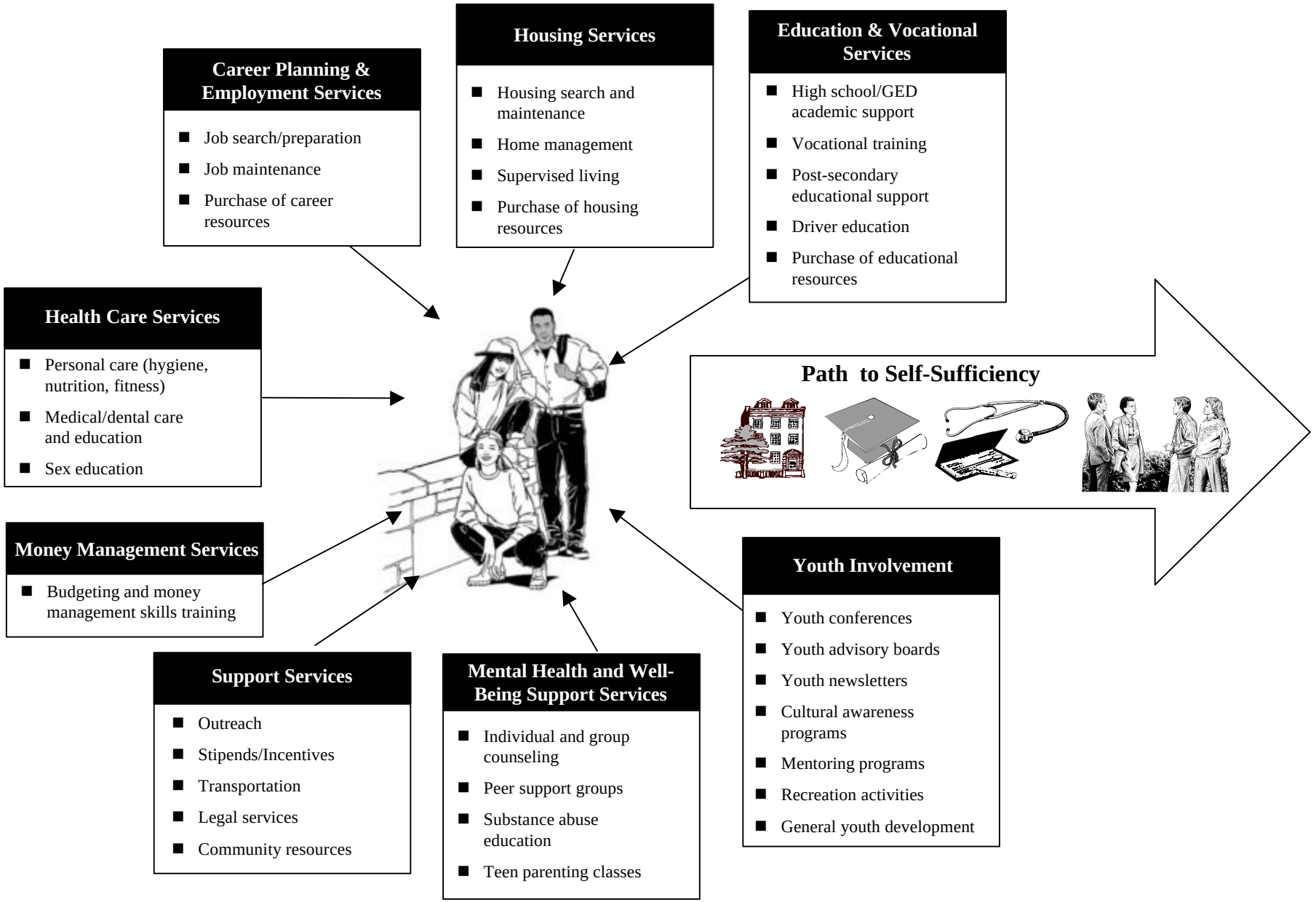
## 1. INDEPENDENT LIVING SERVICES PROVIDED TO YOUTH

Between FY 1987 and 1996, the ILP provided an array of services to help prepare youth for their transition from foster care to independent living. Services ranged from academic support, to instruction on how to fill out job and housing applications, to new apartment "starter kits," to wilderness adventure courses. The services addressed both the *tangible skills* (e.g., educational, vocational, money management, home management, and use of community resources) as well the *intangible skills* (e.g., decision making, problem solving, communication, time management, conflict resolution, and social skills) that a young person needs to become an independent adult (Westat, 1991). ILP provided services through a mix of formal group training programs, experiential learning opportunities, and informal service mechanisms that responded to individual needs.

For this analysis, ILP services were classified into seven direct service categories and one support service category. Shown in Exhibit IV-1, the service categories are as follows:

- **Education and vocational services**—including high school/GED academic support, vocational training, post-secondary educational support, driver education, and purchase of educational resources
- **Career planning and employment services**—including job search and preparation, job maintenance, and purchase of career resources
- **Housing services**—including locating and maintaining housing, home management, supervised living, and purchase of home supplies

# EXHIBIT IV-1
# ILP SERVICES PROVIDED TO YOUTH



- **Money management services**—including budgeting and money management skills
- **Health care services**—including personal care, medical and dental care education, and sex education
- **Mental health and well-being support services**—including individual and group counseling, support groups, substance abuse prevention/intervention services, and teen parenting classes
- **Youth involvement activities**—including youth conferences, youth advisory councils, newsletters, cultural awareness programs, recreation, mentoring, and other general youth development/involvement activities
- **Support services**—including outreach/recruitment, stipends/incentives, transportation, legal services, and referrals and linkages to community resources.

The categories were developed to reflect the services outlined in the authorizing legislation[1] and expanded to include other frequently provided ILP services. While discussed here under separate categories, the lines between service types (e.g., vocational training and employment preparation) often became "blurred" in practice. States frequently provided ILP training or workshops that integrated topics from multiple categories.

Exhibit IV-2 provides an example of the variety of services that were offered to youth as they entered an ILP at age 16 and exited by age 21. As shown, certain services varied by youth's age or length of time in the program, whereas other services were provided continuously throughout the program.

The sections that follow present data from States that reported providing specific services in FY 1989[2] and FY 1996. There are several important data limitations as discussed in Chapter II that must be considered in the interpretation of these data. First, the ILP final reports, with some notable exceptions, contained limited and inconsistent information regarding the scope of services provided (e.g., number of counseling hours or weeks of job training classes). As such, services were recorded and analyzed as having been provided or not, regardless of the extent of services.

[1] P.L. 103-66, section 477 (d). May include programs to: (1) enable participants to seek a high school diploma or its equivalent or to take part in appropriate vocational training; (2) provide training in daily living skills, budgeting, locating and maintaining housing, and career planning; (3) provide for individual and group counseling; (4) integrate and coordinate services otherwise available to participants; (5) provide for the establishment of outreach programs designed to attract individuals who are eligible to participate in the program; (6) provide each participant a written transitional independent living plan which shall be based on an assessment of his or her needs and which shall be incorporated into his case plan…; and (7) provide participants with other services and assistance designed to improve their transition to independent living.

[2] Data from FY 1989 and FY 1996 are presented to highlight the changes in service delivery as ILP evolved. Because the first 2 years of the Federal program were largely dedicated to program set-up and training at the State level, FY 1989 was selected for analysis instead of FY 1987.

# EXHIBIT IV-2
## SAMPLE INDEPENDENT LIVING SERVICE GRID FOR YOUTH

| 16th BIRTHDAY | 16½ YEARS | 17 YEARS | 17 ½ YEARS | 18 YEARS | 18 ½ YEARS | 19 YEARS | 19 ½ to 21 YEARS |
|---|---|---|---|---|---|---|---|
| Youth referred for independent living services by 16th birthday | Assessment<br><br>Goals set<br><br>Goals reviewed with care providers<br><br>Goals communicated at administrative review<br><br>Handbook for Teens in Foster Care presented | Re-assessment<br><br>Re-evaluate goals<br><br>Report to caseworker one month prior to admin review<br><br>Attend admin review<br><br>Review goals with care providers<br><br>Produce & attend regional teen conference<br><br>Produce & attend teen leadership conference | Re-assessment<br><br>Re-evaluate goals<br><br>Report one month prior to admin review and admin review<br><br>Review goals with care providers<br><br>Produce & attend regional teen conference<br><br>Produce & attend teen leadership conference<br><br>Preliminary discussion of subsidy<br><br>Nominate for Governor's Award<br><br>Apply for vo-tech/college admission & financial aid<br><br>Begin savings & PT job | Re-assessment<br><br>Re-evaluate goals<br><br>Report one month prior to admin review<br><br>Review goals with care providers<br><br>Produce & attend regional & state teen conferences<br><br>Subsidy agreement planned<br><br>Recruit & train Community Advisor<br><br>Apply for vo-tech/ college admission & financial aid<br><br>Continue savings & PT job<br><br>Arrange for tutors and/or mentors as needed<br><br>Graduation/GED recognized & celebrated | Re-evaluate goals<br><br>Report one month prior to admin review<br><br>Youth meets weekly with Community Advisor<br><br>Part-time job monitored by IL coordinator<br><br>Youth sets up checking account<br><br>Caseworker/IL Coordinator contact once/mo. for three months, then as needed<br><br>If working FT, subsidy ends according to transition plan<br><br>If in vo-tech or college, youth submits proof of enrollment/grades each semester<br><br>Youth contacts resources as needed | Re-assessment and re-evaluation of goals annually<br><br>Report one month prior to admin review by telephone<br><br>Monitor enrollment/ grades with youth submitting each semester<br><br>Youth contacts Community Advisor as needed<br><br>Caseworker/IL Coordinator contacted as needed by youth | Youth mails goals/ enrollment to caseworker each semester<br><br>Youth contacts Community Advisor as needed<br><br>Admin review by telephone or mail unless requested by one of team, including youth<br><br>Youth monitors budget, work, etc. and requests help as needed |

Source: Kansas ILP Final Report, 1994

For example, a State that provided a half hour of support to one individual on possible job leads was counted in the proportion of States "providing career planning/employment services" alongside a State that provided a formal 8-week employment program that included assessment of career interests, training in resume writing, and summer internships that reinforced job skills. Second, a State was counted as providing a particular service when at least one youth from any part of the State received that service. *Frequently only a subset of the total youth served in the State participated in any given ILP service or activity*. As such, these data do not inform conclusions regarding scope and intensity of specific services among the eligible population within States. Third, when a service was not noted in that State's final report, its absence could suggest that the service was not provided, or alternatively, that it was provided but not reported. Therefore, the data reported may represent the *minimum* number of States providing each type of service, based on those that indicated the service area in their report. Despite these limitations, however, the data regarding the number of States that reported providing each type of service provide a useful gauge of the prevalence of different types of ILP services and the relative changes in service provision over time.

The remainder of this section describes the services provided to youth in each of the service categories and trends over time. Specific State program examples and service delivery approaches are highlighted. Youth in care vary in their experiences, skills, and levels of self-sufficiency, and as such, not all youth need or receive the same services. The first sub-section below discusses needs assessments conducted by States to best match youth to services. It is followed by a description of direct services (education and vocational training, career planning and employment, housing and home management services, budgeting, health care, mental health/well-being support services, youth involvement activities) and support services offered. The final sub-sections discuss specialized services provided to youth with developmental disabilities and other special needs and aftercare services provided to youth after discharge from care.

## 1.1 Needs Assessment

Needs assessments identified youths' strengths and needs in order to match youth to the most appropriate IL services. Needs assessments often included a basic skills inventory used to identify and monitor youths' progress and achievement in skill areas over time. While the majority of questions were geared toward identifying youth's tangible skills, in later years, needs assessment instruments increasingly examined the level of youth's intangible skills such as communication, anger management, decision making, and problem solving. In FY 1996, nearly all States provided needs assessments to youth. While the majority of States did not record the type of instrument used, approximately 40 percent of States reported using a version of the *Daniel Memorial Independent Living Assessment for Life Skills* tool. A few States, including

Alabama, Massachusetts, and Mississippi, elected to use the Independent Living Skills Assessment. Some additional States, such as New Jersey, modified or revised existing instruments in order to most effectively meet the needs of their youth.

## 1.2 Education and Vocational Services

Since the inception of the Federal ILP, education and vocational services have been integral components in the majority of ILPs. For this study, activities classified as educational and vocational services include high school and GED academic support, vocational training, post-secondary education services and support, driver education, and the purchase of educational resources. As Exhibit IV-3 indicates, all States reported conducting some services to support education and vocational training in FY 1996. High school/GED support services and vocational training generally have been provided by most ILPs throughout the decade. In later years, there has been substantial growth in the number of States that also have provided assistance with post-secondary education and purchase of educational resources.

**EXHIBIT IV-3**
**EDUCATIONAL AND VOCATIONAL SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Education and Vocational Services** | **88** | **100** |
| High School/GED Academic Support | 73 | 96 |
| Vocational Training | 76 | 91 |
| Post-Secondary Educational Services | 39 | 83 |
| Driver education | 22 | 26 |
| Purchase of Educational Resources | 29 | 57 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

### High School and GED Academic Support

Academic support services to help youth complete high school or earn a General Equivalency Degree (GED) constituted core services for ILPs. High school and GED academic support services generally provided assistance to youth through educational assessments, counseling, tutoring, homework and exam preparation, remedial education, study skills improvement, and interaction with school faculty and administrators.

To encourage youth to stay in school and continue their education, some States have established school dropout prevention and intervention programs. For example:

- In FY 1995 and FY 1996, Ohio's ILP funded three high school dropout prevention programs for youth at risk of not completing high school. These prevention programs used academic and vocational mentors/tutors to teach and reinforce classroom learning, administer aptitude tests, implement weekly routines to improve study habits, provide mentoring activities to reinforce behavioral change, and provide job shadowing opportunities.

- Georgia's ILP collaborated with the Georgia National Guard Civilian "Youth Challenge Program." The Youth Challenge Program provided educational opportunities for high school dropouts in a structured 22-week residential setting. Upon satisfactory completion of the program, youth earned a GED and a $2,500 stipend for post-secondary education.

Some States, such as Indiana, incorporated literacy training into their ILP educational services.

**Vocational Training**

Vocational training frequently was offered to provide youth with training in a marketable skill or trade. These services may have included formal on-the-job training or a 2-year college program with a specific focus on vocational objectives. ILP vocational assistance and training programs focused on building skills and experience in areas as varied as cosmetology, computer technology, nursing, dental assistance, construction, boat building and repairs, marine maintenance, culinary arts, travel services, barbering, cooking, hotel industry work, modeling, and automobile maintenance.

**Post-Secondary Educational Support**

Between FY 1989 and FY 1996, the number of States reporting post-secondary education assistance more than doubled. Post-secondary education assistance generally fell into two categories: pre-college and in-college services.

Pre-college services included assisting youth in preparing for the Scholastic Aptitude Test (SAT) and the ACT Assessment, selecting and applying to colleges and universities, learning about and applying for financial assistance, and arranging college visits. In some programs, volunteer college students were integral to providing assistance. For example, Georgia's Targeting Academic Goals (TAG) program, a joint venture of the ILP and Georgia College, matched eligible high school seniors with college student mentors for a day on the campus.

In-college services included extended tutoring, purchase of educational resources, and peer and educational support groups. Examples include the District of Columbia's college support groups and New York's Independence Internship Program:

- During FY 1995, a former District of Columbia ILP participant established a college support group to assist fellow youth in making the transition to college life. Issues discussed included everything from study habits and general support, to date rape, to ways to find additional money for college expenses.

- The Independence Internship Program (IIP) was a small demonstration program established in FY 1992 in New York to provide a support system for ILP students in a community college setting. Administered by SUNY Albany's Professional Development Program, IIP worked with the social services district and community college staff to increase the number of foster care youth entering the program. IIP offered admission assistance, financial counseling, tutoring, personal counseling and support, work-study opportunities, and transportation expenses not covered by scholarship or financial aid dollars.

Some States also provided additional non-Federal assistance for college. Both Texas and Florida passed State laws that provided tuition waivers to foster care youth to attend college for free.

**Driver Education**

For many youth, transportation is critical to finding and maintaining employment. In fact, States consistently reported transportation as a barrier to youth's participation in ILP activities, employment, and later, self-sufficiency. However, only one-quarter of States reported providing driver education assistance as part of their ILP in FY 1996. Driver education assistance was provided in two primary forms: (1) paying for driver education classes and license fees, and (2) signing as guardians to enable youth to obtain drivers licenses. Driver education assistance is largely affected by State law, which determines whether a foster parent or social worker can sign as a guardian for youth and exempt State employees from civil liability.

**Purchase of Educational Resources**

Over the decade in review, there was a substantial increase in the number of States using ILP dollars to purchase educational resources for ILP participants. By FY 1996, more than one-half of States reported purchasing educational resources for youth as compared to less than one-third in FY 1989. Examples of educational financial assistance and resource purchases include: tuition assistance, scholarship funds, books, GED fees, SAT/ACT fees, vocational training fees, educational supplies (e.g., calculators, notebooks, pens and pencils), course/equipment fees, subsidized apprenticeships, caps and gowns, and senior pictures and class rings.

**Other Educational Services**

A few States, including Michigan, Minnesota, and the District of Columbia, provided English as a Second Language (ESL) classes and foreign language classes as part of their ILP.

## 1.3 Career Planning and Employment Services

The majority of federally funded ILPs had some basic career planning or employment service components, primarily job search and preparation, during the early years of program inception (see Exhibit IV-4). As ILPs matured, career-planning services expanded and become more experiential in nature. Over time, ILPs began to focus not only on job search skills, but also on hands-on work experience and job maintenance. Additionally, by FY 1996, over one-third of States purchased employment-related resources for their youth participants.

**EXHIBIT IV-4**
**CAREER PLANNING AND EMPLOYMENT SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Career Planning and Employment Services** | **92** | **98** |
| Job Search and Preparation | 73 | 89 |
| Job Maintenance | 45 | 70 |
| Purchase of Career Resources | 8 | 37 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

### Job Search and Preparation

The vast majority of States incorporated job search and preparation components in their ILP. Most commonly, job search and preparation skills included:

- Career assessments
- Interviewing and role playing
- Assistance with job applications
- Job referral and placement
- Resume writing
- Identification of potential employers
- Job training skill building.

A number of ILPs, including those in Arizona, California, and Oklahoma, put on job fairs and career days to expose youth to potential business opportunities and increase local career networks. Some States, such as Louisiana and Nevada, have invested in computerized self-directed search programs to assist in career exploration.

**Job Maintenance**

For many foster care youth, maintaining a job is often an even more daunting challenge than finding a job. Over the years, many ILPs have increased their attention toward teaching youth the skills to retain employment. Topics included:

- General work attitude
- Professional appearance
- Timeliness
- Customer relationships
- Working with other employees
- Working with the employer.

Programs in Arkansas and California contracted with a Mary Kay representative and Dress-for-Success program to assist youth in building appropriate employment wardrobes. Some ILPs match youth with a work mentor to assist youth with adjusting to, and succeeding in, their new work environment.

**Purchase of Career Resources**

The number of States purchasing employment-related resources for youth has more than tripled between FY 1989 and FY 1996. Employment-related resources most commonly refer to appropriate business attire, work supplies, and equipment.

**Work Experience**

In order to provide youth with both job search/preparation and employment maintenance skills, many ILPs have increasingly assisted youth in obtaining hands-on work experience—voluntary, subsidized, and unsubsidized. Over the years, ILPs implemented numerous

innovative initiatives and collaborations to enhance foster care youth's ability to gain self-sufficiency through employment. Referrals to, and collaborations with, Job Training Partnership Agencies (JTPA), Job Corps, and Offices of Employment and Training programs were commonly reported. Summer youth employment and training programs included:

- Maryland's ILP developed partnerships with the Office of Employment and Training and Civic Works to provide an 8-week summer employment program. The employment program combined hands-on work experiences with lectures on work attitudes and habits and daily life skills instruction. Youth worked 4 days a week on public service projects and spent the fifth day on life skills training focused on job retention, decision making, goal planning, conflict resolution, and personal development. Public service projects included the construction of a 200-foot boardwalk, the provision of supportive services to the elderly in nursing homes, and care for children in day care centers.

- In FY 1993, Virginia's ILP, in conjunction with the local JTPA program, DSS Employment Services, and the private sector, established the Summer Youth Employment and Training Leadership Institute. The Institute provided an intensive week of workshops, seminars, education and business fairs, and other sessions to enable youth to write a plan of action for future career and education goals.

- In FY 1990, New York developed the "Foster Corps" initiative, contracting with the New York State Regional Job Corps to reserve slots and provide enhanced services for foster care participants in Job Corps. Services included additional counselors on evenings and weekends, independent living and recreational specialists during non-school hours, program coordinators, and aftercare counselors to help assist each Foster Corps member with housing and job placement.

- Michigan's Youth Employment and Training Program consisted of a 9-week summer program for foster care youth. The program began with a 1-week camping experience teaching conflict resolution and problem solving skills. The remaining weeks were spent on a group work experience to research, plan, build, and evaluate the construction of a 12 foot by 24 foot structure at the Bay Area Adventure School. The group work experience taught youth valuable lessons in team building, problem solving, decision making, conflict resolution, and career goal setting.

ILPs also have collaborated with private sector businesses, community agencies, nonprofits, other social services agencies, schools, health organizations, and faith-based organizations. Examples of public/private sector employment partnerships follow:

- In FY 1991, Virginia's Newport News Department of Social Services established a Work Internship Project placing ILP youth in community work sites to receive job skills training. The program utilized mentors and volunteers and provided youth with

stipends for their participation. As of FY 1996, the program had expanded to over 30 work sites—including local DSS, city libraries, recreation centers, hospitals, YWCAs, local churches, and colleges.

- In San Diego, California, foster youth were placed in 2-year job training positions and assigned a mentor from the corporation that employed them. The mentor worked with the ILP social worker to follow the youth's progress, assist youth in planning for job opportunities and advancement, and help resolve problems that might interfere with completing the 2-year program. The ILP youth and mentors also participated together in self-esteem and networking activities every other month. Additionally, in Riverside County, California, the ILP conducted a "Sea Camp" at San Diego's Sea World in order to give ILP youth information on career opportunities in the Navy and marine biology.

- In Washington DC, youth have been placed in internships ranging from the U.S. House of Representatives to local day care centers.

- Over the years, New Jersey's ILP collaborated with local churches to hire youth as subsidized volunteers, placed youth in fields such as cosmetology, computers and travel, and assisted youth in obtaining their licenses from the N.J. Casino Control Commission in order to gain employment in the casino industry.

Employment work experiences varied from State to State, frequently reflecting local industry opportunities.

### 1.4 Housing Services

Over the decade, the majority of States generally incorporated some housing services into their ILP (see Exhibit IV-5). These services most commonly included assistance with finding housing and signing a lease, and increasingly also included home management skills, supervised living, and purchase of housing resources.

**EXHIBIT IV-5**
**HOUSING SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Housing Services** | **88** | **98** |
| Housing Search and Maintenance | 63 | 83 |
| Home Management | 53 | 64 |
| Supervised Living | 29 | 51 |
| Purchase of Housing Resources | 16 | 40 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

**Housing Search and Maintenance**

To assist youth in transitioning to living on their own, ILPs frequently taught youth how to locate and maintain housing. Through housing workshops and group discussions, youth have learned how to: use the newspaper housing advertisements/classifieds, fill out an apartment application and lease, obtain information regarding costs of security deposits and utilities, and adhere to safety standards and practices (e.g., emergency/911, fire extinguishers, smoke alarm). They also have learned about the responsibilities of both the tenant and the landlord.

**Home Management**

ILPs often offered home management workshop components to support everyday basic living skills. Such skills included: meal planning, grocery shopping, food preparation, housekeeping, laundry, basic maintenance and repair, and living cooperatively with others.

**Supervised Living**

Many States offered semi-structured, experiential living apartments to a limited number of youth in care. These settings were intended to allow youth to grow socially and developmentally while still maintaining a sense of security before completely transitioning to independence. While room and board were not allowable ILP expenditures, the Federal legislation encouraged coordination with other components of the State's ILP such as supervised living. Federal ILP dollars could only be used to support non-room and board expenses, such as staffing or supplementary program operations. Therefore, the bulk of funding necessary to support supervised living programs was State funded.

Supervised independent living arrangements ranged from weekend living experiences in IL skills laboratories to 6-month semi-independent living arrangements. Examples included:

- In the late 1980s, New Jersey's ILP used an independent living skills laboratory, in a supervised apartment, as part of the hands-on learning experience for youth transitioning to independence. The lab was both cleaned and furnished by the youth participants. In order to use the apartment, youth had to develop a budget and plan for their weekend lab time.

- In FY 1992, North Dakota introduced a co-funded Independent Living Project between the Department of Human Services and the Division of Juvenile Services through a local nonprofit organization, Youthworks, in the Bismarck region. Each of the youth served spent an average of 4.5 months in transitional living apartments.

- In FY 1996, Connecticut began operating a subsidized scattered-site supervised living program, the Community Housing Assistance Program (CHAP). The program was for youth age 17 or older, who had completed ILP life skills training, were enrolled in a full-time educational or vocational program, were working part-time, and were working toward the goal of self-sufficiency. Participating youth received a monthly subsidy based on Connecticut's cost of living combined with myriad intensive case management services.

- In FY 1992, Oklahoma introduced the Supervised Apartment Living (SAL) Program. A contract with the State Department of Mental Health and Substance Abuse Services placed youth in single or shared apartments for a period of not more than 6 months during which they received assistance in the following service areas: home, health, personal maintenance, budgeting, use of community resources, job preparation/employment, interpersonal relationships, and decision making. As part of routine programming, the contractor provided each youth with three weekly face-to-face visits, daily telephone contact, weekly group sessions, individual counseling, and 24-hour crisis intervention.

In order to participate in supervised living experiences, States often required youth to meet a number of criteria such as high scores on assessments, enrollment in school, and full- or part-time employment.

**Purchase of Housing Resources**

Between FY 1989 and FY 1996, the number of States that purchased housing resources had more than doubled. Examples of housing resource purchases included household supplies, apartment furnishings, and cookbooks. The most commonly noted purchase was the "start-up" or "emancipation" kit given to youth as they transitioned from foster care to independent living. These kits provided an assortment of household items such as utensils, bed linens, towels, dishes, and kitchen and bathroom accessories to help youth set up new living arrangements.

## 1.5 Money Management Services

Over the decade, the vast majority of ILPs have included money management in their daily living skills curriculum. As shown in Exhibit IV-6, 94 percent of States reported providing budgeting and money management classes as part of their independent living curriculum in FY 1996.

Money management training provided youth with practical, day-to-day life skills necessary for a successful transition to independence. Topics customarily found within ILP curriculums included workshops on living within your budget, opening and using checking and savings accounts, balancing a checkbook, consumer awareness, and smart shopping. Other

budgeting and money management topics less commonly covered included credit, loan, insurance, and tax information; understanding wages; filling out tax forms; time management; and planning for the future.

**EXHIBIT IV-6**
**MONEY MANAGEMENT SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| Money Management Services | 86 | 94 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

States developed a number of hands-on initiatives to encourage youth to budget, spend, and save their money wisely. For example, a number of ILPs set up individual checking and savings accounts for their participants and required youth to submit a written budget to access their earnings and savings. In Nebraska, youth were required to punch a time card before and after doing household chores in order to obtain an allowance. Youth then kept track of their expenditures and earnings.

### 1.6 Health Care Services

States offered health-related services less frequently than other ILP services, yet increases are evident over the 10-year period. As shown in Exhibit IV-7, 83 percent of States reported conducting health education and assistance in FY 1996 as compared to 65 percent in FY 1989. The primary forms of health assistance as categorized for this study included personal care education, medical/dental care and education, and sex education.

**EXHIBIT IV-7**
**HEALTH CARE SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Health Care Services** | **65** | **83** |
| Personal Care Education | 35 | 62 |
| Medical/Dental Care and Education | 27 | 51 |
| Sex Education | 43 | 64 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

**Personal Care**

Personal care education provided youth with basic information regarding hygiene, nutrition, diet, and exercise. Youth were instructed on the importance of taking care of oneself in terms of general cleanliness of body, hair, and teeth. Some ILPs brought in nutritionists to speak to youth about the benefits of a balanced diet, proper preparation and care for food, and regular exercise. Others offered youth memberships to exercise classes and/or weight control programs to encourage fitness.

**Medical/Dental Care and Education**

ILPs primarily focused on preventive health care. Some programs also used their ILP funds to pay for necessary medical, dental, and eye care procedures. Many of the States provided youth with resource books of community health resources and assisted youth in compiling their personal medical histories. In some States, such as Arkansas, Oregon, and Wyoming, youth received CPR and First Aid education and training. Prenatal care services were reported in a few States, such as Georgia, Massachusetts, New Hampshire, Nevada, and Washington.

**Sex Education**

By FY 1996, nearly two-thirds of States were providing sex education information. Sex education topics covered sexual development and puberty, adolescent sexuality, relationships, sexual responsibility, birth control, family planning, teen pregnancy, childbearing, sexually transmitted diseases, HIV prevention, and AIDS. A number of States collaborated with Planned Parenthood to provide sex education information to youth in care. Other program examples included:

- Colorado's ILP collaborated with the Colorado Department of Education and Division of Youth Services to administer the Centers for Disease Control's (CDC) Youth Risk Behavior Survey in order to inform staff of the additional needs of HIV/STD prevention training. HIV/STD trainings were aimed at assisting youth to make responsible and informed choices in regards to sexual practices.

- In a few States, such as California, New Jersey, and North Dakota, ILPs provided youth with "Baby Think It Over" dolls. The goal was to expose youth to the immense responsibilities and time demands of being a parent.

- Michigan's ILP established the Male Adolescent Pregnancy Prevention (MAPP) program in FY 1990 to promote and reinforce the development of responsible sexual behavior among adolescent foster care and delinquent males. The MAPP program consisted of 12 intensive lectures and small group discussion sessions. The first

meetings introduced concepts and problems surrounding teen sexuality, while the follow-up sessions allowed for discussion and reinforcement of responsible attitudes and behaviors about sexuality.

## 1.7 Mental Health and Well-Being Support Services

The majority of States consistently incorporated mental health and well-being components, particularly individual and group counseling, into their ILP. By FY 1996, most States were addressing a variety of soft skill areas in addition to the tangible daily living skills. As seen in Exhibit IV-8, the areas of substance abuse education and teen parenting classes exhibited dramatic growth over the decade.

**EXHIBIT IV-8**
**MENTAL HEALTH AND WELL-BEING SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Mental Health and Well-Being Services** | **88** | **96** |
| Individual and Group Counseling | 84 | 91 |
| Peer Support Groups | 43 | 60 |
| Substance Abuse Education | 27 | 45 |
| Teen Parenting Classes | 29 | 64 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

### Individual and Group Counseling

As youth prepare to transition out of care, numerous issues from their past and present can affect their progression to self-sufficiency. ILPs offered youth counseling—individual and group—to provide youth with a therapeutic and constructive outlet to discuss and deal with feelings of anger, fear, loss, rejection, stress, anxiety, and self-esteem. Trained professionals discussed with youth issues such as relationships, conflict resolution, anger management, peer pressure, child abuse and neglect, victimization, teen suicide, youth violence, teen pregnancy, substance abuse, and the transition to independence. Further, some States, such as Colorado, New Jersey, and Oklahoma, incorporated 24-hour emergency crisis management and intervention services into their ILP.

**Peer Support Groups**

By FY 1996, at least 60 percent of States incorporated peer support groups, facilitated by both peer and adult advisors, into their ILP. Peer support groups enabled youth to discuss their past and present life situations and feelings with other youth with similar experiences, while concurrently facilitating positive peer interaction. Support groups commonly focused on risk prevention, support, and guidance. Groups ranged from college support groups, to young mothers' support groups, to violence prevention support groups, to support groups for youth nearing emancipation. Massachusetts' ILP developed a teen phone line to provide youth with a means to talk with, and receive advice from, their peers.

**Substance Abuse Education**

The number of States offering substance abuse education, prevention, and intervention services as part of their ILP increased by 66 percent between FY 1989 and FY 1996. ILPs invited both police officers as well as former substance abusers to describe the potential effects of drugs on family, friends, and self. In addition, some States, such as New Hampshire, developed Alcoholics/Narcotics Anonymous peer support groups to assist youth with already established addictions.

**Teen Parenting Classes**

Over the 10-year period, the number of States providing teen parenting classes as part of their independent living curriculum more than doubled. Of the 3,371 youth who were known as teen parents or pregnant in FY 1996, 85 percent lived in States that offered teen parenting classes. In comparison, only 37 percent of the 710 youth who were known as teen parents or pregnant in FY 1989 had access to teen parenting classes in their States. Examples of teen parenting services included:

- Nevada's Division of Child and Family Services collaborated with the University of Nevada to establish a program to serve adolescent parents currently in or recently emancipated from care. The Partners in Parenting Program was an educational program designed to increase young adults' knowledge, skills, and attitudes related to parenting. The program addressed such issues as child development, personal development, parental stress, infant care skills, and availability of social support.

- Associated Catholic Charities, the largest contracted provider of ILP services in Louisiana, provided a parenting program called Breakin' the Cycle. With the goal of enhancing parenting skills of male and female parents, the course covered the ages and stages of development, safety, communication, handling anger, reducing stress, discipline, nutrition, and behavior management. The program also addressed

chemical use, HIV/AIDS, and STDs. The program used correspondence courses for youth that could not attend regular group classes yet were motivated and able to do the work individually.

- Washington County, Oklahoma, in conjunction with its County Health Department, established the Match Program. This volunteer/mentor program matched experienced parents with teen parents in custody to help the youth develop nurturing and parenting skills.

**Youth Violence Prevention**

While this report did not set out to collect information on youth violence prevention, it became apparent that a number of ILPs have addressed this issue both directly and indirectly. The majority of States offered counseling and peer support groups, as well as youth development activities, which can contribute to building healthy, non-violent youth. A number of States also included conflict resolution and anger management sessions in their ILP curriculum. Anger management and conflict resolution sessions generally utilized a mix of direct instruction, role playing, skill building, and group discussion. Participants were taught about the causes for anger, anger provoking behavior, and techniques to deal with anger productively. Program examples included:

- Massachusetts' ILP held peer support groups on a variety of topics including violence prevention and anger management. The anger management group provided youth with the opportunity to share experiences and establish strategies and interventions to address impulse control. The violence prevention peer group addressed prevention strategies related to gangs, dating violence, and domestic violence. The group worked on communication, problem solving, and anger management skills to de-escalate potentially violent situations.

- The Ohio ILP awarded grants in FY 1995 to Ohio State University (OSU) and Guernsey County Juvenile Court to provide anger management programs to youth in care, foster parents, and mentors. OSU developed and provided three culturally sensitive curricula in self-control of anger, skills of conflict resolution and relaxation, and self-instruction and problem solving to handle anger more effectively.

- Beginning in FY 1996, Connecticut integrated Dr. Deborah Prothrow-Stith's book "Violence Prevention Curriculum for Adolescents" into its ILP curriculum.

Some ILP conference workshops also have addressed the issues of violence, gangs, domestic violence, sexual harassment, hate crimes, and their consequences. For instance, Arkansas held a special seminar on gangs at its FY 1995 youth conference. The seminar primarily focused on the psychology of gang membership and how to avoid the pitfalls and dangers associated with

gangs. Similarly, the keynote speaker for an Arizona annual youth conference was an investigative journalist who presented on gangs, hate groups, cults, occult groups and people who use deception for fraud and coercion.

## 1.8 Youth Involvement Activities

Over the decade, ILP staff steadily increased their efforts to involve and engage youth in multiple ways (See Exhibit IV-9). This trend coincided with the increased focus on youth development in the youth services field, and with child welfare reform, which has underscored the need to involve service recipients in the service delivery process. For the purposes of this study, the category of youth involvement was defined to include: youth conferences, youth advisory boards or councils, youth newsletters, cultural awareness programs, mentoring programs, recreational activities, and general youth development/empowerment activities. Some of these activities focused on involving youth in the ILP decision-making process (e.g., youth advisory boards), while other activities (e.g., conferences, recreational activities) were aimed at increasing involvement of youth with peer groups, and still others (e.g., mentoring) with providing pro-social role models. In general, the activities included in this category were intended to provide youth with a sense of belonging, competence, and usefulness, and also to improve communication, interpersonal, and problem-solving skills. Many of these activities provided youth with opportunities for skill building and achievement, which then fostered enhanced self-esteem and self-confidence.

### Youth Conferences

The number of States hosting independent living youth conferences steadily increased since ILP inception. In FY 1996, approximately 80 percent of States held annual or semi-annual conferences usually lasting 2-3 days and often serving hundreds of youth. Conferences generally offered workshop sessions on daily living topics ranging from education and career planning to teenage pregnancy and substance abuse. Substantial time was also scheduled for networking, recreation, and social events to facilitate group interaction, communication, and socialization. Additionally, in many States, youth were involved extensively in the planning and running of conferences, thus increasing their personal investment and participation.

### Youth Advisory Boards

By FY 1996, youth advisory boards were present in almost half of the States' ILPs, more than quadruple the number in existence since FY 1989. Youth advisory boards were established to involve youth in the ongoing development and management of the ILP. In general, the boards comprised a select group of current and previous foster care youth, who served as "the voice" of the youth in care population. Youth advisory boards offered a mechanism for constructive

**EXHIBIT IV-9**
**YOUTH INVOLVEMENT ACTIVITIES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| **Youth Involvement** | **84** | **96** |
| Youth Conferences | 59 | 81 |
| Youth Advisory Boards | 12 | 49 |
| Youth Newsletters | 18 | 53 |
| Cultural Awareness Programs | 16 | 36 |
| Mentoring Programs | 47 | 70 |
| Recreation Activities | 67 | 83 |
| General Youth Development and Empowerment Activities | 63 | 77 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

dialogue and information exchange between foster care youth and child welfare staff, other relevant public agencies, foster parents, and members of the local private and non-profit community. States reported that youth advisory boards provided an opportunity for youth to share experiences and ideas, surface problems, suggest helpful services, identify barriers to success, and comment on what approaches are beneficial and counter productive. Several States cited the youth advisory boards active involvement in organizing and planning ILP activities, such as conferences and volunteer task forces, participating as peer counselors for younger youth, and writing youth newsletters. In Nebraska, the youth advisory board established a post office box to which youth in care can write with questions and suggestions. In a number of States, such as Hawaii and Illinois, youth board representatives have provided testimony to the State legislatures and Congress regarding their experiences in foster care and the effectiveness of the ILP.

### Youth Newsletters

Between FY 1989 and FY 1996, the number of States reporting the existence of ILP youth newsletters nearly tripled. By FY 1996, more than half of the States had developed these newsletters. ILP youth newsletters were frequently developed and written by and for youth on pertinent issues affecting their lives. Generally monthly publications, newsletters featured announcements, informational articles, poetry, and opinion sections.

## Cultural Awareness Programs

Cultural awareness activities were aimed at enhancing youths' awareness, understanding, tolerance, and pride in minority and international customs, cultures, and daily living experiences. While only one-third of States reported including any form of cultural awareness activity in FY 1996, the number of States incorporating cultural awareness services into their ILP more than doubled between FY 1989 and FY 1996. The level of intensity and exposure to cultural awareness varied greatly across programs and among the population being served.

A number of States incorporated culturally specific programs into their ILP curriculum. The *Rites of Passage* model was frequently noted. For example:

- Michigan offered the Higher Heights Opportunity Project, a culturally specific program designed to empower African American adolescent males between the ages of 18-22, who had been in the foster care system at some point in their lives. The project consisted of three program components—Rites of Passage curriculum; mentorship; and job training—combined with a supervised ILP. The major accomplishment reported by the program was heightened awareness and sensitization toward the cultural aspects and special needs of this population of youth.

- Beginning in FY 1992, Ohio's ILP held culturally specific programs for African American, Appalachian, and Hispanic young men and women in long-term foster care to help them acquire cultural knowledge, esteem-building skills, career guidance, and attitudes needed to become responsible adults. The programs emphasized self-development, mentoring, career development, community/volunteer services, and employment readiness.

Additional cultural awareness initiatives in FY 1996 included the following:

- The ILP in Boston, Massachusetts established a cultural diversity support group. The support group was designed to provide youth with the opportunity to discuss and work with peers on valuing diversity, exploring ethnic roots, and examining cross-cultural communication issues.

- A YMCA in Minnesota took its ILP eligible group to a South Dakota Indian reservation where, together with the youth living on the reservation, they built a house with Habitat for Humanity.

- California incorporated the "Power 'N Me: Race, Class and Emancipation" curriculum into its ILP. The curriculum focused on providing foster youth with coping skills related to biases and racism in society.

A number of States addressed race and cultural awareness issues at their youth conferences through workshops on racism, prejudice, and cultural sensitivity. Additionally, cultural

awareness was reinforced through music, dress, dance, and ethnic and cultural folktales. For example, North Dakota ended its conference sessions with the "Talking Circle," a part of the Native American culture, which gave each youth the opportunity to speak out and express themselves.

**Mentoring Programs**

Many States (over two-thirds by FY 1996) recognized the benefits of providing mentors to assist youth in achieving ILP goals. Mentoring refers to the formal pairing of youth with adult or peer role models. States reported that through mentoring, meaningful relationships and support systems were developed to guide and advise youth during the transition to independent living. Mentors assisted youth with problem solving, educational and employment planning, life skills training, transportation and housing needs, and recreational and social activities. Mentors often continued to meet with, and offer support to, youth who had exited the foster care system.

The review of State reports suggests that mentors came from six general settings:

- **Work Mentors.** Youth and mentors working for the same organization were paired together. Mentors, in conjunction with ILP caseworkers, assisted youth in adjusting to, and succeeding in, their current work environment as well as advising them in terms of their future career development.

- **Student Mentors.** Youth were matched with undergraduate and graduate students, close to their own age, as program volunteers and youth mentors. These mentors stressed the importance of continued education.

- **Cultural Empowerment Mentors.** Youth were matched with adults from the same minority cultural or ethnic group. Mentors assisted and supported youth in increasing their cultural awareness and youth development skills.

- **Former Foster Care Youth Mentors.** Many ILPs recruited as mentors individuals who previously graduated from the ILP or grew up in foster care situations themselves. This pairing enabled youth to hear how individuals facing similar obstacles were able to overcome and transition successfully.

- **Peer Mentors.** Some programs had peers who were also living in foster care serve as co-facilitators for group activities and as mentors for youth new to the ILP. Youth often appeared more receptive to learning from their peers.

- **Community Volunteers.** Often, volunteers from the community elected to serve as youth mentors. Youth were paired with individuals with similar interest areas. Community volunteers assisted youth in forming and sustaining a community connection during and after their transition to independence.

While many States noted providing some level of mentoring, a large number also noted challenges in finding enough mentors for their eligible population.

**Recreation Activities**

Recreation activities were commonly cited as part of ILP services. Many States provided overnight retreats, wilderness adventures, and ropes courses in order to strengthen youths' problem-solving skills and teach cooperative team building. Other recreational activities included sporting events, self-defense and martial arts, talent shows, and arts and crafts. ILPs also held social events such as graduation ceremonies, dances, and holiday parties as a form of youth recognition and reward. These activities were intended to provide youth with the opportunity to enhance their self-esteem and to develop and expand their socialization and interpersonal skills.

**General Youth Development and Empowerment Activities**

Most States (at least 77% by FY 1996) reported activities that proactively engaged youth with the objective of enhancing problem-solving and decision-making abilities, interpersonal and communication skills, teamwork, and/or sense of worth. For this study, these types of activities were categorized as "general youth development/empowerment activities." Typically, these activities were integrated into daily living skills curriculum, conferences, and other group activities. Some of these activities focused on self-improvement and self-confidence. For example, in Texas, the ILP contracted with a local university to provide classes in public speaking. Other activities, such as the distribution of life books, helped promote self-awareness by guiding youth through the process of learning more about themselves and their personal histories.

## 1.9 Support Services

In addition to the wide range of direct services offered, ILPs also provided related support services to attract, retain, and reward youth for participation and to connect youth to needed community services. As Exhibit IV-10 shows, the proportion of States that incorporated various support services as part of their ILP increased over the decade in review.

**EXHIBIT IV-10**
**SUPPORT SERVICES**
**PERCENTAGE OF STATES REPORTING SERVICES***
**FY 1989 AND 1996**

| | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| Outreach/Recruitment | 61 | 81 |
| Stipends/Incentives | 57 | 66 |
| Transportation Services | 45 | 60 |
| Legal Services | 33 | 40 |
| Community Resources | 76 | 94 |

* These data represent the proportion of States that reported providing these services to at least one youth in their State. More States may have provided such services but it was not clearly evident in the review process.

### Outreach/Recruitment Activities

The majority of States implemented outreach activities to encourage and recruit eligible youth to participate voluntarily in ILPs. Caseworkers generally informed youth and caregivers during case planning and ongoing interaction. Additionally, ILPs reported the following outreach activities:

- Mass mailing of ILP service information to eligible youth
- Flyers and brochures to group homes and residential treatment facilities
- Youth newsletters
- Home visits
- Media exposure (news articles; TV and radio talk shows)
- Videotapes of youth conferences as promotional pieces
- Presentations at local schools
- Volunteer projects in the community
- Dialogue and partnerships with community and public agencies.

Outreach activities were intended both to attract youth to the ILP and to maintain and increase youth's participation in the ILP over time. They also sought to increase community involvement in ILP activities.

**Stipends/Incentives**

Approximately two-thirds of States provided incentive awards or stipends to participants in FY 1996. Incentive awards were intended to encourage youth to participate in ILPs and attain their independent living goals. Incentives were most commonly offered in the form of monetary stipends. Other forms included gift certificates, small household items, and recreational outings. Stipends and certificates targeted apartment set-up, transportation, medical expenses, and educational and employment fees and resources.

Incentive awards were primarily offered under the following circumstances:

- **Participation in, and completion of, ILP skills training classes or ILPs.** Many States provided monetary incentives for ILP participation and completion. In North Carolina, youth received small items related to the learning objective. For instance, small household items were awarded to youth upon completion of home management training. In California, New Hampshire, North Dakota, and Wisconsin, high school credits were given to youth upon successful completion of ILP skills classes.

- **Graduation from high school or GED completion**. Some States, including Arizona and Mississippi, provided monetary incentives for graduating from high school or completing their GED.

- **Savings Match Incentive.** In such States as Maryland, Arizona, and Nevada, ILPs matched youth savings in order to reward and provide further incentives for youth to carefully budget and save their earned dollars.

Stipends also reinforced instruction regarding money management and contributed to youth savings towards self-sufficiency and independence.

**Transportation**

Transportation was an often-cited obstacle hindering youth participation in the ILP and employment. Many foster care youth lacked reliable transportation to get to work or ILP classes and had limited funds for public transportation. In FY 1996, approximately 60 percent of States reported providing transportation assistance to youth in ILPs. Transportation assistance included:

- Education on identifying and accessing public transportation

- Provision of public transportation passes

- Stipends to cover transportation costs to ILP classes, work and school

- Education on how to buy a car and obtain car insurance

- Assistance purchasing a used car or bicycle
- Transportation to and from ILP skills classes.

To help surmount their transportation barriers, New York's ILP bought a van to be used as a mobile ILP Resource Center.

**Legal Services**

Some States also reported providing services to educate youth on their legal rights and responsibilities. Legal issues commonly covered included: citizens' rights, tenants' rights, consumer rights, labor laws, civil and criminal process, legal consent, voting responsibilities, and identifying how and where to secure legal services.

**Community Resources**

Establishing social and community networks is essential for transitioning to self-sufficiency. By FY 1996, the vast majority of States reported providing assistance to link youth with Federal, State and local agencies. ILPs both directly referred youth to existing community resources and taught youth how to locate and utilize these resources on their own. A number of States—including Arkansas, California, Kentucky, Maine, Massachusetts, Mississippi, Montana, Nevada, New Jersey, Oklahoma, and Tennessee—also developed and distributed adolescent resource directories to assist youth in connecting with the community. Many States also developed resource libraries, which served as a depository of ILP skills, programs, and community resource information.

Community resources to which youth were commonly referred include: job training programs, private industry councils, local businesses, Chambers of Commerce, local social service agencies, housing agencies, school districts, legal services, health and medical organizations, mental health agencies, organizations serving special needs populations, child care agencies, food banks, and faith-based organizations.

## 1.10 Specialized Services

In FY 1996, approximately 70 percent of States reported providing ILP services specifically designed for youth with developmental disabilities and other special needs. Of the 6,482 youth who were reported as having special needs in FY 1996, 79 percent lived in States that offered specialized services related to these needs. In comparison, only 64 percent of the 3,763 youth who were reported as having special needs in FY 1989 had access to specialized services in their States.

Special needs services may include life skills developmental activities, education, vocational rehabilitation, medical assistance, transportation assistance and community linkages and referrals. Some States, such as Arizona, Maryland, and Massachusetts, developed supplementary ILP curricula for youth with emotional, developmental, and educational deficits to respond effectively to the varying levels of learning capacity, emotional readiness, and literacy. In Maryland, the life skills curriculum was translated into Braille. Other States coordinated and contracted out services to mental health providers. For instance, Child Mental Health in Delaware provided a facility for youth with emotional and mental disorders allowing youth to prepare for independent living at their maximum level of autonomy. Nevada's ILP contracted to match community volunteers with mentally disabled youth who had little community support. Specialized services in some States also addressed needs of teen parents, youth with substance abuse problems, and juvenile justice youth.

### 1.11 Aftercare Services

States have increasingly noted youth's need for continued ILP services following exit from care. Aftercare services typically refer to those resources provided to youth under 21 who have been discharged from a foster care setting. Aftercare services usually included follow-up services, drop-in centers, volunteer programs, support services, and/or stipends. Additionally, they sometimes included:

- Financial assistance
- Employment counseling and support services
- Vocational training
- Crisis counseling
- Medical care
- Emergency shelter
- Housing assistance
- Information and referral
- Community service opportunities
- Peer support programs
- Advocacy.

In many cases, aftercare was provided on an informal, individualized basis, but increasingly States were moving toward more formalized, broader-based aftercare programs.

Diverse examples of aftercare are provided below:

- In FY 1996, Connecticut's formal aftercare activities included the establishment of alumni newsletters and surveys, mentor networks, support groups, workshops, and special events to keep the ILP connected to their program graduates.
- In Ohio, five providers were contracted to provide aftercare services in FY 1996 to eligible youth in out-of-home placements. These services included but were not limited to:
  - Employment training programs for economically disadvantaged youth. This program included three 8-week training sessions in job readiness, life management, practical math and language skills, and high school equivalency preparation.
  - Life skills and college bound services. These included assisting youth with enrolling in junior college, finding employment, job assistance, obtaining prenatal care and housing.
  - Case management, day care, and Head Start services, transportation allowances, legal assistance and recreational activities to youth enrolled in a minimum 8-week job readiness, educational enhancement, and occupational skills workshop.
  - Orientation of local university, campus tour, career exploration, academic and financial aid advisement, post-secondary school information, recreation, and a series of workshops and seminars.
  - A network of support to help youth lacking necessary environmental and personal systems to overcome the barriers to completing their education, gaining and maintaining employment or other self-supporting activities, supporting their families, and functioning as a mature youth.
- Nevada's ILP program developed an aftercare medical program, which provided primary health care services to youth for up to 1 year post-discharge.

## 2. ILP PROGRAM CHARACTERISTICS AND ACTIVITIES

Program organization, staffing, and capacity building are important elements that affect a State's ability to deliver ILP services. Information related to these areas, however, was inconsistently reported in State final reports. While the study team explored these topics, the potential for in-depth analysis is limited. The following sections present findings in three program areas: organization and structure, training, and collaboration.

### 2.1 Organization and Structure

States varied in the degree of centralization by which they administered and implemented their ILPs. ILPs may be either State administered or State supervised/county administered. Frequently, the administrative structure of the ILP mirrored the structure of the State child welfare system.[3] State-administered programs have centralized planning with the State agency responsible for policy, program development, and delivery of services. State-administered systems tend to promote relatively uniform service delivery throughout the State, although frequently regional and district variations in programs were noted. In county-administered programs, States generally retain responsibility for program planning and monitoring, while the counties are responsible for program administration and service delivery. County-administered programs provide counties with increased flexibility and decision-making powers in order to tailor ILP services to best meet the unique needs of their service population. As such, the profile of ILP service delivery in one county of a State may differ greatly from the profile in a neighboring county.

An ILP coordinator is typically responsible for the oversight and implementation of the ILP. Prior studies (Burrell & Perez-Ferreiro, 1995) found that the amount of a time an ILP coordinator was able to devote to the ILP program was a major determinant of program quality. While the majority of States reported having an ILP coordinator on staff, it was difficult to accurately discern from final reports whether coordinators had full-time or part-time status or how many other staff (if any) devoted time to ILP activities. States that were unable to fill the ILP coordinator position or who had limited staff reported this as a significant barrier to service delivery.

Over the decade, the number of States using contracts to provide ILP services increased, and frequently the number of contracts held by each State increased as well. Exhibit IV-11 depicts the variety of organizations providing ILP services. Reports were reviewed in an attempt

[3] In the early 1990s, the following States had State-supervised, county-administered child welfare system: Alabama, California, Colorado, Georgia, Indiana, Maryland, Minnesota, New York, North Carolina, North Dakota, Ohio, Pennsylvania, South Carolina, Virginia, and Wisconsin. The remaining States had State-administered child welfare systems.

to identify the relative level of service provision that was contracted out in each State. Reviewers made their best judgement, based on the reports, as to whether States were contracting out for the provision of *none*, *some*, or *most/all* ILP services. By FY 1996, the majority of States contracted out *some* ILP services and approximately 40 percent had contracted out *most/all* of their ILP services.

States contracted with a variety of public and private agencies and organizations to deliver services. As shown in Exhibit IV-12, more than half of States contracted with private non-profit child welfare organizations, educational institutions, and employment training agencies and partnerships in FY 1996. The most dramatic increases over the 10-year period occurred in the number of States contracting with health care providers (almost tripled), faith-based organizations (more than doubled), and juvenile justice agencies (doubled) between FY 1989 and FY 1996.

## 2.2 Training of Staff and Service Providers

In the early years of program implementation, staff training was the primary emphasis of most ILPs. ILPs recognized the need to educate staff and service providers so that they could, in turn, prepare youth for the transition to self-sufficiency. Trainings ranged from hourly workshop sessions to multi-day conferences and meetings.

In FY 1996, the vast majority of States (90%) provided some training to the ILP staff and also to foster parents. Foster parents were encouraged to attend formalized foster parent training sessions, youth conferences, and ILP youth service sessions in order to increase their involvement and to support youth pro-actively in reaching their independent living goals. Nearly 75 percent of States also reported providing training to non-State service providers/contractors, and about 30 percent of States reported providing training to youth mentors. Some States also trained child welfare and other public agency staff, juvenile corrections/probation staff, school counselors, and community volunteers.

## EXHIBIT IV-11
## TYPES OF ORGANIZATIONS PROVIDING ILP SERVICES

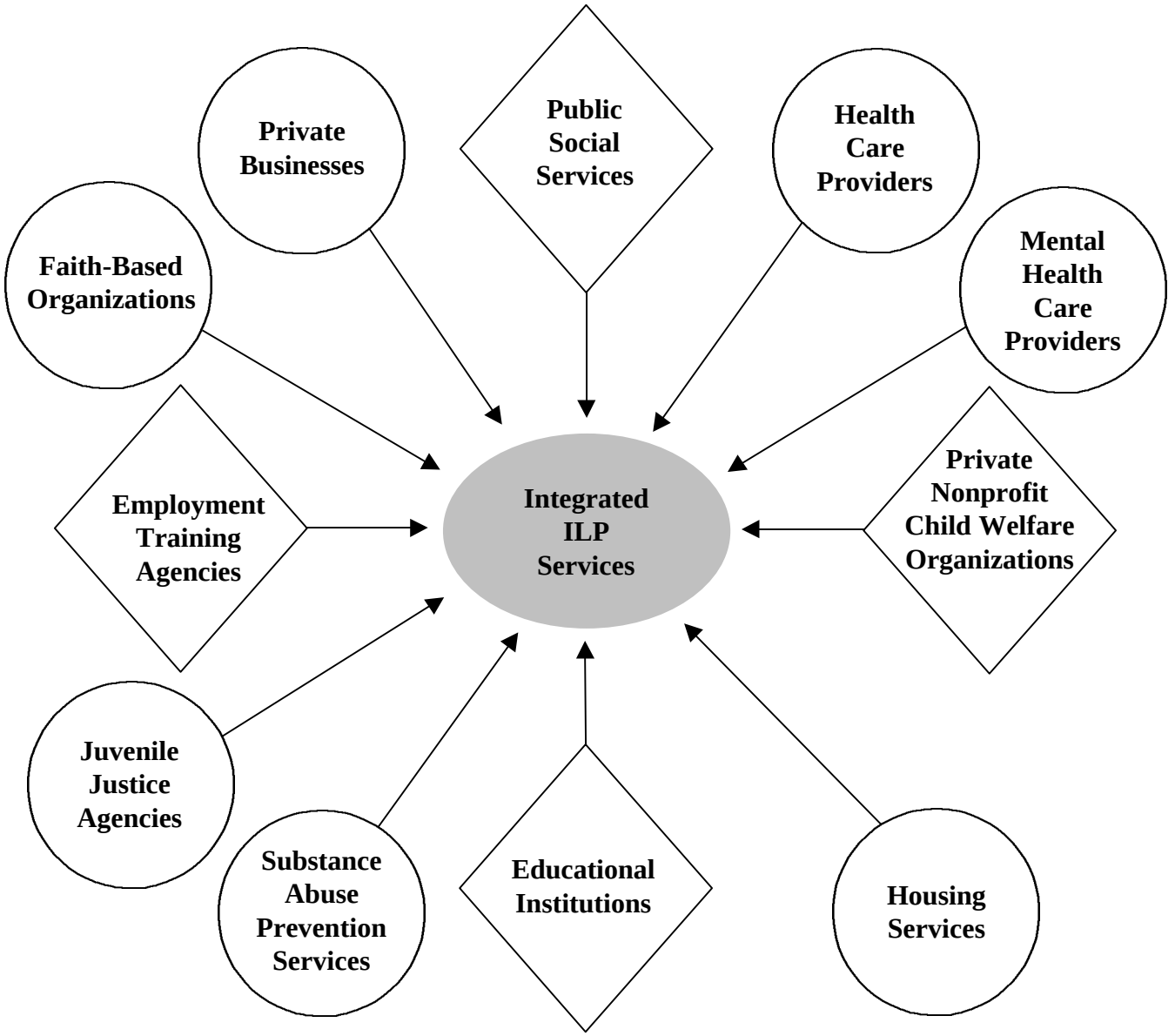


**EXHIBIT IV-12**
**TYPES OF ORGANIZATIONS CONTRACTED WITH TO PROVIDE IL SERVICES**
**PERCENTAGE OF STATES REPORTING CONTRACTED SERVICES***
**FY 1989 AND 1996**

| Organization | FY 1989 (%) | FY 1996 (%) |
|---|---|---|
| Nonprofit Child Welfare Organizations | 59 | 72 |
| Educational Institutions | 55 | 66 |
| Job Training Agencies/Partnerships | 39 | 57 |
| Private Businesses | 33 | 40 |
| Youth Agencies (YMCA/YWCA, Boys & Girls Clubs) | 37 | 38 |
| Faith-based Organizations | 12 | 30 |
| Mental Health Agencies | 18 | 26 |
| Health Care Providers | 8 | 23 |
| Juvenile Justice/Courts | 10 | 21 |
| Housing Services | 18 | 19 |
| Substance Abuse Prevention/Treatment Providers | 8 | 11 |

* These data represent the proportion of States that reported contracted services in their State. More States may have provided such services but it was not clearly evident in the review process.

Training topics ranged from overviews of adolescent development and behavior management to issues surrounding teen pregnancy and child abuse prevention. Sample training topics included:

- Youth Assessments—Practices and Procedures
- Skills for Success
- Are They Ready? Who's Responsible?
- Identification of Self-Defeating Attitudes and Behaviors
- Separation, Attachment, and Bonding
- Handling Grief and Loss Issues
- Cultural Diversity Resource Training/Valuing Diversity
- Taking the Taboo Out of Sex Discussion
- Gang Violence Prevention
- Sexual Abuse Survivors: Providing Support and Direction.

While all States provided some training, due to reporting limitations it was impossible to gather accurately the extent of training provided and the number of individuals trained. Many States reported the continued need for additional comprehensive and specialized ILP training for foster parents, service providers, and public and private community agencies.

## 2.3 Coordination and Collaboration

Consistently, States stressed the importance of developing strong communication and coordination networks, in addition to the contracted services discussed above. Over the decade, States expanded their level of coordination through each of the following:

- **Intra-state coordination.** Integration and communication among ILP staff throughout the State was often facilitated through State ILP coordinators' meetings and IL training sessions.

- **Inter-agency collaboration.** States commonly reported that ILP staff actively communicated and coordinated with other child welfare representatives as well as representatives of the following public agencies: Department of Education, Department of Special Education, Department of Employment Security, Department of Labor, Department of Mental Health, Department of Health, Tribal Social Services, Developmental Disabilities Administration, Department of Juvenile Justice, Department of Vocational Rehabilitation, and Division of Community Service.

- **Coordination with community organizations and businesses.** States frequently coordinated with, and used the services of, a variety of private and non-profit community programs and resources, including, but not limited to: summer youth employment programs, private industry councils, educational institutions, health and mental health organizations, faith-based organizations, recreational organizations, community driving schools, police departments, substance abuse agencies, foster parent/adoptive parent associations, street youth programs, Boy/Girl Scouts, Goodwill and Salvation Army, and foodbanks.

Frequently collaborations were focused on meeting a specific sub-population's needs. For example:

- A number of States coordinated with their Juvenile Justice and Judicial Departments to assure that ILP plans were incorporated into youth's court ordered case plans. This coordination helped increase the Juvenile Justice/Judicial Department's awareness about the goals and services of the ILP while serving the transitional needs of youth in the juvenile justice system.

- The Local Interagency Services Project (LISP), a cooperative effort between the following Virginia agencies—Youth and Family Services, Education, Social Services, Mental Health, Mental Retardation, and Substance Abuse Services—joined

together to develop community-based services for emotionally disturbed adolescents and their families including those in the ILP.

- North Dakota developed a collaborative relationship with Tribal Social Services and the Department of Human Services in order to review the needs of ILPs for the American Indian population.

In order to address the needs of youth, many States formed advisory committees and task forces comprised of representatives from ILP staff members, foster care youth, public agencies, for-profit and nonprofit organizations, and community residents. A number of States also attended national/regional conferences, such as those held by the National Resource Center for Youth Development and the National Independent Living Association (NILA), and participated in ILP training sessions. States reported that attending conferences, task forces, and trainings increased the opportunities for networking and communication between and among ILP service providers and child welfare staff or organizations.

While States have continually expanded their coordination activities over time, a number of States still cited lack of coordination as a service delivery barrier. Further, a large proportion of States reported the need for additional intra-state, inter-agency, and community coordination to best serve youth.

## 3. PROGRAM BARRIERS AND RECOMMENDATIONS FOR IMPROVEMENT

Based on their experiences in providing ILP services and their assessment of youth needs, State representatives described in their reports barriers to program delivery and recommendations for improvement. These barriers and recommendations, frequently interrelated, are summarized in the sections that follow.

### 3.1 Barriers as Reported by States

In their annual reports, States consistently identified a number of barriers to successful ILP implementation and delivery of quality services. Across the decade, the three most commonly echoed problems were resource availability, Federal eligibility requirements, and transportation. Additional barriers to ILP service delivery included program coordination, staff turnover, training, youth recruitment, and information technology issues.

#### Resource Availability

Resource availability was the most commonly cited barrier to successful ILP service delivery. A number of States reported both internal and external resource limitations. Programmatic resource constraints were related to:

- Lack of sufficient Federal funding
- Limited number of ILP staff and staff hours
- Shortage of volunteers and mentors
- Limited involvement or participation of foster parents
- Non-existent or limited aftercare services.

Community resource constraints affecting programs and ILP participants included:

- Poor economic conditions
- Lack of employment opportunities and job training services
- Scarcity of affordable housing and supervised living situations
- Unavailability of health care and health insurance
- Limited availability of mental health services
- Lack of affordable educational services
- Scarcity of adequate, affordable child care services.

States reported that programmatic and community resource constraints hindered their ability to adequately prepare youth for self-sufficiency.

**Federal Eligibility and Program Restrictions**

In the early years of ILP implementation, many States cited the problems of only serving IV-E eligible youth and not serving youth after discharge beyond age 18. Both of these barriers were addressed through PL 100-647 and PL 101-58. In FY 1988, PL 100-647 enabled States to elect to serve non-IV E eligible foster children and to elect to provide follow-up services for up to 6 months after discharge. In FY 1990, PL 101-58 gave States the option to expand eligibility to children formerly in foster care to age 21.

Over the years, States continually cited problems with the following program restrictions: (1) ILP funds could not be used for youth under the age of 16; (2) ILP funds could not be used toward room and board expenses; and (3) youth savings could not exceed the $1,000 resource asset limit.[4] States advocated that ILP training and services need to start at an earlier age in order to give youth enough time to practice and integrate ILP skills into their daily lives.

[4] PL 105-89 raised the resource asset limit to $5,000 in 1998.

Additionally, it was noted that by their late teen years, many youth were unreceptive to participating in ILP services and were anxious to be on their own—whether or not fully prepared.

Many States stressed the need for additional supervised living arrangements for youth in care. States, however, found it difficult to provide enough supervised living experiences to meet youth needs due to restrictions on using Federal and State ILP matching expenditures for room and board.

Finally, States reported that the cap on youth savings tended to be contradictory with the goals of the ILP. On the one hand, the ILP prepares youth with both workforce and money management skills in order to assist youth to live self-sufficiently by earning a wage, budgeting wisely, and saving money. The cap on savings seems to penalize youth for excelling in these desired skills. Moreover, once youth actually transition to self-sufficiency and independence, extra dollars in savings could potentially serve as an important "safety net."

**Transportation**

Transportation was commonly mentioned as a barrier confronting many youth. In particular, youth in rural areas often lived a great distance away from the nearest independent living center, employment opportunity, or educational service. Many youth did not have the means to purchase personal transportation and lived in areas that were not highly accessible to public transportation. Without reliable personal transportation or an adequate, accessible public transportation system, youth had significant and ongoing problems attending ILP classes, utilizing community services, and finding and maintaining employment.

**Program Coordination**

A number of States cited the lack of communication and coordination between and within agencies serving youth as a barrier to successful ILP implementation. In the 1995 study, *A Review of the Management of the Federally Funded Independent Living Program*, Burrell and Perez-Ferreiro found that program quality was dependent on the degree to which programs are connected. "Strong programs have rich networks that they can access for technical assistance, whereas the weaker programs are relatively isolated" (Burrell and Perez-Ferreiro, 1995, p. 1). Limited communication and coordination may be the result of turf issues, lack of information, lack of program support, or inadequate and inconsistent training of staff.

### Staff Turnover

Some States mentioned high staff turnover rates as a significant barrier to service delivery. At times, ILPs were operated without an ILP coordinator while a search continued for a replacement. Once a replacement was found, time was needed for additional training and getting up to speed on program administration and services.

### Training of Staff and Service Providers

In early years of program implementation, some States cited inadequate specialized training of ILP staff as a barrier to ILP service delivery. In more recent years, States reported that other public and community agencies, service providers, foster parents, and mentors are the ones in most need of more specialized training.

### Youth Recruitment

A handful of States had problems both recruiting youth into the ILP and continuously motivating youth to actively participate.

### Information Technology

In the later years covered under this review, a number of States cited difficulties with data reporting issues, especially concerning outcome data. Information systems were considered inadequate for meeting reporting requirements to track the scope and intensity of services youth received. A few States also discussed the inability to integrate their information system with other relevant systems.

It is interesting to note that among States that did report successful youth and program achievements, many linked these achievements and advancement to the areas that others reported as barriers. These key areas were: (1) inter- and intra-agency collaboration and coordination/ team approach; (2) the active participation and enthusiasm of youth participants, service providers, foster parents, and the community; and (3) the provision of intensive training and technical assistance to ILP staff, service providers, and foster parents.

## 3.2 State Recommendations for Program Improvements

The States offered a variety of recommendations to improve ILP service delivery, many of which directly address the barriers discussed above. The following recommendations were reported consistently across both States and years. Recommendations have been classified under two categories: (1) changing Federal ILP legislation and improving program administration, and (2) enhancing State and local ILP service delivery.

**Federal Legislation and Program Administration Recommendations**

Recommendations for changing Federal legislation and improving administration included:

- **Broaden ILP eligibility criteria.** In the early years, States stressed the need to allow ILP funds to serve non-IV-E eligible youth and to expand the eligible age range to 21. States have been provided the option to serve both of these sub-populations. Many States continued to advocate for lowering the eligible age range to 14 or lower.

- **Remove program funding restrictions.** Many States expressed interest in using ILP funds for youth room and board expenditures. States also discussed the need to increase the amount that youth can hold in savings or other assets and still be eligible for foster care assistance.

- **Increase ILP funding.** States requested additional funding to serve youth eligible for participation. In the earlier years, most States also encouraged permanent program reauthorization, which occurred in FY 1992. States also stated the need to update the ILP funding formula to more accurately reflect each State's current eligible population.[5]

- **Conduct evaluations and outcomes studies.** A number of States discussed the need for better tracking and evaluations to determine how youth are doing after leaving the IL program. There also was a call for integrating data systems.

- **Implement uniform reporting requirements.** Several States asked for greater clarification on reporting requirements and service definitions, more specific guidelines on expenditure of ILP funds and service procedures, and examples of statewide assessments and outcomes instruments.

Many of these recommendations are currently being considered for new legislative and programmatic initiatives.

**ILP Service Delivery Recommendations**

State recommendations related to service delivery included:

- **Expand supervised living apartments.** The most widespread recommendation was to include and expand transitional living apartments/experiences for youth in care. States emphasized that youth need more hands-on, trial living experiences to best prepare them for the transition to adulthood and self-sufficiency.

[5] Currently, States are eligible to receive a portion of the funds appropriated that is equal to each State's proportion of the national total of foster children that received maintenance payments under the Title IV-E Foster Care program in FY 1984.

- **Inclusion of aftercare services.** Most States noted the need to expand and increase funding of formalized services to youth after they are discharged from care. These services are believed to help reinforce the lessons youth learned while in care and to provide backup and support for youth when setbacks occur.

- **Implement hands-on activities.** Regardless of the type of ILP activity, most States recommended incorporating experiential, hands-on activities to best teach youth lessons and goals.

- **Increase communication and coordination.** States recommended more coordination among the ILP agencies, service providers, child welfare agencies, and community agencies. Further outreach to and access of community resources was needed, especially in regard to employment, education, housing and health organizations. Some States stressed the need to increase collaboration with the Juvenile Justice agencies and courts, in particular.

- **Provide more intensive training.** Many States discussed the need to increase intensive training for ILP staff, child welfare agencies, service providers, group homes, residential treatment staff, foster parents, and mentors.

- **Enhance mentoring services.** States understand the need to attract and recruit more mentors to serve as role models for youth transitioning to self-sufficiency. In most States, there were only enough mentors to work with a small percentage of ILP participants.

- **Expand services for special needs youth.** Additional training, direct services, and support for youth with special needs, such as youth with mental or physical disabilities, was suggested. Some States also reported the need for increased activities and trainings around cultural awareness, teen parenting, and substance abuse.

- **Conduct performance-based contracting.** Over the years, more States have contracted out to provide ILP services. States suggested that contracting should be more outcome and performance based.

- **Offer driver license assistance**. One of the keys to self-sufficiency is the ability for youth to get to work, training, school, and ILP services. As such, a number of States recommended providing assistance in the forms of permission signatures and monetary stipends for drivers license fees, tests, and classes to enable youth to receive their drivers licenses.

Additional recommendations often reflected the specific needs and local program issues of particular States.

# V. OUTCOMES FOR YOUTH SERVED

# V. OUTCOMES FOR YOUTH SERVED

Understanding what happens to youth after they are served by Independent Living Programs (ILP) is an area of great interest to the field. To date, however, little research has been done regarding the outcomes for youth who have received ILP services. This chapter examines the outcome data collected as part of the ILP reporting process. It also presents findings from several more extensive State outcome studies and evaluations.

## 1. 90-DAY OUTCOME MEASURES

The ILP Program Guidelines indicate that States should report *"…the results achieved 90 days after participants completed the program…."* From the review and analysis of 10 years of ILP final reports, it is clear that many States experienced difficulties obtaining and reporting data regarding results and outcomes. Only one State was able to consistently report outcome data across all 10 years.

### 1.1 Educational and Employment Outcome Findings

Most typically, 90-day outcome data reported by States addressed youth's education and employment status. The following information on youth education and employment status were commonly reported:

- Received high school diploma or GED
- Still attending high school
- Entered/enrolled in college
- Employed.

In FY 1996, a total of 26 States provided at least some educational and employment data. These data are presented in Exhibit V-1. Data provided by States for all fiscal years reported are presented in Appendix D.

Exhibit V-2 presents aggregated data for those States that provided both outcome data and data regarding the number for whom outcome data were collected. These are aggregate data from States that collected data for the following time periods: 90 days after completing the ILP, 90 days after exiting foster care, and time unknown (assumed to be 90 days after completing the ILP per ILP Program Instructions).

## EXHIBIT V-1
## REPORTED OUTCOME DATA BY STATE - FY 1996

| State | Time Period | Served | Collected Outcome Data | Rec HS Diploma/ GED | % Rec HS Diploma/ GED* | In High School | % In High School* | In College | % In College* | Employed | % Employed* |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Alabama | No data provided | | | | | | | | | | |
| Alaska | No data provided | | | | | | | | | | |
| Arizona | Case closure | 517 | 99 | 36 | 36% | 22 | 22% | 15 | 15% | 42 | 42% |
| Arkansas | No data provided | | | | | | | | | | |
| California | 90 days/ILP | 6,147 | | 2,121 | | | | 1,242 | | 2,514 | |
| Colorado | 90 days/ILP | 740 | 8 | | | 1 | 13% | 3 | 38% | 5 | 63% |
| Connecticut | 90 days/ILP | 236 | 181 | 44 | 24% | | | 30 | 17% | | |
| Delaware | No data provided | | | | | | | | | | |
| D.C. | No data provided | | | | | | | | | | |
| Florida | No data provided | | | | | | | | | | |
| Georgia | 90 days/ILP | 1,237 | | 111 | | | | 77 | | 185 | |
| Hawaii | Other time | 50 | 50 | 20 | 40% | | | | | 11 | 22% |
| Idaho | No data provided | | | | | | | | | | |
| Illinois | No data provided | | | | | | | | | | |
| Indiana | Time unknown | 1,129 | 719 | 214 | 30% | | | | | 311 | 43% |
| Iowa | 90 days/ILP | 1,224 | 564 | 191 | 34% | 193 | 34% | 60 | 11% | 320 | 57% |
| Kansas | Time unknown | 1,945 | | 424 | | | | | | 1,101 | |
| Kentucky | 90 days/ILP | 1,010 | | 173 | | | | | | 189 | |
| Louisiana | 90 days/ILP | 1,222 | 147 | 35 | 24% | | | 12 | 8% | 47 | 32% |
| Maine | No data provided | | | | | | | | | | |
| Maryland | Case closure | 1,801 | 466 | | | | | 31 | 7% | 145 | 31% |
| Massachusetts | Case closure | 1,210 | 96 | 15 | 16% | 21 | 22% | 19 | 20% | 78 | 81% |
| Michigan | Time unknown | 5,508 | 256 | 64 | 25% | 46 | 18% | 24 | 9% | 65 | 25% |
| Minnesota | 90 days/ILP | 2,000 | 348 | 66 | 19% | 190 | 55% | 51 | 15% | 144 | 41% |
| Mississippi | No data provided | | | | | | | | | | |
| Missouri | No data provided | | | | | | | | | | |
| Montana | No data provided | | | | | | | | | | |
| Nebraska | No data provided | | | | | | | | | | |
| Nevada | 90 days/ILP | 469 | 26 | 2 | 8% | 20 | 77% | 2 | 8% | 13 | 50% |
| New Hampshire | Case closure | 268 | 268 | 118 | 44% | | | 88 | 33% | 123 | 46% |
| New Jersey | No data provided | | | | | | | | | | |
| New Mexico | 90 days/ILP | 208 | | 50 | | | | 9 | | 85 | |
| New York | No data provided | | | | | | | | | | |
| North Carolina | No data provided | | | | | | | | | | |
| North Dakota | No data provided | | | | | | | | | | |
| Ohio | Time unknown | 3,159 | 3,159 | 383 | 12% | | | | | 1,315 | 42% |
| Oklahoma | No data provided | | | | | | | | | | |
| Oregon | 90 days/ILP | 1,070 | 192 | 94 | 49% | 68 | 35% | 19 | 10% | 104 | 54% |
| Pennsylvania | Time unknown | 3,047 | | 293 | | | | | | 403 | |
| Rhode Island | No data provided | | | | | | | | | | |
| South Carolina | Time unknown | 872 | | 26 | | | | | | 9 | |
| South Dakota | No data provided | | | | | | | | | | |
| Tennessee | No data provided | | | | | | | | | | |
| Texas | 90 days/ILP | 2,065 | 414 | 221 | 53% | | | | | 186 | 45% |
| Utah | Other time | 198 | 129 | 24 | 19% | 67 | 52% | | | | |
| Vermont | No data provided | | | | | | | | | | |
| Virginia | 90 days/FC | 1,271 | 111 | 111 | 100% | | | 1 | 1% | 98 | 88% |
| Washington | No data provided | | | | | | | | | | |
| West Virginia | 90 days/ILP | 911 | 30 | 22 | 73% | | | 5 | 17% | 26 | 87% |
| Wisconsin | No data provided | | | | | | | | | | |
| Wyoming | No data provided | | | | | | | | | | |

* Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

**EXHIBIT V-2**
**AGGREGATE OUTCOME DATA[1] (REPORTED)**
**FY 1990, 1993, 1996**

| | FY 1990 | | FY 1993 | | FY 1996 | |
|---|---|---|---|---|---|---|
| | # Youth | % | # Youth | % | # Youth | % |
| Received HS Diploma/GED | 1,807 | 23% | 2,448 | 27% | 1,447 | 23% |
| In High School | 502 | 6% | 445 | 5% | 518 | 8% |
| Entered/enrolled in college | 499 | 6% | 921 | 10% | 207 | 3% |
| Employed | 2,457 | 31% | 2,948 | 33% | 2,634 | 43% |
| Number Youth for whom Data Were Collected[2] | 7,954 | | 9,060 | | 6,167 | |
| # States Reporting | 8 | | 16 | | 14 | |

[1] Only States that used the following time periods were included: 90 days after completing the ILP, 90 days after exiting FC, time period unknown.
[2] Includes only those States where the total for whom outcome data were collected is known.

In FY 1996, almost a quarter of the youth (23%) with reported data had earned their high school diploma or GED. For the 6,167 youth for whom data were collected in 14 States, another 8 percent were still in high school when data were collected. A small number (3%) were entered or enrolled in college. The percentage of youth receiving high school diplomas and GEDs remained relatively stable between FY 1990 and FY 1996. The number of youth entered/enrolled in college, however, was lower in FY 1996 (3%) than reported in earlier years (6% in FY 1990 and 10% in FY 1993). Due to data limitations, it is hard to tell whether this change in FY 1996 represents a true decline in college attendance. In addition, these data do not include the many youth who were enrolled in vocational or trade schools during this period.

In the 14 States providing data in FY 1996, 43 percent of youth were employed either on a full-time or part-time basis. This proportion was higher than reported for youth in FY 1990 (31%) and FY 1993 (33%).

## 1.2 Outcome Data Issues

Several problems, described below, were identified regarding outcome data as they appeared in State final reports.

### Time Period Measured

The ILP Program Instructions indicate States should report "…the results achieved *90 days after* participants completed the program…." States, however, collected data reflecting several different time periods. Some States collected data 90 days after the youth completed ILP services/program (referred to in Exhibit V-1 as "90 days/ILP"), while other States collected data 90 days after the youth emancipated, or exited foster care (referred to as "90 days/FC"). In some

cases 90 days after the youth "completed ILP services" was the same as 90 days after youth "exited foster care" (depending on how a State defined completed services). Occasionally, States collected data at case closure (referred to as "case closure"). Still others used a different time period (referred to as "other"). Finally, some States did not clearly report what time period they used to measure outcomes (referred to as "time unknown").

**Number for Whom Data Were Collected**

States appear to have had difficulty tracking youth after they exited foster care. Staff time and resources were required to locate youth, who once located were sometimes reluctant to respond to survey questions. The number for whom data were collected often represented only a fraction of the total youth served or total youth who had completed the ILP. While States that collected data at case closure could collect data on more youth, they were not as effective in collecting information that reflected the self-sufficiency of youth once they were living outside of the child welfare system.

Frequently, the total number for whom outcome data were collected was not indicated in a State's documentation. This number is important to provide the relevant context for interpreting the outcome data (e.g., were 80 out of 100 youth employed or 80 out of 1,000?).

Some States provided the percentages of youth who were in school or college, or achieving another outcome, instead of the raw number of youth who were in each outcome data category. If the State provided the number on which these percentages were based, then the number of youth could be calculated. If the State did not provide the number on which percentages were based, then these data were not recorded for this study because they could not be aggregated.

**Definitions**

The Program Guidelines suggest that States report data on whether youth:

- Were living independently without agency maintenance
- Received housing and other community services.

In the review of the final reports, it became evident that these terms were being defined in a variety of ways. For example, youth who "received housing …" was interpreted as meaning youth living in their own housing, or even youth who were not living in their own housing but were receiving services to help find housing. The phrase youth "received …community services" was defined broadly by some States. Because of the inconsistencies in these data they are not included in this report's tables.

## 2. ADDITIONAL OUTCOME STUDIES INCLUDED WITH STATE REPORTS

In addition to the 90-day outcomes, some States also included more extensive outcome studies or evaluations with their final reports. Exhibit V-3 (page V-7) highlights findings from six supplemental studies that examined youth outcomes beyond the standard 90 days and/or compared the outcomes of former youth ILP participants to eligible youth who did not receive ILP services. These studies were submitted by Minnesota, Missouri, Nebraska, North Carolina, Pennsylvania, and Michigan. For this presentation, study methodologies were not assessed for scientific rigor. In several cases, sample sizes were relatively small and findings may not be generalizable to the broader population of youth served by ILP.

Examination of these State ILP outcome studies leads to the following general observations:

- **Education**. Four studies suggested that at the time of exit from care, 3 or 4 of every 10 youth served by ILP had completed high school or its equivalent. At 1 year, studies estimated that between one third and one half of youth still had not completed high school or received their GED. These findings are consistent with other outcome studies (Westat, 1991; Courtney & Piliavin, 1998), which found at follow up that approximately 40 percent of former foster care youth had not completed high school.

- **Employment**. At the time of exit from care, between one-third and two-thirds of youth surveyed in several State studies were employed. At 1 year following exit, 3 studies found slightly more than half of youth surveyed were employed. North Carolina's evaluation showed higher employment rates for ILP participants as compared with non-participants.

- **Housing**. In general, the State studies suggested that youth increasingly moved into independent living arrangements over time. For example, in Minnesota, more than half of youth surveyed were living independently at 1 year following exit as compared to less than one quarter at completion of services. Many youth across studies reported having trouble paying for housing expenses and/or experiencing episodes of having no place to stay.

- **Financial self-sufficiency**. Many youth had difficulties achieving full financial self-sufficiency. State studies suggested that between 30 percent to 48 percent of youth were receiving some form of public assistance after discharge from care. Parents and relatives also provided financial assistance and support.

- **Health care**. Some youth did not have health insurance and had trouble accessing and obtaining health care.

- **Criminal behavior**. A number of youth also reported being in trouble with the law and/or incarcerated after exiting care.

- **ILP services**. In general, youth provided positive feedback on the ILP classes and the skills they obtained. Youth surveyed in one State, however, were less confident of their knowledge of ILP skills once out of care and confronted with real life situations.

Many youth who participated in ILP have graduated from high school or completed other educational/vocational programs, secured employment, and found stable living arrangements. Nonetheless, substantial numbers of youth formerly in care appear to need additional assistance.

## EXHIBIT V-3
## SUPPLEMENTAL STATE ILP OUTCOME STUDIES—KEY FINDINGS

| SAMPLE/ METHODOLOGY | EDUCATION | EMPLOYMENT | HOUSING | FINANCIAL INDEPENDENCE/ PUBLIC ASSISTANCE | HEALTH/ PREGNANCY | OTHER |
|---|---|---|---|---|---|---|
| **Michigan, FY 1996** | | | | | | |
| Sample: 75 former foster care youth whose cases were closed between 5/1/88 and 3/31/92. Additional sample of 25 interviewed in 1994.<br><br>5-year longitudinal study tracking *Youth in Transition* youth that had exited from care. Case record reviews. | At time of case closure, more than half of youth surveyed were still attending school.<br><br>In 1994, 87% of those interviewed were not attending school.<br><br>The majority of youth did not graduate from high school until the age of 19. | At time of case closure, 30% of youth were employed.<br><br>In 1996, the employment rate was low; Wages were below $5,000 for the majority of youth surveyed. | Housing was a problematic issue for youth. | | In 1996, the teen pregnancy rate was twice the national average. | In 1994, 27% of those interviewed had been arrested at least once. |
| **Minnesota, FY 1996** | | | | | | |
| Sample: 427 youth who were served by ILP between FY 1992-1996 and completed the SELF program.<br><br>Surveys administered at completion of service (427 respondents), 90 days following services (347 respondents), and 1 year following services (244 respondents).<br><br>Pre- and post-tests for measurement of gains in knowledge and attitude and gains in self-esteem. | At completion of services, 61% of youth were in high school, 15% had graduated high school or equivalent, and another 15% continued on to college or vo-tech schools.<br><br>At 1 year following exit, 31% of youth were still in high school, 36% had graduated high school or equivalent, and another 25% continued on to college or vo-tech schools. | At completion of services, 44% of youth were employed.<br><br>At 1 year following exit, 54% were employed. | At completion of services, 23% of youth were living independently and 65% lived with/in foster homes, group homes, relatives or birth parents.<br><br>At 1 year following exit, 52% of youth were living independently and 38% lived with/in foster homes, group homes, relatives or birth parents. | At 1 year following exit, 56% of youth were receiving some form of public assistance - 48% were receiving Medical assistance, 24% Food Stamps, and 14% AFDC. | | Strong knowledge and attitude gains demonstrated by young people during ILP skills groups.<br><br>Positive increases on the Janis-Field Feelings of Inadequacy Scale. |

## EXHIBIT V-3 (CONTINUED)
## SUPPLEMENTAL STATE ILP OUTCOME STUDIES—KEY FINDINGS

| SAMPLE/ METHODOLOGY | EDUCATION | EMPLOYMENT | HOUSING | FINANCIAL INDEPENDENCE/ PUBLIC ASSISTANCE | HEALTH/ PREGNANCY | OTHER |
|---|---|---|---|---|---|---|
| **Nebraska, FY 1996** | | | | | | |
| 165 youth that exited care between July 1994 and September 1996.<br><br>Exit interviews and follow up surveys to collect data at time of exit from care (165 youth), 6 months following exit (37 respondents), and 1 year following exit (14 respondents). | At time of exit, 38% of youth had completed high school or equivalent and 7% were taking college courses.<br><br>At 6 months, 70% of youth had furthered their education since time of exit.<br><br>At 1 year, 49% of youth had furthered their education since the 6-month exit survey. | At time of exit, 63% of youth were employed and 97% had some work experience.<br><br>At time of exit, 26% of youth indicated that they did have or were currently having difficulties in finding a job.<br><br>At 6 months, 62% of youth were employed at least part-time.<br><br>At 12 months, 57% of youth were employed. Lack of childcare was reported as the most significant barrier to employment. | At exit, 21% of youth indicated that at some point in time they were without a place to stay.<br><br>At 6 months, 19% of youth reported that at some point since leaving care they had been without a place to stay.<br><br>At 12 months, the majority of youth were living in rented apartments or dormitories. | At 6 months, 55% of youth indicated they were having difficulties meeting their financial obligations.<br><br>At 12 months, 57% of youth indicated that their primary source of income was from employment; 3% indicated primary reliance on public assistance. | At 6 months, 16% of youth had trouble obtaining health care, 56% did not have health insurance, and over 50% had not visited a doctor.<br><br>At 12 months, 35% of youth had trouble obtaining health care and 30% did not have health insurance. | At exit, 80% of youth indicated that they felt fairly well or very well prepared for living independently.<br><br>33% reported that they would have liked more help in preparing to live on their own.<br><br>Youth were generally less confident of their ILP skills in core areas (e.g., managing money, employment, education) at 6 months then they were at exit.<br><br>Prior to exiting care, 44% of youth had been either arrested or charged by law enforcement. 11% of youth had law enforcement involvement in the 6 months since leaving care. |

## EXHIBIT V-3 (CONTINUED)
## SUPPLEMENTAL STATE ILP OUTCOME STUDIES—KEY FINDINGS

| SAMPLE/ METHODOLOGY | EDUCATION | EMPLOYMENT | HOUSING | FINANCIAL INDEPENDENCE/ PUBLIC ASSISTANCE | HEALTH/ PREGNANCY | OTHER |
|---|---|---|---|---|---|---|
| **North Carolina, FY 1996** | | | | | | |
| Sample: 44 ILP participants and 32 eligible non-participants who left care between July 1992 and June 1995.<br><br>Site visits to 8 county DSS agencies and interviews with ILP liaisons and current participants<br><br>Survey of sample of former foster youth conducted in the last quarter of 1995. | At time of exit, 41% of ILP participants and 10% of non-participants had completed at least high school or equivalent.<br><br>At 1-3 years, 68% of ILP participants and 18% of non-participants had completed at least high school or equivalent. 16% of ILP participants and 0% of non-participants were attending college. | At time of exit, 50% of ILP participants and 34% of non-participants were employed.<br><br>At 1-3 years, 59% of ILP participants and 44% of non-participants were employed.<br><br>37% of ILP participants and 19% of non-participants had never been unemployed more than 1 month since leaving foster care.<br><br>Reported barriers for employment were lack of necessary schooling, skills, training, and experience. | Immediately following exit from care, 55% of ILP participants and 12% of non-participants were living independently. Only 7% of ILP participants and 3% of non-participants, who were living independently, were able to pay all of their housing expenses. Many youth tended to move in with and/or rely on their parents or relatives.<br><br>At 1-3 years, 68% of ILP participants and 41% of non-participants were living independently. 30% of ILP participants and 19% of non-participants could pay all of their housing expenses.<br><br>Nearly half of ILP participants and non-participants had experienced at least one episode when they did not have a place to stay. | At 1-3 years, 48% of ILP participants and 28% of non-participants indicated that they sometimes had difficulty paying their bills. However, non-participants were 5 times more likely (25%) than ILP participants (5%) to have this problem more often.<br><br>26% of participants and 28% of non-participants received financial support from parents, adoptive parents, and relatives in month preceding the survey.<br><br>At 1-3 years, nearly half of participants and non-participants depended on Medicaid for health care. 30% of ILP participants and 38% of non-participants used Food Stamps. | At 1-3 years, 59% of ILP participants and 47% of non-participants used community-based health care facilities. 23% of ILP participants and 31% of non-participants used private doctors for care. | Only 59% of those identified by staff as participating in ILP services confirmed their participation.<br><br>65-73% of self-reporting participants indicated that participation in ILP was helpful in preparing them for living independently. |

## EXHIBIT V-3 (CONTINUED)
## SUPPLEMENTAL STATE ILP OUTCOME STUDIES—KEY FINDINGS

| SAMPLE/ METHODOLOGY | EDUCATION | EMPLOYMENT | HOUSING | FINANCIAL INDEPENDENCE/ PUBLIC ASSISTANCE | HEALTH/ PREGNANCY | OTHER |
|---|---|---|---|---|---|---|
| **Pennsylvania, FY 1995** | | | | | | |
| Sample: 20 youths in or recently graduated from ILP. 11 county programs.<br><br>Survey of former and current youth in ILP program (20 respondents)<br><br>Analysis of outcome data from 11 counties for two time periods: 1989-1991(278 youth) and 1992-1994 (255 youth). | 45% of youth that completed their ILP between 1992-1994 attained a high school/vo-tech/or college degree, similar to attainment in 1989-1991 period.<br><br>The rate of school dropout declined from 25% in earlier period to 18% in later period.<br><br>Enrollment in post high school education was 51% in later period. | Unemployment decreased slightly from 52% in earlier period to 49% in later period. | 48% of youth that completed their ILP between 1992-1994 were living on their own, slightly more than during the earlier period (42%).<br><br>. | | | ILP participants believed that the program contributed to their personal growth and development.<br><br>ILP participants reported that, as a result of the ILP, they developed positive and meaningful relationships with others and were able to pull away from harmful patterns exposed to earlier. |

## EXHIBIT V-3 (CONTINUED)
## SUPPLEMENTAL STATE ILP OUTCOME STUDIES—KEY FINDINGS

| SAMPLE/ METHODOLOGY | EDUCATION | EMPLOYMENT | HOUSING | FINANCIAL INDEPENDENCE/ PUBLIC ASSISTANCE | HEALTH/ PREGNANCY | OTHER |
|---|---|---|---|---|---|---|
| **Missouri, FY 1995** | | | | | | |
| Sample: 252 randomly selected youth, who were discharged from care in 1992 or 1993.<br><br>Case record review of 252 youth and review against state income maintenance databases.<br><br>Focus groups of 25 former ILP participants. | At time of exit, 39% of youth had completed high school or equivalent. | At time of exit, 38% of youth were employed and 66% had some employment experience.<br><br>Youth who had completed high school and had fewer placements were more likely to be employed.<br><br>There was no difference in rates of employment between those who attended skills classes and those who did not. | At time of exit, 26% of youth lived with relatives and 22% lived independently. | At 2-3 years following exit from care, 33% of youth were receiving some form of public assistance - 8% were receiving AFDC, 23% Medicaid, and 23% Food Stamps. | At time of exit, 22% of females were mothers or pregnant. | Youth believed that the ILP classes reduced isolation and the stigma of being in care. In general, ILP classes were seen as helpful.<br><br>Identified barriers to effective delivery of ILP services included resistance from care providers, high caseloads, court actions, transportation.<br><br>Approximately 55% of youth left care via 'unplanned' exits (i.e., refusing further services, runaway, unplanned reunification, court release, or jail). |

# VI. CONCLUSIONS AND RECOMMENDATIONS

# VI. CONCLUSIONS AND RECOMMENDATIONS

The review and analysis of a decade of ILP final reports painted the picture of a dynamic program that provided training and support to several hundred thousand foster care youth to prepare them for living on their own. The study underscored the diversity of ILP activities across the nation as well as a shared commitment to assist youth in achieving safe, healthy, and productive adult lives. This chapter draws from the study's findings and summarizes relevant themes and conclusions. In addition, recommendations are proposed for future ILP policy, practice, and research with implications for both Federal and State program implementation. Reporting and research issues are presented first followed by policy and program issues.

## 1. REPORTING AND RESEARCH ISSUES

As this report demonstrates, the full ILP "story" is told with both process and outcome data and both quantitative and qualitative information. To improve the quality of national data available regarding ILP, this study strongly supports the need for more standardized ILP reporting and additional research and evaluation. The first section that follows summarizes existing data limitations and provides recommendations related to enhancing the annual ILP reporting process. The second section focuses on the need for improved assessment of the effectiveness of ILP services and outcomes for youth served.

### 1.1 Data Limitations and Reporting

As discussed in Chapter II and noted throughout the report, the data extracted from the ILP final reports reflect significant data limitations. These limitations are a function of:

- Non-standardized reporting formats, which result in reports that vary widely in terms of content, depth, breadth, and methodology
- Lack of consistent definitions of terms, including concepts such as "served," "eligible," "completed services," "needs assessment," "counseling," and "aftercare"
- Inconsistencies in data across States and within States (across counties or across years)
- Differences in the timeframes used for collecting and presenting data (e.g., data regarding youth eligible for services, outcome data)
- Lack of information regarding the scope, intensity, and duration of different types of services, and the number of youth served by each
- Difficulties tracking youth to collect outcome data following discharge.

Many of these same issues were underscored in a 1994 report by the DHHS Office of Inspector General, *Independent Living Programs for Foster Care Youths: Strategies for Improved ACF Management and Reporting.*

While many States produced informative reports that provided substantial detail regarding their multi-faceted ILP activities and the youth served by them, the inconsistencies evident *across* States make it difficult to aggregate national data precisely. This study carefully amassed data to create a comprehensive picture of ILP during the first decade of the program. Nevertheless, tables of State data (e.g., number of youth served) were created with the recognition that the data across States may not be truly comparable because of data inconsistencies. Further, for many of the data elements discussed, data were available from only a subset of States. Consequently, the national figures presented are approximations and "best estimates" based on the data available.

As the program moves forward, substantial opportunities exist for improving these data to enable more sound calculations of national figures, easier assessment of program activities, and enhanced information sharing across States. Improvements in reporting will rely on building consensus around essential items to be addressed in ILP reports, developing common definitions, and providing detailed reporting guidelines. Standardized reporting formats may be able to draw from report models currently used by selected States. (See Appendix E for several excerpts from sample reports).

In developing new reporting requirements, three key areas need to be considered:

- Achieving a balance between consistency across State reports and allowing States the flexibility to develop reports that meet local conditions and systems and most effectively relate the ILP activities in that State

- Achieving a balance between the "quest for information" and the burden placed on States to collect and record such information

- Achieving a balance between creating a reporting system that focuses specifically on ILP and enabling States to integrate ILP reporting with other ongoing data systems (e.g., AFCARS, SACWIS, State and local systems).

To achieve these balances, it appears that a core series of priority elements with specified formats could be identified with Federal, State, and Regional Office input. These core elements could be supplemented by the more open-ended program descriptions and qualitative analyses that provide both the overall context and the details specific to the program in each State.

**Recommendations to Improve ILP Data and Reporting:**

- Convene a working group to address reporting issues, build consensus around essential items to be included in State final reports, and design standardized reporting requirements. The working group should include representatives from the Children's Bureau, ACF Regional Offices, State IL Coordinators, national organizations that address independent living issues, and researchers.

- Develop, pilot test, and disseminate structured reporting forms and clear guidelines based on a core series of priority ILP data elements with specified formats and common definitions. These forms and guidelines should:

  - Promote use of a common definition for the "number of youth served." This may include several "levels" of service, such as assessed, received information and referrals, attended a conference, or participated in formalized ILP training.

  - Clarify when and how the number of youth eligible to be served should be calculated and who is to be included in the eligible number.

  - Provide clear, dichotomous reporting categories for demographic and care characteristics of interest.

  - Encourage States to provide more information regarding the scope, duration, and frequency of services as well as the number of youth participating in different types of services (e.g., education, counseling, employment preparation).

  - Include data elements regarding the number of full-time and part-time ILP staff

  - Enable documentation of both quantitative data and narrative text.

- Encourage States to relate objectives stated in their applications with the performance and achievements recorded in the final reports. Monitor progress against stated objectives.

- Promote electronic data collection.

- Offer States technical assistance on data collection and provide feedback following report submissions.

## 1.2 Program Effectiveness and Outcomes for Youth Served

As discussed in Chapter V, the short- and long-term outcomes for youth served under the ILP are both areas of great interest and major challenge for States. The full picture of the effectiveness of ILP services and what happens as youth transition to living on their own can be informed by several types of indicators collected at different points in time (e.g., during the time of care, at discharge, and several years following discharge). Relevant indicators include:

- Process and operational measures (e.g., number and types of services offered, youth participating in specific services, youth completing specific services)
- Youth and worker satisfaction with services
- Attainment of goals as specified in individual case plans/needs assessments related to independent living
- Short-term changes in youth skills, knowledge, attitudes, and behaviors resulting from ILP services
- Long-term outcomes related to youth self-sufficiency, such as high school/GED completion, college attendance, employment and retention of jobs, stable housing, public assistance, health care coverage, use of community resources, and healthy interpersonal relationships.

Collecting and analyzing these data can be complex. Many diverse views exist regarding what constitutes "success." Additionally, assessing only one measure, such as high school completion, only tells part of the story. Ideally, multiple measures should be collected at various points in time and data should enable comparisons between ILP participants and non-participants. It is not realistic, however, for the full extent of relevant outcome data collection to be conducted each year as part of the State reporting processes.

The field would benefit not only from more data collection on outcomes for youth served but also from more rigorous evaluation of which types of services and program models lead to more positive outcomes for youth. In addition, ILP program and staffing characteristics also lend themselves to further research. While reports frequently noted staff limitations and turnover, little data are available regarding the impact of staffing on the quality of services delivered.

**Recommendations to Improve Data on Program Effectiveness and Outcomes for Youth Served:**

- Build State capacity in collecting and analyzing outcome data through training and technical assistance. Help States identify ways to track youth over time.
- Develop guidelines for annual collection of a select and well-defined group of outcomes that reflect mastery of skills, education, employment, housing attainment, and other indicators of self-sufficiency.
- Encourage States to track and report the progress of youth in meeting goals specified in their individual needs assessments and case plans related to independent living.
- Support longitudinal studies by external evaluators to provide needed insight into the effectiveness of various ILP services and their long-term impact on youth self-sufficiency.
- Conduct additional research to assess ILP staffing issues, understand causes and consequences of ILP Coordinator turnover, and develop a list of appropriate ILP staff competencies.

## 2. POLICY AND PROGRAM ISSUES

Through the review and analysis of ILP final reports from FY 1987 through FY 1996, a number of common themes emerged regarding policy and program implementation, as well as promising strategies adopted by State programs. While the data had many methodological limitations, and generalizations must be made cautiously, it appears that future implementation of the ILP can benefit from these "observations." Key findings can be categorized under the following nine themes:

- Expanding services
- Supporting independent living as a continuous process
- Providing experiential and "hands on" activities
- Addressing the needs of special populations

- Involving current and former foster care youth in ILP service delivery
- Collaborating with other agencies and community services
- Conducting and receiving training
- Resolving transportation issues
- Sharing information and promising approaches.

Each of these themes is discussed in the sections that follow.

## 2.1 Expanding Services

Over the decade in review, ILP services expanded both in the number of youth served and in the types of services provided. Approximately 67,600 youth were served in FY 1996, more than 2½ times as many as were served in FY 1989. While originally serving only Title IV-E eligible 16- to 18-year-olds, programs extended services over time to non-IV-E eligible youth, older teens, and youth from the juvenile justice system.

Over time, States provided a wide range of services to these youth addressing the areas of educational and vocational support, career planning and employment services, housing and home management, budgeting, health care, mental health and well-being support services, and youth involvement. In later years, more States offered services in every service category examined. In particular, large increases were noted in post-secondary educational support, purchase of educational and career resources, home maintenance, personal care (e.g., hygiene, nutrition, and fitness), medical care and education, teen parenting classes, substance abuse education, and youth advisory boards and newsletters. With the expansion of services, States generally moved from concentrating primarily on concrete tangible skills (e.g., vocational training, job search, and money management) to also addressing important intangible skills (e.g., decision-making, communication, and conflict resolution).

While significant strides have been made in expanding ILP services, room for further growth is evident. Data regarding the number of youth served as a percent of the number eligible for services indicated that many States were only serving a fraction of those who may have benefited from such services. In 30 States that reported such data in 1996, more than one third (37%) of the total youth eligible for services did not receive any services.[1]

While the number of youth served increased approximately 34 percent from FY 1992 through FY 1996, the total allocated funding remained fixed at $70 million for these years. It is not clear from the available data what effect funding constraints have had on the quality of services or the availability of services for eligible youth.

**Recommendations to Facilitate Expanding Services:**

- Increase Federal funding of ILP to enable States to keep pace with the growth in the eligible population and to provide more comprehensive services.
- Update ILP funding allocation formulas to account for State changes in foster care population since 1984.
- Explore further the reasons for allocated yet unobligated ILP funds, work with States to overcome obstacles to expending allocated funds, and develop mechanisms to reallocate unexpended funds to other States or subsequent years' ILP activities.
- Conduct evaluation studies to assess which services are the most effective in preparing youth for self-sufficiency.

## 2.2 Supporting Independent Living as a Continuous Process

The expansion of services is in part a reflection of the growing recognition that learning to live independently and self-sufficiently is not something that can be taught in a single workshop or conference; rather, it is an ongoing process. This ongoing process must allow youth to learn from both achievements and setbacks, which are natural parts of the growth experience.

[1] In interpreting aggregated data regarding the number eligible and served, it is important to note that important differences exist across States in terms of definitions of "served" and "eligible" (see Chapter II).

To better support a continuous learning process, States underscored the need to start ILP services earlier and continue them longer. Lowering the eligibility age restriction to youth younger than 16 years old was among the most common recommendations provided by States. In fact, several States have extended their ILP services to 14- and 15-year-olds using State funds. Serving younger youth provides additional time and opportunities for youth to integrate training on independent living into their daily lives and to build their decision-making and problem-solving skills. In addition, States noted that frequently, younger teenagers are more willing to participate in ILP activities, while older teenagers can be more resistant to participation. Extending formal services to younger youth without a corresponding increase in funds available, however, may serve to unduly "stretch" ILP budgets and dilute the services to older youth.

States also advocated for more extensive and formalized aftercare programs for youth who have emancipated from care. These programs can include a range of services such as counseling, support groups, financial assistance, emergency shelter, health insurance, job search assistance, and educational and vocational training. In the mid-1990s, more States began to pilot formalized aftercare programs to provide youth with ongoing support and guidance through the "bumps in the road" during the early years of independence.

Foster parents also can play an important role in supporting the ongoing process of learning independent living skills. Foster parents and other caregivers can model successful daily living skills and behaviors within the home environment, and help set a foundation for, and later reinforce, the lessons that youth receive through formal ILP training.

Similarly, mentors can help provide ongoing support and guidance to youth during difficult transition periods. While States reported mentoring activities with increasing frequency in later years, they have been challenged in recruiting and retaining volunteer mentors in their programs.

**Recommendations to Promote Independent Living as a Continuous Process:**

- Expand ILP services and formal program support to youth age 18 to 21.
- Increase provision of training to foster parents, birth families, and other caregivers on the needs of adolescent youth and integrate these key players into ILP service delivery. Use State Title IV-E training funds to increase training for caregivers on addressing independent living concepts and building appropriate decision-making skills of teenagers.
- Support pilot demonstration programs, with evaluation components, for formal ILP services for youth under age 16.
- Promote greater coordination within child welfare agencies of permanency planning, adoption, and independent living units. Encourage adoption opportunities for adolescents through staff education, policy and practice changes, and public outreach.
- Work with youth to identify appropriate mentors and support networks that can provide ongoing support following discharge from care.

## 2.3 Providing Experiential and "Hands-On" Activities

Over the decade, there was a clear trend toward providing more experiential and "hands-on" activities. Programs promoted "learning by doing" rather than relying solely on classroom instruction. For example, job internships in a variety of settings were offered in addition to skills training. Youth participated in ropes courses, wilderness challenges, and other outdoor experiences that can help build self-esteem, confidence, teamwork, and decision-making skills. Daily living skills were practiced in "lab" and real-life environments. It appears that the experiential activities may have greater potential both to engage youth in ILP activities and to instill valuable lessons more effectively.

Supervised living or "practice living" programs were increasingly adopted as a means for providing valuable experiential learning. Under these programs, foster care youth lived in apartments on their own for varying periods of time (ranging from a weekend to several months) while still under child welfare supervision. Over the decade in review, States increasingly reported supervised living activities supported by both State and Federal dollars. They were

severely constrained in these programs, however, due to ILP restrictions prohibiting use of Federal ILP dollars for room and board.

**Recommendations to Promote Experiential Learning in Supervised Environments:**

- Allow States to allocate some of their Federal funding, matched by State funds, for room and board to enable expanded supervised living programs.
- Develop guidelines on eligibility criteria (e.g., enrollment in school, employment) for youth participation in supervised living programs.
- Conduct evaluation studies to assess outcomes of different supervised living models.
- Expand use of tuition waivers that encourage youth to attend college or vocational programs and continue building valuable educational and independent living skills in a structured environment.

## 2.4 Addressing the Needs of Special Populations

Another significant trend over the decade was the increased emphasis on the needs of special populations, including youth with disabilities, youth who are pregnant or parents, youth with substance abuse issues, and youth who have been involved with the juvenile justice system. Early in the ILP history, States focused on getting programs in place and building a foundation for basic independent living services. Once the foundation was set, States turned their attention toward creating tailored services to meet the needs of special populations. For example, of the 3,800 youth who were reported as having special needs (e.g., physical, mental, or emotional disabilities) in FY 1989, approximately 64 percent had access to specialized services (e.g., tailored curriculum, counseling services) in their States. In comparison, of the nearly 6,500 youth who were reported as having special needs in FY 1996, an estimated 79 percent lived in States that offered specialized services related to these needs. Likewise, between FY 1989 and FY 1996, the proportion of States providing teen parenting classes more than doubled, and similarly, substance abuse education increased significantly. Given the added challenges that these youth may face as they make the transition to independence, increased specialized services appears vital.

Another facet of helping diverse populations is encouraging youth to understand and take pride in their culture and background and also building appreciation for the cultural backgrounds of others. The report data reflected an increase in the number of States that have integrated cultural awareness activities into the ILP. Nevertheless, in FY 1996, just slightly over one third of States noted such programs. In addition, many of the existing cultural awareness activities appeared very limited in scope and duration. Given the large minority representation of the youth served by ILP—38 percent of youth served in FY 1996 were African-American and 9 percent were Hispanic—the absence of these programs stands out as a gap in service.

**Recommendations to Address the Needs of Special Populations:**

- Conduct assessments within States to identify the specific needs of various sub-populations of youth (e.g., youth with disabilities, minorities, parents, youth with substance abuse issues) and tailor ILP programs to meet those needs.
- Increase outreach to mentors from the same racial/ethnic backgrounds as youth in care.
- Provide training to ILP staff in cultural competency and integrate more formal cultural awareness activities into ILP services.
- Continue to build substance abuse prevention/intervention activities as part of ILP services.

## 2.5 Involving Current and Former Foster Care Youth in ILP Service Delivery

Throughout the 1990s, reform activities in the fields of child welfare and youth services underscored the importance of youth involvement. Youth advisory boards were present in at least half of the States in FY 1996, more than quadrupling since FY 1989. During the same time period, youth newsletters, written by and for youth, nearly tripled. Both of these activities provided youth with a needed "voice" in pertinent issues affecting their lives and helped promote constructive dialog among youth and service providers. In addition to peer-to-peer learning, States also tapped the experience and leadership of youth formerly in foster care. Youth formerly in care were brought into ILPs as mentors and speakers at conferences and workshops to relay "real life" experiences to participating youth close in age. While States increasingly recognized the importance of youth involvement, several reported challenges in keeping youth actively engaged.

**Recommendations to Further Engage Youth in Helping to Shape ILP Activities:**

- Encourage States to embrace a youth development approach that moves beyond occasional youth involvement to ongoing engagement of youth in the planning, development, and delivery of ILP services.
- Provide increased training and technical assistance (including peer-to-peer TA) around integrating youth development approaches, emphasizing youth strengths rather than deficits, and keeping youth engaged.

## 2.6 Collaborating with Other Agencies and Community Services

State ILPs increasingly turned to collaborative efforts with community agencies and organizations to provide more youth with a wider range of services and to leverage local expertise. States reported collaborative efforts with the Departments of Education, Labor, Special Education, Mental Health, and Juvenile Justice and with a range of community-based youth-serving organizations and educational institutions. Faced with limited staff, constrained resources, and growing numbers of youth eligible for services, several States indicated that collaboration was a contributor to ILP achievements. Others noted challenges to achieving collaboration but continued to work toward it as a goal.

**Recommendations to Promote Increased Collaboration:**

- At the Federal level, pursue interagency initiatives and joint program funding among HHS (including CB, FYSB, CSAP, and CMHS), DOE, OJJDP, HUD, DOL, and other relevant agencies for collaborative community programs that support youth exiting the child welfare system. Coordinate activities with ongoing foundation initiatives.
- At State and local levels, identify formalized mechanisms (e.g., interagency task forces, designated point person responsible for collaboration) to facilitate coordinated efforts.
- Promote involvement of private sector businesses in ILP activities (e.g., through job placement programs).

## 2.7 Conducting and Receiving Training

Training was perceived by State representatives as critical to the provision of quality ILP services. Given the high turnover of child welfare agency staff and the array of issues that affect ILP, ongoing training should remain a priority. Training was cited as important not only for ILP staff, but also for foster parents, community service providers, and mentors so that they can support youth effectively.

**Recommendations to Enhance Training Activities:**

- Require formal training specific to youth development and ILP issues for child welfare agency workers and foster parents who work with youth populations.
- Expand opportunities for State child welfare staff, ILP service providers, and caregivers to receive specialized training in issues identified as challenges, including building and sustaining collaborative initiatives, working with special populations, integrating youth development approaches, providing aftercare services, demonstrating cultural competency, resolving transportation issues, and measuring outcomes.
- Integrate identified needs and areas for improvement as reported in the annual ILP final reports into the training work plans of the National Resource Center for Youth Development and other Children's Bureau training and TA providers.

## 2.8 Resolving Transportation Issues

Transportation was repeatedly noted as a barrier to both receiving ILP services and to making the transition to self-sufficiency effectively. Transportation issues, particularly in rural areas, challenged the provision of ILP services to low numbers of geographically dispersed youth and forced ILP staff to look at creative alternatives. Learning to navigate public transportation appeared necessary both for attendance at ILP activities and later for job participation. By 1996, only one quarter of States (26%) reported assisting youth with driver education—an area with growth potential for overcoming this barrier.

**Recommendations to Help Resolve Transportation Issues:**

- Examine State and local policies that create barriers to increased support of driver education for youth in care. Promote information sharing among States on policy and practice reform in this area.
- Build collaborative efforts between State child welfare systems and State/local departments of transportation.
- Explore opportunities for enhanced use of distance learning vehicles (e.g., Internet, CD-ROM, public television) to deliver ILP training, especially in rural areas.

## 2.9 Sharing Information and Promising Approaches

The review and analysis of State program reports elucidated a number of innovative approaches to service delivery and promising strategies for overcoming obstacles. Information sharing may be particularly useful to States in such areas as effective recruitment of youth participants in ILP, retention of youth mentors, tracking youth over time for outcome studies, collaborative initiatives, and aftercare programs. The dissemination of the findings from this review will serve to promote information sharing on State's activities. Further, avenues—through conferences, networking events, or electronic mediums (Web sites, listservs)—should be explored so that States can learn from each other and not continually "reinvent the wheel."

**Recommendations to Facilitate Information Sharing:**

- Leverage use of existing Web sites of the Children's Bureau and its clearinghouses and resource centers (particularly the National Resource Center for Youth Development) to present information related to relevant research findings, program models, publications, and curriculum. Send periodic E-mail alerts to ILP Coordinators to notify them of new Web site features and announcements.
- Actively facilitate ongoing discussions among ILP Coordinators through use of list serves and newsletters.
- Continue to support the annual meeting of ILP Coordinators.
- Periodically update and disseminate information garnered through State final reports.

***

This review and analysis of 10 years of final reports and related materials sets a foundation for understanding the first decade of ILP. Learning from the lessons evident in this study will help the program more effectively implement and record ILP activities that help youth to prepare for successful independent living.

# REFERENCES

# REFERENCES


Burrell, K., & Perez-Ferreiro, V. (1995). *A Review of the Management of the Federally Funded Independent Living Program.* Cambridge, MA: Havard University, John F. Kennedy School of Government, Malcolm Weiner Center for Social Policy.

Courtney, M.E., & Barth, R. (1996). Pathways of Older Adolescents Out of Foster Care: Implications for Independent Living Services. *Social Work*, 41(1): 75-83.

Courtney, M.E., & Piliavin, I. (1995). *The Wisconsin Study of Youth Aging Out of Out-of-Home Care*. Madison, WI: University of Wisconsin-Madison, School of Social Work and Institute for Research on Poverty.

Courtney, M.E., Piliavin, I., Grogan-Kaylor, A., & Nesmith, A. (1998). *Foster Youth Transition to Adulthood: Outcomes 12 to 18 Months After Leaving Out-of-Home Care*. Madison, WI: University of Wisconsin-Madison, School of Social Work and Institute for Research on Poverty.

Department of Health and Human Services, Office of Inspector General. (1994). *Independent Living Programs for Foster Care Youths. Strategies for Improved ACF Management and Reporting*. Washington, DC: DHHS.

Edmund S. Muskie School of Public Service and the National Child Welfare Resource Center for Organizational Improvement. (1998). *Opportunities for Foster Care Youth in Transition: Three Views of the Path to Independent Living.* Baltimore, MD: The Annie E. Casey Foundation.

Mech, E.V. (1988). Preparing Foster Adolescents for Self-support: A New Challenge for Child Welfare Services. *Child Welfare*, 12(6).

Petit, M.R., & Curits, P.A. (1997). *Child Abuse and Neglect. A Look at the States. 1997 CWLA Stat Book.* Washington, DC: Child Welfare League of America.

Westat, Inc. (1991). *A National Evaluation of Title IV-E Foster Care Independent Living Programs for Youth. Phase 1, Final Report.* Prepared for the Department of Health and Human Services, Administration for Children, Youth and Families, Contract No. 105-87-1608. Washington, DC: DHHS.

Westat, Inc. (1991). *A National Evaluation of Title IV-E Foster Care Independent Living Programs for Youth. Phase 2, Final Report.* Prepared for the Department of Health and Human Services, Administration for Children, Youth and Families, Contract No. 105-87-1608. Washington, DC: DHHS.

# APPENDIX A

## FUNDING LEVELS BY STATE
## FISCAL YEARS 1987 - 1996

| INDEPENDENT LIVING PROGRAM FUNDING BY STATE<br>FY 1987 | | | | |
|---|---|---|---|---|
| **State Name** | **Total Allotment** | **Expenditures** | **Unobligated/ Unliquidated Funds** | **Percentage Unobligated** |
| Alabama | $667,601 | $667,601 | $0 | 0% |
| Alaska | $8,378 | $8,175 | $203 | 2% |
| Arizona | $223,562 | $223,562 | $0 | 0% |
| Arkansas | $174,176 | $165,601 | $8,575 | 5% |
| California | $8,023,999 | $8,023,999 | $0 | 0% |
| Colorado | $530,906 | $530,906 | $0 | 0% |
| Connecticut | $485,047 | $485,047 | $0 | 0% |
| Delaware | $130,522 | $130,522 | $0 | 0% |
| DC | $701,995 | $681,545 | $20,450 | 3% |
| Florida | $634,529 | $634,529 | $0 | 0% |
| Georgia | $706,405 | $690,466 | $15,939 | 2% |
| Hawaii | $11,465 | $11,326 | $139 | 1% |
| Idaho | $68,788 | $62,199 | $6,589 | 10% |
| Illinois | $1,810,989 | $1,810,989 | $0 | 0% |
| Indiana | $655,695 | $442,121 | $213,574 | 33% |
| Iowa | $289,264 | $289,264 | $0 | 0% |
| Kansas | $461,235 | $461,235 | $0 | 0% |
| Kentucky | $508,858 | $508,858 | $0 | 0% |
| Louisiana | $873,084 | $785,986 | $87,098 | 10% |
| Maine | $363,785 | $363,603 | $182 | 0% |
| Maryland | $795,918 | $795,918 | $0 | 0% |
| Massachusetts | $408,762 | $408,762 | $0 | 0% |
| Michigan | $2,681,869 | $2,681,869 | $0 | 0% |
| Minnesota | $734,185 | $734,185 | $0 | 0% |
| Mississippi | $330,714 | $330,714 | $0 | 0% |
| Missouri | $832,517 | $832,517 | $0 | 0% |
| Montana | $156,979 | $156,979 | $0 | 0% |
| Nebraska | $280,004 | $280,004 | $0 | 0% |
| Nevada | $98,773 | $98,773 | $0 | 0% |
| New Hampshire | $205,924 | $205,924 | $0 | 0% |
| New Jersey | $1,477,188 | $1,477,188 | $0 | 0% |
| New Mexico | $133,167 | $133,167 | $0 | 0% |
| New York | $7,448,116 | $7,448,116 | $0 | 0% |
| North Carolina | $672,010 | $672,010 | $0 | 0% |
| North Dakota | $123,466 | $123,466 | $0 | 0% |
| Ohio | $1,839,209 | $1,839,209 | $0 | 0% |
| Oklahoma | $398,620 | $398,620 | $0 | 0% |
| Oregon | $598,371 | $598,371 | $0 | 0% |
| Pennsylvania | $2,981,716 | $2,981,716 | $0 | 0% |
| Rhode Island | $202,397 | $202,397 | $0 | 0% |
| South Carolina | $372,604 | $372,604 | $0 | 0% |
| South Dakota | $124,348 | $124,348 | $0 | 0% |
| Tennessee | $500,039 | $500,039 | $0 | 0% |
| Texas | $1,183,955 | $1,183,955 | $0 | 0% |
| Utah | $130,081 | $130,081 | $0 | 0% |
| Vermont | $190,050 | $156,437 | $33,613 | 18% |
| Virginia | $875,289 | $794,480 | $80,809 | 9% |
| Washington | $530,465 | $530,465 | $0 | 0% |
| West Virginia | $335,123 | $0 | $335,123 | 100% |
| Wisconsin | $999,196 | $999,196 | $0 | 0% |
| Wyoming | $28,662 | $17,508 | $11,154 | 39% |
| **TOTAL** | **$45,000,000** | **$44,186,552** | **$813,448** | **2%** |

| INDEPENDENT LIVING PROGRAM FUNDING BY STATE<br>FY 1988 | | | | |
|---|---|---|---|---|
| **State Name** | **Total Allotment** | **Expenditures** | **Unobligated/ Unliquidated Funds** | **Percentage Unobligated** |
| Alabama | $673,527 | $610,964 | $62,563 | 9% |
| Alaska | $0 | $0 | $0 | 0% |
| Arizona | $225,547 | $187,233 | $38,314 | 17% |
| Arkansas | $0 | $0 | $0 | 0% |
| California | $8,095,232 | $5,607,966 | $2,487,266 | 31% |
| Colorado | $535,619 | $535,619 | $0 | |
| Connecticut | $489,353 | $489,353 | $0 | 0% |
| Delaware | $131,680 | $131,680 | $0 | 0% |
| DC | $708,227 | $72,615 | $635,612 | 90% |
| Florida | $640,163 | $640,163 | $0 | 0% |
| Georgia | $712,676 | $682,653 | $30,023 | 4% |
| Hawaii | $0 | $0 | $0 | 0% |
| Idaho | $0 | $0 | $0 | 0% |
| Illinois | $1,827,066 | $1,289,371 | $537,695 | 29% |
| Indiana | $661,516 | $419,297 | $242,219 | 37% |
| Iowa | $291,832 | $187,789 | $104,043 | 36% |
| Kansas | $465,330 | $336,087 | $129,243 | 28% |
| Kentucky | $513,376 | $509,605 | $3,771 | 1% |
| Louisiana | $880,835 | $880,835 | $0 | 0% |
| Maine | $367,015 | $22,559 | $344,456 | 94% |
| Maryland | $802,984 | $649,784 | $153,200 | 19% |
| Massachusetts | $412,391 | $412,391 | $0 | 0% |
| Michigan | $2,705,676 | $2,705,676 | $0 | 0% |
| Minnesota | $740,702 | $740,702 | $0 | 0% |
| Mississippi | $333,650 | $333,650 | $0 | 0% |
| Missouri | $839,907 | $387,030 | $452,877 | 54% |
| Montana | $158,372 | $158,372 | $0 | 0% |
| Nebraska | $282,490 | $264,072 | $18,418 | 7% |
| Nevada | $99,650 | $99,650 | $0 | 0% |
| New Hampshire | $207,753 | $134,847 | $72,906 | 35% |
| New Jersey | $1,490,302 | $1,490,302 | $0 | 0% |
| New Mexico | $0 | $0 | $0 | 0% |
| New York | $7,514,236 | $7,514,236 | $0 | 0% |
| North Carolina | $677,976 | $435,106 | $242,870 | 36% |
| North Dakota | $124,563 | $124,563 | $0 | 0% |
| Ohio | $1,855,537 | $1,855,537 | $0 | 0% |
| Oklahoma | $402,159 | $402,159 | $0 | 0% |
| Oregon | $603,683 | $603,683 | $0 | 0% |
| Pennsylvania | $3,008,186 | $2,674,225 | $333,961 | 11% |
| Rhode Island | $204,194 | $196,903 | $7,291 | 4% |
| South Carolina | $375,912 | $331,215 | $44,697 | 12% |
| South Dakota | $125,452 | $125,452 | $0 | 0% |
| Tennessee | $504,478 | $66,857 | $437,621 | 87% |
| Texas | $1,194,466 | $680,323 | $514,143 | 43% |
| Utah | $131,236 | $131,236 | $0 | 0% |
| Vermont | $191,737 | $191,737 | $0 | 0% |
| Virginia | $883,059 | $630,717 | $252,342 | 29% |
| Washington | $535,174 | $309,573 | $225,601 | 42% |
| West Virginia | $338,098 | $0 | $338,098 | 100% |
| Wisconsin | $1,008,067 | $937,273 | $70,794 | 7% |
| Wyoming | $28,916 | $0 | $28,916 | 100% |
| **TOTAL** | **$45,000,000** | **$37,191,060** | **$7,808,940** | **17%** |

| INDEPENDENT LIVING PROGRAM FUNDING BY STATE<br>FY 1989 | | | | |
|---|---|---|---|---|
| **State Name** | **Total Allotment** | **Expenditures** | **Unobligated/ Unliquidated Funds** | **Percentage Unobligated** |
| Alabama | $675,564 | $675,564 | $0 | 0% |
| Alaska | $8,478 | $8,478 | $0 | 0% |
| Arizona | $226,229 | $226,229 | $0 | 0% |
| Arkansas | $176,254 | $176,254 | $0 | 0% |
| California | $8,119,715 | $8,057,928 | $61,787 | 1% |
| Colorado | $537,239 | $537,239 | $0 | 0% |
| Connecticut | $490,833 | $476,683 | $14,150 | 3% |
| Delaware | $132,079 | $132,079 | $0 | 0% |
| DC | $710,369 | $645,664 | $64,705 | 9% |
| Florida | $642,099 | $642,099 | $0 | 0% |
| Georgia | $714,831 | $714,259 | $572 | 0% |
| Hawaii | $11,602 | $11,465 | $137 | 1% |
| Idaho | $69,609 | $48,763 | $20,846 | 30% |
| Illinois | $1,832,591 | $1,751,924 | $80,667 | 4% |
| Indiana | $663,517 | $532,195 | $131,322 | 20% |
| Iowa | $292,715 | $256,163 | $36,552 | 12% |
| Kansas | $466,737 | $353,407 | $113,330 | 24% |
| Kentucky | $514,928 | $501,579 | $13,349 | 3% |
| Louisiana | $883,499 | $883,499 | $0 | 0% |
| Maine | $368,125 | $368,125 | $0 | 0% |
| Maryland | $805,412 | $805,412 | $0 | 0% |
| Massachusetts | $413,638 | $413,638 | $0 | 0% |
| Michigan | $2,713,859 | $2,713,859 | $0 | 0% |
| Minnesota | $742,942 | $742,942 | $0 | 0% |
| Mississippi | $334,659 | $330,894 | $3,765 | 1% |
| Missouri | $842,448 | $842,448 | $0 | 0% |
| Montana | $158,851 | $158,851 | $0 | 0% |
| Nebraska | $283,344 | $277,111 | $6,233 | 2% |
| Nevada | $99,951 | $99,951 | $0 | 0% |
| New Hampshire | $208,381 | $208,381 | $0 | 0% |
| New Jersey | $1,494,809 | $1,494,809 | $0 | 0% |
| New Mexico | $134,756 | $106,343 | $28,413 | 21% |
| New York | $7,536,961 | $7,536,961 | $0 | 0% |
| North Carolina | $680,027 | $634,090 | $45,937 | 7% |
| North Dakota | $124,939 | $124,939 | $0 | 0% |
| Ohio | $1,861,149 | $1,797,871 | $63,278 | 3% |
| Oklahoma | $403,375 | $403,375 | $0 | 0% |
| Oregon | $605,509 | $605,509 | $0 | 0% |
| Pennsylvania | $3,017,283 | $3,012,985 | $4,298 | 0% |
| Rhode Island | $204,811 | $204,811 | $0 | 0% |
| South Carolina | $377,049 | $377,049 | $0 | 0% |
| South Dakota | $125,832 | $125,832 | $0 | 0% |
| Tennessee | $506,004 | $97,429 | $408,575 | 81% |
| Texas | $1,198,078 | $1,198,078 | $0 | 0% |
| Utah | $131,632 | $131,632 | $0 | 0% |
| Vermont | $192,317 | $190,438 | $1,879 | 1% |
| Virginia | $885,730 | $742,723 | $143,007 | 16% |
| Washington | $0 | $0 | $0 | 0% |
| West Virginia | $339,121 | $0 | $339,121 | 100% |
| Wisconsin | $1,011,116 | $920,993 | $90,123 | 9% |
| Wyoming | $29,004 | $10,339 | $18,665 | 64% |
| **TOTAL** | **$45,000,000** | **$43,309,289** | **$1,690,711** | **4%** |

| INDEPENDENT LIVING PROGRAM FUNDING BY STATE<br>FY 1990 | | | | |
|---|---|---|---|---|
| **State Name** | **Total Allotment** | **Expenditures** | **Unobligated/ Unliquidated Funds** | **Percentage Unobligated** |
| Alabama | $741,779 | $741,779 | $0 | 0% |
| Alaska | $9,309 | $9,309 | $0 | 0% |
| Arizona | $248,403 | $234,629 | $13,774 | 6% |
| Arkansas | $193,529 | $193,529 | $0 | 0% |
| California | $8,915,552 | $7,960,520 | $955,032 | 11% |
| Colorado | $589,895 | $589,895 | $0 | 0% |
| Connecticut | $538,941 | $538,941 | $0 | 0% |
| Delaware | $145,024 | $145,024 | $0 | 0% |
| DC | $779,995 | $634,169 | $145,826 | 19% |
| Florida | $705,033 | $632,352 | $72,681 | 10% |
| Georgia | $784,894 | $784,559 | $335 | 0% |
| Hawaii | $12,739 | $12,739 | $0 | 0% |
| Idaho | $76,432 | $76,432 | $0 | 0% |
| Illinois | $2,012,209 | $2,012,209 | $0 | 0% |
| Indiana | $728,550 | $713,108 | $15,442 | 2% |
| Iowa | $321,405 | $302,607 | $18,798 | 6% |
| Kansas | $512,484 | $375,755 | $136,729 | 27% |
| Kentucky | $565,398 | $559,818 | $5,580 | 1% |
| Louisiana | $970,094 | $970,094 | $0 | 0% |
| Maine | $404,206 | $404,206 | $0 | 0% |
| Maryland | $884,353 | $884,353 | $0 | 0% |
| Massachusetts | $454,180 | $454,180 | $0 | 0% |
| Michigan | $2,979,853 | $2,081,545 | $898,308 | 30% |
| Minnesota | $815,761 | $815,761 | $0 | 0% |
| Mississippi | $367,460 | $367,460 | $0 | 0% |
| Missouri | $925,019 | $925,019 | $0 | 0% |
| Montana | $174,421 | $174,421 | $0 | 0% |
| Nebraska | $311,116 | $311,116 | $0 | 0% |
| Nevada | $109,748 | $109,748 | $0 | 0% |
| New Hampshire | $228,805 | $228,805 | $0 | 0% |
| New Jersey | $1,641,320 | $1,641,320 | $0 | 0% |
| New Mexico | $147,964 | $55,105 | $92,859 | 63% |
| New York | $8,275,682 | $8,275,682 | $0 | 0% |
| North Carolina | $746,678 | $746,678 | $0 | 0% |
| North Dakota | $137,185 | $137,185 | $0 | 0% |
| Ohio | $2,043,566 | $1,732,486 | $311,080 | 15% |
| Oklahoma | $442,911 | $442,911 | $0 | 0% |
| Oregon | $664,857 | $664,857 | $0 | 0% |
| Pennsylvania | $3,313,017 | $3,313,017 | $0 | 0% |
| Rhode Island | $224,885 | $224,885 | $0 | 0% |
| South Carolina | $414,005 | $414,005 | $0 | 0% |
| South Dakota | $138,165 | $138,165 | $0 | 0% |
| Tennessee | $555,599 | $374,253 | $181,346 | 33% |
| Texas | $1,315,506 | $1,315,506 | $0 | 0% |
| Utah | $144,534 | $144,534 | $0 | 0% |
| Vermont | $211,167 | $211,167 | $0 | 0% |
| Virginia | $972,543 | $972,543 | $0 | 0% |
| Washington | $589,405 | $589,405 | $0 | 0% |
| West Virginia | $372,359 | $0 | $372,359 | 100% |
| Wisconsin | $1,110,218 | $1,059,185 | $51,033 | 5% |
| Wyoming | $31,847 | $2,743 | $29,104 | 91% |
| **TOTAL** | **$50,000,000** | **$46,699,714** | **$3,300,286** | **7%** |

# INDEPENDENT LIVING PROGRAM FUNDING BY STATE
## FY 1991

| State Name | Basic Funds | Additional Funds | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|---|---|
| Alabama | $667,601 | $222,534 | $900,135 | $884,763 | $15,372 | 2% |
| Alaska | $8,378 | $2,793 | $11,763 | $11,763 | $0 | 0% |
| Arizona | $223,562 | $74,521 | $313,869 | $313,869 | $0 | 0% |
| Arkansas | $174,176 | $58,059 | $232,235 | $232,235 | $0 | 0% |
| California | $8,023,999 | $2,674,667 | $11,265,261 | $10,055,658 | $1,209,603 | 11% |
| Colorado | $530,906 | $176,969 | $727,875 | $722,436 | $5,439 | 1% |
| Connecticut | $485,047 | $161,682 | $646,729 | $646,729 | $0 | 0% |
| Delaware | $130,522 | $43,507 | $183,245 | $183,245 | $0 | 0% |
| DC | $701,995 | $233,998 | $701,995 | $657,561 | $44,434 | 6% |
| Florida | $634,529 | $211,510 | $846,039 | $846,039 | $0 | 0% |
| Georgia | $706,405 | $235,468 | $941,873 | $866,345 | $75,528 | 8% |
| Hawaii | $11,465 | $3,822 | $16,096 | $15,281 | $815 | 5% |
| Idaho | $68,788 | $22,929 | $96,574 | $96,574 | $0 | 0% |
| Illinois | $1,810,989 | $603,663 | $2,542,530 | $2,413,626 | $128,904 | 5% |
| Indiana | $655,695 | $218,565 | $874,260 | $716,800 | $157,460 | 18% |
| Iowa | $289,264 | $96,421 | $385,685 | $381,126 | $4,559 | 1% |
| Kansas | $461,235 | $153,745 | $647,549 | $647,549 | $0 | 0% |
| Kentucky | $508,858 | $169,619 | $678,477 | $520,034 | $158,443 | 23% |
| Louisiana | $873,084 | $291,028 | $1,023,084 | $917,638 | $105,446 | 10% |
| Maine | $363,785 | $121,262 | $510,735 | $510,735 | $0 | 0% |
| Maryland | $795,918 | $265,306 | $1,060,918 | $938,695 | $122,223 | 12% |
| Massachusetts | $408,762 | $136,254 | $545,016 | $545,016 | $0 | 0% |
| Michigan | $2,681,869 | $893,956 | $2,681,869 | $2,671,620 | $10,249 | 0% |
| Minnesota | $734,185 | $244,728 | $1,030,756 | $1,030,756 | $0 | 0% |
| Mississippi | $330,714 | $110,238 | $440,952 | $390,080 | $50,872 | 12% |
| Missouri | $832,517 | $277,506 | $1,168,810 | $1,168,810 | $0 | 0% |
| Montana | $156,979 | $52,326 | $220,390 | $220,390 | $0 | 0% |
| Nebraska | $280,004 | $93,335 | $393,110 | $393,110 | $0 | 0% |
| Nevada | $98,773 | $32,924 | $131,697 | $131,697 | $0 | 0% |
| New Hampshire | $205,924 | $68,641 | $274,565 | $241,315 | $33,250 | 12% |
| New Jersey | $1,477,188 | $492,396 | $1,969,584 | $1,969,584 | $0 | 0% |
| New Mexico | $133,167 | $44,389 | $177,556 | $35,203 | $142,353 | 80% |
| New York | $7,448,116 | $2,482,706 | $10,456,751 | $10,456,751 | $0 | 0% |
| North Carolina | $672,010 | $224,003 | $943,465 | $827,636 | $115,829 | 12% |
| North Dakota | $123,466 | $41,155 | $164,621 | $164,621 | $0 | 0% |
| Ohio | $1,839,209 | $613,070 | $2,582,150 | $2,582,150 | $0 | 0% |
| Oklahoma | $398,620 | $132,873 | $531,493 | $531,493 | $0 | 0% |
| Oregon | $598,371 | $199,457 | $797,828 | $797,828 | $0 | 0% |
| Pennsylvania | $2,981,716 | $993,905 | $3,975,621 | $3,975,621 | $0 | 0% |
| Rhode Island | $202,397 | $67,466 | $284,154 | $284,154 | $0 | 0% |
| South Carolina | $372,604 | $124,201 | $496,805 | $458,557 | $38,248 | 8% |
| South Dakota | $124,348 | $41,449 | $165,797 | $138,240 | $27,557 | 17% |
| Tennessee | $500,039 | $166,680 | $653,039 | $383,494 | $269,545 | 41% |
| Texas | $1,183,955 | $394,652 | $1,578,607 | $1,413,818 | $164,789 | 10% |
| Utah | $130,081 | $43,360 | $173,441 | $173,441 | $0 | 0% |
| Vermont | $190,050 | $63,350 | $266,820 | $266,820 | $0 | 0% |
| Virginia | $875,289 | $291,763 | $875,289 | $551,580 | $323,709 | 37% |
| Washington | $530,465 | $176,822 | $707,287 | $707,287 | $0 | 0% |
| West Virginia | $335,123 | $111,708 | $335,123 | $201,412 | $133,711 | 40% |
| Wisconsin | $999,196 | $333,065 | $1,332,261 | $1,200,877 | $131,384 | 10% |
| Wyoming | $28,662 | $9,554 | $38,216 | $5,774 | $32,442 | 85% |
| **TOTAL** | **$45,000,000** | **$15,000,000** | **$60,000,000** | **$56,497,836** | **$3,502,164** | **6%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

# INDEPENDENT LIVING PROGRAM FUNDING BY STATE
## FY 1992

| State Name | Basic Funds | Additional Funds | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|---|---|
| Alabama | $667,601 | $370,889 | $1,038,490 | $792,793 | $245,697 | 24% |
| Alaska | $8,378 | $4,654 | $13,530 | $13,530 | $0 | 0% |
| Arizona | $223,562 | $124,201 | $361,059 | $360,855 | $204 | 0% |
| Arkansas | $174,176 | $96,764 | $270,940 | $270,370 | $570 | 0% |
| California | $8,023,999 | $4,457,778 | $12,958,981 | $12,679,923 | $279,058 | 2% |
| Colorado | $530,906 | $294,948 | $825,854 | $825,854 | $0 | 0% |
| Connecticut | $485,047 | $269,471 | $783,364 | $783,364 | $0 | 0% |
| Delaware | $130,522 | $72,512 | $210,796 | $201,202 | $9,594 | 5% |
| DC | $701,995 | $389,997 | $701,995 | $701,995 | $0 | 0% |
| Florida | $634,529 | $352,516 | $1,024,781 | $1,024,781 | $0 | 0% |
| Georgia | $706,405 | $392,447 | $1,140,863 | $1,140,863 | $0 | 0% |
| Hawaii | $11,465 | $6,369 | $18,515 | $18,515 | $0 | 0% |
| Idaho | $68,788 | $38,216 | $111,095 | $111,095 | $0 | 0% |
| Illinois | $1,810,989 | $1,006,105 | $2,924,797 | $2,681,470 | $243,327 | 8% |
| Indiana | $655,695 | $364,275 | $1,019,970 | $698,849 | $321,121 | 31% |
| Iowa | $289,264 | $160,702 | $467,169 | $445,538 | $21,631 | 5% |
| Kansas | $461,235 | $256,242 | $744,908 | $678,473 | $66,435 | 9% |
| Kentucky | $508,858 | $282,699 | $791,557 | $432,900 | $358,657 | 45% |
| Louisiana | $873,084 | $485,047 | $1,073,084 | $1,063,248 | $9,836 | 1% |
| Maine | $363,785 | $202,103 | $587,523 | $587,523 | $0 | 0% |
| Maryland | $795,918 | $442,177 | $1,238,095 | $1,238,095 | $0 | 0% |
| Massachusetts | $408,762 | $227,090 | $660,162 | $660,162 | $0 | 0% |
| Michigan | $2,681,869 | $1,489,927 | $3,881,869 | $3,546,275 | $335,594 | 9% |
| Minnesota | $734,185 | $407,881 | $1,185,730 | $1,185,730 | $0 | 0% |
| Mississippi | $330,714 | $183,730 | $514,444 | $514,444 | $0 | 0% |
| Missouri | $832,517 | $462,509 | $1,344,537 | $1,344,537 | $0 | 0% |
| Montana | $156,979 | $87,211 | $244,190 | $244,190 | $0 | 0% |
| Nebraska | $280,004 | $155,558 | $452,214 | $452,214 | $0 | 0% |
| Nevada | $98,773 | $54,874 | $159,521 | $159,521 | $0 | 0% |
| New Hampshire | $205,924 | $114,402 | $332,573 | $255,484 | $77,089 | 23% |
| New Jersey | $1,477,188 | $820,660 | $2,385,699 | $2,385,699 | $0 | 0% |
| New Mexico | $133,167 | $73,982 | $215,069 | $86,819 | $128,250 | 60% |
| New York | $7,448,116 | $4,137,842 | $12,028,914 | $10,902,196 | $1,126,718 | 9% |
| North Carolina | $672,010 | $373,339 | $1,072,349 | $1,000,332 | $72,017 | 7% |
| North Dakota | $123,466 | $68,592 | $199,401 | $180,086 | $19,315 | 10% |
| Ohio | $1,839,209 | $1,021,783 | $2,970,374 | $2,861,967 | $108,407 | 4% |
| Oklahoma | $398,620 | $221,456 | $643,783 | $643,783 | $0 | 0% |
| Oregon | $598,371 | $332,428 | $966,386 | $966,386 | $0 | 0% |
| Pennsylvania | $2,981,716 | $1,656,509 | $4,638,225 | $4,638,225 | $0 | 0% |
| Rhode Island | $202,397 | $112,443 | $326,877 | $326,877 | $0 | 0% |
| South Carolina | $372,604 | $207,002 | $601,766 | $570,716 | $31,050 | 5% |
| South Dakota | $124,348 | $69,082 | $193,430 | $170,327 | $23,103 | 12% |
| Tennessee | $500,039 | $277,799 | $630,219 | $318,034 | $312,185 | 50% |
| Texas | $1,183,955 | $657,753 | $1,841,708 | $1,389,849 | $451,859 | 25% |
| Utah | $130,081 | $72,267 | $210,084 | $210,084 | $0 | 0% |
| Vermont | $190,050 | $105,583 | $306,936 | $306,936 | $0 | 0% |
| Virginia | $875,289 | $486,272 | $875,289 | $875,289 | $0 | 0% |
| Washington | $530,465 | $294,703 | $825,168 | $825,168 | $0 | 0% |
| West Virginia | $335,123 | $186,179 | $335,123 | $278,711 | $56,412 | 17% |
| Wisconsin | $999,196 | $555,109 | $1,604,305 | $1,424,961 | $179,344 | 11% |
| Wyoming | $28,662 | $15,923 | $46,289 | $31,051 | $15,238 | 33% |
| **TOTAL** | **$45,000,000** | **$25,000,000** | **$70,000,000** | **$65,507,289** | **$4,492,711** | **6%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

# INDEPENDENT LIVING PROGRAM FUNDING BY STATE
## FY 1993

| State Name | Basic Funds | Additional Funds | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|---|---|
| Alabama | $667,601 | $370,889 | $1,038,490 | $799,441 | $239,049 | 23% |
| Alaska | $8,378 | $4,654 | $13,444 | $2,816 | $10,628 | 79% |
| Arizona | $223,562 | $124,201 | $358,768 | $358,302 | $466 | 0% |
| Arkansas | $174,176 | $96,764 | $279,513 | $132,279 | $147,234 | 53% |
| California | $8,023,999 | $4,457,778 | $12,876,756 | $12,876,756 | $0 | 0% |
| Colorado | $530,906 | $294,948 | $825,854 | $825,854 | $0 | 0% |
| Connecticut | $485,047 | $269,471 | $778,394 | $778,394 | $0 | 0% |
| Delaware | $130,522 | $72,512 | $209,459 | $208,665 | $794 | 0% |
| DC | $701,995 | $389,997 | $701,995 | $701,995 | $0 | 0% |
| Florida | $634,529 | $352,516 | $1,018,279 | $852,465 | $165,814 | 16% |
| Georgia | $706,405 | $392,447 | $1,133,624 | $1,133,624 | $0 | 0% |
| Hawaii | $11,465 | $6,369 | $18,398 | $18,398 | $0 | 0% |
| Idaho | $68,788 | $38,216 | $110,390 | $110,390 | $0 | 0% |
| Illinois | $1,810,989 | $1,006,105 | $2,906,239 | $2,799,766 | $106,473 | 4% |
| Indiana | $655,695 | $364,275 | $1,019,970 | $804,419 | $215,551 | 21% |
| Iowa | $289,264 | $160,702 | $464,205 | $460,029 | $4,176 | 1% |
| Kansas | $461,235 | $256,242 | $737,477 | $705,918 | $31,559 | 4% |
| Kentucky | $508,858 | $282,699 | $791,557 | $494,537 | $297,020 | 38% |
| Louisiana | $873,084 | $485,047 | $1,073,084 | $1,073,084 | $0 | 0% |
| Maine | $363,785 | $202,103 | $583,795 | $583,795 | $0 | 0% |
| Maryland | $795,918 | $442,177 | $1,238,095 | $1,238,095 | $0 | 0% |
| Massachusetts | $408,762 | $227,090 | $655,973 | $655,973 | $0 | 0% |
| Michigan | $2,681,869 | $1,489,927 | $4,081,869 | $4,081,869 | $0 | 0% |
| Minnesota | $734,185 | $407,881 | $1,178,206 | $1,178,206 | $0 | 0% |
| Mississippi | $330,714 | $183,730 | $514,444 | $279,369 | $235,075 | 46% |
| Missouri | $832,517 | $462,509 | $1,336,006 | $1,336,006 | $0 | 0% |
| Montana | $156,979 | $87,211 | $244,190 | $215,366 | $28,824 | 12% |
| Nebraska | $280,004 | $155,558 | $449,345 | $449,345 | $0 | 0% |
| Nevada | $98,773 | $54,874 | $158,509 | $158,509 | $0 | 0% |
| New Hampshire | $205,924 | $114,402 | $330,463 | $330,463 | $0 | 0% |
| New Jersey | $1,477,188 | $820,660 | $2,370,562 | $2,370,562 | $0 | 0% |
| New Mexico | $133,167 | $73,982 | $213,704 | $191,497 | $22,207 | 10% |
| New York | $7,448,116 | $4,137,842 | $11,952,589 | $11,920,233 | $32,356 | 0% |
| North Carolina | $672,010 | $373,339 | $972,010 | $968,832 | $3,178 | 0% |
| North Dakota | $123,466 | $68,592 | $198,135 | $198,135 | $0 | 0% |
| Ohio | $1,839,209 | $1,021,783 | $2,951,527 | $2,951,527 | $0 | 0% |
| Oklahoma | $398,620 | $221,456 | $639,697 | $639,697 | $0 | 0% |
| Oregon | $598,371 | $332,428 | $960,253 | $841,352 | $118,901 | 12% |
| Pennsylvania | $2,981,716 | $1,656,509 | $4,784,999 | $4,784,999 | $0 | 0% |
| Rhode Island | $202,397 | $112,443 | $324,803 | $315,239 | $9,564 | 3% |
| South Carolina | $372,604 | $207,002 | $597,947 | $559,950 | $37,997 | 6% |
| South Dakota | $124,348 | $69,082 | $193,430 | $149,542 | $43,888 | 23% |
| Tennessee | $500,039 | $277,799 | $650,039 | $650,039 | $0 | 0% |
| Texas | $1,183,955 | $657,753 | $1,841,708 | $1,841,708 | $0 | 0% |
| Utah | $130,081 | $72,267 | $208,752 | $208,752 | $0 | 0% |
| Vermont | $190,050 | $105,583 | $304,988 | $304,988 | $0 | 0% |
| Virginia | $875,289 | $486,272 | $875,289 | $875,289 | $0 | 0% |
| Washington | $530,465 | $294,703 | $848,168 | $680,182 | $167,986 | 20% |
| West Virginia | $335,123 | $186,179 | $335,123 | $235,362 | $99,761 | 30% |
| Wisconsin | $999,196 | $555,109 | $1,603,490 | $1,441,692 | $161,798 | 10% |
| Wyoming | $28,662 | $15,923 | $45,996 | $39,956 | $6,040 | 13% |
| **TOTAL** | **$45,000,000** | **$25,000,000** | **$70,000,000** | **$67,813,661** | **$2,186,339** | **3%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

| INDEPENDENT LIVING PROGRAM FUNDING BY STATE<br>FY 1994 | | | | | | |
|---|---|---|---|---|---|---|
| **State Name** | **Basic Funds** | **Additional Funds** | **Total Allotment[1]** | **Expenditures** | **Unobligated/ Unliquidated Funds** | **Percentage Unobligated** |
| Alabama | $667,601 | $370,889 | $1,038,490 | $908,779 | $129,711 | 12% |
| Alaska | $8,378 | $4,654 | $13,185 | $13,185 | $0 | 0% |
| Arizona | $223,562 | $124,201 | $351,852 | $351,362 | $490 | 0% |
| Arkansas | $174,176 | $96,764 | $274,125 | $274,125 | $0 | 0% |
| California | $8,023,999 | $4,457,778 | $12,628,527 | $12,628,527 | $0 | 0% |
| Colorado | $530,906 | $294,948 | $835,564 | $835,564 | $0 | 0% |
| Connecticut | $485,047 | $269,471 | $763,388 | $763,388 | $0 | 0% |
| Delaware | $130,522 | $72,512 | $205,421 | $202,844 | $2,577 | 1% |
| DC | $701,995 | $389,997 | $710,248 | $701,995 | $8,253 | 1% |
| Florida | $634,529 | $352,516 | $998,650 | $934,458 | $64,192 | 6% |
| Georgia | $706,405 | $392,447 | $1,111,771 | $1,111,771 | $0 | 0% |
| Hawaii | $11,465 | $6,369 | $18,044 | $18,044 | $0 | 0% |
| Idaho | $68,788 | $38,216 | $108,262 | $108,262 | $0 | 0% |
| Illinois | $1,810,989 | $1,006,105 | $2,850,215 | $2,711,711 | $138,504 | 5% |
| Indiana | $655,695 | $364,275 | $1,019,970 | $707,725 | $312,245 | 31% |
| Iowa | $289,264 | $160,702 | $455,256 | $455,256 | $0 | 0% |
| Kansas | $461,235 | $256,242 | $725,912 | $669,167 | $56,745 | 8% |
| Kentucky | $508,858 | $282,699 | $791,557 | $568,768 | $222,789 | 28% |
| Louisiana | $873,084 | $485,047 | $1,358,131 | $1,291,507 | $66,624 | 5% |
| Maine | $363,785 | $202,103 | $572,541 | $572,541 | $0 | 0% |
| Maryland | $795,918 | $442,177 | $1,252,651 | $1,252,651 | $0 | 0% |
| Massachusetts | $408,762 | $227,090 | $643,328 | $643,328 | $0 | 0% |
| Michigan | $2,681,869 | $1,489,927 | $4,171,796 | $3,932,394 | $239,402 | 6% |
| Minnesota | $734,185 | $407,881 | $1,155,492 | $1,155,492 | $0 | 0% |
| Mississippi | $330,714 | $183,730 | $520,492 | $378,799 | $141,693 | 27% |
| Missouri | $832,517 | $462,509 | $1,310,252 | $1,310,252 | $0 | 0% |
| Montana | $156,979 | $87,211 | $244,189 | $229,745 | $14,444 | 6% |
| Nebraska | $280,004 | $155,558 | $440,683 | $440,683 | $0 | 0% |
| Nevada | $98,773 | $54,874 | $155,453 | $141,680 | $13,773 | 9% |
| New Hampshire | $205,924 | $114,402 | $324,092 | $324,092 | $0 | 0% |
| New Jersey | $1,477,188 | $820,660 | $2,324,864 | $2,324,864 | $0 | 0% |
| New Mexico | $133,167 | $73,982 | $209,584 | $209,584 | $0 | 0% |
| New York | $7,448,116 | $4,137,842 | $11,722,177 | $9,231,262 | $2,490,915 | 21% |
| North Carolina | $672,010 | $373,339 | $972,010 | $971,277 | $733 | 0% |
| North Dakota | $123,466 | $68,592 | $194,316 | $194,316 | $0 | 0% |
| Ohio | $1,839,209 | $1,021,783 | $2,894,629 | $2,894,629 | $0 | 0% |
| Oklahoma | $398,620 | $221,456 | $627,366 | $627,366 | $0 | 0% |
| Oregon | $598,371 | $332,428 | $941,743 | $941,743 | $0 | 0% |
| Pennsylvania | $2,981,716 | $1,656,509 | $4,692,757 | $4,692,757 | $0 | 0% |
| Rhode Island | $202,397 | $112,443 | $318,542 | $318,542 | $0 | 0% |
| South Carolina | $372,604 | $207,002 | $586,421 | $571,552 | $14,869 | 3% |
| South Dakota | $124,348 | $69,082 | $193,430 | $186,065 | $7,365 | 4% |
| Tennessee | $500,039 | $277,799 | $777,838 | $777,838 | $0 | 0% |
| Texas | $1,183,955 | $657,753 | $1,841,708 | $1,841,708 | $0 | 0% |
| Utah | $130,081 | $72,267 | $204,727 | $204,727 | $0 | 0% |
| Vermont | $190,050 | $105,583 | $299,109 | $299,109 | $0 | 0% |
| Virginia | $875,289 | $486,272 | $1,361,561 | $894,270 | $467,291 | 34% |
| Washington | $530,465 | $294,703 | $834,870 | $834,870 | $0 | 0% |
| West Virginia | $335,123 | $186,179 | $335,123 | $300,626 | $34,497 | 10% |
| Wisconsin | $999,196 | $555,109 | $1,572,579 | $1,572,579 | $0 | 0% |
| Wyoming | $28,662 | $15,923 | $45,109 | $31,260 | $13,849 | 31% |
| **TOTAL** | **$45,000,000** | **$25,000,000** | **$70,000,000** | **$65,559,039** | **$4,440,961** | **6%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

# INDEPENDENT LIVING PROGRAM FUNDING BY STATE
## FY 1995

| State Name | Basic Funds | Additional Funds | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|---|---|
| Alabama | $667,601 | $370,889 | $1,044,321 | $755,686 | $288,635 | 28% |
| Alaska | $8,378 | $4,654 | $13,105 | $13,105 | $0 | 0% |
| Arizona | $223,562 | $124,201 | $349,716 | $349,716 | $0 | 0% |
| Arkansas | $174,176 | $96,764 | $272,461 | $272,461 | $0 | 0% |
| California | $8,023,999 | $4,457,778 | $12,551,856 | $12,551,856 | $0 | 0% |
| Colorado | $530,906 | $294,948 | $830,491 | $830,491 | $0 | 0% |
| Connecticut | $485,047 | $269,471 | $758,753 | $758,753 | $0 | 0% |
| Delaware | $130,522 | $72,512 | $204,174 | $203,742 | $432 | 0% |
| DC | $701,995 | $389,997 | $927,342 | $390,524 | $536,818 | 58% |
| Florida | $634,529 | $352,516 | $992,587 | $992,587 | $0 | 0% |
| Georgia | $706,405 | $392,447 | $1,105,021 | $1,053,692 | $51,329 | 5% |
| Hawaii | $11,465 | $6,369 | $17,934 | $17,934 | $0 | 0% |
| Idaho | $68,788 | $38,216 | $107,605 | $105,097 | $2,508 | 2% |
| Illinois | $1,810,989 | $1,006,105 | $2,832,910 | $2,739,231 | $93,679 | 3% |
| Indiana | $655,695 | $364,275 | $1,019,970 | $763,209 | $256,761 | 25% |
| Iowa | $289,264 | $160,702 | $452,492 | $452,492 | $0 | 0% |
| Kansas | $461,235 | $256,242 | $721,505 | $721,505 | $0 | 0% |
| Kentucky | $508,858 | $282,699 | $791,557 | $576,304 | $215,253 | 27% |
| Louisiana | $873,084 | $485,047 | $1,358,131 | $1,332,836 | $25,295 | 2% |
| Maine | $363,785 | $202,103 | $569,065 | $569,065 | $0 | 0% |
| Maryland | $795,918 | $442,177 | $1,245,046 | $1,034,473 | $210,573 | 17% |
| Massachusetts | $408,762 | $227,090 | $639,422 | $639,422 | $0 | 0% |
| Michigan | $2,681,869 | $1,489,927 | $4,195,218 | $4,195,218 | $0 | 0% |
| Minnesota | $734,185 | $407,881 | $1,148,477 | $1,148,477 | $0 | 0% |
| Mississippi | $330,714 | $183,730 | $517,332 | $517,332 | $0 | 0% |
| Missouri | $832,517 | $462,509 | $1,302,297 | $1,302,297 | $0 | 0% |
| Montana | $156,979 | $87,211 | $244,189 | $244,189 | $0 | 0% |
| Nebraska | $280,004 | $155,558 | $438,007 | $438,007 | $0 | 0% |
| Nevada | $98,773 | $54,874 | $154,510 | $138,089 | $16,421 | 11% |
| New Hampshire | $205,924 | $114,402 | $322,124 | $322,124 | $0 | 0% |
| New Jersey | $1,477,188 | $820,660 | $2,310,749 | $2,310,749 | $0 | 0% |
| New Mexico | $133,167 | $73,982 | $208,312 | $208,312 | $0 | 0% |
| New York | $7,448,116 | $4,137,842 | $11,651,008 | $10,468,247 | $1,182,761 | 10% |
| North Carolina | $672,010 | $373,339 | $1,051,218 | $1,015,839 | $35,379 | 3% |
| North Dakota | $123,466 | $68,592 | $193,136 | $193,136 | $0 | 0% |
| Ohio | $1,839,209 | $1,021,783 | $2,877,055 | $2,877,055 | $0 | 0% |
| Oklahoma | $398,620 | $221,456 | $623,557 | $623,557 | $0 | 0% |
| Oregon | $598,371 | $332,428 | $930,800 | $930,800 | $0 | 0% |
| Pennsylvania | $2,981,716 | $1,656,509 | $4,664,267 | $4,664,267 | $0 | 0% |
| Rhode Island | $202,397 | $112,443 | $316,608 | $316,608 | $0 | 0% |
| South Carolina | $372,604 | $207,002 | $582,860 | $525,017 | $57,843 | 10% |
| South Dakota | $124,348 | $69,082 | $193,430 | $182,305 | $11,125 | 6% |
| Tennessee | $500,039 | $277,799 | $782,205 | $782,205 | $0 | 0% |
| Texas | $1,183,955 | $657,753 | $1,852,048 | $1,479,143 | $372,905 | 20% |
| Utah | $130,081 | $72,267 | $203,484 | $203,484 | $0 | 0% |
| Vermont | $190,050 | $105,583 | $297,293 | $297,293 | $0 | 0% |
| Virginia | $875,289 | $486,272 | $1,361,561 | $1,115,138 | $246,423 | 18% |
| Washington | $530,465 | $294,703 | $829,801 | $800,166 | $29,635 | 4% |
| West Virginia | $335,123 | $186,179 | $335,123 | $268,668 | $66,455 | 20% |
| Wisconsin | $999,196 | $555,109 | $1,563,032 | $1,563,032 | $0 | 0% |
| Wyoming | $28,662 | $15,923 | $44,835 | $16,951 | $27,884 | 62% |
| **TOTAL** | **$45,000,000** | **$25,000,000** | **$70,000,000** | **$66,271,886** | **$3,728,114** | **5%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

# INDEPENDENT LIVING PROGRAM FUNDING BY STATE
## FY 1996

| State Name | Basic Funds | Additional Funds | Total Allotment[1] | Expenditures | Unobligated/ Unliquidated Funds | Percentage Unobligated |
|---|---|---|---|---|---|---|
| Alabama | $667,601 | $370,889 | $1,044,235 | $663,288 | $380,947 | 36% |
| Alaska | $8,378 | $4,654 | $13,104 | $6,229 | $6,875 | 52% |
| Arizona | $223,562 | $124,201 | $349,687 | $349,687 | $0 | 0% |
| Arkansas | $174,176 | $96,764 | $272,439 | $272,439 | $0 | 0% |
| California | $8,023,999 | $4,457,778 | $12,550,827 | $12,550,827 | $0 | 0% |
| Colorado | $530,906 | $294,948 | $830,423 | $830,423 | $0 | 0% |
| Connecticut | $485,047 | $269,471 | $758,691 | $758,691 | $0 | 0% |
| Delaware | $130,522 | $72,512 | $204,157 | $203,736 | $421 | 0% |
| DC | $701,995 | $389,997 | $927,342 | $793,057 | $134,285 | 14% |
| Florida | $634,529 | $352,516 | $992,505 | $992,505 | $0 | 0% |
| Georgia | $706,405 | $392,447 | $1,104,931 | $1,038,759 | $66,172 | 6% |
| Hawaii | $11,465 | $6,369 | $17,933 | $17,933 | $0 | 0% |
| Idaho | $68,788 | $38,216 | $107,596 | $107,596 | $0 | 0% |
| Illinois | $1,810,989 | $1,006,105 | $2,832,678 | $2,732,563 | $100,115 | 4% |
| Indiana | $655,695 | $364,275 | $1,019,970 | $775,623 | $244,347 | 24% |
| Iowa | $289,264 | $160,702 | $452,455 | $452,455 | $0 | 0% |
| Kansas | $461,235 | $256,242 | $721,446 | $454,471 | $266,975 | 37% |
| Kentucky | $508,858 | $282,699 | $791,557 | $468,667 | $322,890 | 41% |
| Louisiana | $873,084 | $485,047 | $1,358,131 | $1,358,131 | $0 | 0% |
| Maine | $363,785 | $202,103 | $569,019 | $569,019 | $0 | 0% |
| Maryland | $795,918 | $442,177 | $1,244,944 | $918,603 | $326,341 | 26% |
| Massachusetts | $408,762 | $227,090 | $639,370 | $639,370 | $0 | 0% |
| Michigan | $2,681,869 | $1,489,927 | $4,194,875 | $4,194,875 | $0 | 0% |
| Minnesota | $734,185 | $407,881 | $1,148,383 | $1,148,383 | $0 | 0% |
| Mississippi | $330,714 | $183,730 | $517,290 | $517,290 | $0 | 0% |
| Missouri | $832,517 | $462,509 | $1,302,190 | $1,302,190 | $0 | 0% |
| Montana | $156,979 | $87,211 | $244,189 | $244,189 | $0 | 0% |
| Nebraska | $280,004 | $155,558 | $437,972 | $437,972 | $0 | 0% |
| Nevada | $98,773 | $54,874 | $154,497 | $154,497 | $0 | 0% |
| New Hampshire | $205,924 | $114,402 | $322,098 | $322,098 | $0 | 0% |
| New Jersey | $1,477,188 | $820,660 | $2,310,560 | $2,310,560 | $0 | 0% |
| New Mexico | $133,167 | $73,982 | $208,295 | $208,295 | $0 | 0% |
| New York | $7,448,116 | $4,137,842 | $11,650,053 | $11,650,053 | $0 | 0% |
| North Carolina | $672,010 | $373,339 | $1,051,132 | $1,051,132 | $0 | 0% |
| North Dakota | $123,466 | $68,592 | $193,120 | $193,120 | $0 | 0% |
| Ohio | $1,839,209 | $1,021,783 | $2,876,819 | $2,876,819 | $0 | 0% |
| Oklahoma | $398,620 | $221,456 | $623,506 | $620,234 | $3,272 | 1% |
| Oregon | $598,371 | $332,428 | $935,948 | $935,948 | $0 | 0% |
| Pennsylvania | $2,981,716 | $1,656,509 | $4,663,884 | $4,663,884 | $0 | 0% |
| Rhode Island | $202,397 | $112,443 | $316,582 | $316,127 | $455 | 0% |
| South Carolina | $372,604 | $207,002 | $582,812 | $372,604 | $210,208 | 36% |
| South Dakota | $124,348 | $69,082 | $193,430 | $152,462 | $40,968 | 21% |
| Tennessee | $500,039 | $277,799 | $782,141 | $80,803 | $701,338 | 90% |
| Texas | $1,183,955 | $657,753 | $1,851,896 | $1,438,423 | $413,473 | 22% |
| Utah | $130,081 | $72,267 | $203,467 | $203,467 | $0 | 0% |
| Vermont | $190,050 | $105,583 | $297,268 | $297,268 | $0 | 0% |
| Virginia | $875,289 | $486,272 | $1,361,561 | $1,182,082 | $179,479 | 13% |
| Washington | $530,465 | $294,703 | $829,733 | $829,733 | $0 | 0% |
| West Virginia | $335,123 | $186,179 | $335,123 | $189,356 | $145,767 | 43% |
| Wisconsin | $999,196 | $555,109 | $1,562,904 | $1,562,904 | $0 | 0% |
| Wyoming | $28,662 | $15,923 | $44,832 | $1,183 | $43,649 | 97% |
| **TOTAL** | **$45,000,000** | **$25,000,000** | **$70,000,000** | **$66,412,023** | **$3,587,977** | **5%** |

[1]Each State's allotment may be greater or less than the sum of the basic and additional funds due to reallocation of unrequested additional funds.

# APPENDIX B

# REVIEW AND ANALYSIS OF 10 YEARS OF INDEPENDENT LIVING PROGRAM REPORTS DATA ELEMENTS FOR REVIEW

# APPENDIX B
# REVIEW AND ANALYSIS OF 10 YEARS OF INDEPENDENT LIVING PROGRAM REPORTS
# SELECTED DATA ELEMENTS FOR REVIEW

**Summary of Focus Areas:**

I. Number of Youth Served
II. Services Provided to Youth
III. Characteristics of Youth Served
IV. Outcomes for Youth Completing IL Programs
V. State IL Program Characteristics
VI. Program Barriers and Supports
VII. Trends
VIII. Data Collection and Reporting
IX. Budget Data

## I. Number of Youth Served

- Total Number of Youth Served
- Total Number of Eligible Youth
- Percent of Eligible Youth Served
- Eligibility of Non-IV-E Served

## II. Services Provided to Youth

### 1. Needs Assessments

### 2. Direct Services

A. Education and Vocational Services
- High School and GED Academic Support
- Vocational Training
- Post Secondary Educational Support
- Drivers Education
- Purchase of Educational Resources (e.g., tuition, textbooks)
- Other

B. Career Planning and Employment Services
- Job Search and Preparation (e.g., resume writing, interviewing)
- Job Maintenance (e.g., timeliness, working with employer)
- Purchase of Career Resources (e.g., work attire, supplies)
- Other

C. Money Management Services

D. Housing Services
- Housing Search and Maintenance
- Home Management (e.g., cleaning, laundry)
- Supervised Living
- Purchase of Housing Resources (e.g., home supplies)
- Other

E. Health Care Services
- Personal Care
- Medical/Dental Care and Education
- Sex Education
- Other

F. Mental Health and Well-Being Support Services
- Individual and Group Counseling
- Peer Support Groups
- Substance Abuse Education
- Teen Parenting Classes
- Other

G. Youth Involvement Activities
- Youth Conferences
- Youth Advisory Boards
- Youth Newsletters
- Cultural Awareness Programs
- Mentoring Programs
- Recreation Activities
- General Youth Development and Empowerment Activities

H. Other Services

**3. Specialized Services for Youth with Special Needs/Disabilities**

**4. Aftercare Services**

**5. Support Services**

A. Outreach/Recruitment Activities

B. Stipends/Incentives

C. Transportation

D. Legal Services

E. Community Resources

## III. Characteristics of Youth Served

**1. Demographic Characteristics**

- Sex (male, female)
- Age (>20, 19, 18, 17, 16)
- Race (White, African American, Hispanic, Asian, Native American, Other Race)
- Living Arrangements (foster home, group home, institution, birth family, relatives/kinship care, correctional, adopted, living independently, another arrangement)

**2. Other Characteristics**

- Duration of Placement in Care (0-6 months, 6 months-1 year, 1-2 years, 2-3 years, 3-4 years, 4-5 years, 5-7 years, 7-10 years, 10-12 years, 12-15 years, >15 years; mean)
- Number of Youth with Special Needs/Disabilities
- Number of Married Youth
- Number of Youth with Children or Pregnant
- Number of Youth Employed during Care
- Number of Youth in School

## IV. Outcomes for Youth Completing IL Programs

- Number of Youth Completing the IL Program
- Number of Youth Employed
- Number of Youth Attending High School
- Number of Youth who Received HS Diploma/GED
- Number of Youth who Received Housing
- Number of Youth Entering/Enrolled in College
- Other Outcomes
- External Assessments/Outside Evaluations

## V. State IL Program Characteristics

- State Independent Living Coordinator (full time, part time, unknown)
- Extent of Contracted Services (none, some, most/all, unknown)
- Types of Agencies Providing IL Services (public social services, private/non-profit social services, educational institutions, health care providers, housing, job training partnerships/job corps, juvenile courts, mental health agencies, private business, religious institutions, state employment services, drug & alcohol prevention agencies, youth services, other)
- Coordination/Collaboration Activities, (intra-state IL program coordination, coordination with other public agencies, coordination with community organizations, councils and conferences)
- Training Provided (for staff, foster parents, service providers, mentors, others)
- Involvement of Foster Parents in IL Services

## VI. Program Barriers and Supports

- Barriers to IL Program Delivery (e.g., staff turnover, resource availability, coordination issues, recruitment, transportation, other barriers)
- Facilitators of Successful Approaches
- Innovative Programs or Services
- Recommendations for Program Improvements

## VII. Trends

- Key Changes from Prior Year

## VIII. Data Collection and Reporting

- Report for State as Whole or by District/County/Region
- Use of Automated Data System
- Model Reporting Formats

## IX. Budget

- Total Federal Allotment
- Total Expenditures
- Amount of State Match
- Total Unobligated/Unliquidated Funds
- Average Amount Expended per Youth Served

# APPENDIX C

# ILP DATA COLLECTION INSTRUMENT

# NOT AVAILABLE IN PDF FORMAT

# APPENDIX D

# OUTCOME DATA BY STATE AND FISCAL YEAR

# APPENDIX D
# OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Alabama | 1989 | 90 days/ILP | 464 | 41 | 15 | 37% | 11 | 27% | 5 | 12% | 9 | 22% |
| | 1990 | 90 days/ILP | 844 | 99 | 35 | 35% | | | 21 | 21% | 30 | 30% |
| | 1991 | 90 days/ILP | 590 | 100 | 59 | 59% | | | 26 | 26% | 37 | 37% |
| | 1992 | 90 days/ILP | 611 | 134 | 58 | 43% | 51 | 38% | 26 | 19% | 53 | 40% |
| | 1993 | 90 days/ILP | 505 | 118 | 40 | 34% | 53 | 45% | 17 | 14% | 48 | 41% |
| | 1994 | 90 days/ILP | 697 | 66 | 28 | 42% | 19 | 29% | 12 | 18% | 27 | 41% |
| | 1995 | 90 days/ILP | 704 | 34 | 19 | 56% | 8 | 24% | 7 | 21% | 14 | 41% |
| Alaska | 1993 | Time unknown | 8 | 8 | 4 | 50% | | | | | 1 | 13% |
| Arizona | 1989 | Time unknown | 243 | 30 | 19 | 63% | 4 | 13% | 8 | 27% | 19 | 63% |
| | 1990 | Other time | 243 | 80 | 50 | 63% | 16 | 20% | 18 | 23% | 51 | 64% |
| | 1992 | Case closure | 235 | 171 | 95 | 56% | 40 | 23% | 34 | 20% | 122 | 71% |
| | 1993 | Case closure | 245 | 136 | 93 | 68% | 25 | 18% | 34 | 25% | 102 | 75% |
| | 1994 | Case closure | 399 | 188 | 109 | 58% | 42 | 22% | 38 | 20% | 107 | 57% |
| | 1995 | Case closure | 449 | 88 | 47 | 53% | 31 | 35% | 17 | 19% | 53 | 60% |
| | 1996 | Case closure | 517 | 99 | 36 | 36% | 22 | 22% | 15 | 15% | 42 | 42% |
| Arkansas | 1989 | Case closure | 43 | 14 | 11 | 79% | | | | | 6 | 43% |
| | 1990 | Case closure | 139 | 64 | 64 | 100% | | | | | 49 | 77% |
| | 1991 | Case closure | 251 | 186 | 58 | 31% | | | | | 30 | 16% |
| | 1992 | Case closure | 337 | 193 | 48 | 25% | | | | | 44 | 23% |
| | 1993 | Case closure | 415 | 166 | 60 | 36% | | | | | 45 | 27% |
| | 1994 | Case closure | 469 | | 60 | | | | | | 45 | |
| California | 1989 | 90 days/ILP | 3,586 | 2,754 | 710 | 26% | | | 259 | 9% | 973 | 35% |
| | 1990 | 90 days/ILP | 5,184 | 4,042 | 1,057 | 26% | | | 397 | 10% | 1,453 | 36% |
| | 1991 | 90 days/ILP | 5,797 | 4,478 | 1,013 | 23% | | | 457 | 10% | 1,487 | 33% |
| | 1992 | 90 days/ILP | 6,937 | 5,374 | 1,234 | 23% | | | 610 | 11% | 1,681 | 31% |
| | 1993 | 90 days/ILP | 7,164 | 6,036 | 1,446 | 24% | | | 750 | 12% | 1,888 | 31% |
| | 1995 | 90 days/ILP | 6,343 | | 1,881 | | | | 955 | | 2,350 | |
| | 1996 | 90 days/ILP | 6,147 | | 2,121 | | | | 1,242 | | 2,514 | |
| Colorado | 1990 | 90 days/ILP | 681 | | 4 | | 6 | | 1 | | 15 | |
| | 1991 | 90 days/ILP | 745 | | 0 | | | | 5 | | 0 | |
| | 1992 | 90 days/ILP | 792 | 25 | 1 | 4% | 11 | 44% | 2 | 8% | 14 | 56% |
| | 1993 | 90 days/ILP | 837 | 19 | | | 6 | 32% | 3 | 16% | 11 | 58% |
| | 1994 | Time unknown | 728 | | 265 | | | | | | 386 | |
| | 1995 | 90 days/ILP | 681 | 11 | | | 2 | 18% | 5 | 45% | 8 | 73% |
| | 1996 | 90 days/ILP | 740 | 8 | | | 1 | 13% | 3 | 38% | 5 | 63% |
| Connecticut | 1988 | Other time | 39 | 39 | 7 | 18% | | | 3 | 8% | 29 | 74% |
| | 1989 | 90 days/ILP | 124 | 124 | 21 | 17% | | | | | | |
| | 1990 | 90 days/ILP | 208 | 162 | 27 | 17% | | | 14 | 9% | | |
| | 1992 | 90 days/ILP | 237 | 237 | 36 | 15% | | | 21 | 9% | | |
| | 1993 | 90 days/ILP | 242 | 242 | 29 | 12% | | | 21 | 9% | | |
| | 1994 | 90 days/ILP | 255 | 255 | 36 | 14% | | | 26 | 10% | | |
| | 1995 | 90 days/ILP | 229 | 158 | 65 | 41% | | | 36 | 23% | | |
| | 1996 | 90 days/ILP | 236 | 181 | 44 | 24% | | | 30 | 17% | | |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D (CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Delaware | 1993 | Time unknown | 71 | | 12 | | | | | | 35 | |
| | 1994 | 90 days/ILP | 54 | 24 | 14 | 58% | | | 1 | 4% | 16 | 67% |
| | 1995 | 90 days/ILP | 88 | | 14 | | | | | | 22 | |
| D.C. | 1991 | Time unknown | 102 | | 9 | | | | | | | |
| | 1993 | Time unknown | 200 | | 0 | | | | | | 8 | |
| | 1995 | Case closure | 232 | | | | | | 11 | | 28 | |
| Florida | 1988 | Other time | | 15 | | | | | | | 15 | 100% |
| | 1989 | 90 days/ILP | 1,084 | 54 | | | | | | | 54 | 100% |
| | 1991 | 90 days/ILP | 1,148 | | 129 | | | | | | | |
| | 1992 | 90 days/ILP | 1,668 | 303 | 124 | 41% | | | 77 | 25% | | |
| | 1993 | 90 days/ILP | 1,645 | 328 | 146 | 45% | | | 113 | 34% | | |
| | 1994 | 90 days/ILP | 2,027 | 312 | 121 | 39% | 72 | 23% | 143 | 46% | 312 | 100% |
| | 1995 | 90 days/ILP | 1,633 | 325 | 170 | 52% | 72 | 22% | 148 | 46% | 325 | 100% |
| Georgia | 1988 | Time unknown | 271 | | 2 | | | | | | 2 | |
| | 1989 | 90 days/ILP | 576 | | 26 | | | | 12 | | 22 | |
| | 1990 | 90 days/ILP | 712 | | 50 | | | | 12 | | 56 | |
| | 1991 | 90 days/ILP | 1,233 | | 89 | | | | 59 | | 166 | |
| | 1992 | 90 days/ILP | 1,275 | | 203 | | | | 174 | | 249 | |
| | 1993 | 90 days/ILP | 1,367 | | 219 | | | | 105 | | 280 | |
| | 1994 | 90 days/ILP | 1,193 | | 77 | | | | 79 | | 103 | |
| | 1995 | 90 days/ILP | 1,093 | | 140 | | | | 99 | | 196 | |
| | 1996 | 90 days/ILP | 1,237 | | 111 | | | | 77 | | 185 | |
| Hawaii | 1993 | Other time | 90 | 90 | 4 | 4% | | | | | 5 | 6% |
| | 1994 | Other time | 55 | 55 | 13 | 24% | | | | | 7 | 13% |
| | 1995 | Other time | 61 | 61 | 17 | 28% | | | | | 8 | 13% |
| | 1996 | Other time | 50 | 50 | 20 | 40% | | | | | 11 | 22% |
| Idaho | 1990 | 90 days/FC | 267 | | 52 | | | | | | 41 | |
| | 1991 | 90 days/ILP | 82 | | 57 | | | | | | 44 | |
| Illinois | 1989 | 90 days/FC | 2,022 | 64 | 18 | 28% | | | | | 8 | 13% |
| | 1990 | 90 days/ILP | 1,782 | 639 | 183 | 29% | | | | | 42 | 7% |
| | 1992 | Case closure | 2,121 | 245 | 21 | 9% | | | 14 | 6% | 6 | 2% |
| | 1993 | Time unknown | 2,077 | | 86 | | | | | | 77 | |
| | 1994 | Time unknown | 2,317 | | 349 | | | | | | 66 | |
| Indiana | 1988 | 90 days/ILP | 98 | 70 | 7 | 10% | | | 3 | 4% | 32 | 46% |
| | 1989 | 90 days/ILP | 243 | 236 | 45 | 19% | | | | | 108 | 46% |
| | 1990 | 90 days/ILP | 304 | 74 | 27 | 36% | | | | | 42 | 57% |
| | 1991 | 90 days/ILP | 575 | | 33 | | | | | | 47 | |
| | 1992 | 90 days/ILP | 644 | 252 | 252 | 100% | | | | | 211 | 84% |
| | 1993 | 90 days/ILP | 730 | 345 | 116 | 34% | | | | | 135 | 39% |
| | 1994 | 90 days/FC | 1,172 | 626 | 626 | 100% | | | | | 561 | 90% |
| | 1995 | Time unknown | 1,053 | 564 | 201 | 36% | | | | | 245 | 43% |
| | 1996 | Time unknown | 1,129 | 719 | 214 | 30% | | | | | 311 | 43% |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D (CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Iowa | 1990 | 90 days/ILP | 1,423 | 156 | 49 | 31% | 32 | 21% | 13 | 8% | 67 | 43% |
| | 1991 | 90 days/ILP | 1,430 | 243 | 103 | 42% | 26 | 11% | | | 114 | 47% |
| | 1992 | 90 days/ILP | 1,314 | 224 | 108 | 48% | | | 22 | 10% | 107 | 48% |
| | 1994 | 90 days/ILP | 1,248 | 444 | 165 | 37% | 139 | 31% | 48 | 11% | 244 | 55% |
| | 1995 | 90 days/ILP | 1,137 | 479 | 185 | 39% | 148 | 31% | 63 | 13% | 276 | 58% |
| | 1996 | 90 days/ILP | 1,224 | 564 | 191 | 34% | 193 | 34% | 60 | 11% | 320 | 57% |
| Kansas | 1989 | Time unknown | 637 | | 302 | | | | | | 327 | |
| | 1990 | Time unknown | 732 | | 317 | | | | | | 401 | |
| | 1991 | Time unknown | 1,217 | | 329 | | | | | | 496 | |
| | 1992 | Time unknown | 1,622 | | 709 | | | | 133 | | 604 | |
| | 1993 | Time unknown | 1,617 | | 252 | | | | | | 654 | |
| | 1994 | Time unknown | 1,999 | | 387 | | | | 154 | | 782 | |
| | 1995 | Time unknown | 2,386 | 2,386 | 533 | 22% | | | 155 | 6% | 717 | 30% |
| | 1996 | Time unknown | 1,945 | | 424 | | | | | | 1,101 | |
| Kentucky | 1989 | 90 days/ILP | 363 | | 138 | | | | | | 121 | |
| | 1990 | 90 days/ILP | 158 | 158 | 34 | 22% | | | | | 43 | 27% |
| | 1991 | 90 days/ILP | 564 | | 53 | | | | | | 37 | |
| | 1992 | 90 days/ILP | 667 | | 71 | | | | | | 65 | |
| | 1993 | 90 days/ILP | 890 | | 54 | | | | | | 46 | |
| | 1994 | 90 days/ILP | 810 | | 99 | | | | | | 116 | |
| | 1995 | 90 days/ILP | 784 | | 126 | | | | | | 138 | |
| | 1996 | 90 days/ILP | 1,010 | | 173 | | | | | | 189 | |
| Louisiana | 1994 | 90 days/ILP | 885 | 885 | | | | | | | | |
| | 1995 | 90 days/ILP | 1,054 | 175 | 35 | 20% | | | 12 | 7% | 42 | 24% |
| | 1996 | 90 days/ILP | 1,222 | 147 | 35 | 24% | | | 12 | 8% | 47 | 32% |
| Maine | 1987 | Time unknown | 1 | 1 | 0 | 0% | 1 | 100% | | | | |
| | 1988 | 90 days/ILP | 9 | 9 | | | | | | | 1 | 11% |
| Maryland | 1989 | Time unknown | 749 | | | | | | | | | |
| | 1990 | Time unknown | 1,000 | 749 | 171 | 23% | | | 26 | 3% | | |
| | 1991 | Case closure | 1,055 | 306 | 86 | 28% | 72 | 24% | 42 | 14% | 144 | 47% |
| | 1992 | Case closure | 1,701 | 321 | | | | | | | | |
| | 1993 | Case closure | 1,456 | 378 | 129 | 34% | | | 44 | 12% | 167 | 44% |
| | 1994 | Case closure | 1,442 | 372 | 57 | 15% | | | 35 | 9% | 222 | 60% |
| | 1995 | Case closure | 1,779 | 501 | 63 | 13% | 207 | 41% | 50 | 10% | 266 | 53% |
| | 1996 | Case closure | 1,801 | 466 | | | | | 31 | 7% | 145 | 31% |
| Massachusetts | 1994 | Case closure | 1,000 | 63 | 12 | 19% | 23 | 37% | 8 | 13% | 50 | 79% |
| | 1995 | Other time | 1,060 | 91 | 25 | 27% | 23 | 25% | 15 | 16% | 78 | 86% |
| | 1996 | Case closure | 1,210 | 96 | 15 | 16% | 21 | 22% | 19 | 20% | 78 | 81% |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D (CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Michigan | 1989 | Time unknown | 550 | 242 | 25 | 10% | | | | | 64 | 26% |
| | 1990 | Time unknown | 1,114 | 176 | 20 | 11% | 19 | 11% | 5 | 3% | 22 | 13% |
| | 1991 | Time unknown | 1,265 | 47 | 14 | 30% | 23 | 49% | 3 | 6% | 17 | 36% |
| | 1992 | Time unknown | 2,210 | 122 | 25 | 20% | 37 | 30% | 12 | 10% | 68 | 56% |
| | 1993 | Time unknown | 3,600 | | 76 | | 303 | | 31 | | 185 | |
| | 1994 | Time unknown | 4,459 | 271 | 30 | 11% | 190 | 70% | 12 | 4% | 118 | 44% |
| | 1995 | Time unknown | 4,902 | 182 | 44 | 24% | 74 | 41% | 9 | 5% | 74 | 41% |
| | 1996 | Time unknown | 5,508 | 256 | 64 | 25% | 46 | 18% | 24 | 9% | 65 | 25% |
| Minnesota | 1989 | Time unknown | 645 | 20 | 8 | 40% | | | | | 8 | 40% |
| | 1991 | 90 days/ILP | 1,047 | 94 | 13 | 14% | 60 | 64% | | | 40 | 43% |
| | 1996 | 90 days/ILP | 2,000 | 348 | 66 | 19% | 190 | 55% | 51 | 15% | 144 | 41% |
| Mississippi | 1989 | Time unknown | 41 | 12 | 12 | 100% | 0 | 0% | | | 6 | 50% |
| | 1990 | Time unknown | 24 | | | | | | | | | |
| | 1993 | 90 days/ILP | 37 | 16 | | | 4 | 25% | 5 | 31% | 7 | 44% |
| | 1996 | Time unknown | 353 | 12 | | | | | | | | |
| Missouri | 1989 | 90 days/ILP | 464 | 86 | 26 | 30% | 53 | 62% | 11 | 13% | 55 | 64% |
| | 1990 | 90 days/ILP | 208 | 47 | 6 | 13% | 30 | 64% | 7 | 15% | 44 | 94% |
| | 1991 | Time unknown | 619 | | 83 | | | | | | 202 | |
| | 1992 | Time unknown | 1,141 | | 104 | | | | | | 327 | |
| | 1993 | Time unknown | 1,959 | | 168 | | | | | | 362 | |
| | 1994 | 90 days/ILP | 2,301 | | 62 | | | | 30 | | 274 | |
| | 1995 | 90 days/ILP | 1,972 | | 89 | | | | | | 549 | |
| Montana | 1990 | Time unknown | 76 | 26 | 10 | 38% | 11 | 42% | 7 | 27% | 12 | 46% |
| | 1992 | Time unknown | 137 | 30 | 6 | 20% | 20 | 67% | 2 | 7% | 8 | 27% |
| | 1993 | 90 days/ILP | 189 | 6 | 1 | 17% | 5 | 83% | 0 | 0% | 2 | 33% |
| | 1994 | 90 days/ILP | 162 | 43 | 21 | 49% | 18 | 42% | 2 | 5% | 29 | 67% |
| | 1995 | Other time | 382 | 112 | 28 | 25% | 73 | 65% | | | 76 | 68% |
| Nebraska | 1989 | 90 days/ILP | 292 | 79 | 5 | 6% | 70 | 89% | 2 | 3% | 41 | 52% |
| | 1990 | 90 days/ILP | 295 | | 45 | | 198 | | | | 107 | |
| | 1995 | Case closure | 1,000 | 581 | | | | | | | | |
| Nevada | 1989 | 90 days/ILP | 307 | 41 | 23 | 56% | 14 | 34% | 4 | 10% | 30 | 73% |
| | 1990 | 90 days/ILP | 359 | 70 | 26 | 37% | 28 | 40% | 7 | 10% | 32 | 46% |
| | 1991 | 90 days/ILP | 376 | 88 | 39 | 44% | 31 | 35% | 8 | 9% | 60 | 68% |
| | 1994 | 90 days/ILP | 399 | 14 | 12 | 86% | 2 | 14% | 3 | 21% | 10 | 71% |
| | 1995 | 90 days/ILP | 495 | 19 | 4 | 21% | 11 | 58% | 2 | 11% | 7 | 37% |
| | 1996 | 90 days/ILP | 469 | 26 | 2 | 8% | 20 | 77% | 2 | 8% | 13 | 50% |
| New Hampshire | 1989 | Time unknown | 318 | 12 | 2 | 17% | 0 | 0% | 0 | 0% | 7 | 58% |
| | 1994 | Case closure | 260 | 220 | 151 | 69% | | | 138 | 63% | 130 | 59% |
| | 1996 | Case closure | 268 | 268 | 118 | 44% | | | 88 | 33% | 123 | 46% |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D(CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| New Jersey | 1989 | 90 days/ILP | 481 | 9 | 2 | 22% | 5 | 56% | | | 8 | 89% |
| | 1990 | 90 days/ILP | 462 | 8 | 1 | 13% | | | | | 4 | 50% |
| New Mexico | 1990 | Time unknown | 34 | 5 | | | | | | | | |
| | 1992 | 90 days/ILP | 144 | | 13 | | | | | | 20 | |
| | 1993 | 90 days/ILP | 195 | | 18 | | | | | | 18 | |
| | 1994 | 90 days/ILP | 359 | | 24 | | | | | | 66 | |
| | 1995 | 90 days/ILP | 237 | | 43 | | | | 0 | | 69 | |
| | 1996 | 90 days/ILP | 208 | | 50 | | | | 9 | | 85 | |
| New York | No data provided | | | | | | | | | | | |
| North Carolina | 1989 | 90 days/FC | 188 | 54 | 11 | 20% | | | | | 23 | 43% |
| | 1990 | 90 days/FC | 863 | 285 | 50 | 18% | | | | | 85 | 30% |
| | 1991 | 90 days/FC | 987 | 337 | 10 | 3% | | | | | 81 | 24% |
| | 1992 | 90 days/FC | 1,018 | 173 | 2 | 1% | 52 | 30% | | | 34 | 20% |
| North Dakota | 1989 | Time unknown | 17 | 3 | 0 | 0% | 3 | 100% | 0 | 0% | 1 | 33% |
| | 1991 | Time unknown | 242 | | 24 | | | | | | 57 | |
| | 1992 | 90 days/ILP | 245 | | 32 | | | | | | 55 | |
| | 1993 | 90 days/ILP | 265 | | 7 | | | | | | 13 | |
| Ohio | 1989 | 90 days/ILP | 473 | | 22 | | 14 | | 13 | | 60 | |
| | 1992 | Other time | 3,910 | | 88 | | | | 38 | | 298 | |
| | 1993 | Other time | 4,202 | | 281 | | | | 93 | | 916 | |
| | 1994 | Other time | 2,770 | | 232 | | | | 72 | | 766 | |
| | 1995 | Other time | 2,827 | | 267 | | | | 90 | | 810 | |
| | 1996 | Time unknown | 3,159 | 3,159 | 383 | 12% | | | | | 1,315 | 42% |
| Oklahoma | 1993 | 90 days/ILP | 953 | 220 | 121 | 55% | | | | | 44 | 20% |
| | 1994 | 90 days/ILP | 1,067 | 125 | 32 | 26% | | | | | 30 | 24% |
| Oregon | 1992 | Time unknown | 794 | 117 | 68 | 58% | | | | | 62 | 53% |
| | 1993 | Time unknown | 1,674 | 481 | 259 | 54% | | | | | 255 | 53% |
| | 1994 | Case closure | 1,648 | 735 | 198 | 27% | | | | | 199 | 27% |
| | 1995 | 90 days/ILP | 1,410 | 18 | 10 | 56% | | | | | 13 | 72% |
| | 1996 | 90 days/ILP | 1,070 | 192 | 94 | 49% | 68 | 35% | 19 | 10% | 104 | 54% |
| Pennsylvania | 1988 | 90 days/ILP | 550 | 206 | | | 119 | 58% | 6 | 3% | 88 | 43% |
| | 1989 | 90 days/ILP | 820 | 220 | | | 124 | 56% | 3 | 1% | 108 | 49% |
| | 1990 | 90 days/ILP | 1,118 | 616 | | | 352 | 57% | | | 294 | 48% |
| | 1993 | 90 days/ILP | 1,910 | 640 | | | 377 | 59% | | | 306 | 48% |
| | 1994 | 90 days/ILP | 1,836 | 547 | | | 395 | 72% | | | 225 | 41% |
| | 1995 | 90 days/ILP | 2,124 | 558 | | | 282 | 51% | | | 203 | 36% |
| | 1996 | Time unknown | 3,047 | | 293 | | | | | | 403 | |
| Rhode Island | No data provided | | | | | | | | | | | |
| South Carolina | 1992 | Time unknown | 652 | | 5 | | | | | | 2 | |
| | 1993 | Time unknown | 654 | | 2 | | | | | | 5 | |
| | 1994 | Time unknown | 750 | | 15 | | | | | | 5 | |
| | 1995 | Time unknown | 773 | | 20 | | | | | | 4 | |
| | 1996 | Time unknown | 872 | | 26 | | | | | | 9 | |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D (CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| South Dakota | No data provided | | | | | | | | | | | |
| Tennessee | 1989 | Time unknown | 321 | | 35 | | | | | | 65 | |
| | 1990 | Time unknown | 246 | | 43 | | | | | | 68 | |
| | 1991 | Time unknown | 810 | | 177 | | | | | | 75 | |
| | 1992 | Time unknown | 912 | | 310 | | | | | | 90 | |
| | 1993 | Time unknown | 1,482 | | 108 | | | | | | 110 | |
| | 1994 | Time unknown | 1,810 | | 100 | | | | | | 800 | |
| Texas | 1987 | 90 days/ILP | 88 | 8 | 3 | 38% | | | 1 | 13% | 4 | 50% |
| | 1988 | 90 days/ILP | 121 | 58 | 13 | 22% | | | | | 14 | 24% |
| | 1989 | 90 days/ILP | 431 | 108 | 31 | 29% | | | | | 85 | 79% |
| | 1990 | 90 days/ILP | 1,158 | 575 | 100 | 17% | | | | | 248 | 43% |
| | 1991 | 90 days/ILP | 1,343 | 451 | 106 | 24% | | | | | 166 | 37% |
| | 1992 | 90 days/ILP | 1,181 | 311 | 95 | 31% | | | | | 130 | 42% |
| | 1993 | 90 days/ILP | 1,870 | 337 | 173 | 51% | | | | | 161 | 48% |
| | 1994 | 90 days/ILP | 1,530 | 101 | 63 | 62% | | | | | 55 | 54% |
| | 1995 | 90 days/ILP | 2,067 | 154 | 82 | 53% | | | | | 80 | 52% |
| | 1996 | 90 days/ILP | 2,065 | 414 | 221 | 53% | | | | | 186 | 45% |
| Utah | 1992 | Other time | 162 | 162 | 18 | 11% | 118 | 73% | | | | |
| | 1993 | Other time | 107 | 107 | 2 | 2% | 80 | 75% | | | | |
| | 1995 | Other time | 114 | 114 | 16 | 14% | 54 | 47% | | | | |
| | 1996 | Other time | 198 | 129 | 24 | 19% | 67 | 52% | | | | |
| Vermont | 1989 | 90 days/ILP | 122 | 73 | 12 | 16% | 27 | 37% | 5 | 7% | 35 | 48% |
| | 1990 | 90 days/ILP | 283 | 67 | 11 | 16% | 30 | 45% | 2 | 3% | 39 | 58% |
| Virginia | 1991 | Time unknown | 800 | | 52 | | | | 87 | | 193 | |
| | 1992 | 90 days/FC | 1,050 | 205 | 66 | 32% | | | | | 45 | 22% |
| | 1993 | 90 days/FC | 1,117 | 114 | 37 | 32% | | | 12 | 11% | 43 | 38% |
| | 1994 | 90 days/FC | 1,251 | 28 | 15 | 54% | | | 7 | 25% | 28 | 100% |
| | 1995 | 90 days/FC | 1,261 | 106 | 40 | 38% | | | 4 | 4% | 52 | 49% |
| | 1996 | 90 days/FC | 1,271 | 111 | 111 | 100% | | | 1 | 1% | 98 | 88% |
| Washington | 1990 | 90 days/ILP | 209 | | 39 | | | | | | 77 | |
| | 1991 | 90 days/ILP | 272 | | 115 | | | | | | 93 | |
| | 1992 | 90 days/ILP | 311 | 156 | 33 | 21% | 82 | 53% | 3 | 2% | 82 | 53% |
| | 1993 | Time unknown | 413 | | 36 | | | | | | 94 | |
| | 1994 | 90 days/ILP | 341 | | 36 | | 44 | | 2 | | 53 | |
| West Virginia | 1988 | 90 days/ILP | 100 | | 3 | | | | | | | |
| | 1994 | Case closure | 628 | 30 | 13 | 43% | | | 5 | 17% | 13 | 43% |
| | 1995 | 90 days/ILP | 893 | 24 | 0 | 0% | | | 4 | 17% | 11 | 46% |
| | 1996 | 90 days/ILP | 911 | 30 | 22 | 73% | | | 5 | 17% | 26 | 87% |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

## APPENDIX D (CONTINUED)
## OUTCOME DATA BY STATE AND FISCAL YEAR[1]

| State | Fiscal Year | Time Period | Served | Collected Outcome Data | Rec HS Diploma/GED | % Rec HS Diploma/GED[2] | In High School | % In High School[2] | In College | % In College[2] | Employed | % Employed[2] |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Wisconsin | 1988 | Time unknown | 161 | 8 | | | | | | | | |
| | 1989 | Time unknown | 589 | 28 | | | | | | | | |
| | 1992 | 90 days/FC | 1,036 | 123 | 62 | 50% | | | | | 53 | 43% |
| | 1993 | 90 days/ILP | 909 | 137 | 76 | 55% | | | | | 47 | 34% |
| | 1994 | 90 days/ILP | 829 | | 19 | | | | 12 | | 47 | |
| | 1995 | 90 days/ILP | 877 | | | | | | | | 62 | |
| Wyoming | 1989 | Time unknown | 46 | | 26 | | | | | | 18 | |
| | 1991 | Time unknown | 7 | | 5 | | | | | | 4 | |
| | 1992 | Time unknown | 12 | | 5 | | | | | | | |
| | 1993 | Time unknown | 35 | | 13 | | | | | | | |
| | 1995 | Time unknown | 29 | | 8 | | | | | | | |
| | 1996 | Time unknown | 30 | | | | | | | | | |

[1] Data presented where it was reported by States.

[2] Percents are based on total number of youth for whom outcome data were collected. Where this number was not reported, percents were not calculated.

# APPENDIX E

# SAMPLE ILP FINAL REPORT EXCERPTS

# NOT AVAILABLE IN PDF FORMAT

# ADDITIONAL RESOURCES

# ADDITIONAL RESOURCES

Additional information on independent living services and youth development issues can be obtained from the following organizations.

## ACYF Clearinghouses and Resource Centers

**National Clearinghouse on Child Abuse and Neglect Information**
330 C Street, SW
Washington, DC 20447
800-FYI-3366 or 703-385-7565
www.calib.com/nccanch

**National Clearinghouse on Families and Youth**
P.O. Box 13505
Silver Spring, MD 20911
301-608-8098
www.ncfy.com

**National Resource Center for Youth Development/**
**National Resource Center for Youth Services**
202 West Eighth
Tulsa, OK 74119-1419
918-585-2986
www.nrcys.ou.edu

## OTHER ORGANIZATIONS

**Child Welfare League of America**
440 First Street, NW, 3rd Floor
Washington, DC 20001
202-638-2952
www.cwla.org

**National Independent Living Association**
4203 Southpoint Boulevard
Jacksonville, FL 32216
904-296-1038
www.nilausa.org

**National Youth Development Information Center**
1319 F Street NW, Suite 601
Washington, DC 20004
202-347-2080
www.nydic.org