BACKGROUND

A Fiscal Scan of Illinois Public Investments in Children and Youth provides an analysis of public investments in Illinois that directly impact children and youth ages 8–25. In contrast to a typical department-centered budget, the scan provides a record of how public dollars in Illinois are spent on youth across six developmental goals: Stable, Safe, Healthy, Educated, Employable, and Connected.

The U.S. Census estimates that there are 3,186,918 children and youth between the ages of 8 and 25 in Illinois. They represent 25% of the state’s population. We estimated that $6.2 billion was invested by 16 departments in 2015 in social programs whose funds, in whole or in part, directly reach these children and youth. These investments account for approximately 10% of the total state budget.

OVERVIEW OF INVESTMENTS IN STABLE

The developmental goal Stable is defined as children and youth living in a secure family environment and having their basic needs met. Roughly $2.5 billion (41%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that they are stable. This investment includes direct supports to the youth as well as indirect supports to their families through financial assistance.

Investments in the stable developmental goal are aligned with the Illinois Budgeting for Results goals of:

- Meeting the needs of the most vulnerable
- Increasing self-sufficiency as well as individual and family stability

TYPES OF INVESTMENTS

Investments in Employable include the following types of programs:

- Addiction treatment
- Child care
- Community-based services
- Counseling and case management
- Home stability
- Homelessness and housing
- Juvenile justice
- Mental health
- Physical health
- Prevention of abuse
- SNAP
- Supporting individuals with disabilities
- TANF
- Teen parenting
- Two-generation strategies
Fully, 60% of the investments in Stable are for treatment/intervention programs, which address significant challenges faced by children and youth. Prevention programs account for 37% of the investments, providing supports to at-risk youth to prevent harm or deter risky behavior.

The remaining 3% of investments in Stable are for positive youth development programs, which increase youth’s competencies; for rehabilitation/corrective programs, which address acute conditions or behaviors; and for investments that have multiple service model approaches.

Six departments contribute to the $2.5 billion invested in Stable. The Department of Human Services accounts for 66% of the investments while the Department of Children and Family Services accounts for 32% of the investments.

The remaining 2% is comprised of funds from four departments: Department of Commerce and Economic Opportunity, Department of Juvenile Justice, Department on Aging, and Illinois Guardianship and Advocacy.
LARGEST AREAS OF INVESTMENT

Child care programs and efforts focused on home stability represent the majority of the investments in Stable.

CHILD CARE PROGRAMS—$716 MILLION (28% of investments in Stable)

Investments in child care programs are for the Child Care Assistance Program (CCAP) and for protective daycare. Both programs help families become and stay stable by covering the costs of child care so the children's primary caregiver can work, participate in an educational program or job training, or engage in services, such as counseling. The programs are designed for families with children under 13; however, exceptions are allowed if the children are physically or mentally disabled.

CCAP

CCAP is administered by the Department of Human Services (DHS) and provides income-eligible families with assistance for child care expenses if the caregiver is working or in a job training or educational program. The objective of CCAP is to help families afford quality child care that supports children's development across all aspects. CCAP only covers a portion of the child care costs, requiring families to contribute to the costs based on the family's size and income. Families may use CCAP funds to pay for child care in either center-based care or in home child care, and they may continue to receive CCAP funds as long as they meet the eligibility criteria.

PROTECTIVE DAYCARE

Protective daycare is administered by the Department of Children and Family Services (DCFS). It is designed to provide temporary support to parents with children involved in the DCFS system. Protective daycare is typically used for children living in their own homes, but it may include other vulnerable populations when needed. The protective daycare program fully pays for the costs of child care while parents are engaging in services (e.g., counseling), working, or attending a job training or educational program. Protective daycare is usually a short-term solution lasting no more than three months; however, it could be used up to six months when related to efforts to reunify a family.

HOME STABILITY—$715 MILLION (28% OF INVESTMENTS IN STABLE)

Investments in home stability support programs are for family preservation, foster care, adoption, and grandparents raising grandchildren.

FAMILY PRESERVATION, FOSTER CARE, AND ADOPTION

DCFS administers several programs to keep children's family environments stable by addressing safety issues in their home lives. Although the goal is to keep children with their parents when safety issues arise, it is not always possible. Through family preservation programs, parents participate in voluntary services that allow children to safely stay in their homes while DCFS monitors their safety. When children are removed from their homes, family preservation programs focus on reuniting the children with their families as quickly as possible. Foster care provides children with a temporary home if they must be removed from their homes. Some of the investments for foster care are specifically to support grandparents who foster their grandchildren. Adoption programs support families as they establish legal guardianship for children whose parents have given up their parental rights. DCFS adoption support is only for the adoption process and is not available after the adoption is completed.
GRANDPARENTS RAISING GRANDCHILDREN

Grandparents Raising Grandchildren is a program administered by the Department on Aging. The program was developed to support the roughly 100,000 grandparents in Illinois who are caring for their grandchildren. The program offers support groups and provides grandparents with financial assistance, resources, and information to assist them in raising their grandchildren.

LARGEST SINGLE-LINE EXPENDITURES

- Adoption and Guardianship, Foster Care, Institution and Group Home Care – 27% ($702M)
- Child Care Services – 26% ($687M)
- Temporary Assistance for Needy Families (TANF) – 7% ($176M)
- Mental Health Grants – 6% ($159M)
BACKGROUND

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The U.S. Census estimates that there are 3,186,918 children and youth between the ages of 8 and 25 in Illinois. They represent 25% of the state’s population. We estimated that $6.2 billion was invested by 16 departments in 2015 in social programs whose funds, in whole or in part, directly reach these children and youth. These investments account for approximately 10% of the total state budget.

OVERVIEW OF INVESTMENTS IN SAFE

The developmental goal Safe is defined as ensuring that the communities where children and youth live and interact are safe. Roughly $14.8 million (<1%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that their communities are safe.

The investments in this category are focused solely on community safety. Programs and investments related to a safe home environment are included in the developmental goal Stable. Programs and investments related to physical and mental safety are included in the developmental goal Healthy.

Investments in the Safe developmental goal are aligned with the Illinois Budgeting for Results goal of: Creating safer communities.

TYPES OF INVESTMENTS

Investments in Safe include the following types of programs:

- Aftercare
- Federal programs
- School district programs
- Violence prevention and treatment
Fully, 60% of the investments in Safe are for treatment/intervention programs, which address significant challenges faced by children and youth.

Of the investments, 34% are for prevention programs, which provide supports to at-risk youth to prevent harm or deter a risky behavior.

The remaining 6% of investments in Safe are for rehabilitation/corrective programs, which address acute conditions or behaviors.

Three departments contribute to the $14.8 million invested in Safe:
- The Department of Juvenile Justice accounts for 43% of the investments.
- The Illinois Criminal Justice Information Authority accounts for 40% of the investments.
- The remaining 17% of investments are from the Department of Corrections.
INVESTMENTS NOT INCLUDED IN THE ANALYSIS

Investments included in *A Fiscal Scan of Illinois Public Investments in Children and Youth, Ages 8–25*, were limited to investments with a specific focus on youth within the age range of 8 to 25. Broad investments in community safety, such as state or federal police forces or correctional programs, are not included in this analysis because they exist to provide a basic level of safety for all individuals regardless of age.

In addition, the analysis focused on investments with a direct service to the youth. Investments in operations, administrative items, and managing facilities were not included because they are not direct services to youth. Thus, the investments in Illinois to manage and operate the correctional facilities for juveniles were not included in the analysis.
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OVERVIEW OF INVESTMENTS IN HEALTHY

The developmental goal Healthy is defined as children and youth receiving preventive healthcare, being referred for services where needed, and receiving targeted services where needed. These services include physical health and mental health services. Roughly $264 million (4%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that they are healthy. This estimate does not include investments in public health insurance provided through Medicaid and state funds, which is discussed in detail at the end of this brief. However, programs and services that are not classified under public health insurance but are partially funded by or supplemented by Medicaid dollars are included in the analysis.

Investments in the Healthy developmental goal are aligned with the Illinois Budgeting for Results goal of: Improve overall health of Illinoisans.

TYPES OF INVESTMENTS

Investments in Healthy include the following types of programs:

- AIDS/HIV
- Behavioral health
- Dental
- Family planning
- Mental health
- Preventive health
- Programs for children with specialized needs
- Public health
- School health centers
Nearly three quarters of the investments in Healthy are for prevention programs, which provide supports for at-risk youth to prevent harm or deter a risky behavior. Of these investments, 25% are for treatment/intervention programs, which address significant challenges faced by children and youth.

In addition, 2% of investments in Healthy are for positive youth development programs, which increase youths’ competencies, and a small fraction (<1%) is for rehabilitation/corrective programs, which address acute conditions or behaviors.

Two departments contribute to the $264 million invested in Healthy. The Department of Healthcare and Family Services accounts for 81% of the investments, and the Department of Public Health accounts for 19% of the investments.
LARGEST AREAS OF INVESTMENT

Programs for children with specialized needs and mental health programs represent the majority of the investments in Healthy. These programs are administered by the Department of Healthcare and Family Services.

PROGRAMS FOR CHILDREN WITH SPECIALIZED NEEDS—$154 MILLION (59% of investments in Healthy)

The School-Based Health Services program uses federal Medicaid funds to cover medical services provided by school districts for children who meet the definition of having a disability as defined by the federal Individuals with Disabilities Education Act (IDEA). Through this program, school districts arrange for students to receive the medical services they need and apply to the state for reimbursement. Typically, the medical services provided to students are identified as necessary in the students’ Individualized Education Programs (IEPs), which focus on helping students in special education programs reach their educational goals. Examples of medical services that are covered include nursing visits, developmental assessments, psychological services, speech therapy, physical therapy, occupational therapy, medical equipment and supplies, and transportation.

In addition to the costs for the direct provision of medical services, school districts may receive reimbursements for outreach activities focused on ensuring that all students have access to programs and services covered through Medicaid.

MENTAL HEALTH PROGRAMS—$59 MILLION (22% of investments in Healthy)

Mental health programs provide supports to children and youth to treat and prevent mental health issues with a long-term goal of improving their ability to learn and to support their overall success. Services include screenings and assessments, early intervention services to prevent or minimize mental health problems, social and emotional development programs, and treatment services.

LARGEST SINGLE-LINE EXPENDITURES

Three budget lines account for 87% of the investments in Healthy:
- Programs for Disabled Children and All Kids – 59% ($154M)
- Children’s Mental Health – 22% ($59M)
- Grants for Health Protection Programs – 6% ($17M)
UNDERSTANDING PUBLIC HEALTH INSURANCE IN ILLINOIS

The analysis completed in *A Fiscal Scan of Illinois Public Investments in Children and Youth* did not include investments focused on providing foundational services. Rather, it focused on funding that was identified as supplemental to the foundational services provided to all Illinoisans.

Public health insurance funded through Medicaid and state funds, which is administered through the Department of Healthcare and Family Services, is a foundational health service that was not included in the analysis. Although this service was not in the scan, it is essential to the overall investment picture and important to understand for context when examining the other investments in Healthy.

Public health insurance in Illinois is jointly funded by the federal and state governments. However, expansion of public health insurance in Illinois under the Affordable Care Act was fully funded by the federal government. Medicaid is an income-based health insurance program, which requires individuals to meet income requirements or other special designations set by the federal government. Through the state portion of the funds, the Department of Healthcare and Family Services also pays for healthcare services for some populations that do not qualify for Medicaid, such as people diagnosed with hemophilia.

In 2015, roughly 3.2 million individuals were enrolled in Illinois public health insurance programs. Roughly half (approximately 1.5 million) of those enrolled were children. Children are the largest group of enrollees in public health insurance programs in Illinois.

Illinois administers three public health insurance programs that cover children and youth. For all three programs, children and youth are eligible from birth through the age of 18. Adults covered under these plans must be either a parent, a primary caregiver relative with a child under the age of 18 living in their household, or a pregnant woman.

- **All Kids** – For children only in families that meet the income guidelines.
- **FamilyCare** – For children and their parents or primary caregiver relative in families that meet the income guidelines.
- **Moms and Babies** – For pregnant women who meet the income guidelines and for their infants up to one year of age.

Detailed information on these programs and other Illinois public insurance programs can be found at: [https://www.illinois.gov/hfs/MedicalClients/Pages/medicalprograms.aspx](https://www.illinois.gov/hfs/MedicalClients/Pages/medicalprograms.aspx).
BACKGROUND

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The U.S. Census estimates that there are 3,186,918 children and youth between the ages of 8 and 25 in Illinois. They represent 25% of the state’s population. We estimated that $6.2 billion was invested by 16 departments in 2015 in social programs whose funds, in whole or in part, directly reach these children and youth. These investments account for approximately 10% of the total state budget.

OVERVIEW OF INVESTMENTS IN EDUCATED

The developmental goal Educated is defined as children and youth being engaged in age-appropriate learning at all stages of their development. Roughly $3.2 billion (52%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that they are educated. This estimate includes the direct provision of educational programs as well as support programs administered by educational institutions to ensure that students are physically and emotionally ready to learn. It does not include investments in General State Aid (GSA), which is discussed in detail at the end of this brief.

Investments in the Educated developmental goal are aligned with the Illinois Budgeting for Results goal of: Improve school readiness and student success for all.

TYPES OF INVESTMENTS

Investments in Educated include the following types of programs:

- Adult education
- Advanced placement
- Afterschool programs
- Alternative education options
- Arts and foreign language
- Career and technical education
- Children’s mental health partnership
- College access
- GED
- Lincoln’s ChalleNGe
- Math/Science programs
- Monetary Award Program (MAP grant)
- Nutrition
- Parent mentoring
- Race to the Top
- Safe schools
- Summer school
- Supports for students with disabilities
- Scholarships for teaching programs
- Title programs
- Work experience
Of the investments in Educated, 59% are for treatment/intervention programs, which address significant challenges faced by children and youth. Of these investments, 23% are for prevention programs, which provide supports for at-risk youth to prevent harm or deter risky behavior.

The remaining 18% of investments in Educated are for positive youth development programs, which increase youths’ competencies. Less than 1% of investments are for rehabilitation/corrective programs, which address acute conditions or behaviors.

Five departments contribute to the $3.2 billion invested in Educated. The Illinois State Board of Education accounts for 87% of the investments, and the Illinois Student Assistance Commission accounts for 12% of the investments.

In addition, the Illinois Community College Board accounts for 1% of investments, and the Illinois Board of Higher Education and the Department of Military Affairs account for a small fraction (<1%) of the investments.
LARGEST AREAS OF INVESTMENT

Special education programs and nutrition programs represent the majority of the investments in Educated.

SPECIAL EDUCATION PROGRAMS—$1.1 BILLION (37% of investments in Educated)

Investments in special education programs fall into three categories: programs related to the Individuals with Disabilities Education Act (IDEA), private tuition for students attending nonpublic special education programs, and transportation for students requiring specialized services. These programs are all administered by the Illinois State Board of Education.

PROGRAMS RELATED TO IDEA
IDEA is a federal law that ensures children with disabilities receive the education services they need, such as early intervention, special education, and other related services. IDEA has two parts: Part B covers special education and related services for children and youth ages 3–21, and Part C covers early intervention services for children ages 0–2. States that provide free and appropriate public education (also referred to as FAPE) to children with disabilities receive federal funds to administer programming to support the needs of the students. The majority of the IDEA program funds are passed through the state to local school districts that administer the programs. In addition to using the funds to administer special education programs, districts can use a small percentage of the funds to provide early intervention services to students who are not identified as needing special education but still require additional academic and behavioral supports to be successful in school.

PRIVATE TUITION FOR NONPUBLIC SPECIAL EDUCATION PROGRAMS
Students in special education programs are required to have an Individualized Education Program (IEP) that identifies the services the students need and a plan that would enable the students to receive them. In some instances, a student’s IEP identifies a need for services that can be provided in a nonpublic educational setting only. In these cases, state funds cover the student’s tuition to participate in these private programs. A goal of special education programs is to educate children in an inclusive general education environment whenever possible. Thus, services provided through nonpublic special education programs are typically for severe or complicated educational needs. The provision of services in nonpublic special education programs for an individual student could last several months to several years.

TRANSPORTATION FOR STUDENTS REQUIRING SPECIALIZED SERVICES
The state provides reimbursements to school districts that provide transportation for students who have special transportation needs, such as a physical disability.

NUTRITION PROGRAMS—$734 MILLION (24% OF INVESTMENTS IN EDUCATED)

Investments in nutrition programs are for free breakfast and lunch programs provided by public schools, which is administered by the Illinois State Board of Education. School districts may participate in the federally funded National School Lunch Program and School Breakfast Program as well as the state-funded school meals programs. Students are eligible to receive free meals through these programs if they are eligible for the Supplemental Nutrition Assistance Program (SNAP) or Temporary Assistance to Needy Families (TANF) or meet other income restrictions.
UNDERSTANDING GENERAL STATE AID

The analysis completed in A Fiscal Scan of Illinois Public Investments in Children and Youth did not include investments focused on providing foundational services. Rather, it focused on funding that was identified as supplemental to the foundational services provided to all Illinoisans.

General State Aid (GSA) administered through the Illinois State Board of Education is a foundational education service that was not included in the analysis. GSA is state-generated funding to support districts in providing educational services to children and youth. Although this service was not in the scan, it is essential to the overall investment picture and important to understand for context when examining the other investments in Educated.

In 2015, GSA funding was roughly $4.3 billion, which is 1.3 times the amount of investments identified in Educated in the fiscal scan for youth ages 8–25. However, there was a shortfall in funding of roughly $650 million (total claims from districts were around $5 billion), which resulted in districts not receiving the total amount of GSA they anticipated.*

GSA funds are distributed through two grants to school districts:

1. Equalization Formula Grant – A grant intended to ensure that each school district reaches a minimum level of funding per student regardless of the local wealth in the school district. The amount a school district receives for this portion of GSA is determined by local wealth. A wealthier school district will receive a smaller grant than a less wealthy school district.

2. Supplemental Low-Income Grant – This grant supplements the equalization formula grant and is based on the proportion of students from low-income families in a school district. A higher percentage of students from low-income families in a school district results in a larger supplemental grant.

GSA funds are unrestricted, so school districts may use them for whatever services, programs, or operations they choose. School districts also are allowed to use GSA funds for before or after school programs. In order for school districts to be eligible to receive GSA funds, they must meet specific requirements set by the state for submitting a plan of how the funds will be used, for the adoption of a school calendar that results in a minimum of 176 days of student attendance, and for the formula used to calculate school attendance.

*Largely single-line expenditures:

- Child Nutrition – 23% ($725M)
- NCLB Title I – 21% ($650M)
- Individuals with Disabilities Education Act (IDEA) – 15% ($475M)
- Special Education – 14% ($440M)

*There were also shortfalls in GSA funding in the fiscal years between 2010 and 2014.
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OVERVIEW OF INVESTMENTS IN EMPLOYABLE

The developmental goal Employable is defined as supporting youth to find and retain employment, so they can adequately support themselves and/or their families. Roughly $151 million (3%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that they are employable. This investment includes programs that support skill development as well as programs that provide youth directly with employment opportunities.

Investments in the Employable developmental goal are aligned with the Illinois Budgeting for Results goals of:

- Increase employment
- Attract, retain, and grow businesses

TYPES OF INVESTMENTS

Investments in Employable include the following types of programs:

- Career and technical education
- Chicagoland Regional College Program
- Special Recreation Association
- Workforce Investment Act
- Workforce and economic development
- Youth summer jobs
Two departments contribute to the $151 million invested in Employable. The Department of Commerce and Economic Opportunity accounts for 96% of the investments, and the Illinois Community College Board accounts for the remaining 4% of the investments.

Fully, 100% of the investments in Employable are for positive youth development programs, which focus on building youths’ individual assets and increasing their competencies. The Employable investments account for roughly 20% of all investments in positive youth development programs for youth ages 8–25.
LARGEST AREAS OF INVESTMENT

The Workforce Investment Act and career and technical education (CTE) represent the majority of the investments in Employable.

WORKFORCE INVESTMENT ACT (WIA)–$143 MILLION (95% of investments in Employable)

The Workforce Investment Act (WIA) was a federal regulation focused on providing training and employment support to people age 18 and over. WIA was replaced by the Workforce Innovation and Opportunities Act (WIOA). WIA focused on low-income individuals who were out of work or needed training to change career paths. In addition, WIA funds could be used to provide internships and job training for youth. In Illinois, WIA was administered through the Department of Commerce and Economic Opportunity.

CAREER AND TECHNICAL EDUCATION–$5.4 MILLION (4% of investments in Employable)

CTE combines the learning of technical skills with a rigorous academic program. Funded partially through the federal Perkins grant and partially through a state matching grant, it focuses on youth in public high schools and community colleges. Students participating in CTE receive academic and technical instruction, work experience opportunities, and opportunities for dual credit (i.e., earning college credit during high school) in the career pathway of their choice.

In Illinois, CTE funds are administered through the Illinois Community College Board (ICCB) for youth in community college and by the Illinois State Board of Education (ISBE) for youth in high school. The $5.4 million investment in CTE included in Employable is the portion administered by ICCB. ISBE administers roughly $75 million for CTE programs, which is included in the developmental goal Educated.

LARGEST SINGLE-LINE EXPENDITURES

Three budget lines account for nearly 100% of the investments in Employable:
- Workforce Investment Act – 95% ($143M)
- Career and technical education – 3% ($5.4M)
- Chicagoland Regional College Program – 1% ($1.6M)
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OVERVIEW OF INVESTMENTS IN CONNECTED

The developmental goal Connected is defined as providing opportunities for children and youth to be connected to their communities. Roughly $5.8 million (<1%) of the $6.2 billion invested in youth between the ages of 8 and 25 is dedicated to ensuring that they are connected to their communities. This investment includes programs for the arts and programs to enhance the cultural environment.

Investments in the Connected developmental goal are aligned with the Illinois Budgeting for Results goal of: Strengthen cultural and environmental vitality.

TYPES OF INVESTMENTS

Investments in Connected include the following types of programs:

- Arts education
- Arts programs for underserved populations
- Arts programs (general)
- Programs to enhance the cultural environment
The $5.8 million invested in Connected all comes from the Illinois Arts Council. Fully, 100% of the investments are programs for positive youth development, a model that focuses on building individual assets for youths and increasing their competencies.

A DETAILED LOOK AT INVESTMENTS

The Illinois Arts Council administers all of the investments that fall under the Connected developmental goal. The council provides operating and technical support to arts organizations, supports the advancement of arts education, and provides direct support for individual artists. The council primarily distributes its funds through grants. The investments in Connected include the following grants:

- **GRANTS FOR ARTS PROGRAMS—$4.3M** (75% of investments in Connected)
- **GRANTS FOR PROGRAMS TO ENHANCE THE CULTURAL ENVIRONMENT—$780,000** (14% of investments in Connected)
- **GRANTS FOR ARTS EDUCATION—$370,000** (6% of investments in Connected)
- **GRANTS FOR ARTS PROGRAMS FOR UNDERSERVED POPULATIONS—$310,000** (5% of investments in Connected)

INVESTMENTS NOT INCLUDED IN THE ANALYSIS

Investments included in *A Fiscal Scan of Illinois Public Investments in Children and Youth, Ages 8–25*, were limited to investments with a specific focus on youth within the age range of 8 to 25. Broad investments in cultural vitality and environmental programs were not included in this analysis because they exist to provide a basic level of connectedness for all individuals regardless of age. For this reason, investments from the following agencies were not included:

- Department of Natural Resources (e.g., state museums and parks)
- Department of Agriculture (e.g., county fairs)
- Illinois Environmental Protection Agency (e.g., pollution control and safe drinking water)