

San Francisco's Children
One-Fifth of Our Population, All of Our Future

Children's Budget Proposals

Submitted to
San Francisco Policy Makers
February, 1990

by

**COLEMAN ADVOCATES
FOR CHILDREN AND YOUTH**



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Highlights of the Children's Budget, 1990-1991

Why San Francisco needs A Children's Budget

San Francisco's children endure a continual disaster. Their needs rise, despite our best efforts to improve services. Almost half of the babies born in the city live in or near poverty; over 10% have been exposed to drugs. There has been more than a 400% increase in child abuse referrals over the past ten years. Each year, 1,600 San Francisco youth turning 18 are inadequately prepared to enter the labor market.

Children's services have not kept up with the increasing demand. Only 2% of the county's substance abuse clients are under age 18. 22.6% of pregnant women receive no early prenatal care. The number of children receiving federal benefits is declining just as the needs increase. Six thousand children are on day care waiting lists.

Expenditures for children comprise only a small percentage of the city budget -- approximately 6.2% of local funds and 13.6% of the overall budget a proportionate share that has NOT increased over the past 4 years.

San Francisco will pay a great deal for its failure to provide adequately for its children. Each class of high school dropouts will cost the community half a billion dollars over their lifetime in lost taxes and wages! Each year's drug babies will cost the city \$60 million by the time they reach age 18. Investing in children is cost effective.

San Francisco continues to spend 95% of its money for children after the problems arise. For instance, the Department of Social Services spent \$37 million on foster care for abused and neglected children, but less than \$2 million on child abuse prevention.

San Francisco spends, through the General Fund, four times more on law enforcement than on children. It costs \$100,000 to put a policeman on the street in San Francisco. This would pay for a year of child care for 20 preschoolers, or prenatal care for 50 mothers, or college for 20 young adults.

Children's Budget Proposals

The 1990-91 Children's Budget calls on San Francisco to assure each child of:

- A Supportive Neighborhood
- A Stable Home
- A Healthy Life
- A Future

The Children's Budget proposals were developed in consultation with over 120 San Francisco organizations concerned and knowledgeable about the welfare of the city's children.

The Children's Budget proposes 23 programs costing \$18,600,000, to be implemented by ten city departments. The comprehensive proposals cut across bureaucratic boundaries to address the needs of the whole child.

To create **supportive neighborhoods** the Children's Budget makes proposals that would help children feel more secure in their communities. This includes funding the grassroots peer and parent networks that are emerging in our most underserved neighborhoods, expanding children and youth library recreation, and cultural programs. It asks the city to allow children's programs free admission on MUNI, support child care centers, and provide greater public protection services that assure the places children frequent are safe.

To assure that every child in the city has a **stable home**, the Children's Budget calls for expanded services to homeless families, support for grandparents raising the children of drug-addicted mothers, programs in housing projects, greater recruitment of foster parents, and safe places for mothers with children and youth to live while they receive treatment for their drug abuse problems.

To assure a **healthy life** for each San Francisco child, the Children's Budget recommends significant increases in health services to improve accessibility to the most underserved families. This includes expanded prenatal care, multi-disciplinary outreach teams that would provide services in schools, day care centers, community agencies and mobile clinics throughout the city. Also proposed are expanded peer counseling and child abuse prevention programs.

To give each of the city's children a **future**, the Children's Budget proposes a continuum of services that would prepare youth for the labor market, and suggests that the business community play a significantly greater role in job preparation. Tutoring programs, scholarships for post-secondary education and a job internship program for any high school youth who wants on-the-job experience are proposed.

San Francisco Can Afford A Children's Budget

If San Francisco makes children's needs its highest priority, reallocates funds to support children's services and diligently pursues new funding sources, the city can afford a children's budget. Below is an example of how the necessary income could be generated (in millions):

| Income: | | Expenditures: | |
|------------------------------------|---------------|---------------------------|---------------|
| Tobacco Tax Funds | \$4.6 | A Supportive Neighborhood | \$4.5 |
| Retain .1% Business Tax | \$6.0 | A Stable Home | \$3.5 |
| Drug Asset Seizure | \$0.5 | A Healthy Life | \$4.6 |
| Log Cabin Ranch Reallocation | \$1.5 | A Future | \$6.0 |
| Red Cross Funds | \$0.5 | Total | \$18.6 |
| AB 90 | \$0.35 | | |
| Fire Dep't/Work Order Efficiencies | \$2.4 | | |
| DSS Reallocation/private therapy | \$0.5 | | |
| Lowest Priority Capital Expend | \$0.5 | | |
| Redeployment of Police Personnel | \$1.75 | | |
| Total | \$18.6 | | |

Significant resources for children could also be generated by tapping state and federal funds more effectively, particularly through billing federal entitlement programs and taking advantage of new state legislation. The Children's Budget also recommends enacting a program to allow city employees time off to volunteer for children.

Two main funding sources should be directed to children: The .1% increase in the Business Tax, scheduled to sunset this year, should be retained and placed in a special fund for services to prepare youth for the labor market. The Tobacco Tax funds, now slated to cover existing Department of Public Health services, should be directed toward new child health services according to the intent of the legislation and statewide initiative.

San Francisco must address the social damage caused by the child quake with the same committed leadership and citizen involvement the earthquake generated. If we do not, we will face a social and economic disaster that will jeopardize our entire future.

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Preface

The earthquake of '89 taught San Francisco some tough lessons: we are not invulnerable, disaster can strike, and woe to us if we are unprepared. As the images of catastrophic damage flashed across T.V. screens, San Franciscans were already responding. It seemed like the worst had happened, yet our city was able to bounce back.

It was a unique time for San Francisco.

But it was just another day in the life of San Francisco's children.

Thousands of our children endure a continual disaster. It's hard to bounce back when you are at risk of being abused or abandoned; or when you turn to drugs, teen pregnancy or dropping out of school because you see no future; or when you lack the skills to find a job. In 1990, the first year of a new decade, nearly 4,000 babies in San Francisco will be born to poor families -- almost half of all babies born in the city!

To be sure, many of San Francisco's children live in secure, stable homes. But just as the earthquake affected everyone, not just those whose houses were physically damaged, the social damage created by our failure to make children a priority affects everyone. To the children who grow up with the recurring cycle of frustration and despair, we have a special responsibility. If we meet this responsibility with the same committed city leadership and citizen involvement that the earthquake generated, we will make this a healthier city for all children. We will ensure a better future for everyone.

What will happen if we do not take action to help our children? We need only to look at the other end of childhood to find out. In 1990, San Francisco also will graduate 8,000 teenagers to the labor market. Yet one out of five of these graduating seniors will lack the skills to find a job. That means 1,600 youth will probably fail, this year, and may never break the cycle of frustration and poverty they grew up in. These youth -- the future residents of housing projects, homeless hotels, or even institutions -- spell a disaster greater than any earthquake.

Too many of our city's children are buried in the rubble of problems that existed long before the Loma Prieta earthquake. San Francisco needs to respond to the damage children have suffered from economic calamity, misguided policies and lack of adequate funding. **Coleman Advocates for Children and Youth** has developed an effective method for making this vital repair and rebuilding of our city's future. It's a **Children's Budget**.

A Children's Budget ensures that each year in the budget process, San Francisco makes the needs of our future citizens, our children, its highest priority. Coleman Advocates believes that children must be assured of their fair share before other allocation decisions are made. It's no different from the way a single family must feed, house and get medical care for its children before buying a car, going to a show or planting shrubs in the yard.

A Children's Budget is more than a simple list of items funded by various city departments. It is based on a comprehensive assessment of the needs of the whole

child, cutting across bureaucratic boundaries and individual departments' "turfs" and looking at health, education, social, cultural and recreational needs together. Only then can funds be allocated for children in the most effective way possible.

As we present the 1990-91 Children's Budget to city officials, we are asking each city department to work with the newly created Mayor's Office for Children, Youth and Families to determine the overall needs of children, and to prioritize children's needs in their individual department budget requests. We are asking Mayor Agnos to make the courageous budget choice to continue the city's investment in children, offering every San Francisco child

- A Supportive Neighborhood
- A Stable Home
- A Healthy Life
- A Future

Finally, we are also asking the citizens of San Francisco to join us in a campaign for the city's children. If we can convince our policy makers that **we care about the future, they will realize the political and social capital to be gained by making children our highest priority.**

Summary of Children's Budget Proposals*, 1990-1991

| | | |
|---|---------------------|--------------------------------------|
| A SUPPORTIVE NEIGHBORHOOD | | |
| 1. Grants to neighborhood-based peer and parent support groups | \$1,000,000 | Off of Children, Youth & Families |
| 2. Teen recreational programs | \$ 385,000 | Rec & Park |
| 3. Latchkey programs for school-age children | \$ 395,000 | Rec & Park |
| 4. Expansion of children's library services | \$ 175,000 | Public Library |
| 5. Support for day care centers /vouchers for teen parents | \$ 550,000 | Office of Childcare |
| 6. Expansion of police protection for children | \$1,750,000 | Police Dep't (25 officers) |
| 7. Transportation - free MUNI for children's programs | MUNI | |
| 8. Arts programs for youth | \$ 250,000 | Arts Commission |
| SUBTOTAL | \$4,505,000 | |
| A STABLE HOME | | |
| 9. Shelter and support services for homeless families | \$ 700,000 | DSS |
| 10. Grandmother resource and respite program | \$ 250,000 | DSS |
| 11. Detoxification, residential treatment, supportive living programs for mothers w/ substance abuse problems | \$1,000,000 | Health Dep't |
| 12. Foster /adoptive home recruitment and respite program | \$ 400,000 | DSS |
| 13a. Residential drug treatment for youth | \$ 750,000 | Health Dep't |
| 13b. Group homes for troubled teens | \$ 265,000 | Probation Dep't |
| 14. Public housing tenant organizers | \$ 120,000 | Housing Authority |
| SUBTOTAL | \$3,485,000 | |
| A HEALTHY LIFE | | |
| 15. Perinatal health care outreach program | \$ 500,000 | Health Dep't |
| 16. Multi-disciplinary health outreach teams | \$2,000,000 | Health Dep't |
| 17. Adolescent health services | \$ 400,000 | Health Dep't |
| 18. Peer helping/counseling in middle schools and community agencies | \$ 250,000 | Health Dep't |
| 19. Child abuse prevention programs | \$ 500,000 | DSS |
| 20. Community programs for delinquents | \$ 960,000 | Probation Dep't |
| SUBTOTAL | \$4,610,000 | |
| A FUTURE | | |
| 21. Subsidized internships and apprenticeships | \$4,000,000 | PIC/OCD |
| 22. Basic skills development | \$1,000,000 | Public Library / Comm'ty Agencies |
| 23. City-match scholarship fund | \$1,000,000 | Mayor's Office |
| SUBTOTAL | \$6,000,000 | |
| TOTAL | \$18,600,000 | |

* All program costs were calculated in consultation with experts in the field. The costs are generally agreed upon moderate level costs (See Appendix B. for the list of agencies consulted.)

Making Children a Priority: Why San Francisco Needs A Children's Budget

History of The Children's Budget

Last year, Coleman Advocates for Children and Youth submitted the first-ever **Children's Budget** to the Mayor and the Board of Supervisors. As a result, approximately \$5.5 million in new children's services were added to the city budget. They included a youth employment program, school nurses and an expansion of latchkey programs offered by the Recreation and Park Department.

Mayor Agnos, in his 1989 budget message, placed services for children first in his list of 12 budget initiatives. He stated: "In every area of the budget, across department lines, services to children and youth receive highest priority. I am convinced that we will not win our fight against crack unless we create safe, healthy alternatives for our young people."

The Board of Supervisors unanimously passed a resolution in Spring 1989 that "endorsed the idea of an annual Children's Budget as a coordinated, comprehensive package of proposals which cuts across departmental lines to implement a Children's Agenda to address the most pressing needs of the city's children, youth and families." The Board added over \$1 million in funding for children's services to the city budget submitted to them by the Mayor.

Subsequent to the budget process, the city solicited and received several million dollars of private, federal and state funds for additional children and youth services, including mental health planning funds and a street work program. Lastly, the Mayor created and funded an "Office for Children, Youth and their Families" to coordinate and oversee children's services, a long-awaited move hailed by most child advocates.

The support gained last year for the concept of a **Children's Budget** sets the stage for a reordering of the city's priorities and for increasing commitments to children in the years to come.

A Crisis Situation This Year

The problems the city's children face will not easily go away. A decade of Proposition 13-style initiatives and "Reaganomics" has eroded the children's service delivery system and seriously jeopardized the well-being of our city's families. The needs of San Francisco's children are increasing at a faster rate than ever. The crisis they face will require significantly greater efforts from San Francisco and a still greater commitment of funds.

Local governments do not possess the resources to correct the disparity between rich and poor which has increased significantly in recent years. Nor can they compensate for the inadequate efforts of the state and federal government in areas that are clearly their responsibility. **But local government can play an important role in improving the well-being of children, and enhancing the quality of their daily life.**

This year, San Francisco needs a Children's Budget more than ever.

Our Children's Needs Continue to Grow...

The number of crack babies born in the city continues to rise. Over 10% of our city's children are born having already been exposed to drugs. The number of children born without any health insurance whatsoever has increased by 300% over a four year period.

San Francisco has the highest teen birthrate in the Bay Area, with 1 in 4 teenage girls (under 20) giving birth.

The number of youth arrests for drugs has risen from 10 in 1980 to over 900 this year. San Francisco has the highest arrest rate for drug violations in the state, four times our proportion of the population.

Child abuse continues to escalate. In the past year alone, the number of abused and neglected children in foster care grew by 10%, making a 78% increase in the past five years.

... Yet the Service Delivery System Still Does Not Reach Many Children:

Despite the overwhelming concern about drug abuse among our youth, only 2% of the clients of San Francisco's substance abuse services were under age 18 in 1988-89.

22.6% of pregnant women in San Francisco receive no early prenatal care. A recent study at Mission High School conducted by students reported that fewer than 40% of the students had any sort of family health insurance whatsoever.

There continues to be a great disparity between the needs of homeless youth and families and the shelter beds available: 40 beds for 600 homeless youth and 177 beds for 1,200 homeless family members. Children and youth are the most underserved of the homeless population.

Despite the 400% increase in child abuse referrals over the past ten years, there has been a decrease in the number of children who become dependents and are protected by the Juvenile Court due to the lack of resources and personnel. 40% of abused and neglected children must be placed in homes outside San Francisco because there is such a shortage of homes in the city. This runs counter to local and state policy which recommends placement in a child's own community in order to facilitate family reunification.

There are fewer day care slots this year in San Francisco than there were two years ago. Yet there is a growing need because of the increasing number of women in the work force. There are over 6000 children on day care waiting lists.

The Power of Prevention: Invest Now or Pay Later

Prevention is the major theme of Coleman's Children's Budget proposals -- reaching children and their families as early as possible to prevent the development of serious problems. Investing in preventive services for San Francisco's children is cost-effective. In fact, the costs of continuing to let children's needs go unmet are far greater than investing to meet those needs and helping children grow up into productive adults.

The most glaring example of these greater costs is the phenomenon of "crack babies." Every baby born that has been exposed to crack or other drugs before birth represents a failure to intervene early enough. Yet in 1990 alone, each of the estimated 1000 drug babies born in San Francisco will cost the city \$40,000 before they enter kindergarten and \$20,000 between kindergarten and their 18th birthday. This is over and above "normal" costs and does not include the costs of foster care, the criminal justice system or mental health care in the probable event that such services are needed.

The thousand drug babies born just this year in San Francisco will ultimately cost the city \$60 million dollars!* The enormous costs of failing to intervene early can also be seen at the other end of childhood. Every child who fails to enter the labor market as a productive self sufficient member of society costs the community in lost taxes and income, as well as services that must be provided. Using figures developed nationally, it is estimated that **this year's high school dropouts will cost San Francisco half a billion dollars during their lifetime!**

At every stage, the failure to fund preventive children's services adequately results in overwhelming costs. And at every stage of the budget one can see the financial results of our failure to invest in prevention:

The Department of Social Services spends \$37 million each year on foster care for abused and neglected children, and only \$2 million on child abuse prevention. It costs a preventive program \$2,776 to keep a child from needing placement, compared to the \$7,427 it costs for the average stay of a child in foster care.

Community Mental Health spends \$3 million on psychiatric hospitalization for children, which has quadrupled in the past ten years, but not one penny on mental health intervention with preschool children when problems are most effectively identified and treated.

The Juvenile Court and Mayor's Criminal Justice Council combined spend \$15 million to try to rehabilitate youth who have committed crimes, an effort which is unsuccessful in many cases, and less than \$2 million on delinquency prevention programs.

The Department of Public Health spends less than 20% of its money for children on preventive services, with most of the money going toward the high costs of hospital-based care at San Francisco General Hospital. It spends less than \$10,000 of local money on prenatal care, despite the fact that one-fourth of the city's pregnant women go without this care!

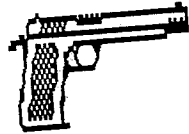
Overall, less than 6% of the City's money for children goes to primary prevention. The rest is spent after the problems occur.

*A federal study, about to be released, will report that the cost of illicit drugs to American society has risen substantially to far more than \$60 billion annually. According to a report recently released by a Congressional subcommittee, crack babies will cost this country \$15 billion a year for their first five years of life, and \$6 billion a year for their school years. Figures based on 1990 dollars.

Investing In Children Costs Less Than Paying for the Consequences

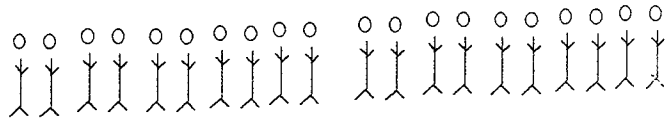
\$100,000 per year can pay for

1 Policeman

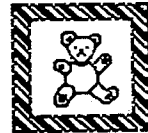
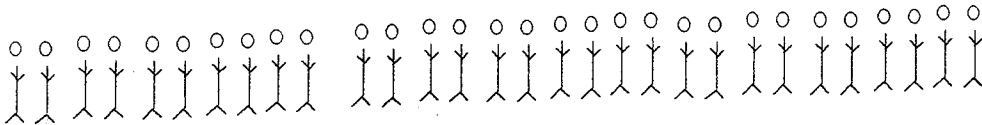


or

Prenatal Care for 50 Mothers

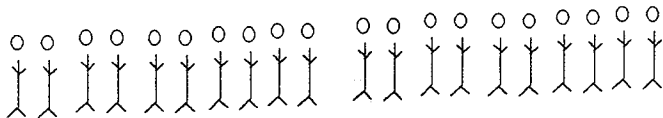


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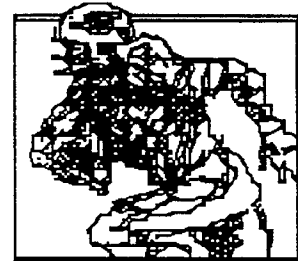
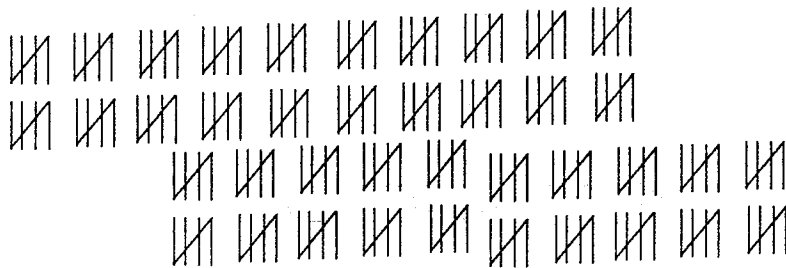
Full Day Care for 20 Preschool Age Children of Teen Mothers

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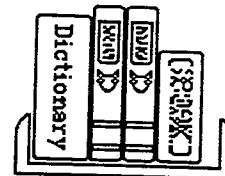
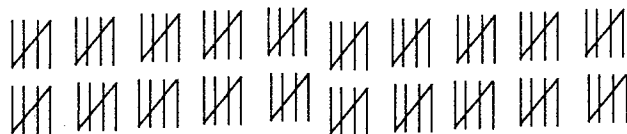
Afterschool Sports Programs for 200 Youth

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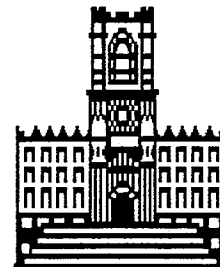
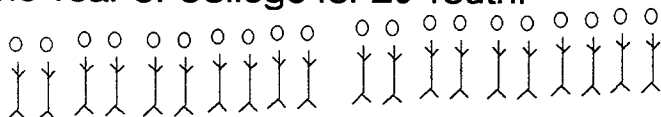


Professional Tutoring for 100 Youth

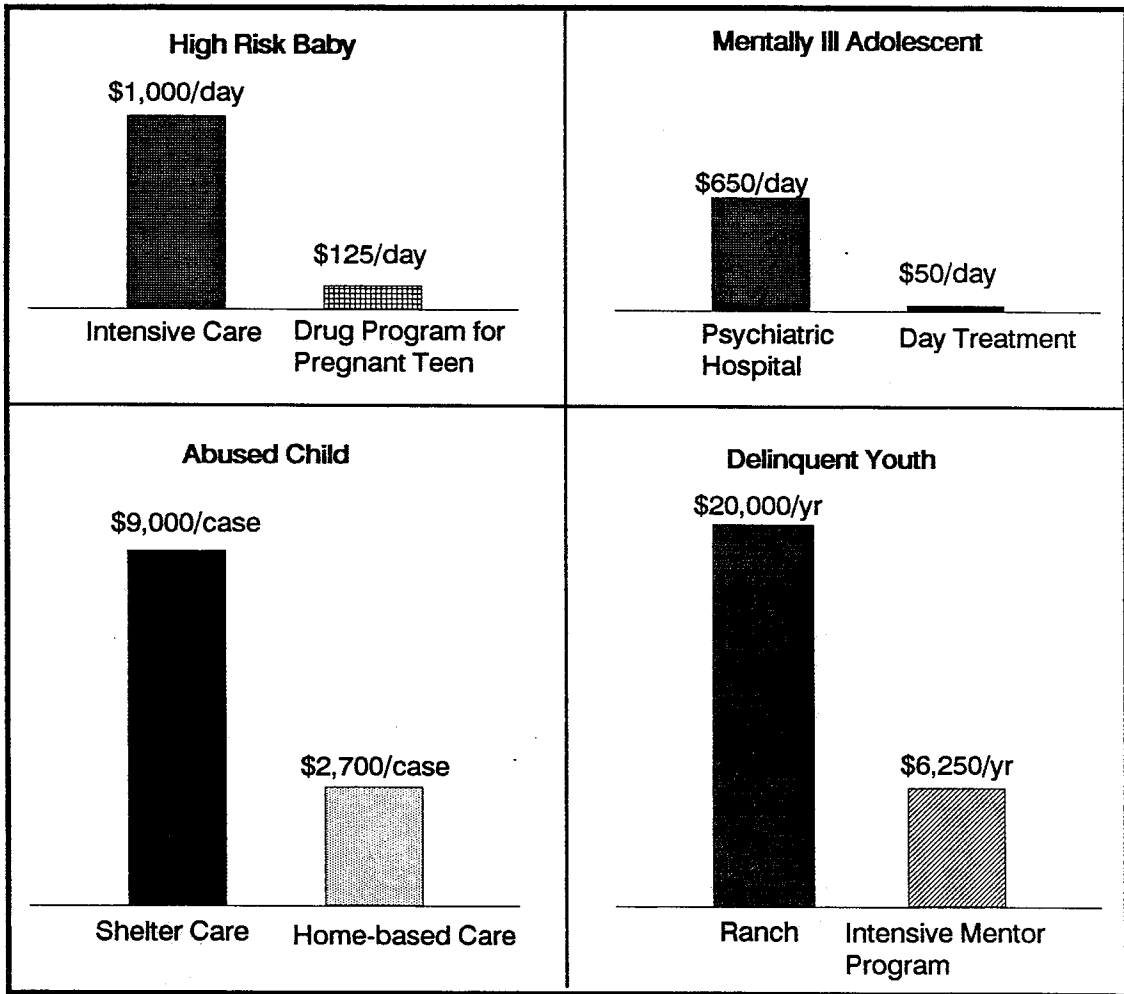
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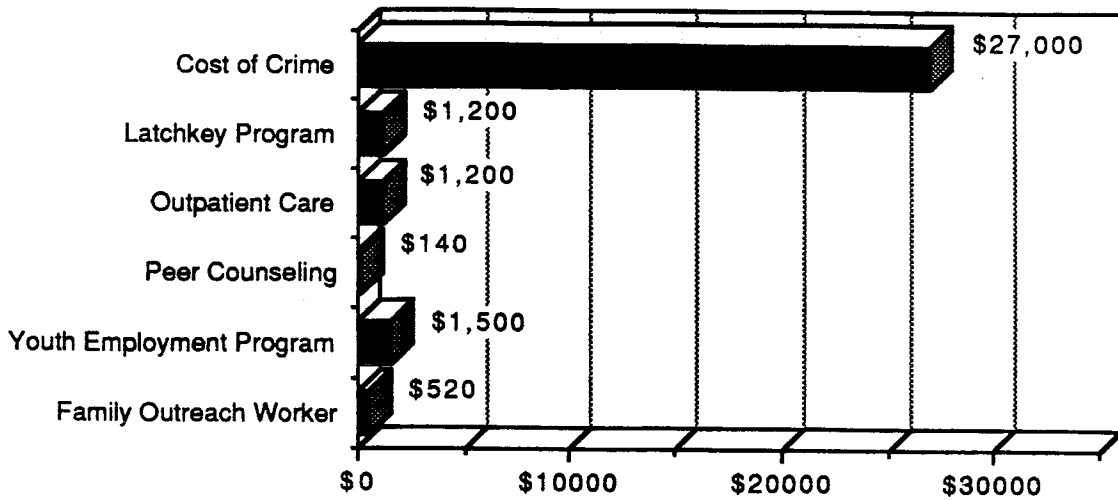
One Year of College for 20 Youth.



Comparative Costs of Institutional and Community-based Care



The Relative Costs of Juvenile Crime* and Preventive Services Cost per Case per Year



* Arrest, probation, Log Cabin Ranch for a delinquent youth.

(Reprinted from Children's Budget, 1989-90.)

A Fair Share for Children

San Francisco does not give children their fair share of the city's resources. Despite the number of children in San Francisco (17.8% of the population) and the seriousness of their needs, their share of the budget is disproportionately small.

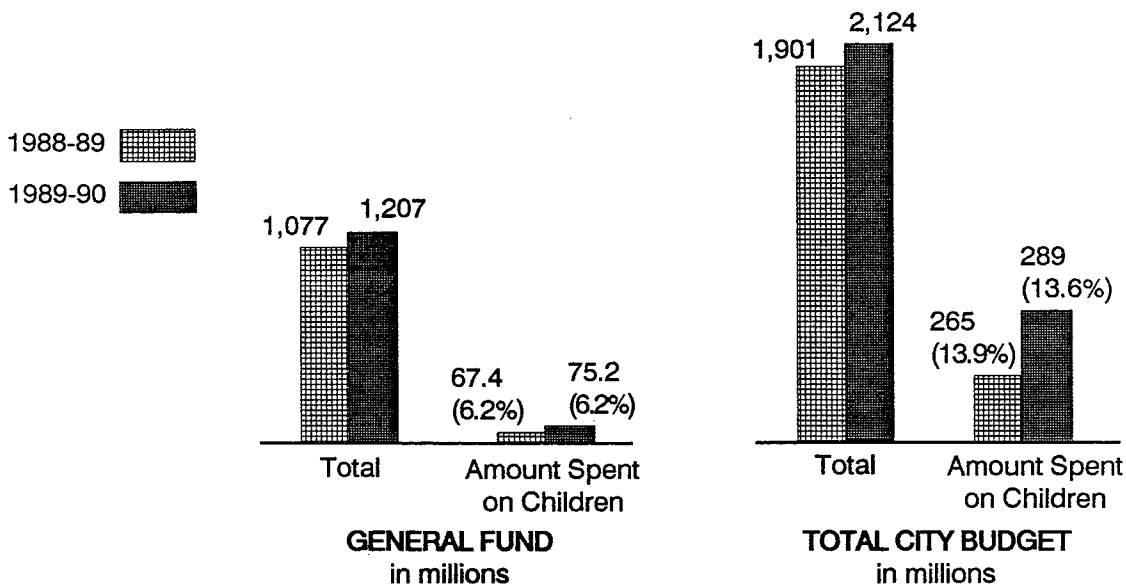
For children to receive a share of the Health Department budget that merely reflects their percentage of the population (and not their needs), the city would have to allocate \$18 million more for children's health services!

Despite gains that were made last year in the recreation budget, the portion that goes to provide needed recreation services for children has not changed substantially. It is now about 12% of the overall department budget (not counting Open Space Funds). Other California cities, such as San Jose, Sacramento and Monterey, have budgeted significantly more for recreation than San Francisco.

The largest portion of the General Fund goes into our law enforcement system. Public protection services receive \$305 million, one-quarter of the entire General Fund. Children's services, on the other hand, receive about 6%. If we were to invest in young children now, it is likely that far fewer would grow up to be criminals, and funds needed for law enforcement would decrease substantially.

Despite the policy support for a children's budget and honest efforts of last year's budget architects to fund children's services, children's services did NOT increase significantly. According to figures sent to Coleman Advocates by the city departments (see Appendix A for breakdown), children's services funded through the general fund increased by approximately 12%. This was the same as the overall increase in the general fund. This means that the actual percentage of local money going to children has not changed! The same holds true for the city's overall spending on children, which includes state and federal as well as local money. This figure has remained static over a two year period, and still remains approximately 13.6% of the overall budget.

City Expenditures for Children No Significant Changes Over A Two-Year Period



Can San Francisco Afford A Children's Budget?

While quake-related repairs to city-owned buildings will undoubtedly put an additional strain on the city budget this year, the crisis of children and youth requires a still greater commitment of funds. If we make children's needs our highest priority, reallocate funds to shift the infrastructure of children's services in a more effective direction, and diligently pursue new funding sources, we CAN afford a Children's Budget.

Potential Sources of Revenue for The Children's Budget*

| | |
|--|-------------------------------------|
| Tobacco Tax Funds | \$4,600,000 |
| .1% Business Tax | \$6,000,000 |
| Drug Asset Seizure Fund | \$500,000 |
| Reallocation from Log Cabin Ranch | \$1,500,000 |
| Red Cross Funds | \$500,000 |
| AB 90 | \$350,000 |
| Fire Department/Work Order Savings | \$2,400,000 |
| Reallocation of DSS Private Therapy Funds | \$500,000 |
| Deferment of Lowest Priority Capitol Expenditures | \$500,000 |
| Redeployment of Police Personnel (25) | \$1,750,000 |
| City Employee Volunteer Program | unspecified # of volunteer hours |
| State and Federal Grants/Reimbursements | unspecified amt. |
| TOTAL | \$18,600,000 |

*See P. , section on Funding Sources for greater detail.

The 1990-91 Children's Budget Proposal

The 1990-91 Children's Budget proposal calls on San Francisco to focus on the most basic needs of every child:

A SUPPORTIVE NEIGHBORHOOD

A STABLE HOME

A HEALTHY LIFE

A FUTURE

The following principles were used in preparing the children's budget proposals:

Prevention

New programs, policies and services should focus on prevention.

Cultural Relevance

The cultural relevance of city-funded programs and services should be improved.

Accessibility

Programs should be made more accessible, by improving outreach.

Community Participation

To the maximum extent possible, there should be community participation in designing and implementing services.

Coordination

All services to children should be provided in collaboration with other relevant agencies.

These are the criteria we used in determining the items included in the Children's Budget proposal:

There must be a strong community consensus about specific children's programs. The extensive needs assessment conducted by Coleman in preparation for the Children's Budget revealed a very strong consensus about priorities for children which is reflected in the proposals.

Children, youth and families with the highest need must be served. The disparity between the rich and poor has increased significantly in recent years. It is imperative to target children and families at the bottom of the socio-economic ladder.

I. A Supportive Neighborhood

San Francisco is a city of neighborhoods. The first and most basic step the city must take to help children is making our neighborhoods "child friendly." Community institutions, such as libraries, recreation centers and child care centers must be open to children and able to serve them well. Wherever children go, they should feel safe and welcome. Neighborhood residents should be encouraged, and given the resources, to provide necessary social support to families, youth and children.

The seeds of important support networks are already present in many of our neighborhoods. Focusing on the neighborhood level is one of the most effective ways to better children's lives in San Francisco.

POLICY DIRECTIONS

The Children's Budget recommends the following policy directions to make our neighborhoods better places for children, youth and families. San Francisco should:

Aggressively support the grassroots peer and parent networks that are emerging in our most underserved neighborhoods.

Make recreation centers and libraries more child-oriented; and assume greater responsibility for providing positive social, recreational, and cultural options for youth.

Play a major role in supporting and expanding child care centers.

Ensure that the S.F. Police Department makes it a higher priority to prevent youth violence and protect the places to which children go, such as schools, playgrounds and parks.

THE CITY SHOULD SUPPORT:

Neighborhood-Based Support Networks

Throughout the most underserved neighborhoods of the city, grassroots groups have formed to respond to the crack crisis and are bringing the community's best talent and concern to bear on the problem. They represent an exciting renaissance of neighborhood initiative. Outstanding examples of these emerging efforts include: Omega Boys Club, Mothers and Fathers of Concern, OMI-Neighbors in Action, Extended Family, grandmother support groups, the Dreammakers, Women on the Move, public housing tenants groups, and a youth empowerment project in the Mission.

Too often, families suffering from the instability and dangers of an environment permeated by drug activity are overlooked by the service system and left to fend for themselves. The new neighborhood support groups have filled this void and have become a way of renewing people's hope and mutual concern. They have been able to respond in ways that more traditional agencies have been unable to.

However, a number of these efforts have already started to falter. The reason is simple: they are relying completely on volunteers. When volunteers burn out and people no longer have the ability to buy supplies out of their own pockets, it is essential to provide them with stable financial support.

**PROPOSAL #1. Grants to Neighborhood-Based
Peer and Parent Support Programs**

\$1,000,000

The Office for Children, Youth and Their Families should establish a mechanism (such as the Mayor's Youth Fund) to provide funding and technical support for the emerging grassroots community groups that offer educational support, cultural enrichment and leadership training. Successful programs, such as the Omega Boys Club, could also be asked to assist other groups in getting started.

Recreation Programs

San Francisco has made efforts to get community recreational and cultural institutions to better meet the needs of children, but these efforts have fallen short. Large groups of children and youth still go unserved. Much more must be done to make sure that these youngsters find the services they need in their own communities.

Teenagers need recreational activities specifically geared for them.

Except for sports, the Recreation and Park Department provides almost no resources for teenagers. Yet teenagers in San Francisco are begging for "things to do." Of the 200 youth interviewed for the Children's Budget, almost all said they wanted the city to develop programs so they could have a place to go and activities to take part in.

Children living in high-crime neighborhoods, particularly housing projects, need safe, accessible programs after school.

Afterschool and summer programs have been piloted in selected, needy neighborhoods (i.e. the Plaza East and Valencia Gardens public housing projects). The benefits and effectiveness of these services have been amply demonstrated, especially for elementary school children. In two of the three housing projects where the Recreation and Park Department has placed staff, the programs have even reduced drug traffic!

The problem is that some of these pilot programs, e.g., the summer adventure camps, do not have ongoing funding and many neighborhoods have none at all. As a result, there are still children throughout the city who do not have access to any afterschool program and who are confined to their apartments after school, just to keep safe.

Disabled children need accessible afterschool programs.

There are hundreds of schoolage children with special needs in San Francisco who are not able to participate in community programs and have no place to go after school that is geared to their needs -- and no transportation even if they did. The few afterschool recreation slots that do exist for these children have lengthy waiting lists. The Recreation and Park Department and the Recreation Center for the Handicapped are able to serve **fewer than 200** of these children.

Latchkey children must be encouraged to participate in existing afterschool programs.

Many children and parents are unaware of the recently started afterschool programs that now exist. The Recreation and Park Department does not have the resources to publicize these new programs effectively or reach out to the most underserved families. Other parents and children have found that the way the programs are structured does not respond to their needs and simply give up on finding appropriate services.

PROPOSAL #2. Teen Recreational Programs \$385,000

The Recreation and Park Department should add a half-time teen worker to 13 sites throughout the city; purchase adequate supplies and equipment to offer an attractive program to teens, such as weight rooms, computers, video equipment; and sponsor bimonthly dances for teenagers. The staff of the new Hamilton Teen Center should be expanded, adding at least two additional workers to supplement the one program director.
(\$195,000 for 13 part-time teen workers; \$130,000 for equipment at each recreation site; \$60,000 for teen workers at Hamilton)

PROPOSAL #3. Latchkey Programs for School-Age Children \$395,000

The Recreation and Park Department should expand its capacity to serve elementary schoolage children with working parents. Summer Adventure Camps in high need areas such as Sunnysdale and Ocean View should be funded. Afterschool programs should be initiated at four additional housing project sites, using tenants as staff to the maximum extent possible. Three current afterschool sites should develop the capacity to serve at least 10 disabled children. Each section of the city should have an outreach worker to:

- * work with parents, schools, community organizations and others to increase utilization of latchkey programs;
- * redesign programs to better meet the needs of children; and,
- * foster the sharing of resources among recreation centers and private agencies.

(\$120,000 for four outreach workers; \$80,000 for Adventure Camps; \$75,000 for afterschool program for disabled children; \$120,000 for housing project programs/ 4 recreation workers and 4 tenant youth workers)

Children's Library Services

Preschool and elementary school children need greater access to library services.

Libraries have become major children's institutions in our society. They are one of the few places children can go to be safe, to get attention, and to get badly needed help with homework. In San Francisco, this is especially true, since our elementary school library system is marginal at best, with less than half of the schools having any professional library assistance.

Two problems are pressing in reaching needy children. First of all, there are not enough books for children in certain branches, particularly the Main Library, where the book budget is half the size of comparable cities'. Secondly, there are no outreach services, despite the fact that many children in the most needy, underserved neighborhoods do not even set foot in the library! The Public Library estimates that in many parts of San Francisco, only one out of five children and youth between the ages of 8 and 14 have been in a library in the past year.

PROPOSAL #4. Expansion of Children's Library Services \$175,000

The Public Libraries should hire an additional children's staff person for the heavily utilized Main Library and expand the book budget. Two children's librarians should be hired to do outreach at afterschool programs, day care centers, recreation centers and housing projects in the most needy areas of city, such as Oceanview.
(\$75,00 for staff and book expansion at the main library; \$100,000 for 2 FTE outreach librarians.)

Child Care

Child care tops the list of needs for most families with young children, particularly since the majority of mothers now work. Yet San Francisco has had virtually no expansion of child care over the past five years. There are also only a limited number of subsidized slots, so that even the most vulnerable and obviously needy populations, such as teenage mothers, go without adequate services.

A major problem, once again, is lack of funding. The costs of getting family day care homes licensed are prohibitive for most families, while private, nonprofit child care centers are operating on extremely marginal budgets. These centers typically pay beginning child care workers \$4.85 an hour! It is not surprising that child care centers experience a high turnover of staff that threatens the quality of care.

**PROPOSAL #5. Support for Day Care Centers
and Vouchers for Teen Parents \$550,000**

The Mayor's Office for Child Care should develop two special funds:
* a revolving loan fund to cover start-up costs of new family day care homes, which would enable more of these day care centers to get started; and,
* a fund to cover emergency, unanticipated costs, such as building repair, that would protect existing day care centers from fiscal crises that threaten their survival.

A vendor-voucher program should be established for 40 teen parents. [The Children's Budget Proposal also calls for a drop-in child care program in the Tenderloin aimed at homeless families and a respite child care program for foster parents and grandmothers raising babies both listed in the next section of the Budget]. (\$100,000 revolving loan fund; \$200,000 emergency fund; \$250,000 vendor-voucher program)

Safety

Parents and children alike have repeatedly voiced concern that they do not feel safe in San Francisco -- not even in playgrounds or around schools. Youth often feel plagued by pressure to get involved with drugs. The usual places available to children, such as recreation centers and parks, are frequently inaccessible because they are not considered safe enough. Many parents wind up keeping children at home simply in order to protect them.

PROPOSAL #6. Expansion of Police Programs aimed at violence prevention

\$1,750,000

Add seven new school cars to the police force to patrol and respond to crises in and around elementary, middle and high schools. This would include an expansion of the truancy reduction efforts. Expand the Ocean View playground police program model to an additional five playgrounds in the city which require police protection to assure safety. Expand use of the Community Relations Division, Wilderness Adventure, PAL and Cadet. Reinstate a Juvenile Diversion program.

(Redeployment of 25 officers to programs described above)

Transportation for children's programs

Lack of funding for transportation prohibits children's programs, which are chronically under-budgeted, from providing as full a range of services as might otherwise be possible. Day care centers are unable to go on field trips because of MUNI fares. Youth employment agencies find training programs for their clients, but the cost of transportation sometimes prevents youth from attending the programs. Afterschool recreation programs would like to take children on educational outings, but do not because of transportation costs.

PROPOSAL #7. Transportation

no cost

MUNI should provide a fare waiver for children's programs during non-peak hours. This would not result in lost revenues for MUNI since otherwise the children's programs would not use MUNI at all. It would also set an important precedent demonstrating the priority of children in San Francisco.

Arts for Children

San Francisco is home to one of the most exciting and diverse artistic communities in the world, yet many of the city's children rarely have the opportunity to participate in arts events, or see the performances and exhibits often in their own neighborhoods. Funding for children's arts programs is almost nonexistent -- less than \$1,000,000 for the entire city. The Arts Card program, which provides discounts for families and children, has only 1,200 San Francisco participants and offers only modest discounts to events. The city's recreation center monies are primarily sports-related and offer very little in the way of arts programming. The people least likely to attend artistic and cultural events are the people who can't afford them. Since children and families are the poorest members of the community, they are the ones who miss out on the richness of San Francisco's artistic and cultural life.

PROPOSAL #8. Arts Programs

\$250,000

The Arts Commission should establish and oversee a special program to fund arts activities for children. Artists, teachers, and performers could apply to the fund to offer activities for children. This would be modeled after a similar successful program in New York City. The program would offer a great deal of flexibility in that a variety of groups could apply, such as the Filipino Music and Dance Ensemble, the Mexican Museum, and the San Francisco International Toy Museum. Activities offered could range from performances at day care centers to classes in recreation centers to free admission to special events. The focus could be low income children who have limited access to art activities.

II. A Stable Home

All of San Francisco's children deserve a stable home, yet a combination of problems have given rise to many children whose families and living environments are far from stable. The crack crisis in particular has led to shattered family structures and institutionalized children. The lack of affordable housing in San Francisco has exacerbated the problems of these troubled families. We need to provide these families with an array of services so that they can stabilize their situations and provide safe, nurturing homes for their children.

POLICY DIRECTIONS

The Children's Budget proposal recommends that the city adopt the following policies in order to create stable living environments for all of the city's children. San Francisco should:

Make its highest priority assuring every child a stable home.

Ensure that housing and residential programs keep families together whenever possible.

Ensure that a stable living environment for every child includes not only a bed but sufficient support services to create a positive environment.

THE CITY MUST MEET THE NEEDS OF:

Homeless Families

The immediate need of homeless families is for emergency shelter. According to the Coalition on Homeless Women and Children, the Mayor's Homeless Plan, recently released, would only meet 13% of the emergency shelter needs of families. The city has closed the homeless hotels for families, yet has not opened anything to take their place. The existing shelters are consequently overwhelmed and turning away families. An attempt was made last year to start an additional shelter for homeless families, but the city provided only \$100,000 of the approximately \$500,000 needed to operate a quality shelter. Consequently, no agency bid on the request to start the shelter. In the past two years, according to the Department of Social Services, approximately \$2 million has been cut from the general fund for services to homeless families!

Families that are homeless also need special services to help them stabilize their lives. The one city-funded family shelter does not offer adequate support services to children. Children need help with schoolwork and stimulating recreational activities. Instead of getting the attention and support they so badly need to cope with their chaotic lives, they wind up watching the shelter TV. Child care and after-school programs for homeless children would provide the socialization, tutoring and emotional support the children need, as well as respite for their parents.

**PROPOSAL #9. Shelter and Support Services
for Homeless Families**

\$ 700,000

The Department of Social Services must provide adequate funding for a 24-hour, multi-service family shelter, which would serve at least an additional 20 families. It should include a jobs program available to all homeless families. In addition, there should be a drop-in child care program in the Tenderloin that would enable parents to look for jobs or housing. The existing family shelter should also be funded for after-school programs.
(\$500,000 for multi-service shelter; \$150,000 for Tenderloin child care; \$50,000 for children's program at existing shelter)

Grandmothers Raising Young Children

The crack crisis has created a new phenomenon: large numbers of grandparents and other extended family members who are raising the small children that have been abandoned by their drug-abusing mothers. Nearly 100 people have been involved in "grandmother support groups" started in San Francisco. The problem is that the grandmothers do not qualify for any of the services generally given to non-parents assuming responsibility for raising a child--because they are technically not foster parents. Yet the grandmothers are raising children who often have many social, emotional and physical problems, and they are doing the job despite their own age and infirmities. They deserve support equal to that of any official foster parent. They need services for their children, financial assistance and respite for themselves.

PROPOSAL #10. Grandmother Resource and Respite Program \$250,000

The Department of Social Services needs to establish a Resource Center for grandmothers and other extended family members. The program would work with the grandmother to assess the needs of children being cared for; provide information on services available; refer to and follow up with community services for the child; and offer the grandmother counseling and emotional support as needed. The Center would also oversee a respite program, offering child care at least once a week in a family day care setting.
(\$100,000 for staff for Resource Center; \$150,000 for respite for 100-150 families)

Furthermore, the city should investigate the feasibility of getting support for the grandmothers through the Victim Compensation Program, whereby victims of crimes are given financial compensation for the harm they have suffered.

Families with Substance Abuse Problems

Crack is pulling families apart. Unlike most drug epidemics we have witnessed, many women appear to be addicted to the drug. Yet only one program in the city serves women with children who are substance abusers--a total of nine families. Two programs for pregnant women are being started. However, most addicted women have already had children. When these women become motivated to get off crack, as is happening with greater frequency, they need more places to go for help.

**PROPOSAL #11. Detoxification, Residential Treatment
and Supportive Living Programs for Mothers
with Substance Abuse Problems** **\$ 1,000,000**

A continuum of services for substance-abusing mothers should be developed, including three stages: (1) a social detoxification program where women with children could get off drugs; (2) a residential treatment program where women who need a rehabilitation program could live with their child(ren) for four to six months; and (3) a drug-free living environment with a range of social support services to assure continued abstinence.

Foster Children

Foster children are wards of the state and must be provided an alternative home to that of their natural parents. Ideally, if a child cannot return home, he/she should be placed in an adoptive home. In San Francisco, there is a severe shortage of both foster and adoptive homes.

The majority of children in foster care in San Francisco are black, and a growing number are infants. Due to the chronic shortage of homes for these children, 40% are placed outside San Francisco. All child welfare experts agree this is bad policy, almost always precluding the possibility of family reunification, which should remain the first option for the child. In addition, many of these children are placed in white homes, which often leads to identity crises and other problems as they get older. The Department of Social Services must place much more emphasis on recruiting homes for the children who need them.

**PROPOSAL #12. Foster and Adoptive Home
Recruitment and Respite Program** **\$ 400,000**

The Department of Social Services needs to hire a full-time foster/adoptive home recruiter and contract with a community agency to assist in recruiting. The recruitment program would reach out to the black community in particular, working with churches and other community organizations, to encourage and facilitate the licensing of potential homes. A revolving loan fund should be initiated in order to assist potential foster and adoptive parents in preparing their homes to meet licensing requirements. A respite program for foster parents should be developed to provide the necessary supports to these parents. Adequate support services will encourage people to become foster parents. (\$50,000 for recruiter; \$50,000 for community contact; \$200,000 for respite for 200 foster parents; \$100,000 for loan fund)

Troubled Youth

Despite the best counseling efforts, many adolescents cannot return home because of the nature of their family situations. Some of these youth have taken to living on the streets, some are status offenders and some are delinquents. Despite the growing need, San Francisco has lost group homes in the past 10 years. Other residential programs for youth are inadequately funded.

More facilities for troubled youth need to be developed and funded -- or the youth will continue to spend time in inappropriate places, such as the Juvenile Hall, or simply staying on the streets.

PROPOSALS #13. Residential Programs For Troubled Teens

\$1,015,000

The city must develop a 20-bed, residential treatment program for youth addicted to drugs. Right now there is only one such program, and it has very few openings. In order to be accepted, a youth has to be a ward of the court and qualify for foster care funds. This means that some of the most needy youth have no program at all available for them. The cost of this program should come from a source other than foster care funds, so that youth do not have to be wards of the court in order to be eligible for services.

Two group homes providing residential care for adolescents will falter in the coming year unless additional funding is made available. We must continue and enhance funding to the new group home, which is keeping youth out of the Youth Guidance Center, and the status offender services operated by a community-based agency.

(\$750,000 for drug program; \$125,000 for Status Offender facility; \$140,000 for a facility for delinquents awaiting placement)

Children in Public Housing

Although children in public housing do at least have a home, the housing project environment can be bleak. No plan to create stable living situations for children is complete without looking at how to keep these children from being prisoners in their apartments. Working with the tenants is central in any effort to enhance the lives of these children.

PROPOSAL #14. Public Housing Tenant Organizers \$ 120,000

The city should hire a tenant in four housing projects to involve residents in improving the quality of life in the projects by expanding a range of on-site activities for children and families.

III. A HEALTHY LIFE

San Francisco is home to health care institutions that are internationally recognized for their excellence. Yet a significant number of the city's children and youth do not have access to even basic health and mental health services. The city has not made it a high priority to respond to the major public health problems of adolescents--drugs, pregnancy, AIDS, and venereal disease.

The Children's Budget proposes a method to fill in the gaps in our health delivery system for children by expanding the newly created Primary Health Care Network.

POLICY DIRECTIONS

The Children's Budget proposal recommends that the city, primarily through the Department of Public Health, adopt a new approach to health and mental health services for children and make prevention its priority. We recommend the following policy directions. San Francisco should:

- Use its new Primary Health Care Centers as the focal point for a multi-disciplinary approach to child health that co-locates experts in early childhood development, mental health, and substance abuse, with medical services.
- Place greater emphasis on the neighborhood level of intervention, with aggressive case-finding and early intervention strategies. Make schools, day care centers and other community institutions frequented by children and youth the sites for health and mental health outreach services.
- Give priority to the mode of health and mental health intervention that creates the fewest barriers between the child and the service provider, paying heed to cultural relevance, utilization of peer support models, etc.
- Create rehabilitation programs for delinquent youth as alternatives to the more punitive traditional juvenile justice facilities.

THE CITY MUST MEET THE HEALTH AND MENTAL HEALTH NEEDS OF:

Pregnant Women and Infants

All of the generally accepted health need indicators reveal that many of San Francisco's mothers and infants are not getting adequate perinatal health care. Pockets of the city have infant mortality and low birth weight rates comparable to Third World countries. Almost one-quarter of the births in San Francisco are to women who have had no early pre-natal care. Last year this was 2200 births! High numbers of infants have been exposed to drugs before birth. The majority of these were to black women; many others were to women who do not speak English. Lack of pre-natal care results in low birth weight, infant mortality and many other preventable health-related problems.

PROPOSAL #15. Perinatal Health Care Outreach Program \$500,000

The Department of Public Health should hire a team of 10 - 15 perinatal outreach workers to work in Ob-Gyn clinics, community agencies and emergency rooms throughout the city and to identify and serve pregnant women not receiving adequate pre-natal care. Workers should be able to relate to the cultural issues presented. Special attention should be given to language needs, and to the capacity to generate the trust of substance abusing women.

Pre-school and School-Age Children

As with all children with preventable health problems in San Francisco, the issue for school-age children is accessibility. The most needy families will often not come to traditional health settings to seek help, particularly when help is related to emotional or psychological issues.

There are few health outreach programs, particularly ones that are language- and culture-specific. After Proposition 13, health services in the schools were dramatically reduced. Social workers were virtually eliminated, as were school nurses. For children ages 5 to 12, the school site is the most effective place to identify problems and to intervene before they become crises. In most elementary schools, principals have been left alone to deal with the many complex health and mental health issues that confront their children.

Furthermore, not one penny of mental health funds is directed to preschool children. This is despite the fact that many problems begin at that age and that intervention with parents of young children is highly effective. The failure to intervene early results in greater problems -- and costs -- as children get older. For example, the number of bed days at Napa State Hospital, the primary long-term mental health facility for children, has quadrupled in the past 10 years. And psychiatric hospitalization is one of the most expensive forms of mental health care.

PROPOSAL #16. Multi-Disciplinary Health Outreach Teams \$ 2,000,000

The Department of Public Health should place a four-member health outreach team at each of the eight major primary care clinics in San Francisco. The team should consist of a health professional with expertise in early childhood development, a nurse, a substance abuse worker, and a mental health worker. Maximum use should be made of paraprofessionals and workers who share the language and culture of the communities being served.

The team would identify key places for the delivery of services in their community and establish a visible and consistent presence at each site. The primary care clinic would provide back-up supervision and services. The community site would provide space and in-kind services. Schools, housing projects, community agencies, and day care centers would have priority for on-site health and mental health services. The school principal or day care center director would negotiate with the Health Outreach Team for specific service providers to be on-site. For example, a school might request a nurse two days

per week to do immunizations and health screening, a mental health professional to consult with teachers or do family outreach one day a week, and a substance abuse counselor to do health education presentations.

Because the four workers would adopt a multi-disciplinary approach, each member of the team would be able to broker a full range of health, mental health and substance abuse services. For instance, a pregnant teen needing outpatient substance abuse services would not have to go to three sites for services. A young child with head lice and poor hygiene who exhibits signs of neglect would receive basic medical screening by a school nurse and have an appropriately trained family outreach worker conduct a home visit to work with the family.

Adolescents

Child health and mental health services rely heavily on a clinic-based model that creates unnecessary barriers in caring for adolescents. This is particularly true for youth who are not in school and are very susceptible to drug abuse, AIDS, and pregnancy. For example, outpatient substance abuse programs for youth exist, but they are under-utilized because they require a youth to go to a regularly scheduled visit in a traditional clinic setting. Most adolescents have no place to go to get medical care that is specifically aimed at their needs. The adolescent clinic at San Francisco General has been discontinued and continuity of care is difficult to maintain.

PROPOSAL #17. Adolescent Health Services \$ 400,000

The Department of Public Health should create a mobile outreach unit aimed at the needs of out-of-school and/or hard-to-reach, high-risk youth. The mobile unit would be staffed by a multi-disciplinary team of health personnel. The unit would include a van with basic clinic facilities that would travel throughout the city to sites where youth "hang out," such as high schools, recreation centers, and street locations. This aggressive outreach strategy is warranted because of the nature of these high-risk youth, their refusal to use any type of traditional medical service and the deadly risk of AIDS that many of these youth face.

The Adolescent Clinic at San Francisco General Hospital should be reinstated on a weekly basis.

(\$260,000 Mobile Van Unit; \$140,000 Adolescent Clinic)

Peer Helping/Counseling

Receiving the advice or support of a peer can be an important first step toward change for a young person trying to deal with problems such as substance abuse, pregnancy, or loneliness and alienation. National studies have consistently shown the importance to young people of peer relationships. Consequently, peer helping and peer counseling services are a vital preventive and extremely cost-effective resource. There is an assumption that such services are widespread, but a survey conducted by Coleman found this not to be the case. San Francisco Peer Resources has successful

programs in high schools, but they are not available in middle schools. With school counselors having caseloads of over 500, peer counseling could play a much more significant role. The CADRE project (funded by the city substance abuse program) offers services through some community agencies and in juvenile institutions, but it is very modestly funded, receiving only \$220,000. The minimal allocation of resources means these programs cannot hope to maximize the potential of peer helping.

**PROPOSAL #18. Peer Helping/Counseling in
Middle Schools and Community Agencies \$ 250,000**

The city should expand the cost-effective peer helping/counseling program by placing services in all middle schools and increasing the staffing of the Cadre projects designed to do peer counseling through community agencies.

Victims of Child Abuse

The number of child abuse reports in San Francisco has gone up 400% over the past seven years. Once a child has been seriously damaged and the family has broken apart, the child's options are greatly reduced. Clearly, prevention of child abuse is the best course. Two decades of model programs have demonstrated that preventive services work. However, they continue to be underemphasized and underfunded in our service delivery system. A model program in Bay View Hunters Point, the neighborhood with the highest number of child abuse cases, has recently demonstrated that intervention in elementary school resulted in NO cases of children in the program being referred to Department of Social Services for child abuse. However, the program was funded with one-time foundation money and will not be continued or replicated unless it becomes part of the ongoing city budget. Other preventive programs, such as school consultation, need similar county support. Foster care for abused and neglected children in San Francisco costs over \$35 million a year, but we spend less than \$3 million on child abuse prevention.

PROPOSAL #19. Child Abuse Prevention Programs \$500,000

The Department of Social Services should provide funding for new community-based, culturally specific support services for high risk families. The services should be aimed at keeping the family together by intervening before the problem becomes acute. School-based services, in-home support services and perinatal services should be funding priorities. The Department of Social Services should conduct a Request for Proposal process to identify the agencies and program models best equipped to intervene with the most needy families, particularly families plagued with substance abuse problems.

Delinquent Youth

Over 6,000 referrals are made to the Youth Guidance Center each year. Two-thirds of the youth admitted have been arrested at least once within the past 12 months. For many of these youth, the juvenile justice system is nothing but a revolving door. At Log Cabin Ranch, the city's primary program for delinquent youth, the recidivism rate has been cited at as high as 65% (a high figure compared to some other Bay Area county ranch programs) and the graduation rate has declined steadily to 44% in 1988.

San Francisco has lagged far behind more reform-minded communities in developing positive alternatives to institutionalization for troubled youth. As a result, the juvenile justice system has come under almost constant criticism for the past decade. Last year, in response to community pressure and because of the availability of one-time state funds, the Juvenile Probation Department developed a number of community-based programs:

- * a home supervision program which has successfully reduced the number of admissions to the Juvenile Hall and allowed youth to remain in their homes, where a process of rehabilitation can begin;
- * a peer counseling and support program provided by the Omega Boys Club; and
- * an intensive cultural and educational program to promote self-esteem and a change in values.

These new programs demonstrate the wisdom of community-based intervention.

Log Cabin Ranch, however, remains the primary option for youth who have committed serious offenses. This means that one single program is responding to the very diverse needs of youth. The lack of options for these youth is one of the major gaps in the service system.

PROPOSAL #20 Community Programs for delinquents \$960,000

The San Francisco Probation Department should incorporate into its ongoing budget the three successful community-based programs that were funded this year with one-time state monies.
(\$360,000)

The Probation Department should develop two new community-based programs which focus on long-term intervention and treatment for delinquent offenders and provide an alternative to Log Cabin Ranch. Priorities for such programs are:

* Outreach and Tracking - This provides intensive home-based services to youth who are seen by a worker at least once a day. The worker meets with the youth's family, school personnel, and other community agencies, and has funds available to pay for individualized treatment plans.
(\$270,000 for 40 youth)

* Day Treatment - A day program specifically designed for juvenile offenders would provide a full day of culturally specific treatment and specialized school. It would also include appropriate job preparation as well as cultural and recreational activities. Such a program should be developed in conjunction with the San Francisco Unified School District.
(\$330,000 for 20 youth)

IV. A Future

Question to high school students:

“If you ran the city, what would you do for the youth of San Francisco?”

Answer:

“Help us get jobs!”

This answer reflected the number-one concern of over 200 youth interviewed by Coleman Advocates for Children and Youth in preparation for the Children’s Budget proposal.

The statistics and predictions of experts more than justify these worries. The S.F. Unified School District estimates that while drop-out rates are slowly declining in the city, approximately one in four youth will drop out during high school. Even youth who remain in school are not guaranteed of learning the skills that will enable them to get jobs. A national business group (Committee for Economic Development) estimated that 1 in 3 youth who do graduate will not be prepared to enter the labor market. The “national report card” released this January by Congress revealed that one third of high school juniors could not write an adequate job application, and two-thirds could not write a persuasive letter. In 1987, San Francisco 12th graders were tested and found to be below the state-wide average in basic skills.

One impact of this lack in job skill development is a decrease in the labor force that is qualified to fill jobs. Even though a steady increase in new jobs is predicted for the ‘90s, the state Employment Development Department predicts that only 14% of these jobs will require less than four years of high school, and over half the jobs will require at least some college. San Francisco will not have enough qualified workers to fill them. Concern is mounting about the mismatch between the needs of the labor market and the future labor force that our young people represent.

Youth who do not have the capacity to make money cost money. We not only lose the potential benefits of their skills, but we wind up paying large amounts of money to support these youth. The Committee for Economic Development estimates that every year high school dropouts cost this country \$240 billion in lost taxes and income during their lifetime. In San Francisco, this number is half a billion. If, for instance, only 10% the 1,600 youth who are estimated to fail on the job market each year were to go on General Assistance, they would cost the city nearly \$600,000 every year. And that is only for this year’s class of dropouts.

POLICY DIRECTIONS

The Children’s Budget recommends the following policy directions to help San Francisco give its youth a future through employment. San Francisco should:

Support a continuum of services to prepare youth for the labor market.

These should include assistance with school performance, training appropriate for labor market demands, protected and supported work environments and job readiness programs, as well as work experience.

Do outreach to the business community to encourage its greater involvement with developing youth job training and work-experience programs.

Facilitate the continued collaboration of schools, business, government and social service agencies in developing methods to ensure our youth's readiness for the labor market.

THE CITY SHOULD SUPPORT:

New and Existing Youth Employment Programs

As numerous reports on the subject point out, preparing youth for the labor market is no simple matter. It requires the collaborative effort of all segments of the San Francisco community: schools, corporations, small businesses, and government and social service agencies. Many initiatives are currently underway, mounted by all of the above:

The Mayor aggressively addressed last summer's youth gang problem by raising \$75,000 to employ about 100 gang-related youth. Many credit the youth employment program for the fact that the violence stopped. The program was short-term, however, and served only a handful of needy youth.

Approximately 20 nonprofit agencies serve between 2,000 and 3,000 youth with some type of job preparation program. These programs offer an array of creative responses, including help for disabled youth, pre-employment training and assisted job search. However, these agencies are forced to turn down services to many youth, and few are able to offer more than just a part of the services that these youth need. Only a handful of programs offer youngsters subsidized, on-the-job experience and training.

Some corporations and businesses are actively involved in efforts to reach youth through the school system. They are working through School Volunteers or the San Francisco Educational Fund with such programs as "Adopt A School." Several hundred businesses in San Francisco cooperated with the Private Industry Council last summer to provide sites for summer jobs. Despite this activity, the majority of the business community is not involved in youth development programs, and few offer concrete job experience to youngsters.

The federal government has played an important role in job training, but that role has unfortunately diminished. Currently the Private Industry Council provides job training experiences to many youth with federal funds --approximately 20% of their clients. But despite PIC's best efforts, its impact is severely limited. In the mid-70s when the federal summer jobs program was at its peak, PIC offered jobs to 8,000 youth. Now that number is down to 2,000. Ten years ago the city had \$50 million in federal funds for public service employment. Now it has about \$9 million.

**PROPOSAL #21. Subsidized Internships
and Apprenticeships**

\$4,000,000

Starting in the 9th grade, the year the highest number of youth drop out of school in San Francisco, San Francisco should offer all youth a subsidized work experience opportunity. A wide variety of options could be established and administered through the Private Industry Council, the Office of Community Development, or, ideally, through a business run effort. Community agencies could be used in assessing youth, arranging placements and providing support services to youth with special needs. Types of placements, time spent at placements, coordination with schools, supplementary training, etc., could vary depending on the individual needs of youth.

In order to make a meaningful impact on the labor market, a significant number of youth would have to be given apprenticeship opportunities. For example, if 2,000 youth were served each year and each participating youth had a two-year experience, about one in four youth would receive the benefits of the program. This would correspond to the number of youth who are at high risk of becoming unemployable during that period of time.
(2000 internships, \$2000 per internship)

Remedial education programs

Many San Francisco youth lack the basic academic skills necessary for employment. These are the youth at highest risk of dropping out of school. Tutoring programs established to supplement classroom work are simply unable to meet the overwhelming need. San Francisco Educational Services, one of the city's most respected tutoring programs, must continually turn away youth wanting to learn, simply because they do not have the funds to subsidize all of the requests. Public libraries, in a unique position to offer children academic help, provide no formal tutoring program.

PROPOSAL #22. Basic Skills Development \$ 1,000,000

The city should develop a volunteer tutoring program, organized by the Public Library in conjunction with the Recreation and Parks Department. Tutors would be trained and assigned to neighborhood libraries and recreation centers. The program would be supplemented by professional tutoring services offered by community-based tutoring agencies.
(professional tutoring for 1000 youth - \$750,000; 5 staff to recruit and train 200 volunteers - \$250,000)

Post High School Training for Youth

As youth progress in school, they become increasingly worried about whether or not they will be able to afford college or other post-secondary education. They report that the scholarships offered simply do not cover necessary costs. The Omega Boys Club, which is now sending 39 youth to college, is acutely aware of the problems. The Club is led by a high school counselor and an assistant principal who are very knowledgeable about the availability of scholarships and who report that it is extremely difficult to find funds to supplement these scholarships. Omega raises private funds in order to assist their youth through college. However, the number of youngsters Omega can help in this way is necessarily limited by the club's small size.

Experts on college recruitment and financial aid within SFUSD report that scholarships are available, but are inadequate to finance all aspects of a youth's post-secondary education. There are practically no scholarships available for middle income youth whose families also cannot afford to pay for college. The school district reports that 93% of their 4000 high school seniors hope to enroll in some type of higher education. Many of these youth will be unable to fulfill these hopes without additional help.

PROPOSAL #23. City Match Scholarship Fund \$1,000,000

The city should supplement existing scholarship programs in order to increase the number of San Francisco youth able to pursue their education. Youth could apply to a special fund for help with uncovered costs, such as transportation, books and living expenses. To the extent possible the fund could be handled as a loan, to be replenished by the youth when they become self-sufficient. The fund would have to be increased for the first several years, to cover the increasing number of youth it supports. But the amount of the fund could level off, as the loan payback began. Initially, the city could plan to support 250 youth.

Funding The Children's Budget

Below are detailed descriptions of possible funding sources for the Children's Budget:

Tobacco Tax

San Francisco is slated to get \$27 million in new funds from the recently enacted Tobacco Tax. At least \$14 million is discretionary money that can be spent on a wide variety of health needs. Most of this money will go to the Health Department and is clearly legislated to supplement services with new programs, not to supplant existing money. Preventive health services are targeted as a priority for this new money. The legislation emphasizes accessibility of services, as well as a range of health programs for children. The health proposals described in the Children's Budget were developed in order to comply with the intent of the new Tobacco Tax funds. Since children are underserved with public health dollars, at a **minimum** \$4.6 million should be dedicated directly to the Children's Budget proposals.

Business Tax Increase

Two years ago, the Business Tax on gross receipts was increased from 1.5% to 1.6%. This generates approximately \$6 million additional dollars annually for the General Fund. The tax was to last for only two years during the city's financial crisis. With the crisis over, it was the intent of the city to sunset this tax. We propose that the Business Tax increase be extended in order to create a special fund for programs that prepare youth for the labor market. The increase would no longer be used for the vague purpose of "supplementing the General Fund." The programs could be administered by a group representing the business community.

If necessary, a waiver for small businesses could be created in order to avoid stress on the most economically vulnerable segments of the business community.

Maintaining the increase in the Business Tax is a fair way for the business community to support services to youth that benefit business most. Some of the wealthiest businesses in the city, banks and insurance and real estate companies, do not even have to pay local taxes and therefore are not required to invest back into the community. The Business Tax generates less than \$100 million (out of a total year's receipts of \$6 billion). This is only 5% of the city budget. Most corporations in San Francisco give away far less than the amount for which they can receive tax deductions.

Drug Asset Seizure Funds

Since the Narcotics Forfeiture and Asset Seizure Fund was started in May 1986, it has accumulated over \$2 million. So far only about \$150,000 has gone to youth services, and then only to services actually run by the Police Department. The bulk of the money has gone to the S.F.P.D. Drug Task Force, the District Attorney, police cars and overtime. We recommend that 75% of the fund be dedicated to the Children's Budget proposals that will enhance the juvenile justice system and improve drug rehabilitation services. This proposal is particularly appropriate at this time, given the reorganization of the Police Department, and the virtual elimination of the Drug Task Force which has been the major recipient of the funds.

Log Cabin Ranch

Last year, the Children's Budget proposed that the Log Cabin Ranch site be used for a residential treatment program funded through foster care monies, and that the \$1.5 million funding the Ranch be used to fund other youth programs as outlined in the Children's Budget. This proposal was never seriously considered. Yet such a shift of funding could be made without the loss of a single job. We continue to recommend that the feasibility of this option be seriously explored. Since the city now has at its disposal consultants who are the national experts on how federal funding could be tapped for this program, this proposal should be pursued immediately.

Red Cross Funds

The Red Cross raised an extraordinary amount of money in San Francisco after the earthquake--money it could not possibly spend just on the emergency services it normally offers. Therefore, the Mayor's Office has bargained with the Red Cross to give the city funding for follow-up housing services that are earthquake-related. Children and families should get their fair share of these funds. We recommend that 30% (their representation in the homeless population) of whatever funds are ultimately made available be allocated toward the housing and residential programs for children, youth and families.

AB 90 Funds

Last year the Children's Budget recommended that the \$350,000 AB 90 funds currently being used to fund staff in the Mayor's Office be transferred to direct services for youth. We pointed out that San Francisco spent over 19% of its AB 90 funds on administration, whereas most counties spent between 2 and 3%! We continue to recommend that a significant portion of these funds be used for direct services, rather than for funding staff positions in the Mayor's Office.

Efficiencies in the Fire Department/Work Order Procedures

Many knowledgeable people in San Francisco believe that there are a number of ways the Fire Department, with its budget of over \$130 million (all local funds) could be made more cost-effective, without jeopardizing the safety of the citizens of San Francisco. It has been pointed out that San Francisco has the highest number of fire fighters per resident of most western cities, and three times as many fire fighters per square mile of most western cities. The San Francisco fire protection system, in fact, was designed when fire trucks were drawn by horse. Ideas that have been proposed are: eliminating the fire captain drivers, changing the shift pattern of fire fighters to make it consistent with personnel practices in other communities and to federal regulations, reducing middle management, consolidating fire stations, and reducing overtime and sick time. The Mayor's Office and the Budget Analyst have made these recommendations in the face of budget crises over the past several years. They have estimated savings in the millions. While some cost-cutting measures have certainly been taken, not all possibilities have been implemented. We recommend that a minimum of \$2 million saved be allocated to the Children's Budget.

Both the Mayor's Office and the City Comptroller have been evaluating the city's work order procedures. A work order is the process by which one city department purchases services from other city departments. In many cases, the service is purchased from the Public Works Department. Work orders have a built-in accountability problem. The city department receiving the service has no control over the costs being charged by the department providing the service. This is unlike most purchases by city department, where the department receiving the service takes bids, oversees contractees or service providers, and has the cost of the service included in its budget. The department receiving the work order service has no control over the quality of the product or the cost, which doesn't come out of their budget anyway.

On the other hand, the department providing the work order service also has some built-in problems. Because it is not the department which actually needs the service performed, and because it will receive a set amount of funds, it has no particular incentive to assure the lowest cost possible. Three areas which are fraught with potential for high costs are in building and architecture, automobile repair, and computer services.

It is predicted that accountability savings will be made. We recommend that new procedures be as rigorous as possible and that a minimum of \$400,000 of savings found be allocated to the Children's Budget proposals.

Reallocation of DSS Mental Health Funds

According to the Division Director of Children and Family Services, the Department of Social Services spends approximately \$2 million a year to pay \$50 to \$100 an hour for individual therapy for children under their care. This pays for approximately 25,000 therapy sessions.

But these services, if structured differently, could add up to much more care for children using even less money. 20 therapists working for nonprofit, community-based agencies could provide the same amount of therapy, and would cost as little as half the amount currently being spent (including overhead, supervision and clerical support). The program could be structured to take advantage of state and federal funds for child health care. Furthermore, therapists who are hired specifically to work with foster children, and who are given the time to make home visits and ancillary contacts, could provide a much higher quality service than therapists paid on an hourly basis. They could also have much closer ties to the community and would be in a position to provide services that were more culturally relevant.

We therefore recommend that the Department of Social Services convert its mental health program to a decentralized, community-based program. This would free up between \$500,000 and \$1 Million that should be allocated to Children's Budget recommendations related to child welfare services.

Cutting Lowest Priority Capital Expenditures

Last year, in the face of what was described as the worst budget crisis in the city's history, the following items, totaling over half a million dollars, were a part of the Capital Budget: monument rehabilitation, fountain repair, wall clock rehabilitation at City Hall, and repairing marble and woodwork at City Hall. Capital expenditures proposed for this year have not been made public, but we have no reason to believe that similar items will not be included. We recommend that half a million dollars from the lowest priority capital expenditures be reallocated to the city's Children's Budget.

Deployment of New Police Personnel

Three new classes will have graduated from the Police Academy between July 1989 and January 1991--120 new police officers. Eighteen percent of these officers (the proportion of children in the overall population) is enough to implement the Children's Budget recommendations related to the S.F.P.D.

City Employee Volunteer Program

Many children's services, such as tutoring, could be greatly enhanced if volunteers were available to augment the efforts of paid staff. We recommend that any city employee wishing to do so be given one hour a week to volunteer in a children's program. This arrangement could be negotiated with the unions, and San Francisco could set a model for the country in promoting volunteerism and children's services. If the volunteer efforts are successful, the private sector could be encouraged to enact similar policies.

Capturing State and Federal Funding

There is a great deal more San Francisco could do to capture the state and federal money that is available to serve children. Some of these monies are open-ended and cover a wide range of services, but frequently either the county or state does not bill for the full range of services that could be underwritten. The Child Health and Disability Program (CHDP) is an example of the most immediate mechanism San Francisco could use to get state and federal money for children's health services. Many of the health programs described in the Children's Budget could be funded by using CHDP more effectively. Efforts have been made in recent years to increase billing for these services. This needs to be further expanded until all eligible child health services are CHDP funded.

Medical and child welfare funds are also potential sources of money for Children's Budget proposals. A study funded by the Robert Wood Johnson Foundation is currently underway in the county to identify specifically which programs could be reimbursed to a greater extent. If the results of this study are similar to the studies conducted in other communities, we will identify millions of dollars that could be reimbursed to the county. The Children's Budget proposal recommends the following:

- that the funding opportunities identified in the Robert Wood Johnson study be acted on as soon as possible, and
- that all money saved by appropriately billing for services be allocated toward the city's Children's Budget.

Taking Advantage of Exciting New State Legislation

This past fall the Governor signed SB 997, aimed at encouraging the coordination of children's services on the local level. Few city officials have noticed that part of the bill states the following:

This bill would authorize any county that wishes to participate in the program and which adopts a three-year program of coordinated children's services to request a waiver of existing state regulations pertaining to single state agency operations and auditing and accounting requirements which hinder coordination of children's services, and would authorize the Secretary of the Health and Welfare Agency, the Superintendent of Public Instruction, or the Attorney General to grant the waivers, subject to certain limitations, for programs under their jurisdiction, when existing regulations would hinder coordination of children's services and waivers would facilitate implementation of the program.

What this could mean is that we will no longer have to be subject to frustrating regulations that create these kinds of situations:

Providing \$35,000 a year for a child in a group home, but nothing for services to the family that could allow the child to live safely at home.

We would now have the possibility of allocating that \$35,000 (or a portion of it) to housing, job training, child care and other services to the family.

Providing \$600 a day for psychiatric hospitalization for a troubled child, but inadequate resources for an intensive day treatment program for the child and therapeutic foster care that would prevent the need for hospitalization.

We would now have the possibility of allocating that \$600 a day to provide a troubled child with longer-lasting services that would have the potential of creating a more long-term, stable living situation for the child.

Providing \$400 a month to a foster family taking in a homeless child because his parents are unable to provide the child with adequate housing, but be unable to offer the child's family the same amount of money to enable them to afford a home for the child.

We would now have the possibility of giving that \$400 each month to the child's family to subsidize rent, so the child could have a stable living situation with his/her own family.

We recommend that San Francisco **ACT NOW** and immediately establish a Children's Policy Board to develop the city's three year program of coordinated services as mandated in the bill and submit it to the state. The potential of this bill is great. A creative implementation of the bill could allow for the funding of items in the Children's Budget and lead the way for a much more extensive Children's Budget in the future.

APPENDIX A.

| City Expenditures for Children: 2 Year Comparison | | | | |
|---|-------------|--------------|---------------|---------------|
| Department | 1988-89 | | 1989-90 | |
| | Local | Total | Local | Total |
| Health | 21.5 | 49.9 | 24.6 | 57.19 |
| DSS | 16.3 | 164.5 | 16.305 | 174.06 |
| Rec & Park | 8.4 | 8.4 | 10.6 | 10.6 |
| Probation | 12.8 | 12.8 | 14.5 | 14.5 |
| Other Criminal Justice | 4.3 | 4.6 | 4.7 | 5.0 |
| MCJC | .5 | 1.4 | .25 | 2.2 |
| Libraries | 2.4 | 2.4 | 2.8 | 2.8 |
| OCD | .3 | 4.0 | .3 | 3.3 |
| PIC | 0 | 4.2 | 0 | 4.3 |
| Housing | 0 | 12.0 | 0 | 13.75 |
| Arts | .9 | 1.1 | .9 | 1.11 |
| TOTAL | 67.4 | 265.3 | 74.955 | 288.81 |

| City Budget for Children: 3 Year Trends | | | |
|---|-------------|-------------|------------|
| | 1987-88 | 1988-89 | 1989-90 |
| Local \$ for Children | \$71.2 mil | \$67.4 mil | \$75.0 mil |
| % of General Fund for Children | 6.4% | 6.2% | 6.2% |
| Total \$ for Children | \$248.7 mil | \$265.2 mil | \$289 mil |
| % of Total City Budget for Children | 12.9% | 13.9% | 13.6% |

| Changes in City Budget Compared to Changes in Budget for Children's Services (change from previous year) | | |
|--|---------|---------|
| | 1988-89 | 1989-90 |
| General Fund | -3.5% | +12.2% |
| Local Expenditures for Children | -5.3% | +11.6% |
| Total City Budget | -1.4% | +11.7% |
| Total Children's Expenditures | +6.6% | + 9.0%K |

**City Budget for Children
1989-90***

| DEPARTMENT | LOCAL \$ | TOTAL \$ | DEPARTMENT | LOCAL \$ | TOTAL \$ |
|------------------------------|-----------------|-----------------|-------------------------------|-----------------|-----------------|
| Health | 24.6 | 57.19 | Juvenile Probation | 14.5 | 14.5 |
| SFGH | | 24.25 | Probation | 5.5 | 5.5 |
| CPHS | | 20.97 | Juvenile Hall | 4.9 | 4.9 |
| CMS | | 10.31 | Log Cabin Ranch | 1.6 | 1.6 |
| Forensics | | 0 | Administration | 2.5 | 2.5 |
| CSAS | | 1.66 | Other Criminal Justice | 4.7 | 5.0 |
| DSS | 16.305 | 174.06 | Family Violence | 0.5 | 0.7 |
| Homeless Families | 0.5 | 0.5 | District Attorney | 1.1 | 1.1 |
| Foster Care | 2.5 | 37.8 | Public Defender | 0.8 | 0.9 |
| AFDC | 7.3 | 98.9 | Police Juvenile Diversion | 2.3 | 2.3 |
| Adoption | 0.7 | 2.8 | MCJC | .25 | 2.2 |
| Food Stamps | 0.25 | 11.9 | Public Libraries | 2.8 | 2.8 |
| Medicaid | 0 | 2.0 | OCD | .3 | 3.3 |
| General Assistance | 0.25 | 0.25 | PIC | 0 | 4.3 |
| Child Welfare | 3.1 | 12.3 | Housing Authority | 0 | 13.75 |
| GAIN | 0 | 4.2 | Baseline Budget | 0 | 13.5 |
| Child Abuse Contracts | 1.126 | 1.74 | Children's Programs | 0 | .25 |
| Day Care | 0.281 | 0.77 | Arts | .9 | 1.11 |
| Other | 0.298 | 0.9 | CAO-Hotel Tax | .8 | .8 |
| Recreation & Park | 10.6 | 10.6 | Asian Arts Museum | 0 | .01 |
| Community Services | 2.5 | 2.5 | SF Arts Commission | 0 | .1 |
| Open Spaces | 1.9 | 1.9 | Fine Arts Museum | .1 | .2 |
| Cultural | 0.8 | 0.8 | | | |
| Athletics/Aquatics | 1.4 | 1.4 | | | |
| Camp Mather | 0.4 | 0.4 | | | |
| Zoo | 3.6 | 3.6 | | | |

| | | |
|---------------|----------------|-----------------|
| | Local | Total |
| TOTALS | \$73.53 | \$286.07 |

* Based on budget, not actual expenditures

**San Francisco Unified School District
1990-91 Budget***

Two-Year Comparison

| | |
|--------------------------------------|-----------------|
| 1988-89 | \$377.1 million |
| 1989-90 | \$416.1 million |
| (\$16.8 million is Bond Issue money) | |

Source of Funding

| | |
|---------|-------|
| State | 70.6% |
| Local | 22.7% |
| Federal | 6.7% |

1989-90 SFUSD Budget (in millions)

| | |
|----------------------------|---------|
| General Fund | |
| (primary teacher salaries) | \$220.5 |
| Consent Decree | \$24.9 |
| Child Development | \$20.8 |
| Special Education | \$45.7 |
| Cafeteria | \$12.4 |
| Federal/State Programs | \$33.2 |
| Facilities | \$58.2 |

There is a misconception that the SFUSD budget has increased dramatically and that the schools have a great deal of money. Actually, discounting the bond measure for capital expenditures, the school budget has only increased 5.9% in the past year -- which is no more than the cost of living and is only about half the increase in the City budget. The cost per person in California is one of the lowest in the country. The lottery generates only \$10 million per year in San Francisco, \$180 per child.

* This is not a part of the city budget. However, it is included because of its importance in meeting the needs of children.

Appendix B.

Preparing the 1990-91 Children's Budget Proposal

This year Coleman embarked upon an extensive community needs assessment before creating the Children's Budget proposal. It included:

A city-wide conference, attended by 150 key players in the children's field, soliciting input about priorities and ideas for the children's budget

Questionnaires sent out to several hundred organizations and individuals.

Meetings with over 50 community agencies and groups (or their representatives) to gather ideas.

Meetings with over 25 key individuals in the community.

Several open community strategy meetings, attended by representatives of over 40 organizations.

Focus groups with over 200 high school youth to assess needs and priorities.

A review of over 15 reports created in the past 2 years that identify children and youth needs by neighborhood, ethnic group, or service need.

To the best of our ability, we have sorted through this information to make the Children's Budget reflect a balance between the services for which the strongest need is felt and proposals that seem realistic and practical, given the responsibilities of local government and the current functioning of city departments.

List of Organizations having Input into the Children's Budget (partial)*

| | |
|--|--|
| 4H Youth Program | Careers Abound |
| Alternative Family Services | Caring for Children |
| American Friends Services Committee | Catholic Charities |
| Balboa High School-Special Education & Health Clinic | Catholic Youth Organization |
| Bay Area Children & Youth Coalition | Center for Population & Reproductive Health Policy |
| Bay View Hunters Point Foundation | Central City Hospitality House |
| Bay View Hunters Point Roundtable | Chamber of Commerce |
| Bay View Crime Abatement Committee | Child Sexual Trauma Advisory Committee |
| Bernal Heights Community Center | Children Now |
| Big Brothers/Big Sisters | Children's Home Society |
| Black Leadership Forum | Children's Hospital |
| Booker T. Washington Center | Chinatown Child Development Center |
| CADRE | Chinatown Youth Services |
| CalPep | Chinese American Democratic Club |
| Camp Fire | City-wide Public Housing Tenants Assoc |
| Career Ladder Program | Coalition for Homeless Women & Children |

Coalition for San Francisco
 Neighborhoods
 Council on Children
 Delinquency Prevention Commission
 Democratic Women's Forum
 Directions, Inc.
 Dreammakers-Plaza East Tenants Assoc
 Edgewood Children's Center
 Extended Family
 Family Services Agency
 Florence Crittenton Services
 Foster Parents United
 Friends of the Library
 Golden Gate Nurses Association
 Grandparent Support Group - SFGH
 Grandparents Who Care
 Haight Ashbury Play Program for Youth
 Horizons Unlimited
 Human Rights Commission-Youth &
 Education Committee
 Hunters View Tenants Association
 Income Rights Project
 Jewish Family and Children's Services
 Junior League of SF
 Larkin Street Youth Center
 Lawyers Committee for Urban Affairs
 League of Women Voters
 Maternal & Child Health Advisory Board
 Mayor's Childcare Advisory Council
 Mental Health Association
 Mission Educational Services
 Morrisania West
 Nat'l Association of Social Workers
 Nat'l Center for Institutions and
 Alternatives
 Neighborhood Arts Program
 New Ways to Work
 North of Market Child Development Cntr
 Officers for Justice
 Omega Boys Club
 OMI Neighbors in Action
 OMI/Pilgrim Center
 Parent-Infant Neighborhood Center
 Parents of Concern
 Parents of Success
 Postal Street Academy
 Potrero Hill Neighborhood House
 PRIDE
 Primary Prevention Project BVHP
 Advisory Committee
 Public Media Center
 Quality of Life Network
 Raoul Wallenberg Democratic Club
 Reality House West
 Rosalie House
 St. John's Educational Center
 SF Boys Home
 SF Child Abuse Council
 SF Children's Council/Childcare Switchboard
 SF Christian Center
 SF Conservation Corps
 SF Educational Services
 SF Federation of Teachers
 SF Food Box
 SF International Toy Museum
 SF NOW
 SF Parents Lobby
 SF Peer Counseling Program
 SF Parent-Teacher Association
 SF School Volunteers
 SFSU-Dep't of Social Work Education
 School-based Services Coalition
 SEIU - SF Chapter
 Small Business Commission
 Sunnydale Tenants Group
 Support for Parents with Special Children
 Talkline
 Technical Advisory Committee-Division of
 Family & Children Services, DSS
 Teenage Parenting Program (TAPP)
 Telegraph Hill Neighborhood Center
 Tenderloin Network of Children's Services
 Trauma Foundation - SFGH
 Urban League
 Valencia Gardens Tenants Association
 Visitacion Valley Community Center
 Walden House
 Whitney Young Child Development Center
 Women on the Move
 Women Organized for a Sane Approach to
 Drug Abuse
 Women's Alcoholism Center
 Women's League for Peace & Freedom
 Wu Yee Resource Center
 YMCA
 YWCA
 Youth Advocates
 Youth Employment Coalition
 Youth Power, Inc.

Over 50 Professionals from the following City departments contacted:

Housing Authority
Juvenile Court
Office of Community Development
Office of the Controller
Office of the Mayor
Office of the Public Defender
Police Department
Private Industry Council
Public Health Department
Public Library
Recreation & Park Department
SF Unified School District
Social Services Department

* These groups do not necessarily endorse the current proposals. They either participated in the Children's Budget conference, submitted written input, provided verbal input at their meetings or attended specially held meetings by Coleman on the children's budget.

Appendix C.

Children's Budget Resolution of the Board of Supervisors, 1989

Whereas the citizens of San Francisco have a deep concern about the welfare of our city's children and youth and the future of our city depends on creating an environment where children, youth and families can flourish; and

Whereas the Board of Supervisors and the Mayor adopted a ten-point Children's Agenda in November, 1987, calling for:

1. Affordable Housing for Families
2. Plentiful Child Care Resources
3. Safe, Enriching Recreation
4. High-Quality Public Schools
5. Comprehensive Social Services
6. Accessible Health Care
7. State-of-the-Art Libraries
8. Effective Vocational Programs
9. A Rehabilitative Juvenile Justice System
10. Comprehensive Planning and Funding; and

Whereas the status of San Francisco's children, as evidenced by the crack/cocaine crisis, the school drop-out rate, and the high incidence of child abuse, requires the city's urgent attention; and

Whereas an investment in our children makes sound economic sense, given that it costs far less to prevent school failure, poor health and lack of social adjustment among our children, than to pay for the dependency and crime that results when children's needs are ignored; and

Whereas San Francisco's capacity to respond to the needs of its children through the budget process is hindered because budget preparation for children is scattered throughout 21 city departments and lacks a comprehensive approach; therefore, be it

Resolved that the San Francisco Board of Supervisors

Endorse the idea of developing an annual Children's Budget -- a coordinated, comprehensive package of proposals which cuts across departmental lines to implement a Children's Agenda and to address the most pressing needs of the city's children, youth and families; and

Urge the Mayor to present to the Board, as a part of the annual budget proposal, a separate listing of all children's programs in his budget and the rationale for these programs; and urge that the following guidelines be used in developing the Children's Budget package:

- Preventing problems before they occur or before they escalate;
- Targeting the highest-risk populations and highest-need areas of the city;
- Preventing institutionalization whenever possible; and
- Emphasizing community-based outreach strategies that are culturally specific; and

Urge the Mayor to strengthen and expand over the next two years locally funded children's programs using local, state, federal and other funds in the following areas:

- latchkey programs
- teen recreation programs
- health outreach to the schools
- mental health prevention and outreach
- youth employment
- community-based delinquency prevention programs
- youth-oriented, preventive, proactive police and streetwork programs
- residential and counseling programs for troubled adolescents
- child abuse prevention programs
- literacy programs
- early childhood development, and
- homeless families.

Appendix D.

Report Card on the Outcome of Last Year's Children's Budget

Status of Programs Recommended by Coleman Advocates

Prevention Workers in Elementary Schools and Day Care Centers

Cost: \$600,000

Current status: Not implemented, Federal grant request by city was denied.

Expanded Peer Counseling

Cost: \$125,000

Current status: Not implemented, No additional funding for peer counseling.

Health Workers in High Schools

Cost: \$130,000

Current status: \$100,000 in budget; \$130,000 put in a supplemental budget allocation; To date SFUSD, which has offered matching funds, and the Department of Public Health can't agree on program or administrative arrangements.

In-home Support Services

Cost: \$250,000

Current status: Implemented; DSS contracted with Children's Home Society to expand Emergency Family Care.

Outreach to Pregnant Women / Ob-Gyn clinic worker

Cost: \$65,000

Current status: Not implemented.

Teen Unit at Department of Social Services

Cost: \$150,000

Current status: To be implemented Feb. 1990.

Residential Programs

Cost: \$350,000

Current status: Drug treatment for pregnant women program and program for homeless youth in planning stages.

Youth-oriented Police Programs Cost: \$1.6 Million

Current status: Juvenile Diversion not implemented; Park patrol expanded to one park; School patrol better coordinated but not expanded; PAL and Wilderness not expanded; Community Relations not expanded.

Streetwork Program

Cost: \$250,000

Current status: \$850,000 grant received from federal government for greatly expanded drug prevention, streetwork program.

Juvenile Court Programs

Cost: \$1.15 Million

Current status: \$300,000 allocated for Home Supervision, Boys Club, Mentor-type program, and one group home; Outreach/Tracking, Day Treatment, Log Cabin Aftercare, and additional group home were not funded.

Recreation

Cost: \$300,000

Current status: \$150,000 added to Recreation and Park budget for latchkey and teen programs; program added to two housing projects, latchkey staff expanded, teen programs to be added within this fiscal year.

Youth Employment Program

Cost: \$600,000

Current status: \$750,000 funded for program; not yet implemented.

Library Outreach

Cost: \$220,000

Current status: Two children's librarians redeployed to underserved areas of city.

Interagency Case Management

Cost: \$300,000

Current status: Coleman plan not implemented; alternative plan in planning stages.

Office for Children

Cost: \$300,000

Current status: Implemented.

Status of programs promised by Mayor**Child Welfare Workers**

Cost: \$483,000

Current status: Staff hired; additional supplement pending.

Childcare subsidies

Cost: \$200,000

Current Status: Funds allocated to family day care homes.

Foster Parent Training

Current status: Implemented, partially effective, no parallel recruitment effort in place.

Juvenile Hall Counselors

Cost: \$445,000

Current status: Staff hired.

Domestic Violence Shelter Expansion

Cost: \$100,000

Current status: Implemented.

Childcare at Rec and Park and Airport

Current status: Planning stages, not yet implemented.

Expansion of Zoo hours

Current status: Implemented.

Recreation Program South of Market

Cost: \$138,000

Current status: Not implemented due to quake damage.

Adolescent AIDS Prevention

Cost: \$200,000

Current status: Not implemented; funds redeployed.

Status of Revenue Strategies Recommended by Coleman**Tapping State and Federal Funds**

San Francisco has received over \$3 million for improved children's services from state and federal sources. This includes funding for substance abuse, homeless youth, mental health services and childcare. The effort to tap these funds has increased substantially. In addition, some new billing procedures were put in place to better access state and federal health care reimbursements. (However, a great deal of potential reimbursement still goes untapped. Furthermore, consultation is currently being sought regarding more creative ways to access federal funds. On the other hand, the Log Cabin Ranch proposal, which would access \$1.5 million in federal funds was not given any consideration.

Redeployment of Staff and Funds

Some redeployment of staff has occurred, particularly in the Public Library and Recreation and Park Department. Recreation and Park has placed more of its recreation workers in youth programs, particularly in the city's most underserved areas; and it has redeployed some resources from park maintenance to recreation.

There has been only minimal redeployment within the Police Department to youth-related activities and no redeployment within the Department of Public Health from clinic and hospital-based services to outreach. The Juvenile Probation Department actually put more resources into institution-related functions, rather than reallocating money toward community based treatment as was recommended by Coleman. The Department of Social Services plans to outstation workers.

Money targeted by Coleman for redeployment was to be money from the Mayor's staff in criminal justice to services for youth, and drug asset seizure funds from narcotics enforcement to community-oriented activities. This did not occur. DSS, on the other hand, did reallocate some of its discretionary funding to children's services.

Development of Private Resources

Modest efforts were made in this area. The Mayor's Office successfully raised \$75,000 for a summer youth employment program. Significantly greater efforts can be made to work with the business community on funding for youth employment. Also the proposal to develop a volunteer program within the Housing Authority was not implemented.

**Report Card
on 1989-90 City Budget**

KEY

E = Excellent

S = Satisfactory

U = Unsatisfactory

Inc. = Incomplete

Programs Recommended by Coleman

- U Prevention Workers in Elementary School
and Day Care Centers
- U Expanded Peer Counseling
- Inc. Health Workers in High Schools
- E In-Home Support Services
- U Outreach to Pregnant Women/Ob-Gyn Clinic Worker
- S Teen Unit at the Department of Social Services
- S Residential Programs
- U Youth-Oriented Police Programs
- E Streetwork Program
- S- Juvenile Court Programs
- S Recreation
- S* Youth Employment Program
- S- Literacy Outreach
- S- Interagency Case Management
- E Office for Children, Youth & Their Families

Revenue Strategies Recommended by Coleman

- S Tapping State and Federal Funds
- S Redeployment of Staff and Funds
- U Development of Private Resources

* Grade lowered due to failure to implement in reasonable time frame.

Appendix E.

**Children's Budget Proposals, 1990-91
Compared to Current Expenditures* on Proposed Services**

| A Supportive Neighborhood | 1990-91 Proposal | Current Expenditures |
|---|-------------------------------------|---|
| 1. Grants to grassroots neighborhood groups | \$1,000,000 | 0 |
| 2. Teen recreation programs | \$385,000 | \$250,000 |
| 3. Latchkey programs: | | |
| Afterschool/summer/housing projects | \$320,000 | \$400,000 |
| Disabled children | \$75,000 | \$30,000 |
| 4. Children's library services: | | |
| Outreach librarians | \$100,000 | \$7,000 |
| Main Library | \$75,000 | \$125,000 |
| 5. Child Care-city funds: | | |
| Loans/grants to providers | \$300,000 | 0 |
| Teen parent workers | \$250,000 | 0 |
| 6. Police youth activities | \$1,750,000 | \$3,640,000 |
| 7. Transportation | free passes for children's programs | reduced fast pass fees / free under age 5 |
| 8. Arts for children/Grants for outreach | \$250,000 | 0 |
| A Stable Home | | |
| 9. Homeless families | \$700,000 | \$500,000 |
| 10. Grandmothers resource program | \$250,000 | 0 |
| 11. Drug treatment for mothers | \$1,000,000 | \$500,000 |
| 12. Foster/Adoptive recruitment/respice | \$400,000 | \$50,000 |
| 13. Residential programs: | | |
| Drug program for youth | \$750,000 | \$50,000 |
| Status offenders | \$125,000 | \$550,000 |
| Pre-placement/group home | \$140,000 | \$140,000 (one-time state funds) |
| 14. Tenant organizers | \$120,000 | 0 |
| A Healthy Life | | |
| 15. Perinatal health outreach | \$500,000 | <\$250,000 |
| 16. Outstationed health/mental health programs | \$2,000,000 | (\$10,000 city funds) <\$750,000 |
| 17. Adolescent health services (doesn't include SFGH City Clinic) | \$400,000 | \$2,300,000 |
| 18. Peer counseling | \$250,000 | \$220,000 |
| 19. Child abuse prevention | \$500,000 | \$1,700,000 |
| 20. Rehabilitative programs for delinquent youth | \$960,000 | \$360,000 |
| A Future | | |
| 21. Subsidized youth employment/training | \$4,000,000 | \$6,700,000 |
| 22. Tutoring | \$1,000,000 | \$500,000 |
| 23. City-match scholarship fund | \$1,000,000 | 0 |

* Current expenditures are based on estimates of city spending on similar programs. Most estimates were made by the relevant city department staff.

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