



SHOW ME THE WAY:

MAKING SENSE OF YOUTH DEVELOPMENT
FUNDING IN MILWAUKEE



PUBLIC POLICY FORUM

ABOUT THE PUBLIC POLICY FORUM

The Milwaukee-based Public Policy Forum, established in 1913 as a local government watchdog, is a nonpartisan, nonprofit organization dedicated to enhancing the effectiveness of government and the development of Southeastern Wisconsin through objective research of regional public policy issues.

PREFACE AND ACKNOWLEDGMENTS

This report was undertaken to provide policymakers, citizens, and the many organizations involved with youth development in Milwaukee with a better understanding of how public dollars administered by Milwaukee's three largest governmental bodies are spent on out-of-school time youth programming. We hope the report's findings will be used to identify opportunities to better coordinate and leverage resources for positive youth development opportunities.

We would like to thank Beyond the Bell, a citywide initiative dedicated to coordinating capacity building among youth service providers, for commissioning and funding this research, and for providing information that helped make this report possible. In addition, we would like to thank staff from the Milwaukee Public Schools, the City of Milwaukee, and Milwaukee County for the assistance they provided in supplying data for this report and in describing the youth programs they administer.





SHOW ME THE WAY

*Making Sense of Youth Development Funding in
Milwaukee*

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EXECUTIVE SUMMARY

Most elected officials and civic leaders agree that investment in programming for Milwaukee's youth must be a critical component of citywide efforts to combat poverty, reduce violence, and appropriately prepare our future workforce. Yet, what do we know about the nature and scope of such investment, and how it is distributed among the city's largest governmental bodies?

This report seeks to answer those and related questions as a means of making sense of youth development funding in Milwaukee. Our hope is that the information herein will help policymakers, advocates, and civic leaders develop new ways to coordinate and enhance out-of-school services for young people in Milwaukee (hence our title, *Show Me the Way*).

The report was commissioned by Beyond the Bell, a citywide initiative dedicated to coordinating capacity building among youth service providers, policymakers, and funders. Leaders of the organization were seeking to track spending for out-of-school time youth development in Milwaukee, a need that was heightened by last summer's events in Sherman Park, which led many to ask searching questions about the services provided to the city's youth.

OUT-OF-SCHOOL TIME YOUTH FUNDING IN MILWAUKEE BY PROGRAM AREA

Show Me the Way explores how the Milwaukee Public Schools, the City of Milwaukee, and Milwaukee County are investing in Milwaukee's youth ages 12 to 24 during the times they are not in school. It looks at public and private sources of funding administered by the three public sector entities across three years (2014-2016) in six programmatic areas. In the body of the report, we detail expenditures administered by each respective government on a program-by-program basis for each individual year. Below, we summarize the 2016 budgeted expenditures in each programmatic area for the three entities combined.

Academic Development

The need to bolster prospects for academic success for Milwaukee schoolchildren is illustrated by U.S. Census figures that indicate only 22.8% of Milwaukee residents age 25 and older possess a bachelor's degree of higher, and that the poverty rate for people in that age group who have not graduated from high school is 14 percentage points higher than for those who do graduate. In 2016, MPS, the City and County were budgeted to spend about \$4.6 million on out-of-school time academic development for 12- to 24-year-olds.

2016 Funding
\$4,550,306

Programs Funded
After School and Summer Academic Programs
College Access Centers
Interscholastic Activities
Library Programs
Truancy Abatement

Key Observations
Community Learning Centers receive the largest amount of out-of-school time academic development funding, but funding is declining and may be impacted further by legislative changes.



Physical Development

According to the U.S. Office of Disease Prevention and Health Promotion, regular physical activity in childhood and adolescence improves strength and endurance, helps build healthy bones and muscles, helps control weight, reduces anxiety and stress, increases self-esteem, and may improve blood pressure and cholesterol levels. It is recommended that young people ages 6 to 16 participate in 60 minutes of physical activity per day, but a 2013 Centers for Disease Control survey found that only 27% of high school students had done so on all seven days prior to the survey. The three Milwaukee public sector entities were budgeted to spend about \$10 million for out-of-school time physical development in 2016.

2016 Funding

\$9,992,550

Programs Funded

Playgrounds
Recreation Programs and Facilities
Interscholastic Athletics
Camps

Key Observation

Over 40% of all publicly administered funding for youth (as defined in this report) is directed to physical development needs; that funding has increased by 12% over the last three years.

Vocational/Workforce Development

Youth unemployment is a serious problem for the City of Milwaukee. It has consequences not only for the young people involved, but also for the city's economic and societal health. Moreover, ages 16 to 24 represent a critical time for youth during which they begin to gain employment skills that may affect them for life. Vocational and workforce development spending for youth administered by MPS, the City, and the County was expected to total about \$3.8 million in 2016.

2016 Funding

\$3,782,436

Programs Funded

Drivers education
Summer Youth Employment

Key Observation

Driver education is one of the few areas of out-of-school time youth development programming in which all three entities covered in this report (MPS, the City, and the County) have collaborated.



Arts and Culture Development

As the Forum noted in a 2013 report – *Community-Led Arts Education Models in the U.S.* – advocates for arts education have long argued that skills taught through such education lead to improved academic skills and gains in student achievement. Those advocates also contend that the arts teach certain non-academic skills that benefit individuals once they enter the world of work, such as creativity, self-reflection, persistence, and team work.¹ A little less than \$860,000 was budgeted to be spent by MPS, the City, and the County in 2016 on out-of-school time arts and cultural development for 12- to 24-year-olds.

2016 Funding

\$859,222

Programs Funded

Art and Music Lessons
Hands-on Classes
Theater Camps
Music Festivals
Internships

Key Observation

MPS makes a substantial commitment to arts education programming during school hours and also has provided consistent support for arts and cultural development for youth outside of the school day.

Social/Emotional/Physical Health Promotion

Robust physical and mental health is the foundation for all other development. While spending on direct medical or behavioral health care or treatment falls outside of our definition of youth development for purposes of this analysis, we do include programming that advances the well-being and development of youth by *promoting* social, emotional, and physical health. Budgeted spending on such programming among the three public sector entities considered in this report totaled \$1.3 million in 2016.

2016 Funding

\$1,341,850

Programs Funded

Teen Pregnancy Reduction
Parenting
Emotional and Behavioral Challenges
Conflict Resolution
Anger Management
AODA Prevention
Life Skills Training
Making Proud Choices
Community Leadership

Key Observations

Most funding for social/emotional/physical health promotion for youth involves treatment services provided by the County's Behavioral Health Division and is not covered by this report, though the County does provide about \$600,000 annually for general health promotion activities. The City also provides CDBG-funded support for several small programs administered by community-based organizations.

¹ Public Policy Forum (June 2013), *Community-Led Arts Education Models in the U.S.*
<http://publicpolicyforum.org/sites/default/files/CommunityLedArtsEducationModels.pdf>



Violence Prevention/Safety Promotion

Physical and psychological safety are basic human needs. Research has shown that when these needs are not met, all other aspects of youth development suffer. Less than \$400,000 was spent by Milwaukee's three largest governments on violence prevention/safety promotion programming in 2016.

2016 Funding

\$388,000

Program Funded

Violence Prevention

Key Observation

Funding for youth violence prevention is relatively new in Milwaukee, almost tripling in the last three years.

OUT-OF-SCHOOL TIME YOUTH FUNDING IN MILWAUKEE BY GOVERNMENTAL BODY

In total, the Milwaukee Public Schools, Milwaukee County, and the City of Milwaukee invest about \$21 million annually in programs and services aimed at promoting youth development outside of the school day. The table below summarizes the expenditures for out-of-school time youth programming by the three governmental entities across the six programmatic categories (total spending for each category). We see that in the three years (2014 and 2015 actual and 2016 budgeted), total funding from MPS, Milwaukee County, and the City of Milwaukee grew from \$19.3 million to almost \$21 million, an increase of 9%.

Total Out-of-School Time Funding in Milwaukee

	2014	2015	2016
Academic Development			
MPS	\$3,139,435	\$2,983,931	\$2,898,413
City of Milwaukee	\$1,423,579	\$1,785,145	\$1,651,893
Total	\$4,563,014	\$4,769,076	\$4,550,306
Physical Development			
MPS	\$8,935,310	\$9,249,339	\$9,677,550
City of Milwaukee	\$30,000	\$60,000	\$315,000
Total	\$8,965,310	\$9,309,339	\$9,992,550
Vocational/Workforce Development			
MPS	\$321,645	\$542,788	\$1,214,283
City of Milwaukee	\$2,738,118	\$2,951,993	\$2,568,153
Total	\$3,059,763	\$3,494,781	\$3,782,436
Arts And Cultural Development			
MPS	\$833,069	\$989,337	\$739,222
City of Milwaukee	\$90,000	\$110,000	\$120,000
Total	\$923,069	\$1,099,337	\$859,222
Social/Emotional/Physical Health Development			
MPS	\$250,000	\$250,000	\$250,000
Milwaukee County	\$534,431	\$527,005	\$584,850
City of Milwaukee	\$827,000	\$557,000	\$507,000
Total	\$1,611,431	\$1,334,005	\$1,341,850
Violence Prevention/Safety Promotion			
City of Milwaukee	\$134,000	\$126,000	\$388,000
Total	\$134,000	\$126,000	\$388,000
Grand Total	\$19,256,587	\$20,132,538	\$20,914,364

We next slice the data a different way by showing 2016 budgeted spending totals broken down among each of the three governments. As might be expected, we see that MPS provides the greatest



amount of funding (about 70% of the total), followed by the City of Milwaukee (27%). Also, MPS and the City provide funding in most of the areas studied, though funding proportions vary. The majority of MPS' budgeted out-of-school time funding was devoted to physical development and out-of-school time academic programs. For the City of Milwaukee, most funding was earmarked for vocational/workforce development and out-of-school time academic programs.

Milwaukee County devotes less spending to general youth development, which is understandable given its broader mission of providing recreational and cultural activities to the general population; and its specific state and federal mandates to provide health care, treatment, and delinquency services to youth, which were not considered youth development expenditures for purposes of our analysis.

2016 Budgeted Out-of-School Time Youth Funding by Milwaukee Governmental Bodies

	MPS		Milwaukee County		City of Milwaukee		Total	
Academic	\$2,898,413	19.6%			\$1,651,893	29.8%	\$4,550,306	21.8%
Physical	\$9,677,550	65.5%			\$315,000	5.7%	\$9,992,550	47.8%
Vocational	\$1,214,283	8.2%			\$2,568,153	46.3%	\$3,782,436	18.1%
Arts	\$739,222	5.0%			\$120,000	2.2%	\$859,222	4.1%
Health Promotion	\$250,000	1.7%	\$584,850	100%	\$507,000	9.1%	\$1,341,850	6.4%
Safety					\$388,000	7.0%	\$388,000	1.9%
Total	\$14,779,468		\$584,850		\$5,550,046		\$20,914,364	

Finally, in the table below, we summarize the sources of youth funding for MPS, Milwaukee County, and the City of Milwaukee. As shown, roughly two thirds to three quarters of the dollars being administered by the three governments are derived from the local property tax levy and/or other local revenue sources.

Out-Of-School Time Youth Funding in Milwaukee by Funding Source

Funding Source	2014	2015	2016
Local Tax	\$13,446,459	\$14,303,198	\$16,013,989
State and Federal	\$4,790,028	\$4,583,813	\$4,115,800
Philanthropic/Corporate/Foundation	\$1,020,100	\$1,245,527	\$784,575

CONCLUSIONS/POLICY INSIGHTS

Overall, our analysis of how the three governments organize and track their youth development investments generated three overriding insights that policymakers and stakeholders should consider as they seek greater impact from those investments and/or modifications in investment amounts and strategies.



- **New approaches to financial accounting would clarify youth development investment needs and results.** It is currently difficult to obtain an understanding of governmental funding that is directed specifically to youth development, as funding amounts often are buried within initiatives for the general population and/or are spread across multiple funding areas. Efforts to standardize budgeting and financial record keeping for youth programs across the three governmental entities would improve the ability of all stakeholders to plan, collaborate on, and evaluate youth programs, and could guide potential efforts to create a more specific youth-directed focus among Milwaukee's largest public sector institutions.
- **Joint planning and goal-setting could be used to strengthen current initiatives and maximize the value of investments by individual governments.** Understandably, the three governments currently allocate out-of-school time youth development funds based on the needs and requirements of individual programs and the stipulations of outside funding sources. Organizing funding to strive toward jointly developed outcomes could be an effective alternative approach, however. For example, if the three entities determined that providing safe and modern playground facilities for all youth in all parts of the city was a desirable outcome, then they could strategically determine how to prioritize and allocate individual investments in City playgrounds, County park playgrounds, and school-based playgrounds based on that goal.
- **Preserving and potentially enhancing after school programs, such as CLCs, could be the first step in a longer-term effort to collaborate on goals and to coordinate investment.** While modifying financial reporting practices and developing joint plans could take several years to implement, the need to address funding challenges for after school programs (including CLCs) and to potentially strengthen such programs offers an immediate opportunity for joint planning and collaboration. Moreover, uncertainty surrounding future federal funding for the CLC program may *require* a collective effort simply to preserve the existing framework. Planning among MPS, the City, and County regarding how after school program funding might be strategically coordinated, how/whether the County could partner with respect to recreational programming or other resources, and what it might take to further enhance the role of the CLCs and other after school programs appears to be warranted.

It is important to reiterate that our effort to "map" the funding provided by MPS, the City, and the County for youth development simply is an initial step in understanding the nature and scope of youth programming in Milwaukee, and in determining how such programming should be better coordinated and potentially enhanced. A similar endeavor that considers private resources also would be beneficial, as would a broader review from the providers' perspective that seeks to identify the complete portfolios of funding sources that support their youth development programming.

Similarly, we would emphasize that this analysis made no effort to explore precisely how public out-of-school time youth development dollars are being spent, how the programs associated with those expenditures are being implemented, and whether they are producing desired results. Ultimately, answering those questions will be the critical task in determining how to create an array of programs and services that improve educational achievement, enhance social development, and provide a brighter future for all youth in the City of Milwaukee.



INTRODUCTION

We cannot always build the future for our youth, but we can build our youth for the future.

Franklin Delano Roosevelt

Across the United States, planning for urban development increasingly is focused on the needs of youth, particularly in areas of high poverty where opportunities for economic growth and social development may be limited. For example, the National League of Cities' Institute for Youth, Education, and Families has called for the development of youth master plans to facilitate

the development of sustained and coordinated strategies that yield large and lasting dividends and ensure that opportunities to improve outcomes for children and youth are not squandered.²

One important prerequisite of this planning is to gain an understanding of the fiscal resources available to the community for youth programming, as well as the way those resources are being allocated and used by local governments and other stakeholders. To promote such understanding, Beyond the Bell – a citywide initiative dedicated to coordinating capacity building among youth service providers, policymakers, and funders – commissioned the Public Policy Forum to conduct an assessment of funding for youth services in the City of Milwaukee.

Beyond the Bell was created in response to a 2013 survey in which 98% of youth-serving agency respondents and 62% of funders supported establishing a “citywide intermediary” to coordinate resources, build capacity to deliver high-quality programs, and increase investment in young people. Additionally, 95% of youth-serving agency respondents listed the “lack of a citywide youth policy agenda” as a significant challenge to the sector.

Equipped with the information in this scan, the community will be better able to identify opportunities to coordinate and leverage resources for positive youth development opportunities. The scan also will provide grounds to ensure equitable investment in such opportunities as a means of prevention.

While performing such an analysis might appear to be relatively straightforward, the nature of youth funding created several challenges that required us to make difficult decisions regarding the scope of our research. For example:

- Programs for youth cover a broad and varied set of population ages and services and often are funded by combining monies from multiple, diverse sources, which are difficult to isolate for analytical purposes.
- Funding for youth programs often is buried within broader programs and/or within programs that serve populations in different age categories.

² *Creating a Youth Master Plan*, Institute for Youth, Education and Families, National League of Cities, Action Kit for Municipal Leaders. Washington D.C., www.nlc.org/iyef.



- Programs for youth are offered by a multitude of agencies and organizations with distinct fiscal policies and practices, including governmental bodies, not-for-profit community organizations, private for-profit organizations, and religious bodies.
- Funding for youth programs can pass through multiple agencies before it is actually utilized for services, which means that caution must be exercised to avoid double counting.

In light of those challenges, we decided to focus our analysis on how Milwaukee **governmental** bodies currently fund and allocate resources to youth programming. Our emphasis is on programs for the general youth population that primarily are conducted outside of school buildings and/or after the school day is over (we refer to this as "out-of-school time" youth programming).

We chose to exclude from the report programs operated by the Milwaukee County Delinquency and Court Services Division (DCSD), which serve youth who have been adjudicated delinquent in the juvenile justice system. This decision is based on the fact that these programs are designed for youth who have already entered the juvenile justice system and are not available to the general youth population. Including expenditures from DCSD tends to skew the results when trying to gain an understanding regarding the community's priorities for youth programming. However, given that DCSD represents Milwaukee County's major expenditure on youth, the magnitude of the County's annual expenditure, and our recognition that many of the programs offered impact youth development, we choose to present DCSD data in the Appendix.

Overall, our objectives are to 1) promote greater public understanding of the sources and allocation of **publicly administered** resources for out-of-school time youth services in the City of Milwaukee; and 2) identify opportunities to align and leverage resources for greater efficiency and impact. It is our hope that policymakers, advocates, philanthropists, and other stakeholders will be able to use this information to strategically coordinate youth development efforts and ensure that public and private sector investments achieve desired results.



DATA AND METHODOLOGY

Fiscal mapping is a research approach used to systematically identify and analyze expenditures. The process identifies funding that supports a set of specified services, how those funds are used, and what opportunities exist to use funds more effectively.

Developing a youth funding fiscal map that provides meaningful and reliable information requires the establishment of carefully-defined parameters. For this report, parameters for providers, programs, and populations were identified and defined as follows:

Providers: The report is targeted at local government expenditures and programs in Milwaukee. Specifically, we focus on investments and programs administered by the Milwaukee Public Schools, Milwaukee County, and the City of Milwaukee.

Programs: Our research looked only at programs with a primary purpose of serving the general population of youth during out-of-school time hours. In the event that a broader program administered or funded by the government has a significant youth impact, the program is noted, but is not included as a primary data element. For ease of analysis, programming was categorized into the areas of:

1. Academic Development
2. Physical Development
3. Vocational/Workforce Development
4. Arts and Cultural Development
5. Social/Emotional/Physical Health Promotion
6. Violence Prevention/Safety Promotion

Placing programs into these categories is not totally precise, as many programs have multiple functions. However, an effort was made to establish the primary purpose of each program and to assign it to the appropriate category.

Population: Our analysis includes programs for youth between the ages of 12 and 24. In the event that a program's scope extends outside of these age parameters, it is included if the primary purpose is to serve youth in the targeted age group; in that case, we attempt to estimate the funding that is used solely for youth aged 12 to 24. An example is the 21st Century Community Learning Program. For this study, information on middle schools and high schools was extracted, as well as for 7th and 8th grade students at K-8 facilities.

Conversely, if a program was not specific to the targeted ages, it is not included even though some youth may be covered. For example, state child care funds, W-2 funds, and refugee funds were not included. These programs provide services that impact youth in the targeted ages, but they are not youth-specific programs. Likewise, some youth in the targeted age group may receive funding from adult employment programs, but this funding was not included, as it is not specific to the targeted population.



This distinction also led us to treat parks and recreation programs differently for the different governmental agencies. Because both MPS and the City of Milwaukee dedicate certain parks and recreation funding to youth, such expenditures were included in our analysis. Milwaukee County, on the other hand, budgets for parks and recreation for the total population. Because we could not break down this funding by age, it was not included.

Funding Sources: The analysis looks at all funding sources (federal, state, local, and philanthropic) that were administered by the local government bodies. In the tables we have prepared to delineate expenditures by the three governmental entities in the six program categories, we identify the funding source if it is not derived from local tax revenues used for general operating purposes. If no identification is provided, then it can be assumed that the funding comes from the local government's property tax levy or other forms of general operating revenue.

Data: Data was obtained from the budgets for the Milwaukee Public Schools (MPS), Milwaukee County, and the City of Milwaukee. Data was collected for three consecutive years – 2014 (actual), 2015 (actual), and 2016 (budget) – in an effort to obtain a more complete picture of funding and to establish trends. The fiscal year of each governmental body was used, so the covered time spans are not identical.³ Also, while 2017 budgets have been adopted recently by each of the governmental entities, budget adoption for the City and County occurred very late in our data collection process. Consequently, 2017 budget data are not used in this report. Interviews were conducted with key individuals in areas that needed explanation or substantiation and to help identify funding for youth that may have been included in a broader budget category.

Limitations: The overall purpose of this report is to provide a broad basis of understanding of the allocation of resources by the metro region's three largest public sector entities for out-of-school programs for youth in the City of Milwaukee. In addition, it seeks to provide insight into how those programs might be better aligned, how efficiencies might be leveraged, and what opportunities may exist for future collaboration among the three governmental entities. It is important to recognize, however, that the report's parameters, by necessity, exclude some youth funding, limiting the ability to draw broad, concrete conclusions about total funding for youth-related programs in Milwaukee. Benchmarking total youth spending identified by this report against total governmental budgets also is also difficult, as many of the broader programs administered by local governments also serve youth.

³ MPS' fiscal year begins on July 1, while the fiscal year for the City and County begins on January 1.



ACADEMIC DEVELOPMENT

SUMMARY

2016 Funding

MPS	\$2,898,413
City of Milwaukee	\$1,651,893

Programs Funded

After School and Summer Academic Programs
 College Access Centers
 Interscholastic Activities
 Library Programs
 Truancy Abatement

Key Observations

Community Learning Centers receive the largest amount of out-of-school time academic development funding, but funding is declining and may be impacted further by legislative changes.

The need to bolster prospects for academic success for Milwaukee school children is illustrated by U.S. Census figures that indicate only 22.8% of Milwaukee residents age 25 and older possess a bachelor’s degree or higher, and that the poverty rate for people in that age group who have not graduated from high school is 14 percentage points higher than for those who do graduate.⁴

Academic programming in the after-school hours has proven to be a successful means of addressing educational achievement issues. For example, the Wisconsin Department of Public Instruction found a small but positive effect on both high school graduation rates and post-secondary attendance for youth participating in the 21st Century Community Learning Center (CLC) program, which creates community learning centers where children can receive academic enrichment outside of school.⁵

Furthermore, a recently published collection of more than 70 reports and research studies found that quality afterschool and summer learning programs, including CLC, made a positive difference for students, families, schools, and communities;⁶ and the University of California, Irvine School of Education found that regular participation in afterschool programs helped to narrow the achievement gap between high-income and low-income students in math, improved academic and behavioral outcomes, and reduced school absences.⁷

2014-15 High School Graduation Rates

	MPS	Wisconsin
Black	54.7%	64.0%
Hispanic	58.7%	77.5%
White	67.9%	92.9%

MILWAUKEE PUBLIC SCHOOLS

MPS' out-of-school programs for academic development include the Summer Academy, college access centers, interscholastic academics program, and 21st Century CLCs. These programs have distinct funding sources, as shown in **Table 1**. Summer Academy, for example, is funded by MPS

⁴ U.S. Census Bureau Fact Finder and 2010-2014 American Community Survey Five-Year Estimates.

⁵ Wisconsin Department of Public Instruction. Evaluation of Community Learning Centers. April 28, 2014. <http://dpi.wi.gov/sites/default/files/imce/sspw/pdf/clcsummarybrief2014.pdf>.

⁶ Peterson, Terry K. (Editor). Expanding Minds and Opportunities: Leveraging the Power of Afterschool and Summer Learning for Student Success, 2013. www.expandinglearning.org/expandingminds.

⁷ Pierce, Auger & Vandell. American Institutes for Research, University of California, Irvine School of Education, 2013.



with local dollars and offers enrichment programming designed to provide extended learning opportunities to strengthen or enhance academic skills. In contrast, CLC is a federal program that supports the creation of learning centers that provide academic enrichment opportunities, particularly for students who attend high-poverty and low-performing schools. Federal funds for CLCs are passed through the state to local school districts and community providers. MPS supplements this funding and, in conjunction with nine community-based organizations, runs CLC programs at 47 schools.

Table 1: MPS Funding for Out-Of-School Academic Programs for Youth

	2014	2015	2016	Program Description
Summer Academy (Enrichment Programs – does not include credit based summer school)	\$256,026 MPS Extension Funds*	\$251,909 MPS Extension Funds	\$251,909 MPS Extension Funds	Based on MPS' estimate that 10% of total Summer Session funding is for youth ages 12 and over. Most of Summer Session is devoted to lower grade levels.
College Access Centers	\$539,661 Great Lakes Higher Education Guaranty Corporation Grant Funding*	\$649,998 Great Lakes Higher Education Guaranty Corporation Grant Funding	\$650,000 MPS Operations budget	Two community locations support college access outreach and engage families in reinforcement of college attendance.
Interscholastic Academic Program	\$505,193	\$385,913	\$393,393	Offers competitive opportunities in chess, debate, and forensics.
21st Century Community Learning Centers - High & Middle School				Programs focus on reading, math, science, art, music, technology, recreation, character education, drug awareness, and violence prevention.
<i>After School Programming</i>	\$977,000 Total Funds \$728,000 State \$249,000 MPS	\$939,000 Total Funds \$540,000 State \$399,000 MPS	\$774,000 Total Funds \$549,000 State \$225,000 MPS	
<i>Summer Program</i>	\$150,000 MPS	\$130,000 MPS	\$250,000 MPS	
21st Century Community Learning Centers - Grades 7 and 8				Programs focus on reading, math, science, art, music, technology, recreation, character education, drug awareness, and violence prevention. Assumed 2/9ths of K-8 funding
<i>After School Programming</i>	\$499,333 Total Funds \$376,222 State \$123,111 MPS	\$414,889 Total Funds \$299,111 State \$115,778 MPS	\$404,667 Total Funds \$299,111 State \$105,556 MPS	
<i>Summer Program</i>	\$212,222 MPS	\$212,222 MPS	\$174,444 MPS	
Total Funding	\$3,139,435	\$2,983,931	\$2,898,413	

* Outside the general operating budget, MPS maintains the Extension Fund, a separate budget category used to record financial transactions related to recreational activities. Funding that is not from the MPS' general operating budget is identified in this report as either from the Extension Fund or as outside grant funding.

Our analysis shows that total funding from all sources for MPS out-of-school time academic programs decreased by 8% between 2014 and 2016. While funding for the Summer Academy was stable and funding for the College Access Centers increased by 20%, those gains were offset by a declines in funding for the Interscholastic Academic Program and the CLC program.

In the table, we distinguish CLC funding for high schools/middle schools from funding for grades 7 and 8 that must be extracted from the budgets of K-8 schools. CLC funding also is broken down by amounts supporting after school programming during the school year – which are comprised of federal dollars passed through the State to MPS as well as MPS funding – versus funding that supports the centers during the summer, which largely comes from MPS.



The reduction in CLC funding during the period must be viewed with an understanding of the State's methodology for distributing federal CLC funds. The State's approach has been to fund CLC programs for three five-year cycles. During the first cycle, the program receives \$100,000 per year. Sites then must reapply in a more stringent competitive process that requires the program to demonstrate that it has met certain standards. If funded for a second cycle, the program receives \$75,000 for the first year and \$50,000 for the following four years. Sites then may apply for a third cycle of funding, which again requires that the programs meet required standards and goals. In the last cycle, the program receives \$50,000 per year.

The 21% reduction in funding for CLC after school programs at the high school level was largely attributed to two schools no longer receiving funding from the State and to other schools moving into later stages of the funding cycles. Funding for 7th and 8th grade CLC after school programs decreased by 19%, which resulted from decreased funding from both the State and MPS. The State reductions, once again, are related to schools moving into advanced funding cycles that impose funding reductions. Funding for the 7th and 8th grade summer CLC program decreased by 18% as a result of reduced funding from MPS.

In 2017, the 21st Century Community Learning Center program will be funded under the auspices of new federal authorization legislation (the Every Student Succeeds Act instead of the No Child Left Behind Act). At this point, it is unclear whether funding amounts and/or requirements will be modified, and whether every site currently funded will need to reapply.

It should be noted that city governments in other states have seen sufficient value in after school learning centers to warrant support with local tax dollars. For example, Boston and San Francisco both provide city funding for out-of-school time academic programming. In Boston, a public-private partnership among providers, philanthropy, businesses, higher education, the City of Boston and the Boston Public Schools provides a coordinated community approach to out-of-school time programming. San Francisco has an out-of-school time academic program led by an initiative between the public schools and the City and County of San Francisco's Department of Children, Youth, and Their Families.

MILWAUKEE COUNTY

Academic programs for youth are not encompassed in the mission of Milwaukee County and, consequently, are not directly funded by the County. Milwaukee County does, however, play a role in providing out-of-school academic assistance through the UW Extension program, particularly 4H. In 2016, the Milwaukee County UW Extension budget was \$529,864. A portion of this money went to 4H, which serves children in K5 - Grade 12 and offers programs in Academic, Entrepreneurial & Pre-college; SySTEMatics (youth develop skills in Science, Technology, Engineering and Math); after school & in-school clubs; Tech Wizards (middle school students learn technology skills and receive mentorship); Pre-College Institute (middle & high school youth and their families receive career and college information & visit UW campuses); and nature in the parks.

CITY OF MILWAUKEE

Like MPS, the City of Milwaukee also supports after school academic enrichment programs, mainly by allocating federal Community Development Block Grant (CDBG) funding to community-based



organizations (these do not include CLCs). The City also provides truancy abatement through a combined initiative between the Milwaukee Police Department, MPS, and the Boys and Girls Clubs. In addition, the Milwaukee Public Library System (MPL) provides academic assistance to youth, as shown in Table 2.

Table 2: City of Milwaukee Funding for Out-of-School Academic Programs for Youth

	2014	2015	2016	Program Description
After School Programs	\$462,827 CDBG	\$810,000 CDBG	\$465,000 CDBG	36 sites served 13,040 kids in 2014, 11,987 in 2015, and 7,864 in 2016.
Milwaukee Public Library Programs				MPL goals include helping children to succeed, prepare for post-secondary education, and meet their potential by providing print and e-books, access to computers/internet and tutoring. MPL partners with MPS, providing reading programs at CLC sites and working with school libraries.
<i>Summer Reading Program</i>	\$219,950 Public Library Foundation >\$5,000 City	\$232,593 Public Library Foundation >\$5,000 City	\$233,591 Public Library Foundation >\$5,000 City	The summer reading program served 1,637 youth in 2016.
<i>Teachers In The Library</i>	\$100,000 CDBG	\$100,000 CDBG	\$100,000 CDBG	Brings teachers into library facilities after school to help children complete homework assignments. The Central Library and six branches provide drop-in tutoring programs and have special materials to develop basic reading skills. Serves ages 6-14.
<i>Teen Programs/Teen Advisory Board</i>	\$6,500 MPL Trust Allocation	\$8,250 MPL Trust Allocation	\$9,000 MPL Trust Allocation	The Teen Advisory Board provides opportunities for teens themselves to inform library programming and services aimed at their peers.
<i>Library Card Campaign</i>	\$7,000	\$7,000	\$20,000 Foundation \$7,000 City	Virtual reference accounts provided for access to digital resources; education and outreach; services to provide library instruction and incentives to upgrade to full service accounts.
<i>Connected Learning Internship And Related Programs</i>			\$70,000 Foundation	Provides leadership and development opportunities for teen interns to lead projects, curate and activate spaces, and develop programming with an emphasis on college and career readiness, social and emotional development, and 21st century skills. Ages 13-18
I Have A Dream Program	\$55,000 Philanthropic Donations	\$55,000 Philanthropic Donations	\$55,000 Philanthropic Donations	Academic readiness and College Prep for 12 - 14 year olds.
Truancy Abatement⁸	\$567,302	\$567,302	\$567,302	Police officers take kids who should be in school to one of two centers for counseling by MPS social workers and then transport the kids back to school.
School Youth Program			\$120,000 Total \$93,000 RACM \$27,000 City	Provides "at risk" youth with training and skills needed for school success & school to work transition.
Total	\$1,423,579	\$1,785,145	\$1,651,893	

Funding for academic programs from the City has remained fairly constant with the exception of a spike in after school program spending in 2015; and new or increased spending during 2016 for the library card campaign, connected learning internships, and the new school youth program for "at-risk" youth.

⁸ Truancy Abatement is included in our analysis because it largely takes place outside of the school building and is designed to enhance academic performance.



PHYSICAL DEVELOPMENT

SUMMARY

2016 Funding

MPS	\$9,677,550
City of Milwaukee	\$315,000

Programs Funded

Playgrounds
Recreation Programs and Facilities
Interscholastic Athletics
Camps

Key Observation

Over 40% of all publicly administered funding for youth (as defined in this report) is directed to physical development needs; that funding has increased by 12% over the last three years.

According to the U.S. Office of Disease Prevention and Health Promotion, regular physical activity in childhood and adolescence improves strength and endurance, helps build healthy bones and muscles, helps control weight, reduces anxiety and stress, increases self-esteem, and may improve blood pressure and cholesterol levels. It is recommended that young people ages 6 to 16 participate in 60 minutes of physical activity per day, but a 2013 Centers for Disease Control survey found that only 27% of high school students had done so on all seven days prior to the survey.

While the school setting was identified as an instrumental opportunity to provide increased activity levels, the Office of Disease Prevention and Health Promotion also provides important recommendations for the community setting. These recommendations include ways to enhance the ability of youth to walk and bike to destinations and increasing access to parks and recreation facilities.⁹

Federal sources of funding for physical development include the Carol White Physical Education grant program. Milwaukee is not currently a recipient.

MILWAUKEE PUBLIC SCHOOLS

Table 3 outlines MPS' substantial fiscal commitment to providing out-of-school opportunities for youth to participate in physical activity, which increased by 7% from 2014-2016. The increase largely is attributed to local funding to implement a new facilities master plan, a "Now Playing Everywhere" marketing plan to promote summer playgrounds, and an additional \$100,000 in the interscholastic athletic budget to serve over-age students not eligible to participate in WIAA sports.

⁹ U.S. Department of Health and Human Services, Office of Disease Prevention and Health Promotion, Physical Activity Guidelines for Americans Midcourse Report: Strategies to Increase Physical Activity among Youth. 2013.



Table 3: MPS Funding for Physical Development Programs for Youth

	2014	2015	2016	Program Description
Playgrounds & Recreation Centers	\$4,160,510 Extension Funds (39.4% of actual)	\$4,150,825 Extension Funds (39.3% of approved budget)	\$4,006,297 Extension Funds (39.3% of recommended budget)	Used DPI Public Enrollment Master Files for % of MPS in grades 7-12 times total budget for each year.
Recreation Facilities	\$261,754 Extension Funds (22% of actual)	\$545,593 Extension Funds (22% of budget)	\$685,236 Extension Funds (22% of budget)	The Outdoor Recreation Facilities Master Plan indicates that approximately 22% of Milwaukee residents are between the ages of 12 and 24. Included 22% of budget.
Extension Utilities	\$78,867	\$87,356	\$87,315	22% of total – See Recreation Facilities above.
Interscholastic Athletics	\$4,013,046	\$3,965,565	\$4,398,702	
Summer Stars	\$500,000	\$500,000	\$500,000	Free summer recreation for teens 13-17 years of age, available 4 nights a week. Activities include sports, swimming, enrichment classes, and workshops. (Funding estimate for youth aged 12 and above provided by MPS.)
Total	\$8,935,310	\$9,249,339	\$9,677,550	

MILWAUKEE COUNTY

Milwaukee County has no funding directed specifically at physical development for youth. The County does spend over \$22 million annually, however, to provide, maintain, and operate 158 parks and more than 230 athletic facilities. These parks and facilities impact youth and their physical development, both by providing areas for informal play and by providing facilities for formal recreation programs operated by other agencies, including the MPS Recreation Department. Several of these parks include playgrounds and athletic facilities that are specifically designed for youth, but it was not possible to distinguish amounts spent to maintain and operate those facilities from overall expenditures to maintain and operate the larger parks in which they are housed.

CITY OF MILWAUKEE

In 2015, Milwaukee launched Milwaukee Plays, a new initiative aimed at rebuilding the city's 12 most deteriorated playgrounds, as evaluated by the Department of Public Works (DPW). Key components of the initiative include involving residents in the planning and reconstruction of the playgrounds and providing job opportunities for older youth as "play leaders" trained to help younger children engage in safe, organized games and play. As shown in **Table 4**, Milwaukee Plays constitutes the City's largest investment in physical development for youth, though the City also uses CDBG funds for some smaller recreational investments. Also, it should be noted that our decision to include MKE Plays in our analysis – while not including playground facilities within Milwaukee County Parks – was predicated on our ability to isolate funding for this specific youth-related initiative.



Table 4: City of Milwaukee Funding for Physical Development Programs for Youth

	2014	2015	2016	Program Description
MKE Plays			\$250,000 City capital budget & funding from philanthropic donations	Initiative is to involve residents in the planning and eventual building of 12 playgrounds. Only includes city portion of funding.
Pep Nation Sports Leadership Camps			\$30,000 CDBG	
Career Youth Development Warning Basketball	\$30,000 CDBG	\$30,000 CDBG		
Neighborhood Children's Sports League		\$30,000 CDBG		Sports programming, career development, community service projects and conflict resolution.
Running Rebels Warning Basketball			\$35,000 CDBG	Summer basketball league
TOTAL	\$30,000	\$60,000	\$315,000	



VOCATIONAL/WORKFORCE DEVELOPMENT

SUMMARY

2016 Funding

MPS	\$1,214,283
City of Milwaukee	\$2,568,153

Programs Funded

Drivers education
Summer Youth Employment

Key Observation

Driver education is one of the few areas of out-of-school time youth development programming in which all three entities covered in this report (MPS, the City, and the County) have collaborated.

Youth unemployment is a serious problem for the City of Milwaukee. It has consequences not only for the young people involved, but also for the city's economic and societal health. Moreover, ages 16 to 24 represent a critical time for youth during which they begin to gain employment skills that may affect them for life.

In the City of Milwaukee, employment challenges are particularly acute for African American youth. According to 2014 U.S. Census statistics, a smaller percentage of African American males living in Milwaukee were in the labor force at young ages than for the same cohort of white males; and for those in the labor force, an African American male was four times more likely to be unemployed.¹⁰

Local policymakers and community leaders have emphasized the need to have services available that provide youth in Milwaukee with the skills and knowledge needed for today's jobs, as well as services to assist youth in seeking and obtaining jobs and in matching their skill sets with available employment opportunities. Such efforts have included programs to assist youth with obtaining a driver's license, as well as more formal workforce training endeavors.

2014 Metropolitan Milwaukee Male Employment Rate Ages 16-24

	Not in Labor Force	In Labor Force	% Employed in Labor Force	% Unemployed in Labor Force
Black	44.8%	55.2%	62.3%	37.7%
Hispanic	38.3%	61.7%	88.5%	11.5%
White	31.7%	68.3%	90.5%	9.5%

US Census American Community Survey 2014

¹⁰ "In the labor force" is defined as employed or willing and able to work and actively seeking employment.



MILWAUKEE PUBLIC SCHOOLS

MPS receives approximately \$1 million per year in federal Carl D. Perkins grants, which are intended for use on career and technical education programs during the school day. Preparing students for the world of work is not a primary out-of-school time focus, with the exception of MPS' commitment to drivers education, a key factor in obtaining employment. As shown in **Table 5**, during the 2016/17 school year, MPS is partnering with both the City and County to more than double the amount of funding available for drivers education, including funding to assist students in restoring suspended driving privileges.

Table 5: MPS Funding for Vocational/Workforce Development Programs for Youth

	2014	2015	2016	Program Description
Drivers Ed	\$321,645 MPS Extension Fund	\$542,788 MPS Extension Fund	\$368,975 MPS Extension Fund	Funds drivers education for all youth in the City of Milwaukee. (Fee based program)
MPS Drives			\$845,308 Total Funds \$645,308 MPS \$50,000 City of Milwaukee \$150,000 Milwaukee County	New program to provide free Drivers Ed for MPS students between 15 ½ and 17 ¾ years of age. Works to close the gap between Milwaukee and suburban youth related to a driver's license. Contains restorative track for youth with suspended driving privileges. Will serve an estimated 1,400 students in 2016/17.
Total	\$321,645	\$542,788	\$1,214,283	

MILWAUKEE COUNTY

Aside from the universal drivers license collaboration mentioned above, Milwaukee County does not have a direct budgetary allocation for youth-related workforce development. The County does provide summer youth employment opportunities through the Parks Department, however, as well as an internship program called Project Search at the Milwaukee County Zoo. In addition, Milwaukee County is spearheading some broader workforce development programs which would include youth. For example, the County has teamed up with the City of Milwaukee, Milwaukee Area Technical College, and Employ Milwaukee on UpLift Milwaukee, an initiative to boost employment in some of the city's poorest neighborhoods. Milwaukee County also provides funding for GED classes and other job training initiatives at the House of Correction.

CITY OF MILWAUKEE

The City of Milwaukee has several initiatives aimed at providing youth with employment opportunities and training. Most significant is the Youth Summer Employment program, which includes the Mayor's Earn & Learn Program. In total, more than \$2 million has been allocated in each of the last three years for summer employment, as shown in **Table 6**. While total funding for youth employment has decreased by about 6% over the last three years (mainly due to decreases in workforce investment funding from the State's Department of Workforce Development - DWD), the City continues to utilize diverse funding sources that have provided some stability.



Table 6: City of Milwaukee Funding for Vocational/Workplace Development Programs for Youth

	2014	2015	2016	Program Description
Port Of Milwaukee Summer Interns	\$2,400 City, Employee and philanthropic donations	\$2,400 City, Employee and philanthropic donations	\$2,400 City, Employee and philanthropic donations	
Police Ambassadors			\$102,000 Levy	Work experience/mentorship and community engagement. Served 17 youth in 2016.
Youth Summer Employment	\$2,570,618 Total	\$2,852,674 Total	\$2,387,696 Total	Funds are directed to multiple agencies that conduct summer youth employment activities.
	\$330,000-CDGB	\$370,000-CDBG	\$785,150-CDBG	
	\$998,318-WIOA	\$895,497-WIOA	\$517,385-WIOA	Federal Workforce Innovation and Opportunity Act (formerly Workforce Investment Act)
	\$414,230 DWD: PIC/MAWIB/BGCM	\$422,200 DWD: EMPLOY MKE/BGCM	\$273,304 DWD:EMPLOY MKE/BGCM	
	\$100,000-MPS	\$49,000-MPS	\$49,000-MPS	Johnson Controls Inc. supported Milwaukee Conservation Leadership Corps serves youth between 15 and 19 who work building trails and maintaining local parks.
	\$66,792-MCLC (JCI)	\$84,977-MCLC(JCI)	\$84,977-MCLC(JCI)	
	\$661,278 Mayor's Earn & Learn Fund	\$556,000 Mayor's Earn & Learn Fund	\$507,228 Mayor's Earn & Learn Fund	Employee Milwaukee youth employment internships – placed in community-based organizations (CBOs)
		\$375,000 Levy	\$70,652 Levy	
		\$100,000 Greater Milwaukee Foundation	\$100,000 Greater Milwaukee Foundation	
Lead2Change	\$25,000 CDBG	\$10,000 CDBG		Works to empower and inspire youth to be catalysts for change in their communities.
Girl's Day At City Hall	\$200 Philanthropic Donations; City	\$709 Philanthropic Donations; City	\$1,007 Philanthropic Donations; City	Expose young women to female role models in leadership positions and careers in public service.
Youth Council	\$10,000 CDBG, \$1,100 City	\$10,000 CDBG, \$1,100 City	\$10,000 CDBG, \$1,100 City	15 youth per year, ages 14 -18 City funding pays for inauguration event
	\$10,000 SDC Youth Council	\$11,000 BGCM Youth Council		YouthWorks MKE – provides job placement and support services Training in healthcare/carpentry/environmental services
Youth-Targeted Recruiting	\$8,800	\$11,600	\$3,950	Inform youth ages 14 – 18 of career opportunities in public safety
Drivers License Recovery	\$50,000			Help with navigating the Court system to obtain a valid license after suspension.
Boys & Girls Club - Training	\$30,000	\$30,000	\$30,000	Dream bikes – Bicycle repair job Training & employment program. (Training, career exploration, job referrals)
Center For Self Sufficiency, Inc.	\$30,000	\$22,510	\$30,000	Workforce readiness skills; entrepreneurship education; GED prep for court-involved youth through Dept. of Labor funded Face Forward 2 program.
Total	\$2,738,118	\$2,951,993	\$2,568,153	



ARTS AND CULTURAL DEVELOPMENT

SUMMARY

2016 Funding

MPS	\$739,222
City of Milwaukee	\$120,000

Programs Funded

Art and Music Lessons
Hands-on Classes
Theater Camps
Music Festivals
Internships

Key Observation

MPS makes a substantial commitment to arts education programming during school hours and also has provided consistent support for arts and cultural development for youth outside of the school day.

As the Forum noted in a 2013 report – *Community-Led Arts Education Models in the U.S.* – advocates for arts education have long argued that skills taught through such education lead to improved academic skills and gains in student achievement. Those advocates also contend that the arts teach certain non-academic skills that benefit individuals once they enter the world of work, such as creativity, self-reflection, persistence, and team work.¹¹

Programs that promote out-of-classroom participation in arts and cultural programming and endeavors also have been found to be effective educational and development strategies for youth.¹² This finding has prompted many communities to support afterschool arts programming and arts/cultural activities that occur outside of school facilities.

MILWAUKEE PUBLIC SCHOOLS

MPS has a strong history of support for arts and cultural education, at one time being considered a pioneer in programming among urban school districts.¹³ This support

was diminished by budget shortfalls and adoption of a decentralization policy in which individual schools had the authority to decide how much art to offer. Recent years, however, have seen resurgence in MPS' support for the arts with new staffing and financial resources for in-school programming, as discussed in a 2014 Public Policy Forum publication, *Every Child is an Artist: Arts Education in Milwaukee and Insights from Other Cities*.¹⁴

As shown in **Table 7**, MPS also has maintained significant support for out-of-school time arts and cultural development, spending more than \$700,000 annually on such activities. That support has decreased by 11% in the last three years, however, partially paralleling a decline in enrollment.

¹¹ Public Policy Forum (June 2013), *Community-Led Arts Education Models in the U.S.*

<http://publicpolicyforum.org/sites/default/files/CommunityLedArtsEducationModels.pdf>

¹² Peterson, Terry K., Editor (2013), *Expanding Minds and Opportunities: Leveraging the Power of Afterschool and Summer Learning for Student Success, Collaborative Community Groups, Inc.*

<http://www.expandinglearning.org/expandingminds>

¹³ Longley, Laura (1999), *Gaining the Arts Advantage: Lessons from School Districts that Value Arts Education*. President's Committee on the Arts and the Humanities and Arts Education Partnership. Accessed at http://www.nmarts.org/pdf/arts_advantage.pdf

¹⁴ Public Policy Forum (April 2014), *Every Child is an Artist: Arts Education in Milwaukee and Insights from Other Cities* <http://publicpolicyforum.org/sites/default/files/EveryChildIsAnArtist%20-%20FINAL.pdf>



Table 7: MPS Funding for Arts and Cultural Development Programs for Youth

	2014	2015	2016	Program Description
Partnership for Arts and Humanities	\$669,000	\$589,500	\$589,500	Support to more than 40 community-based organizations to deliver programs for over 30,000 Milwaukee children, youth, and families. Programs include music lessons, artist residencies, dance classes, summer theater camps, and more, with a focus on promoting cognitive, social, and emotional development and overall well-being. Funding was reported based on percentage of enrollment in grades 7 – 12.
Earn-to-Learn Program	\$60,345	\$60,000	\$60,000	In partnership with local arts organizations, provides students between the ages of 16-18 with paid internships to explore careers in the arts, and gain job skills and work experience.
Music Festival		\$249,226		Every other year - brings together approximately 2,500 students from music programs throughout the City of Milwaukee.
Saturday Music Lessons	\$103,724	\$90,611	\$89,722	
Total	\$833,069	\$989,337	\$739,222	

MILWAUKEE COUNTY

Milwaukee County does not directly fund out-of-school arts and cultural programming for youth. However, Milwaukee County provides about \$400,000 annually to the Milwaukee County Cultural Artistic & Musical Programming Advisory Council (CAMPAC), which distributes grants that support and encourage cultural and artistic activities in the community. A portion of this funding is used to serve youth.

CITY OF MILWAUKEE

The City of Milwaukee Arts Board provides approximately \$200,000 annually in support of the arts. A portion of this funding is used for youth programming. In addition, a relatively modest but growing amount of CDBG funding goes directly to youth programming, as identified in **Table 8**.

Table 8: City of Milwaukee Funding for Art and Cultural Development Programs for Youth

	2014	2015	2016	Program Description
Artworks for Milwaukee		\$20,000 CDBG	\$30,000 CDBG	Arts internships and collaborative anti-crime and community-oriented projects. Soft skills, job readiness, resumes, interviewing skills, communications, workplace skills. Serves about 100 students at citywide high schools.
First Stage Milwaukee	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Educational and recreational programs. Life skills through stage skills. Scholarships for 300 low-income students to attend the academy. Citywide recruitment.
Walker's Point Center for the Arts	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Hands-on art education
Woodland Pattern, Inc.	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Urban Youth Literary Arts Program (literature, creative writing, and poetry workshop). Serves 400-600.
Total	\$90,000	\$110,000	\$120,000	



SOCIAL/EMOTIONAL/PHYSICAL HEALTH PROMOTION

SUMMARY

2016 Funding

MPS	\$250,000
Milwaukee County	\$584,850
City of Milwaukee	\$507,000

Programs Funded

Teen Pregnancy Reduction
Parenting
Emotional and Behavioral Challenges
Conflict Resolution
Anger Management
AODA Prevention
Life Skills Training
Making Proud Choices
Community Leadership

Key Observations

Most funding for social/emotional/physical health promotion for youth involves treatment services provided by the County's Behavioral Health Division and is not covered by this report, though the County does provide about \$600,000 annually for general health promotion activities. The City also provides CDBG-funded support for several small programs administered by community-based organizations.

Robust physical and mental health is the foundation for all other development. While spending on direct medical or behavioral health care or treatment falls outside of our definition of youth development for purposes of this analysis, we do include programming that advances the well-being and development of youth by *promoting* social, emotional, and physical health.

Research on social and emotional learning has demonstrated a need to create standards that go beyond those used to measure children's academic achievement to include the creation of learning environments that optimize the social, emotional, and moral development of children.¹⁵ Indeed, a growing body of scientific evidence tells us that emotional development begins early in life, that it is a critical aspect of the development of overall brain architecture, and that it has enormous consequences over the course of a lifetime.¹⁶

MILWAUKEE PUBLIC SCHOOLS

MPS offers a variety of wraparound services, beyond academic programs, that help students and families achieve academic and personal success, including services geared toward social and emotional health and enrichment. Funding for these wraparound services is captured in budgets across MPS

departments and is not easy to identify as a whole. Moreover, many of these services are provided either in part or fully during the school day.

For example, *Be the Change/My Brother's Keeper* is a program designed to improve outcomes for targeted African-American male high school students in the areas of academics, leadership, and life skills. The program is a collaborative effort between MPS, the City of Milwaukee, and community organizations. For the most part, the services offered under this program take place during the

¹⁵ John W. Payton, Dana M. Wardlaw, Patricia A. Graczyk, Michelle R. Bloodworth, Carolyn J. Tompsett, Roger P. Weissberg, *Social and Emotional Learning: A Framework for Promoting Mental Health and Reducing Risk Behaviors in Children and Youth*, *Journal of School Health*, May 2000, Vol 70. No. 5, pp. 179-185.

¹⁶ "Children's Emotional Development is Built into the Architecture of Their Brains," Center on the Developing Child, Harvard University, 2004.



school day. The Extension Program – which oversees most out-of-school time programming – has not generally been involved.

MPS also operates a Pregnant and Parenting Youth program to assist male and female students to continue their education and to teach responsible parenthood. Similarly, this program was not included, as it occurs during the school day.

Outside of the school day, the Extension Program does oversee the Community Partnership Program, which works with community organizations to provide social, emotional, and related support to students and their families in the community. As shown in **Table 9**, funding for this program has remained stable during recent years.

Table 9: MPS Funding for Social/Emotional/Physical Development Programs for Youth

	2014	2015	2016	Program Description
Community Partnership Program	\$250,000 MPS Extension Funds	\$250,000 MPS Extension Funds	\$250,000 MPS Extension Funds	Working in partnership with community organizations, provides academic supports, social & emotional learning, health & wellness, and family & community engagement.

MILWAUKEE COUNTY

For the most part, Milwaukee County-funded programs that impact the social and emotional development of youth are found in the Behavioral Health Division's (BHD) Wraparound Milwaukee program, which provides comprehensive, individualized care to children with complex mental health and emotional needs. Because most of the Wraparound program's services involve direct behavioral health-related care, the majority of the program's expenditures are not included in our analysis.

BHD also administers and funds a comprehensive array of substance abuse services. Again, most of these services are treatment-related and would not be included in our analysis. In this case, however, we exclude *all* substance abuse funding because we were unable to accurately distinguish between treatment and prevention funding.

In **Table 10**, we show County expenditures on two programs that meet our definition of social/emotional/physical development programs for youth. Owen's Place is a Wraparound program that fit into the project scope. The second program is the Milwaukee County Pathways to Responsible Fatherhood program, a federally-funded initiative administered by the County's Department of Child Support Services. The expenditure amounts shown for this program have been adjusted to reflect only fathers age 24 and under.



Table 10: Milwaukee Cty Funding for Social/Emotional/Physical Development Programs for Youth

	2014	2015	2016	Program Description
Owen's Place	\$201,431 Wraparound Funding	\$194,005 Wraparound Funding	\$214,850 (6 months of data annualized) Wraparound Funding	Drop-in resource and support center open to young adults with emotional and behavioral challenges between the ages of 16-24.
Pathways to Responsible Fatherhood	\$333,000 Federal Grant	\$333,000 Federal Grant	\$370,000 Federal Grant	Support to kids and families, job training for fathers, assistance with economic mobility opportunities, and recovery of lost driver's licenses. In 2016, the County will receive \$2 million in federal funding to support this program (the amount shown is the estimated amount that will be spent on fathers age 24 and under).
Total	\$534,431	\$527,005	\$584,850	

CITY OF MILWAUKEE

The City of Milwaukee Health Department works to ensure that services are available to enhance the health of individuals and families, promote healthy neighborhoods, and safeguard the health of the Milwaukee community. Most Health Department programs relate to direct health care and are not included in our analysis, with the exception of funding for teen pregnancy reduction and assistance for fathers under the age of 25. As shown in **Table 11**, funding for these two programs has increased by almost 13% over the last three years. In addition, CDBG funding supports social and emotional health-related programs at community-based organizations, as also delineated in **Table 11**.



Table 11: City of Milwaukee Funding for Social/Emotional/Physical Development Programs for Youth

	2014	2015	2016	Program Description
Direct Assistance for Dad	\$122,000 UW School of Medicine Wisconsin Partnership Program	\$103,000 UW School of Medicine Wisconsin Partnership Program	\$136,000 UW School of Medicine Wisconsin Partnership Program	One-on-one coaching and home visits, encouraging fathers to increase their involvement with their children and their partners.
Plain Talk	\$62,000 Total \$38,000 Fed Grant \$24,000 City	\$69,000 Total \$45,000 Fed Grant \$24,000 City	\$71,000 Total \$47,000 Fed Grant \$24,000 City	Teen pregnancy reduction program
Black Health Coalition of Wisconsin		\$75,000 CDBG		Trauma Informed Care for Youth at Harambee, Riverwest and Brownsville.
Casa Romero Renewal Center	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Camp & Retreat Youth Enrichment Program (visual arts, sports camp, anti-bullying programs & leadership development camp). 230 middle/H.S. students.
City on a Hill, Inc.	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Youth Development – after school recreation and evidence-based prevention program; educational advancement, home visits. 200 served.
COA Youth and Family Center – Goldin Center	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	After school and summer prevention-based programs for at-risk youth, education, careers, personal growth and development, cultural enrichment, community building, recreation, conflict resolution, anger management, pregnancy and AODA prevention, violence prevention, community service projects, community events.
COA Youth and Family Center – Riverwest Center	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Same as above
La Luz Del Mundo Family Services, Inc.	\$50,000 CDBG	\$50,000 CDBG	\$30,000 CDBG	Two community service projects per month (cleanups, community improvement projects and events, community walk-throughs to report code violations, nuisance properties, summer academy day camp). Youth attend government meetings. 150 served
Lighthouse Youth Center, Inc.		\$30,000 CDBG	\$30,000 CDBG	Life skills program (physical, emotional & spiritual well-being of youth, job readiness, financial basics, etiquette/manners training) 350 served.
Milwaukee Christian Center – Community Leadership	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Community Leadership Program (weekly discussion groups, community improvement activities, leadership skills, community organizing, collaborate with Violence Free Zone program). 80 served ages 14 – 19.
Milwaukee LGBT Community Center	\$30,000 CDBG	\$30,000 CDBG	\$30,000 CDBG	Youth Resource Center for gay, lesbian, transgender and other at-risk youth. Prevention case management program, community education & capacity building, referrals to community resources. 700 served.
Neu-Life Community Development, Inc. – Youth	\$30,000 CDBG	\$20,000 CDBG	\$30,000 CDBG	Making Proud Choices Program (pregnancy prevention, health & wellness, service learning & community service projects, AODA).
Safe And Sound – Youth/Youth Council	\$375,000 CDBG		\$30,000 CDBG	Youth Organizers (community organizing, work with elected officials, conduct presentations/represent agency at events, block watch meetings, community projects, other activities). Target areas: Clark Square & Layton Blvd. West; Metcalfe Park & Midtown; Amani & Harambee; Parklawn & Sherman Park
Wisconsin Community Services – Youth Council		\$20,000 CDBG		After school & summer programming (crime prevention and personal development, recreation programs and Youth Leadership Council).
City Clerk’s Office – Youth Council	\$8,000 CDBG	\$10,000 CDBG		Youth Council administrative support.
Total	\$827,000	\$557,000	\$507,000	



VIOLENCE PREVENTION/SAFETY PROMOTION

SUMMARY

2016 Funding

City of Milwaukee \$388,000

Program Funded

Violence Prevention

Key Observation

Funding for youth violence prevention is relatively new in Milwaukee, almost tripling in the last three years.

Physical and psychological safety are basic human needs. Research has shown that when these needs are not met, all other aspects of youth development suffer. For example:

In 2011, SAMHSA reported that children who have experienced five or more traumatic experiences before the age of 3 were 76% more likely to have cognitive, language, or emotional delays.¹⁷

- The Adverse Childhood Experiences study by Kaiser Permanente and the Center for Disease Control found a highly significant relationship between adverse childhood experiences and depression, suicide attempts, alcoholism, drug abuse, sexual promiscuity, domestic

violence, cigarette smoking, obesity, physical inactivity, and sexually transmitted diseases. In addition, the more adverse childhood experiences reported, the more likely a person was to develop heart disease, cancer, stroke, diabetes, skeletal fractures, and liver disease.¹⁸

MILWAUKEE PUBLIC SCHOOLS

For the years analyzed in this report, MPS provided no out-of-school time safety promotion programs. However, in October, 2016, MPS launched an initiative entitled MPS C.A.R.E.S. (Community And Recreation Engaging Students) aimed at improving community conditions for Milwaukee's children and young adults. The program components focus on services designed to provide youth with positive activities in safe environments during evenings and weekends. The C.A.R.E.S. project also will provide opportunities for youth to express their needs and inform decision-making in the district.

Initial components include Twilight Centers and Wellness Days that started in November 2016. A third program, The Midnight Basketball League for young adults ages 17-25, will start in March 2017. In addition to competitive play, the program will provide a safe space for young men while integrating mentoring, career development and life skills elements to help improve their lives. A number of community partners are working with MPS on this initiative, including the City of Milwaukee, the Milwaukee Police Department, the Milwaukee Bucks, the Milwaukee Fire and Police Commission, Running Rebels, and Safe & Sound, Inc.

¹⁷ Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services. April 2011 (http://www.samhsa.gov/children/social_media_apr2011.asp)

¹⁸ Felitti VJ, Anda RF, Norderberg D, et al. Relationship of childhood abuse to many of the leading causes of death in adults: the adverse childhood experiences (ACE) study. *Am J Prev Med.* 1998; 14(4): 245-258.



MILWAUKEE COUNTY

Milwaukee County’s primary funding related to youth safety is housed in the budget for the Delinquency and Court Services Division (DCSD). Because DCSD’s sizable investments (\$42.5 million budgeted in 2016) are spent on services for youth who have had an encounter with the juvenile justice system – as opposed to serving the general population of youth in Milwaukee – those investments have been deemed outside the scope of this report and are covered in the Appendix. Consequently, no funding is reported for Milwaukee County in this study. However, it should be noted that Milwaukee County – through DCSD – devotes significant resources to services aimed at discouraging youth from re-offending by offering them education, skills, guidance, and other support. Next to the Milwaukee Public Schools, DCSD is the single largest funder of services that involve youth in the city.

CITY OF MILWAUKEE

The City of Milwaukee has almost tripled the funding budgeted for youth violence prevention/safety promotion programs in the last three years. This increase comes in the form of \$75,000 from city tax levy for a neighborhood violence prevention initiative, a \$180,000 grant from the Tides Foundation to be used in violence prevention (\$75,000 of which is directed at youth), and increased city spending on general violence prevention programming. **Table 12** delineates spending for those and other youth safety-related initiatives.

Table 12: City of Milwaukee Funding for Safety Programs for Youth

	2014	2015	2016	Description
Neighborhood Violence Prevention Initiatives			\$75,000	
Violence Prevention	\$124,000	\$126,000	\$75,000 Tides Foundation Grant \$238,000 City	
Running Rebels	\$10,000 CDBG			Fulfill the Dream and Senior Leadership Program – restorative justice process where offenders take responsibility for their actions
Total	\$134,000	\$126,000	\$388,000	



CONCLUSION/POLICY INSIGHTS

Often, when policymakers and citizens consider the challenges faced by youth in the City of Milwaukee, they direct their attention to the public schools. But what takes place outside of the school building and during the out-school-time hours of the day?

The Milwaukee Public Schools, Milwaukee County, and the City of Milwaukee all invest substantial amounts of public dollars in out-of-school time youth services. Given that each governmental entity has significant financial challenges, it is important to consider how those dollars are being spent, and how the respective investments can be strategically coordinated. Moreover, given the pressing issues of poverty and unemployment facing the City of Milwaukee, it is important to contemplate whether a collaborative effort to plan and synchronize out-of-school time youth development investments and programming among the three entities might improve outcomes.

This study represents a first step in understanding youth development expenditures by Milwaukee's largest public sector entities, providing information that hopefully will lead to additional discussions regarding efficiencies, coordination, and collaboration.

Table 13 summarizes the expenditures for out-of-school time youth programming by the three governmental entities across the six programmatic categories we selected for this report (total spending for each category also is presented graphically in **Chart 1**). We see that in the three years (2014 and 2015 actual and 2016 budgeted), total funding from MPS, Milwaukee County, and the City of Milwaukee grew from \$19.3 million to almost \$21 million, an increase of 9%.

Table 13: Summary of Out-of-School Time Funding in Milwaukee by Program Area

	2014	2015	2016
Academic Development			
MPS	\$3,139,435	\$2,983,931	\$2,898,413
Milwaukee County	-	-	-
City of Milwaukee	\$1,423,579	\$1,785,145	\$1,651,893
Total	\$4,563,014	\$4,769,076	\$4,550,306
Physical Development			
MPS	\$8,935,310	\$9,249,339	\$9,677,550
Milwaukee County			
City of Milwaukee	\$30,000	\$60,000	\$315,000
Total	\$8,965,310	\$9,309,339	\$9,992,550
Vocational/Workforce Development			
MPS	\$321,645	\$542,788	\$1,214,283
Milwaukee County	-	-	-
City of Milwaukee	\$2,738,118	\$2,951,993	\$2,568,153
Total	\$3,059,763	\$3,494,781	\$3,782,436
Arts And Cultural Development			
MPS	\$833,069	\$989,337	\$739,222
Milwaukee County			
City of Milwaukee	\$90,000	\$110,000	\$120,000
Total	\$923,069	\$1,099,337	\$859,222
Social/Emotional/Physical Health Development			
MPS	\$250,000	\$250,000	\$250,000
Milwaukee County	\$534,431	\$527,005	\$584,850
City of Milwaukee	\$827,000	\$557,000	\$507,000
Total	\$1,611,431	\$1,334,005	\$1,341,850
Safety			
MPS	-	-	-
Milwaukee County	-	-	-
City of Milwaukee	\$134,000	\$126,000	\$388,000
Total	\$134,000	\$126,000	\$388,000
Grand Total	\$19,256,587	\$20,132,538	\$20,914,364



Chart 1: Out-of-School Time Youth Development Funding By Program Area

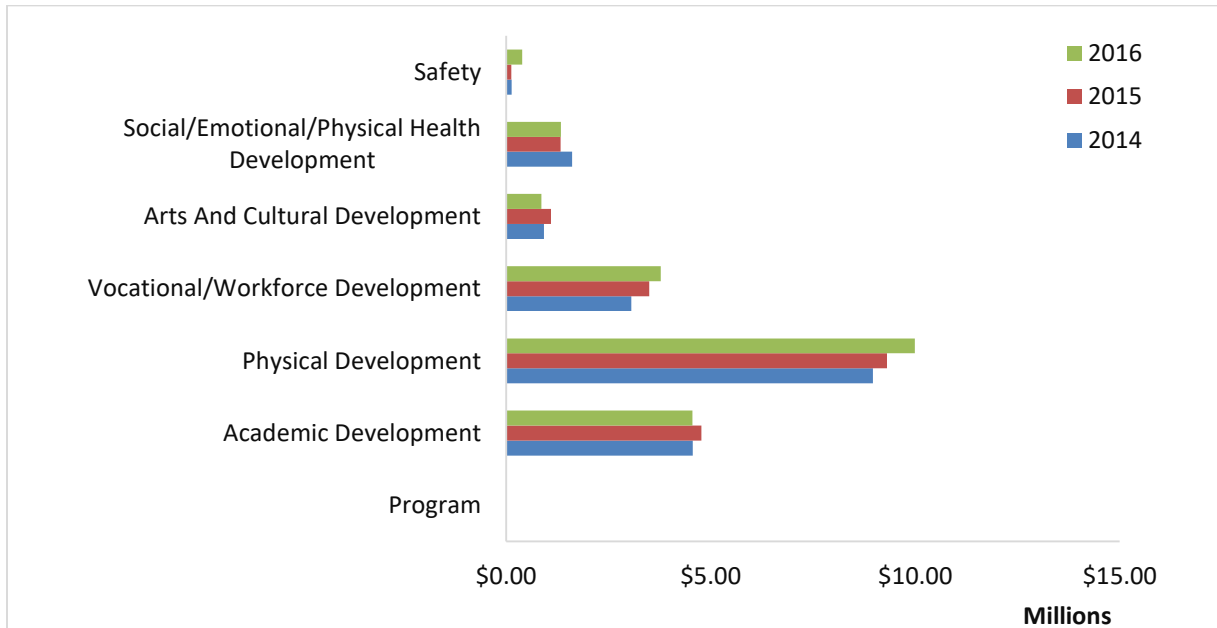


Table 14 slices the data a different way by showing 2016 budgeted spending totals broken down among each of the three governments. As might be expected, we see that MPS provides the greatest amount of funding (about 70% of the total), followed by the City of Milwaukee (27%). Also, MPS and the City provide funding in most of the areas studied, though funding proportions vary. The majority of MPS' budgeted out-of-school time funding was devoted to physical development and out-of-school time academic programs. For the City of Milwaukee, most funding was earmarked for vocational/workforce development and out-of-school time academic programs.

Milwaukee County devotes less spending to general youth development, which is understandable given its broader mission of providing recreational and cultural activities to the general population; and its specific state and federal mandates to provide health care, treatment, and delinquency services to youth, which were not considered youth development expenditures for purposes of our analysis.

Table 14: Summary of 2016 Budgeted Out-of-School Time Youth Funding by Milwaukee Governmental Bodies

	MPS		Milwaukee County		City of Milwaukee		Total	
	Amount	Percentage	Amount	Percentage	Amount	Percentage	Amount	Percentage
Academic	\$2,898,413	19.6%			\$1,651,893	29.8%	\$4,550,306	21.8%
Physical	\$9,677,550	65.5%			\$315,000	5.7%	\$9,992,550	47.8%
Vocational	\$1,214,283	8.2%			\$2,568,153	46.3%	\$3,782,436	18.1%
Arts	\$739,222	5.0%			\$120,000	2.2%	\$859,222	4.1%
Health Promotion	\$250,000	1.7%	\$584,850	100%	\$507,000	9.1%	\$1,341,850	6.4%
Safety					\$388,000	7.0%	\$388,000	1.9%
Total	\$14,779,468		\$584,850		\$5,550,046		\$20,914,364	



While \$21 million is a sizeable commitment on the part of local governments for youth development programs in Milwaukee, it is a very small percentage of the more than \$3 billion spent by the three governments annually. Of course, as described throughout this report, there are tens of millions of dollars also spent each year by the respective governmental bodies that we could not pinpoint for the purposes of our analysis; or that serve targeted groups of youth, as opposed to the general youth population.

Finally, **Table 15** summarizes the sources of youth funding for MPS, Milwaukee County and the City of Milwaukee. As shown, roughly two thirds to three quarters of the dollars being administered by the three governments are derived from the local property tax levy and/or other local revenue sources.

Table 15: Summary of Out-Of-School Time Youth Funding in Milwaukee by Funding Source

Funding Source	2014	2015	2016
Local Tax	\$13,446,459	\$14,303,198	\$16,013,989
State and Federal	\$4,790,028	\$4,583,813	\$4,115,800
Philanthropic/Corporate/Foundation	\$1,020,100	\$1,245,527	\$784,575

Overall, our analysis of how the three governments organize and track their youth development investments generated three overriding insights that policymakers and stakeholders should consider as they seek greater impact from those investments and/or modifications in investment amounts and strategies.

- **New approaches to financial accounting would clarify youth development investment needs and results.** It is currently difficult to obtain an understanding of governmental funding that is directed specifically to youth development, as funding amounts often are buried within initiatives for the general population and/or are spread across multiple funding areas. Also, because funding often passes through multiple levels of government, it is difficult to pinpoint funding totals without double counting. Efforts to standardize budgeting and financial record keeping for youth programs across the three governmental entities would improve the ability of all stakeholders to plan, collaborate on, and evaluate youth programs, and could guide potential efforts to create a more specific youth-directed focus among Milwaukee's largest public sector institutions.
- **Joint planning and goal-setting could be used to strengthen current initiatives and maximize the value of investments by individual governments.** Understandably, the three governments currently allocate out-of-school time youth development funds based on the needs and requirements of individual programs and the stipulations of outside funding sources. Organizing funding to strive toward jointly developed outcomes could be an effective alternative approach, however. For example, if the three entities determined that providing safe and modern playground facilities for all youth in all parts of the city was a desirable outcome, then they could strategically determine how to prioritize and allocate individual investments in City playgrounds, County park playgrounds, and school-based playgrounds based on that goal. Similarly, an outcomes-based approach to trauma-based programming



could encourage greater coordination of investments that are currently made by each of the three entities without the benefit of joint planning.

- **Preserving and potentially enhancing after school programs, such as CLCs, could be the first step in a longer-term effort to collaborate on goals and to coordinate investment.** While modifying financial reporting practices and developing joint plans and outcomes likely would take several years to implement, the need to address funding challenges for after school programs (including CLCs) and to potentially strengthen such programs offers an immediate opportunity for joint planning and collaboration as well as serving a pressing need. We offer that insight based on the breadth of the current CLC program (47 sites throughout the city); the sizable current investment of locally administered dollars (more than \$1.5 million budgeted by MPS in 2016); and the sentiment voiced by interviewees that after school programs could be expanded to offer more comprehensive programming. Moreover, uncertainty surrounding future federal funding for the CLC program may *require* a collective effort simply to preserve the existing framework. Planning among MPS, the City, and County regarding how MPS and City funding might be strategically coordinated to maximize support for after school programs, how/whether the County could partner with respect to recreational programming or other resources, and what it might take to further enhance the role of the CLCs and other after school programs would appear to be warranted.

It is important to reiterate that our effort to "map" the funding provided by MPS, the City, and the County for youth development simply is an initial step in understanding the nature and scope of youth programming in the City of Milwaukee, and in determining how such programming should be better coordinated and potentially enhanced. A similar endeavor that considers private resources also would be beneficial, as would a broader review from the providers' perspective that seeks to identify the complete portfolios of funding sources that support their youth development programming.

Similarly, we would emphasize that this analysis made no effort to explore precisely how public out-of-school time youth development dollars are being spent, how the programs associated with those expenditures are being implemented, and whether they are producing desired results. Ultimately, answering those questions will be the critical task in determining how to create an array of programs and services that improve educational achievement, enhance social development, and provide a brighter future for all youth in the City of Milwaukee.



APPENDIX: MILWAUKEE COUNTY DELINQUENCY AND COURT SERVICES DIVISION

In this Appendix, we break down spending by the Milwaukee County Delinquency and Court Services Division (DCSD). DCSD is a key component of the juvenile justice system, working with other stakeholders to promote public safety, reduce juvenile crime, hold youth accountable, and assist youth to find positive direction for their lives. DCSD programs and services do not fit within the parameters we established for this report given that services and programs are for adjudicated youth and are not available to the general population. Yet, given the importance of this youth-related programming and the magnitude of the County's annual expenditures, we felt its consideration should not be omitted entirely.

DCSD resources are used both for corrections/residential-based programs and prevention and diversion from future convictions. We choose to explore in detail funding that is used for prevention and diversion, as it is more closely aligned with the intent of this report to identify spending on youth *development*. However, the accompanying box does lay out 2016 budgeted expenditures for corrections/residential care as a point of reference. (State-operated expenditures refer to reimbursement the County must statutorily provide to the State for youth who are sentenced to State correctional institutions.)

Diversions and preventative delinquency programs largely are funded by state grants; the County uses a portion of its Basic County Allocation (BCA) funding received from the State for general use on human services programs, as well as monies from four specific State programs (some of which include federal pass-through dollars): Community Intervention, AODA, Early Intervention, and Youth Aids. Diversions and preventative programs also are supported by limited federal dollars, close to \$1.5 million in local tax levy, and approximately \$85,000 of the funds paid annually to the County by the Potawatomi tribe (which reflect a portion of the net win at the Potawatomi Hotel & Casino).

Table 16 shows the various DCSD-administered prevention and diversion programs and the budgets for each program from 2014 to 2016. Most of these services are provided by community-based agencies under contract with DCSD.

In 2016, Milwaukee County was budgeted to spend approximately \$38 million on youth corrections and residential care:

MILWAUKEE COUNTY OPERATED	
Delinquency Admin (50%)	\$1,258,632
Detention Center	\$10,801,423
Temporary Shelter/Group Homes	\$3,336,311
Probation Supervision	\$5,650,435
Intake	\$1,351,308
Other	\$323,294
STATE OPERATED	\$15,696,944

(Lincoln Hills and Copper Lake facilities at \$284 per day Jan. through June, 2016; \$292 per day July through Dec., 2016).



Table 16: Milwaukee County DCSD Funding for Diversion and Preventative Programs for Youth*

	2014	2015	2016	Description
DELINQUENCY ADMIN.	\$1,419,284	\$1,343,039	\$1,258,632	50% of Delinquency Administration was allocated to Prevention and Diversion
FOCUS	\$1,788,129	\$1,768,416	\$2,058,477	Collaboration with DCSD and Wraparound Milwaukee for a Residential Treatment Center to provide supervision, treatment and care coordination for males on an order of supervision.
1ST TIME OFFENDER	\$990,502	\$1,031,996	\$1,328,519	Alternative programs for low and moderate risk, first time offenders entering the juvenile justice system to prevent deeper penetration into the system.
LEVEL II MONITORING	\$1,513,713	\$1,439,397	\$2,042,992	Designed to hold the young person accountable for his/her actions, and to increase the youth's competencies to effect change. Clients must report their whereabouts at all times, with a minimum of two face-to-face visits per day. The use of GPS monitoring is optional.
ALTERNATIVE SANCTIONS	\$198,597	\$183,280	\$400,802	Community-based alternative to detention for sanctions placement for youth who violate the conditions of their probation. Holds youth accountable relative to their violations and engages them in positive and constructive programming.
JUVENILE EDUCATIONAL TREATMENT INITIATIVE	\$1,432,926	\$1,322,413	\$1,629,335	(Formerly Day Treatment) Serves youth ages 12 through 17. Structured activities, including group, individual and family counseling, AODA services, and case management. Works with schools and families, providing in home services as needed. A 2016 pilot in conjunction with MPS will focus on schools with a large population of high risk youth.
FOSTER CARE	\$60,000	\$60,000	\$60,000	
WRAP PROGRAM	\$8,078,873	\$8,032,174	\$7,734,923	Approximately 40% of Youth entering the Milwaukee County juvenile justice system are found to have a mental health diagnosis or are referred for assessment for mental health issues. WRAP coordinates treatment and services with the goal of keeping youth in the community and with their families.
AODA SERVICES	\$424,889	\$410,310	\$566,463	
INTENSIVE MONITORING PROGRAM	\$1,625,944	\$1,625,944	\$3,372,827	Targeted monitoring to provide an alternative to traditional correctional placement for higher risk youth.
TOTAL	\$17,532,857	\$17,216,969	\$20,452,970	

*Funding identified in Table 16 reflects the adopted budgets for these programs for all three years. As needs change, actual funding may shift between programs and may not reflect the original budgeted amount. This was especially true in 2016, as youth sent to State correctional facilities fell dramatically and funding shifted to community-based juvenile alternatives.

If the County so chooses, it can spend Youth Aids funding not spent on State reimbursement for correctional costs on other juvenile justice services. DCSD spends its Youth Aids allocation on State juvenile correctional costs, probation supervision, alternatives to detention, alternatives to corrections, prevention, and diversion services. At the present time, the County is exploring community-based corrections alternatives, including a residential treatment center, to reduce



reliance on congregate care and correctional programs. This change in focus is evident in the 19% increase in County funding for delinquency prevention and diversion between 2015 and 2016. During this same time period, the average daily population (ADP) of Milwaukee youth placed at the Lincoln Hills and Copper Lake Youth Correctional facilities, operated by the State Department of Corrections-Division of Juvenile Corrections, fell by 34% (123.1 in 2015 and 81.1 during 2016).

Table 17 summarizes the sources of youth funding for DCSD. In contrast to the funding for the out-of-school time developmental programs administered by MPS, the City of Milwaukee, and other Milwaukee County departments discussed in the body of this report, where roughly two thirds of the dollars being administered are derived from local revenue sources, the funding for DCSD comes largely from the state.¹⁹ This is not surprising given that DCSD exists, for the most part, to operate state-mandated services for adjudicated youth.

Table 17: DCSD Revenue Sources for Diversion and Preventative Programs

	2014		2015		2016	
STATE/FEDERAL	\$ 14,529,110	83.0%	\$ 15,477,678	89.9%	\$ 18,871,929	92.3%
LOCAL LEVY	\$ 2,917,929	16.6%	\$ 1,653,473	9.6%	\$ 1,495,223	7.3%
POTAWATOMI	\$ 85,818	0.5%	\$ 85,818	0.5%	\$ 85,818	0.4%
TOTAL:	\$ 17,532,857	100.0%	\$ 17,216,969	100.0%	\$ 20,452,970	100.0%

¹⁹ It should be noted, however, that the County's Detention Center is funded primarily with local property tax levy.





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