



# BLUEPRINT FOR YOUTH DEVELOPMENT LOS ANGELES

ADVANCEMENT PROJECT CALIFORNIA





# **CONTENTS**

<b>EXECUTIVE SUMMARY .....</b>	<b>5</b>
<b>INTRODUCTION.....</b>	<b>10</b>
<b>PART I: Understanding Youth Development Models .....</b>	<b>12</b>
<b>PART II: State of Los Angeles Youth.....</b>	<b>14</b>
<b>PART III: Youth Development in Los Angeles.....</b>	<b>26</b>
<b>PART IV: Other Cities .....</b>	<b>35</b>
<b>PART V: Recommendations.....</b>	<b>42</b>
<b>APPENDIX .....</b>	<b>52</b>



## FORWARD

Gabby Claro did not have access to afterschool and summer programs. She always had a knack for art, but her working-class family never had enough funds to pay for classes. Today, she owns her own creative design business and is better able to support her family while also pursuing her passion. How was this possible given the obstacles she faced?



Gabby had come to believe that she would never have the opportunity to pursue her creative endeavors, until a friend referred her to a community organization in Boyle Heights that provided art classes to underserved youth. There, Gabby sharpened her skills, and eventually became a mentor to younger participants as well as an entrepreneur and leader in her community.

Unfortunately, Gabby's story is not very common in Los Angeles – the twist is that most youth in low-income communities do not have access to extracurricular programs – and in nightmare scenarios, can become disconnected from school and the workforce. Youth programs make an important difference for our children and their parents. They keep our kids safe after school and in the summer when they are more likely to be unsupervised. They help kids achieve academically, socially, and emotionally. More importantly, they help parents provide productive and affordable opportunities for their children.

The choice confronting City leadership is to finally recognize the importance of youth development. We admit, government is never going to take the place of a stable household, but if there is a break down in the family unit, we have to ensure that investments are in place to support impacted youth. By creating a strategic, adequately funded plan to promote youth development, stories like Gabby's can be more common. We expect to get citywide support for our efforts -- and our partners will continue to be strong advocates – but it will ultimately be up to the City Council and Mayor to prioritize youth development moving forward.

Lou Calanche, Joel Garcia, and Mario Fedelin are co-chairs of the Invest in Youth Coalition, which is comprised of nonprofit organizations, community leaders, educators, parents, and students that are advocating policymakers to create a Youth Development Department in the City of Los Angeles. They are part of The California Endowment's Building Healthy Communities Initiative, dedicated to empowering residents in low-income communities to address inequities through organizing and policy change.

## **EXECUTIVE SUMMARY**

Baby boomers are beginning to retire, creating an enormous need for skilled workers. In the City of Los Angeles (City), the population expected to replace this generation will be communities of color. In fact, of the 800,000 youth ages 10 to 24, 81% are either Latino, African American, Asian, or other non-white races. These and other changing demographics demonstrate the need for an agenda that recognizes young people as our greatest asset in an increasingly globalized economy. A significant body of research has documented that investment in quality youth programs plays a central role in preparing young people for the workforce and/or higher education. Higher quality youth programs benefit low-income communities of color, promoting long-term economic growth and career opportunities. This is especially important in Los Angeles where 68,000 young people are not working or enrolled in school, making them less likely to live up to their potential.

The City's current youth development effort is a piecemeal approach with multiple agencies managing various youth programs. What is missing is a coordinating body responsible for identifying strategies that increase outcomes and opportunities. This pattern of investment by the City has serious consequences for the region's growth as homelessness surges, poverty intensifies, and deteriorating infrastructure jeopardizes public safety. This area, positive youth development outside of schools, is one where the City must play the leading role, since it has the authority, resources, and long-term economic stakes in the development of young people.

Since Los Angeles County oversees health and social services and the Los Angeles Unified School District (LAUSD) administers K-12 education, the City should take the lead on programs outside of school. Notably, the Fiscal Year (FY) 2017-18 budget allocates \$60.3 million to several services, which



aim to reduce violence and provide employment opportunities, but leaves out a strategic plan for interagency coordination. In addition, the absence of a department makes it less likely to attract federal and state investment.

Los Angeles should address unmet youth development investment for several reasons:

- While the City is already making significant investments, it is an insufficient amount to adequately cover the cost of services for 200,000 youth living in poverty, 68,000 disconnected youth, 30,000 youth arrests, and over 3,000 homeless youth. The City needs to consider strategies that increase investment to address these and other needs.
- The pattern of need is especially high in South and East Los Angeles as compared to other parts of the City. Youth in South Los Angeles are disproportionately impacted by poverty and neighborhoods in East Los Angeles make up the highest share of the homeless youth population. More so, young people in South Los Angeles make up the largest share of youth arrests, while students in East Los Angeles have been shown to have higher than average dropout rates.
- The investment will improve the City now and in the future. The region will be expecting 67,450 job openings over the next five years, stressing the urgency to offer and coordinate quality programs.<sup>1</sup> Key programmatic investments would provide immediate job and mentorship opportunities for youth, which could mitigate the labor shortage.
- It is an especially good time for the City to make these investments as Los Angeles stands to collect \$50 million from cannabis sales in 2018 alone and an estimated \$250 million over the next 5 years. While this does give the City financing options, these funds may not be available in the future due to competing priorities in City Hall.

A number of cities have recognized the opportunity and need for youth investment. For example, San Francisco (youth development spending \$213.8 million) and New York (\$812.9 million) operate stand-alone departments that coordinate youth-related initiatives. Cities like Oakland, Portland, and Seattle have earmarked revenue for youth development. While the preceding municipalities have operationalized a youth development strategy, Los Angeles has not, making it uncompetitive. In fact, it is only spending

\$75 per youth, while San Francisco and New York are spending \$1,909 and \$541 apiece on their young people. The lack of an overall strategy in Los Angeles is exacerbating these disparities.

While an overall strategy is needed, specific investments will be different in every community depending on factors like poverty, education, and the existing nonprofit services. An ideal facilitator to carry out a citywide strategy would be a Youth Development Department. A department would be beneficial because the City would have:

- One department whose primary mission is youth development.
- One department to analyze data from multiple sources.
- One department to coordinate with the County, LAUSD, and community-based organizations.
- One department to pursue federal, state, and private funding opportunities.

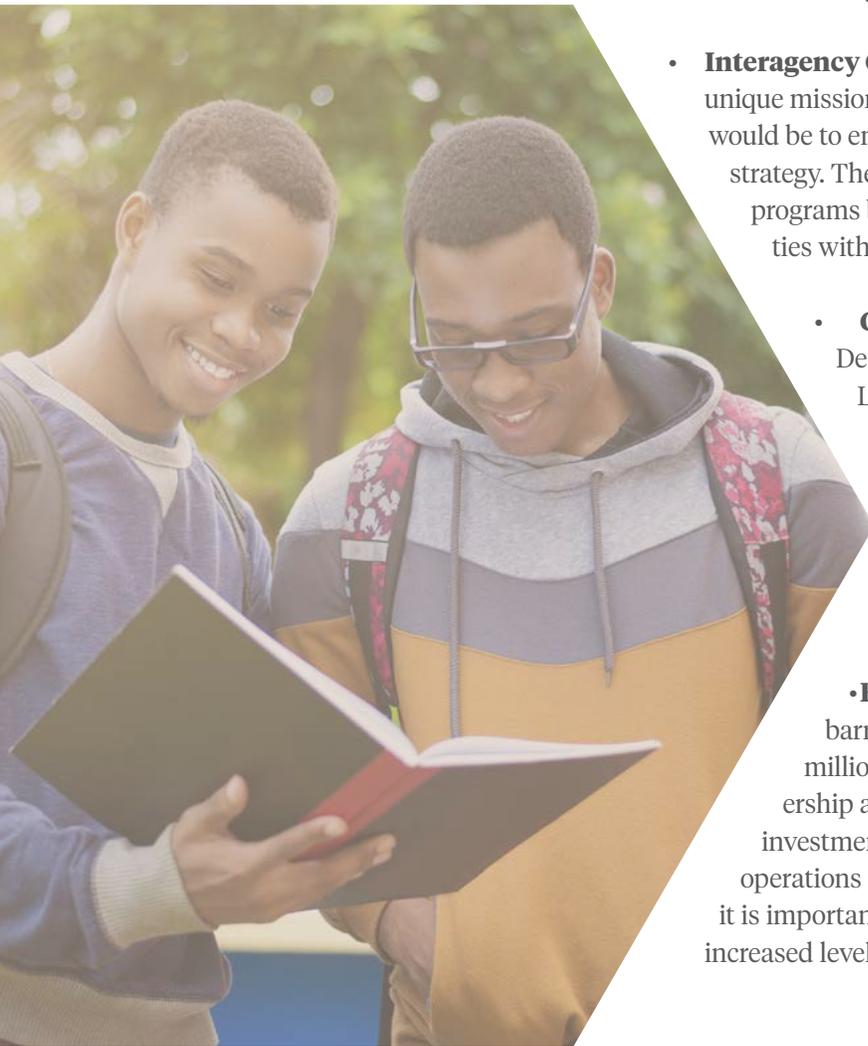
Although commitments like this can be challenging, we recommend a two-step process for the formal transition:

## **ADOPT A BLUEPRINT FOR A YOUTH DEVELOPMENT DEPARTMENT**

A “blueprint” is a framework to guide the City in its youth development efforts. It’s not only a plan to create a new department, but also an outline for a new role for the City. The blueprint falls into five categories that overlap with one another, which is why a universal view is needed when discussing this plan. It builds on the following:

- **Formalize a Strategy for Youth Development:** A formal youth development strategy is the starting point for the larger Youth Development Department. An important component of the strategy should be documentation, including a description of the Youth Development Department, an outline of the organizational structure that will guide its work, and a method for evaluating City programs.





- **Consolidate Programs:** A review of the City’s FY 2017-18 budget found several trackable programs directly serving youth and young adults, with funding totaling to \$60.3 million. A prudent step would be to consolidate these functions under the Youth Development Department. Not only would consolidation provide baseline funding, but will also allow for better communication, qualify the City for more state and federal funding opportunities, and enhance services.
- **Interagency Coordination:** While every City department has a unique mission, the ultimate goal of a Youth Development Department would be to ensure that the City as a whole is working towards a larger strategy. The department would be responsible for the integration of programs between various agencies and would coordinate all activities within the City.
- **Coordination with Local Government Partners:** Despite their independent nature, the City, County, and LAUSD each have a critical role in building healthy communities. By working together, they could produce better outcomes than any single jurisdiction. A natural partnership with the County includes building upon already-robust workforce development programs and a partnership with LAUSD should involve a defined after school strategy.
- **Finalize a Plan for Funding:** If the City addressed barriers for 100% of disconnected youth, it would cost \$41.8 million to increase their opportunities for mentorship, leadership and employment. By combining this total with current investments (\$60.3 million), the City’s cost to support current operations and disconnected youth would be \$102.1 million, though it is important to note that other youth-related priorities will also need increased levels of funding.

## **IMMEDIATE RECOMMENDATION**

- The City should begin the process of creating a Youth Development Department, likely by establishing an independent commission that could provide lead thinking and relationship building that could eventually turn into a department. There is already a useful example of a youth-related commission in Los Angeles. In 1995, the Commission on Children, Youth, and Their Families (CCYF) was created to address the problems uplifted in this report. The Youth Development Commission could be patterned on the CCYF model.
- The Youth Development Commission should consist of community leaders, resident advocates, and youth themselves and would serve as the focal point within the City to review policies and coordinate funding for youth programs. It would also advise the Mayor and Council on strategy, investigate problems, and recommend programs that will increase opportunities. The likely cost of a Commission would be between \$2.5 million and \$3 million annually.
- An immediate down payment for current youth programs in the FY 2018-19 budget would play a key role in kick starting the conversation in City Hall. It will send a message of long-term strategy, accountability, and ownership. Not only will it enhance the credibility of youth development in Los Angeles, but will also set a precedent in the City's operating budget. Further, once this line item is institutionalized, City staff, departments, and resources could be devoted to continuing and increasing the level of funding every budget cycle.

The City of Los Angeles should recognize how critical young people are to its economy, culture, and civic discourse – both today and in the future. Nonetheless, the City minimally invests in programs that benefit youth. The future of our City depends on the next generation of young Angelenos becoming ready for the transition into the workforce and/or higher education. It is time to ensure that all youth have access to high-quality programs—no matter where they live—with public investment to support a Youth Development Department. For our collective future, all of the strategies suggested in this report are worth considering.

## INTRODUCTION

Over 800,000 youth between 10 to 24 years of age live in the City of Los Angeles.<sup>2</sup> A majority of this population, 81% are youth of color, and creating opportunities for this population will help them reach their full potential and make the City more prepared for the future. Therefore, investment in youth programs is a critical component of citywide efforts to combat poverty, reduce violence, and decrease homelessness. An emphasis on preventing risky behaviors, preparation for the workforce, afterschool services, and raising academic achievement are all increasing the demand for youth programs. Los Angeles faces significant challenges in this area since policymakers have not adequately funded and successfully coordinated effective services.



The goal of youth development programs is to prepare youth for adulthood. In order for these programs to succeed, policymakers, advocates, and community-based organizations need to develop strategies and identify resources to support effective programs. In Los Angeles, the current structure makes it difficult to measure youth development efforts due to bureaucratic barriers, changing demographics and financial limitations. Like all big cities, Los Angeles has unique issues, but they are magnified even more by the lack of coordination among local jurisdictions. The City has to coordinate with the Los Angeles Unified School District and the County of Los Angeles, two separate government entities, for K-12 education and health and social services.

This report provides a geographic analysis of the highest need youth, an evaluation of youth development spending in FY 2017-18, and recommendations to address gaps in funding and services. In Part I, we discuss research driving new thinking and approaches to youth development. In Part II, we examine the level of need of the City’s youth by mapping how need plays out across the region. In Part III, we discuss the City’s methods for providing youth development. In Part IV, we analyze youth development structures in various cities across the country. In Part V, we conclude by providing recommendations and a blueprint for creating a Youth Development Department.

## WHO ARE YOUTH?

“Youth” is best described as a period of transition from childhood to adulthood. Age appropriateness matters in youth development since programs should match the unique challenges young people face. It is important to emphasize that there is no fixed age group when describing “youth”. In this report, we use the word to refer to people between ages 10 to 24. This captures a broad range of older children and young adults as they finish their primary education and transition from school into the workforce or higher education. In addition, core City operations, such as gang reduction and workforce development are tailored for youth ages 10 to 24, whereas schools and safety-net agencies are better equipped to service ages 0 to 9 – mainly early childhood programs and social services. It is also important to note that for policy and programming purposes, the City, County, and LAUSD do not have a fixed definition of youth, with different programs serving different age ranges.

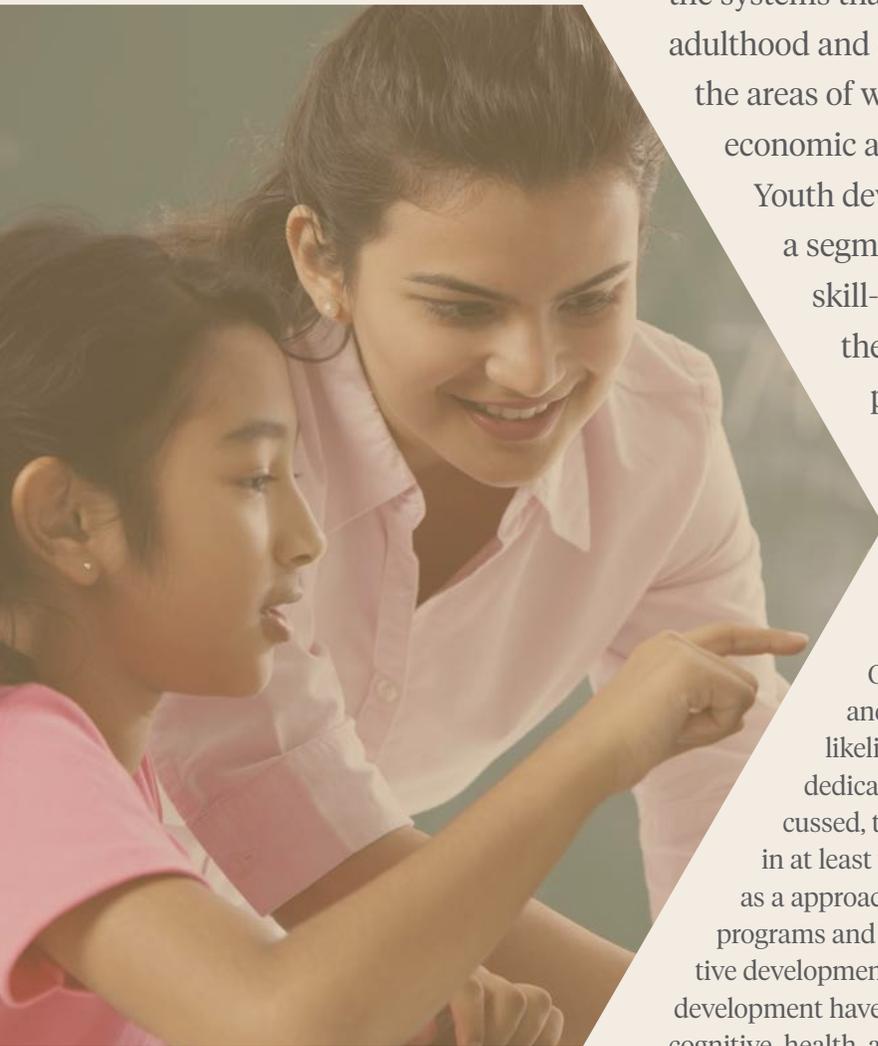


## **PART I: UNDERSTANDING YOUTH DEVELOPMENT MODELS**

Youth development research has increasingly focused on the systems that help young people build competencies for adulthood and support their well-balanced development in the areas of workforce readiness, educational attainment, economic advancement, and leadership development.

Youth development in its broadest sense is described as a segment of public policy that favors leadership and skill-building opportunities for young people under the guidance of mentors.<sup>3</sup> In addition, contemporary academic research has described youth development models as policies that support the healthy development of young people across various sectors, such as leadership development and workforce training.<sup>4</sup>

Opportunities for youth to engage as decision-makers and community leaders becomes a driving force in their likelihood of being publicly engaged and creates a life-long dedication to the wellbeing of their neighborhoods.<sup>5</sup> As discussed, the concept of positive youth development has been used in at least three interconnected ways: as a developmental process, as a approach to youth programming, and as instances of youth programs and organizations focused on fostering the healthy or positive development of youth.<sup>6</sup> Several approaches to understanding youth development have focused on programmatic actions in social, academic, cognitive, health, and vocational settings.



As such, youth who have limited opportunities are at higher risk of developing personal, social, and behavioral problems.<sup>7</sup> Youth who have access to civic engagement, educational opportunities, vocational programs, and health services have “higher rates of psychological and emotional stability, positive self-esteem, and greater risk management capacities.”<sup>8</sup> Access to these programs and services makes it less likely for young people to engage in unhealthy behaviors such as smoking, alcohol and substance abuse, crime and violence, and unsafe sex. Positive youth development has also been found to have a positive relationship to life satisfaction.

Research shows that youth who have access to skills-based and preventive programs are less likely to engage in risky behavior and have higher rates of successful transitions into their future endeavors. The research suggests that youth development programs are one way to ensure that young people have access to these opportunities and that programming comes in various forms including: mentorships, workforce training, summer programs, afterschool services etc. The youth development discussed in this report will focus on the systems that emphasize the “developmental” model, which centers on providing opportunities and positive programming that gives youth a “soft” or “hard” skill that will benefit them later in life, link them to mentors, and connect them to job and educational opportunities.

## PART II: STATE OF LOS ANGELES YOUTH

Even though youth face enormous challenges, they nevertheless represent the future of Los Angeles, and since we are a relatively young City, understanding these challenges plays an important role for our future. Overall, the City is home to 804,567 youth ages 10 to 24.<sup>9</sup> Over 200,000 youth live below the poverty level.<sup>10</sup> In addition, the most recent homeless count shows that the City has over 3,000 homeless youth.<sup>11</sup> More so, we found that there are 68,947 disconnected youth, meaning they are neither enrolled in school or working between the ages of 16 to 24.<sup>12</sup> In addition, data on arrests show that there were over 30,000 youth arrests in 2016.<sup>13</sup> Lastly, out of a cohort of more than 70,000 students from the 2015-16 academic year, 8,400 or 12% had dropped out of the public education system.<sup>14</sup> In this section, we discuss statistics that break out inequality at the geographic level to help guide future investment patterns in the areas of highest need.

An analysis of data across Council Districts (CD) shows sharp disparities in quality of life across the City. These disparities generally show that youth in low-income communities of color, particularly in South Los Angeles and Eastside, are disproportionately impacted by poverty, homelessness, and disconnection. This makes it even more important to invest in them now, so that it is possible for them to overcome the many challenges they face. To identify hot spots, we analyzed where these young people are clustering. The current youth population for each district is as follows:



**YOUTH POPULATION BY LA CITY COUNCIL DISTRICT**

(Source: American Community Survey, 2015, 5-year)

<b>DISTRICT</b>	<b>AGE 10 TO 24</b>	<b>PERCENT OF CITY TOTAL</b>
1	53,490	7%
2	48,097	6%
3	52,120	6%
4	32,992	4%
5	56,212	7%
6	60,573	8%
7	56,491	7%
8	55,973	7%
9	77,957	10%
10	50,528	6%
11	41,571	5%
12	57,865	7%
13	46,131	6%
14	52,252	6%
15	62,315	8%
<b>TOTAL</b>	<b>804,567</b>	<b>100%</b>

Each City Council district holds roughly 7% of the City’s total population, but the share of youth ages 10 to 24 varies widely. Council District 9 made up 10% (77,957), three percent more the City average; in contrast, Council District 4 made up 4% (32,922) of the total. The population share apiece in CD 1, 5, 7, 8, and 12 is closer to the city average; CD 6 and 15 make up a noteworthy share at 8% each (avg. 61,444); District 2, 3, 10, 13, and 14 make up 6% each (avg. 49,825); and lastly CD 11 makes up 5% each (41,571).



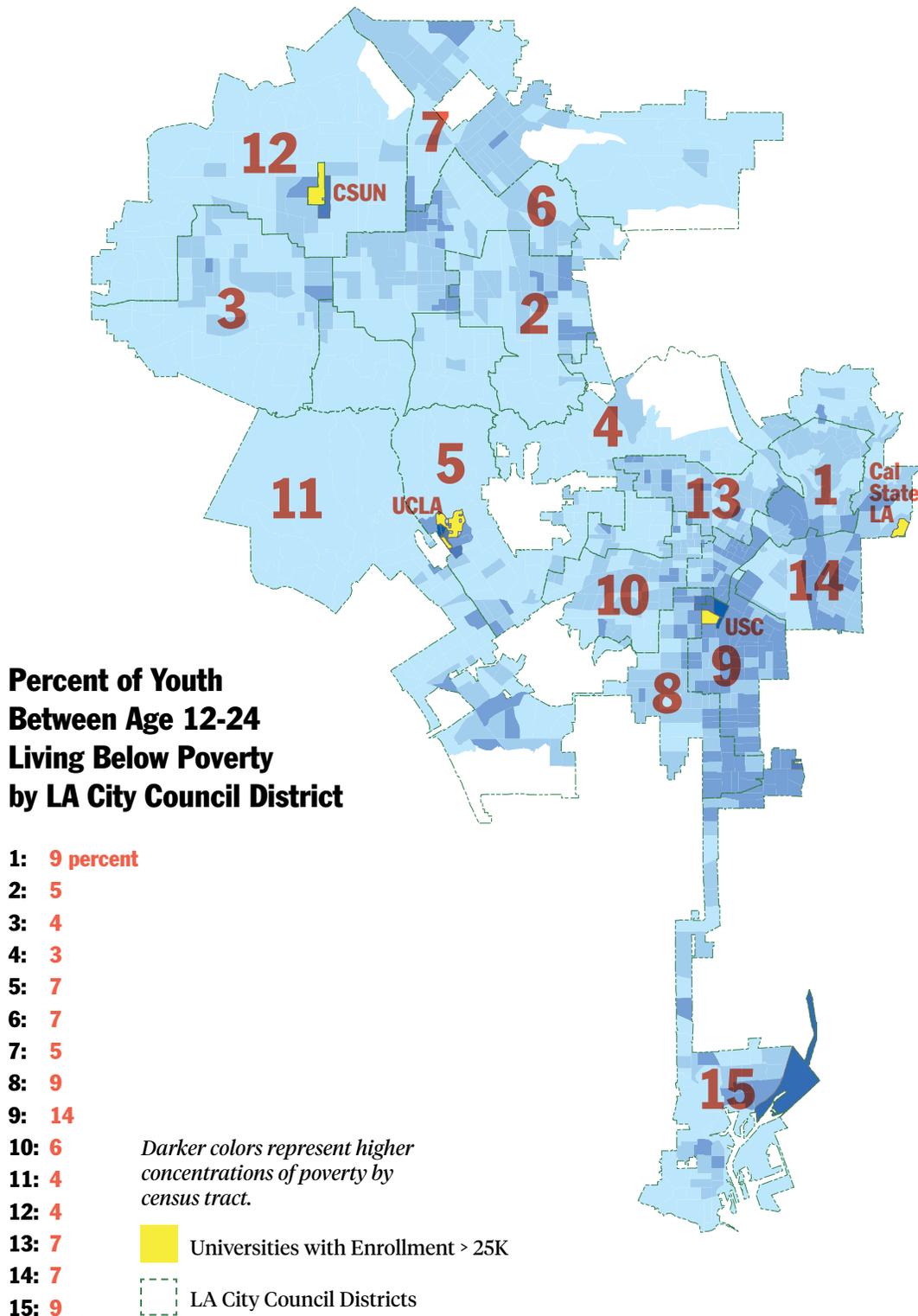
## POVERTY

The crisis of youth poverty devastates communities across the City. More than 200,000 Los Angeles youth lived below poverty. Child poverty has negative consequences that last a lifetime: poor children are less healthy, less likely to enter school ready to learn, and less likely to graduate from high school than their peers. As a result, these children are more likely to be poor as adults and more likely to become involved in the criminal justice system.<sup>15</sup> While progress has been made at the local level to increase the minimum wage and redirect more dollars to schools in low-income communities, the number of youth living in poverty remains staggeringly high in several communities.

The share of youth living in poverty varies widely by district across the City. On average, each district contributes 7%, or 13,939 youth to the total. Council District 9 made up 14% (29,188), double the City average, in contrast, Council District 4 made up 3% (6,360) of the total. The poverty share in CD 5, 6, 13, and 14 is closer to the city average, though in district 5 it is mainly concentrated around the UCLA campus; CD 1, 8, and 15 make up a noteworthy share at 9% each (avg. 18,450); District 10 makes up 6% with 12,789; CD 2 and 7 contribute 5% each (avg. 10,968); and lastly, CD 3, 11, and 12 each make up 4% each (avg. 8,416).



## YOUTH BELOW POVERTY BY LA CITY COUNCIL DISTRICT



Source: American Community Survey, 2015, 5-year



## HOMELESSNESS

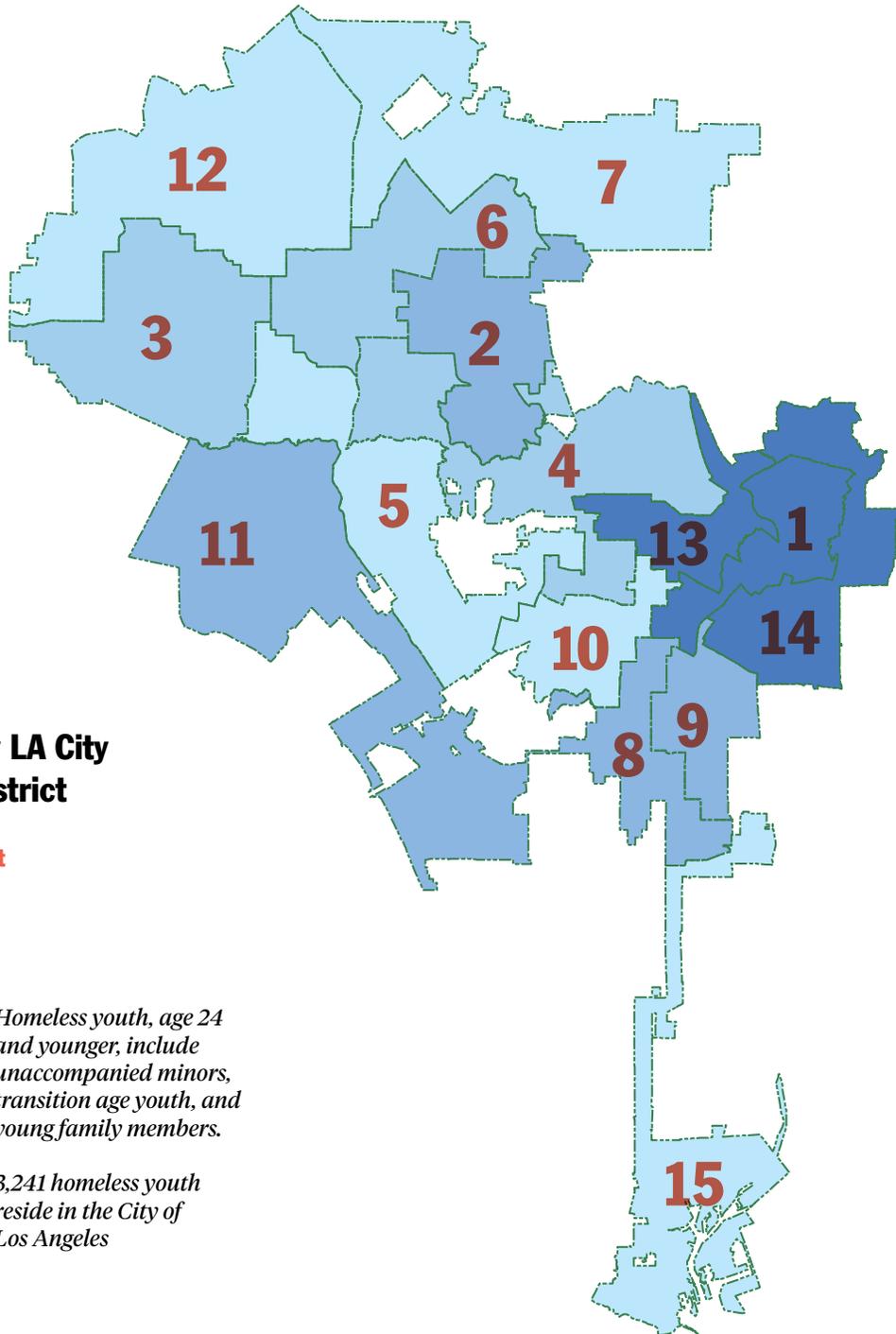
The crisis of homelessness is intensifying across the City. According to the Los Angeles Homeless Services Authority's most recent homeless count, more than 3,000 youth between the ages of 0-24 in the City of Los Angeles were homeless. Homelessness has negative consequences that last a lifetime: youth are often faced with the debilitating effects of mental health problems, caused by or made worse by homelessness, many youth turn to substances to help deal with the stress and desperation caused by unstable living arrangements, youth can resort to illegal activity as part of their strategy for survival, and lastly, youth face access barriers to education, keeping many of them from completing high school or post-secondary education.<sup>16</sup> While progress has been made at the County and City level to increase services and housing stock for the homeless population, this issue is intensifying throughout the region.

### HOMELESS YOUTH TRENDS:

- 40% Black
- 37% Latino
- 17% White
- 5% listed as other

The share of homeless youth varies widely across the City. On average, each district contributes 7%, or 216 youth to the total. Council District 13 made up 23% (735), more than triple the City average, and in contrast, CD 12 made up 1% (47) of the total. The homeless youth share in CD 2, 9, and 11 is closer to the average at 6 (206), 7 (225), and 6 (188) percent respectively; CD 1 and 14 make up a noteworthy share at 16 (503) and 15 (477) percent respectively; CD 6 and 8 added 5% each (avg. 162); CD 3 and 4 contributed 4% each (avg. 126); CD 5 added 3% with 83; and lastly, CD 7, 10, and 15 each contributed 2% (avg. 67) to the total homeless youth population.

**PERCENT OF HOMELESS YOUTH BY LA CITY COUNCIL DISTRICT**



**Percent by LA City Council District**

- 1: 16 percent
- 2: 6
- 3: 4
- 4: 4
- 5: 3
- 6: 5
- 7: 2
- 8: 5
- 9: 7
- 10: 2
- 11: 6
- 12: 2
- 13: 23
- 14: 15
- 15: 2

*Homeless youth, age 24 and younger, include unaccompanied minors, transition age youth, and young family members.*

*3,241 homeless youth reside in the City of Los Angeles*

 LA City Council Districts

Source: 2017 Youth Count, Greater Los Angeles Homeless Count; American Community Survey, 2015, 5-year estimates



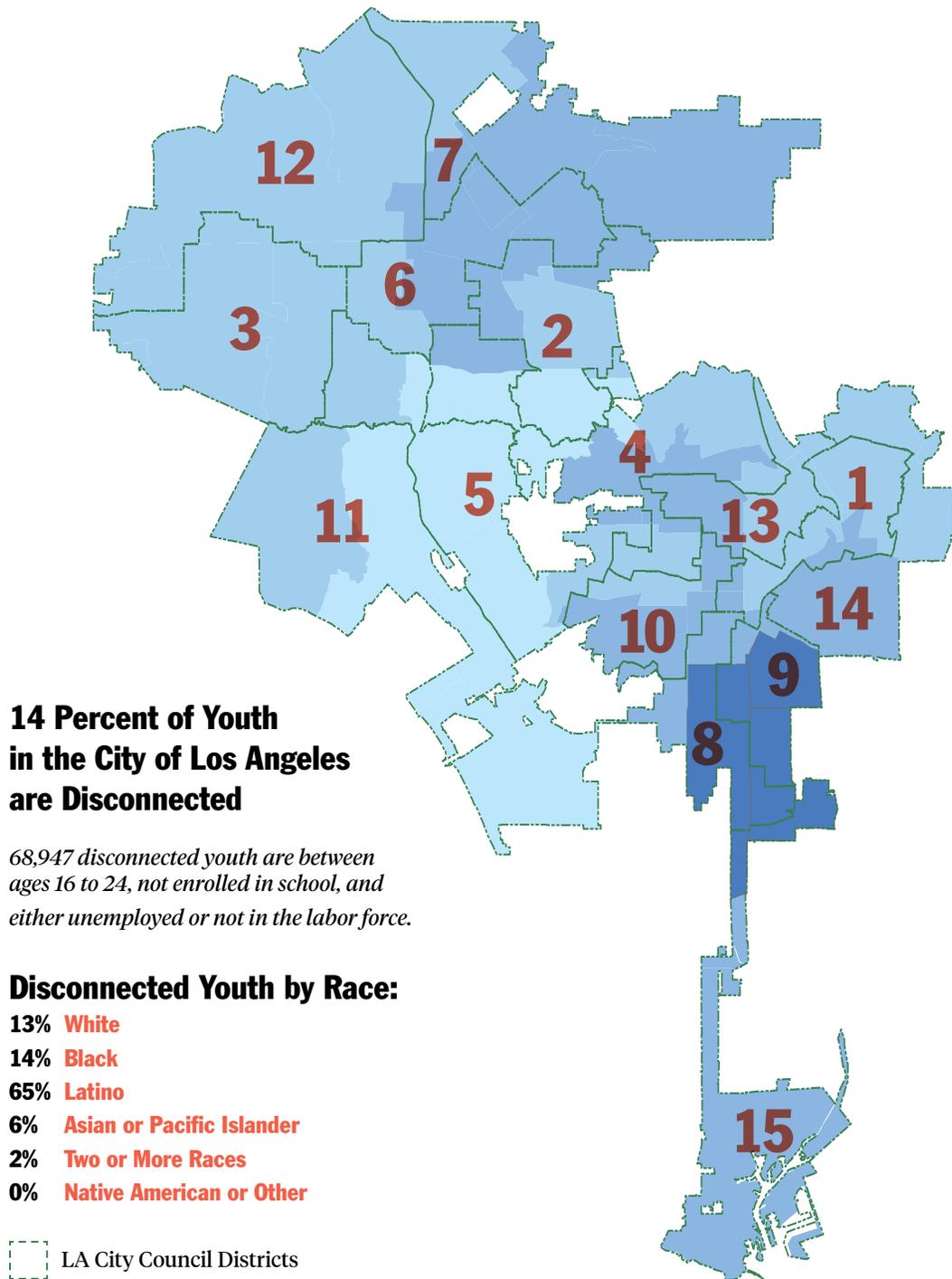
## DISCONNECTION

Youth disconnection is a serious problem for the City of Los Angeles. Disconnected youth are young people who are not enrolled in school, are not high school graduates, and are either unemployed or not in the labor force. Youth disconnection has consequences not only for the young people involved, but also for the city's economic and societal health. There were 68,947 disconnected youth in the city between the ages of 16 and 24.<sup>17</sup> Due to data methodology, we can only provide an analysis of youth disconnection at the macro level.

Even though we could only provide a generic account of youth disconnection, it is important to note that the highest rate of disconnection occurrences appear in South Los Angeles, the Northeast San Fernando Valley and neighborhoods in the Eastside.



## DISCONNECTED YOUTH BY LA CITY COUNCIL DISTRICT



*Darker colors represent higher concentrations of disconnection among youth population.*

Source: American Community Survey, 5-year, 2011-2015; microdata obtained from IPUMS-USA, University of Minnesota, [www.ipums.org](http://www.ipums.org)



## ARRESTS

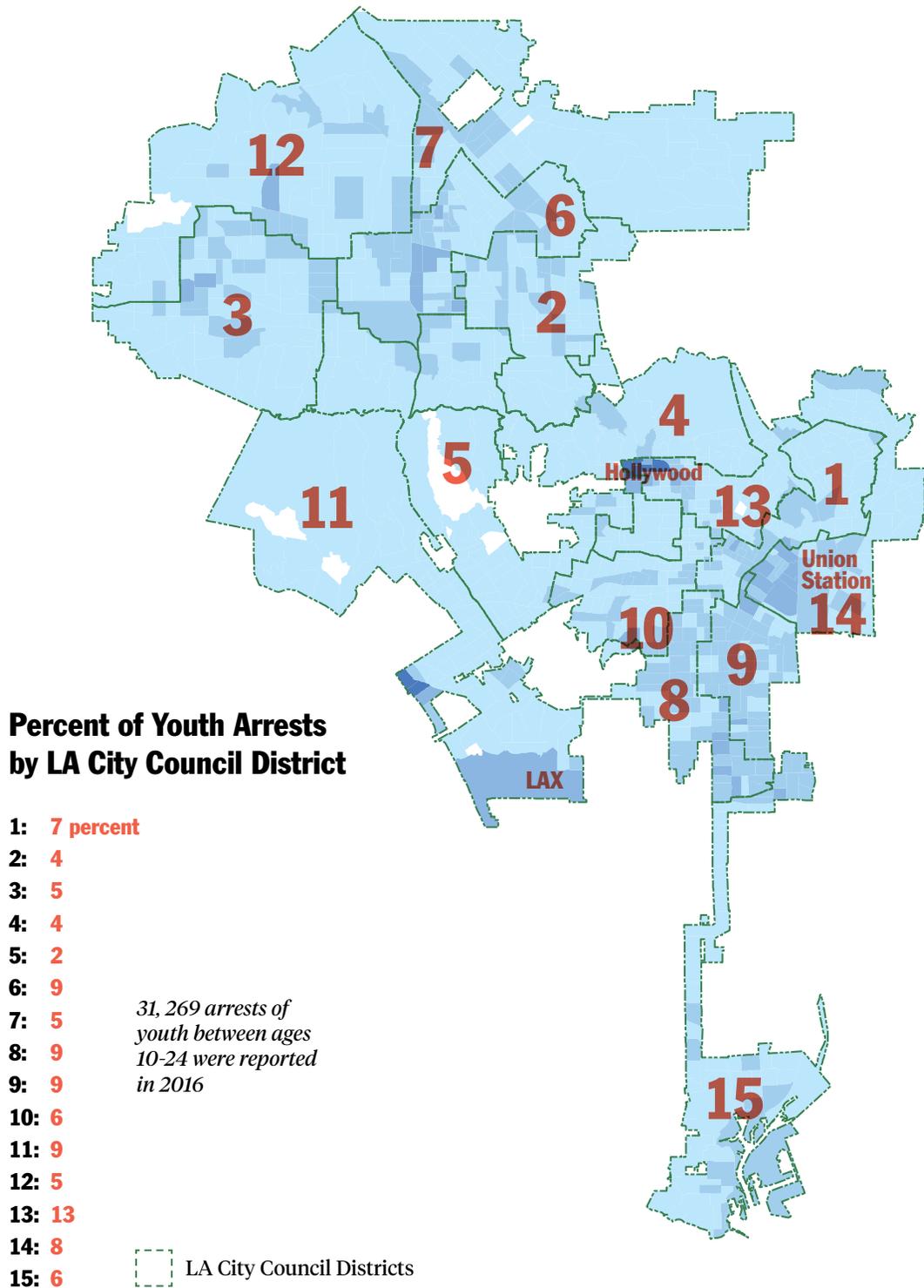
A growing literature suggests that juvenile arrests increase the likelihood of future arrests. Research shows that the majority of youth naturally “age out” of delinquent behavior,<sup>18</sup> therefore arresting youth may actually disturb and delay the normal pattern of “aging out” since custody disrupts education, work opportunities, and family structures.<sup>19</sup> More so, rates of delinquency peak in adolescence and decline quickly after about the age of 20.<sup>20</sup> While progress has been made at the City level to decrease the level of contact between youth and the criminal justice system, the number of youth arrested in Los Angeles is concerning in several communities.

Consequently, arresting a young person has more long-term consequences on a young person’s behavior and opportunities.



Arrests vary by district widely across the City. Looking at 2016, youth ages 10 to 24 made up 31,269 arrests. Council District 13 made up 13% (3931), more than double the City average, and in contrast, CD 5 made up 2% (647) of the total. The youth arrest share in CD 1, 10, and 15 is closer to the average at 7 (2044), 6 (1940), and 6 (1745) percent respectively; CD 6, 8, 9, and 11 make up a noteworthy share at 9 percent each respectively (avg. 2837); CD 14 added 8% (2459) CD 3, 7, and 12 contributed 5% each (avg. 1544); and lastly, CD 2 and 4 each contributed 4% (avg. 1261) to the total youth arrest figure for 2016.

## YOUTH ARRESTS BY LA CITY COUNCIL DISTRICT



Darker colors represent higher concentrations of arrests by census tract.

Source: Arrest Data from 2016, LA City Open Data Portal  
Downloaded 12/21/2017, last updated 12/15/2017



## **DROPOUT RATES**

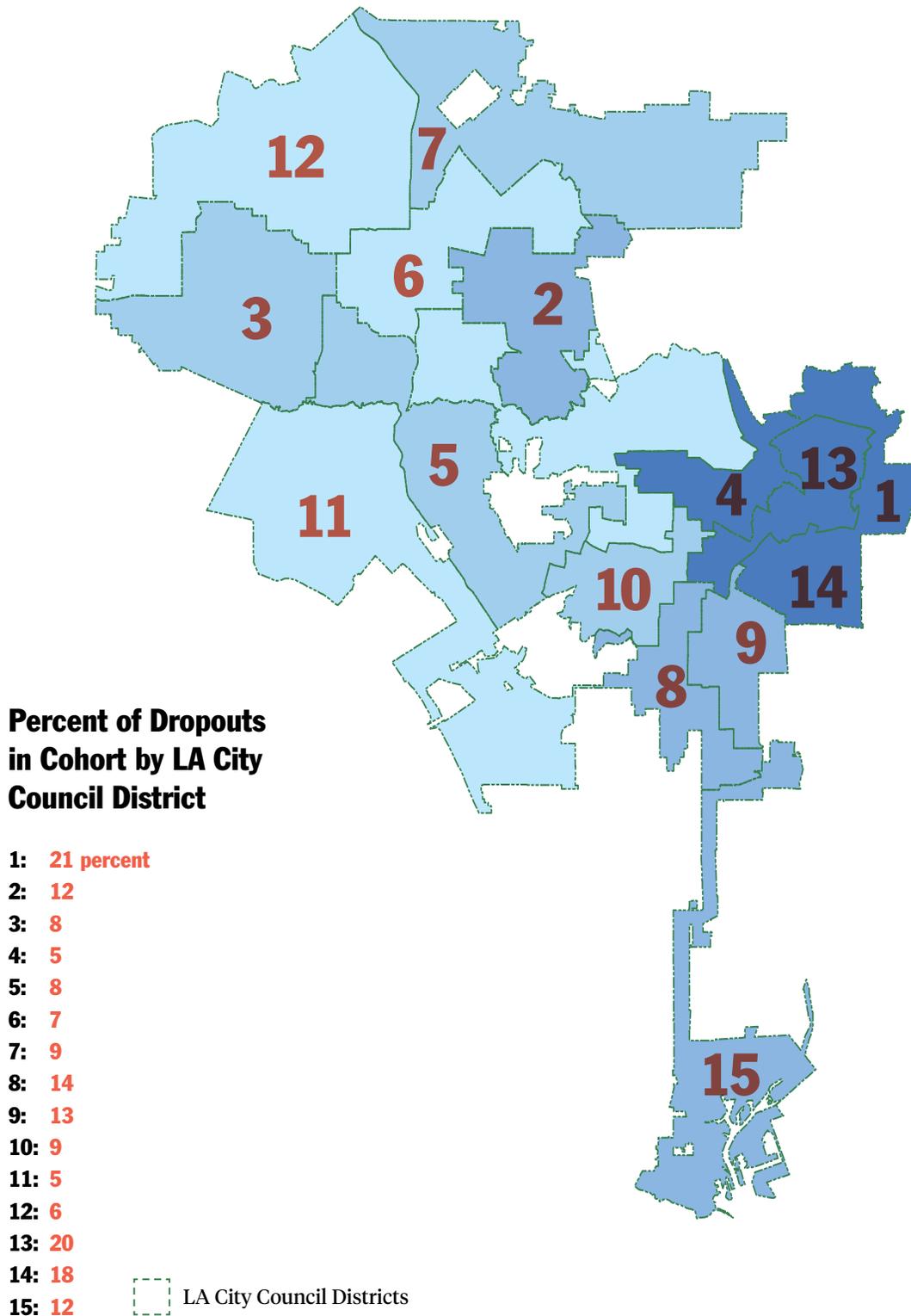
Students who drop out of school before high school graduation face lower economic and social outcomes. Compared to graduates, they are less likely find a job and earn a living wage, and more likely to be poor and to suffer from a variety of adverse health outcomes.<sup>21</sup> In addition, they are more likely to rely on public assistance and have a higher chance of engaging in criminal activity.<sup>22</sup> While progress has been made in LAUSD to increase graduation numbers, issues around dropout rates should be addressed in high-need communities.

Dropout rates vary by district widely across the City. Looking at a cohort of 71,492 LAUSD students from 2015-16, the dropout rate was 12%, or 8,403 students. The rate in CD 1 was 21%, 10% more than the City average, in contrast, the rate in CD 4 and 11 was 5%. The rate CD 2 and 15 was closer to the average at 12%; CD 13 and 14 had noticeably high rates at 20 and 18 percent; CD 8 and 9 calculated to 14 and 13 percent; CD 7 and 10 each had a 9% dropout rate; CD 3 and 5 had a 8% rate; and lastly, CD 6 and 12 had a dropout rate of 7 and 6 percent.

## **KEY TAKEAWAY**

The pattern of need is especially high in South and Eastside as compared to other parts of the City. Youth in South Los Angeles are disproportionately impacted by poverty and neighborhoods in Hollywood and Eastside make up the highest share of the homeless youth population. More so, young people in South Los Angeles make up the largest share of youth arrests, while students in Eastside have been shown to have the highest dropout rates. It is important to note that South Los Angeles has the largest youth population, but also some of the worst outcomes for young people (exposure to poverty and dropout rates). The districts that produce the best outcomes for youth tend to be either stagnant or declining in their youth populations (CD 4 and 11). This means that Los Angeles is increasingly relying on the communities that have seen historically low levels of investment to build the City's future workforce. To that end, the future of Los Angeles could be compromised if the communities most responsible for nurturing the next generation are not given resources to improve youth outcomes. The recognition of both circumstances should make our City prioritize youth development as a key strategy for our future.

## DROPOUT RATE BY LA CITY COUNCIL DISTRICT



Source: California Longitudinal Pupil Achievement Data System, 2015-16



In 2016, youth advocates based in Boyle Heights uplifted the issue of youth development to City Council. Their advocacy led to the approval a motion that looks to measure youth-serving programs in the City and any existing efforts to coordinate among City departments. This is an ongoing process, and is promising in that it could operationalize and expand on the findings and recommendations from previous proposals.

There is already an example of the City creating a platform to address a specific youth problem. The Mayor's Office of Gang Reduction and Youth Development was created in 2007 to provide a targeted approach to reducing gang activity in Los Angeles. A noteworthy feature of this program has been identifying the areas in the City most susceptible to gang violence, and providing intervention and prevention services in those communities. While Los Angeles is addressing the gang violence epidemic, it is important to note that youth development is a positive model that goes beyond gang reduction, since non justice-system involved youth should also have opportunities to flourish.

## **PART III: YOUTH DEVELOPMENT IN LOS ANGELES**

Los Angeles is constantly facing the challenge of balancing its budget priorities across various sectors. For this reason, it is all the more important that the City make smart investments, leverage its funds, and build partnerships to make the greatest impact. One of the barriers for successful implementation of youth development in the Los Angeles region is the lack of coordination among the many public agencies that provide services. For example, the City of Los Angeles, which is governed by the City Council and Mayor, oversees law enforcement, gang reduction, and infrastructure; the County of Los Angeles, which is governed by the Board of Supervisors and Chief Executive Office, oversees health and social services; and LAUSD, which is governed by the Board of Education and Superintendent, oversees K-12 education. Each jurisdiction provides unique programs to youth and that in itself is a worthy reason to coordinate services.

### **EFFORTS TO CREATE A CITY YOUTH DEVELOPMENT STRATEGY**

Over the past several years, the City Council has approved a number of motions focused on organizing and aligning Los Angeles's youth development efforts, including directing the Commission for Children, Youth, and Their Families (CCYF) to formulate a "City of Los Angeles Youth Policy" (2004), directing CCYF again in 2006 to report on the findings and recommendations of its annual Budget and Data Report, and in 2008 instructing the Chief Legislative Analyst to report on the necessary steps to create a new City department whose mission would have included coordinating all of the City's youth development and gang reduction programs.

Despite all these and other efforts and studies, none of the recommendations were operationalized, and the Commission itself became a casualty of the Great Recession. CCYF’s budget was as high as \$2.5 million in FY 2008-09, but in 2009, the budget crisis led to the restructuring of several City agencies including CCYF, which was reorganized into the Human Services Department with a budget of \$1.7 million. In the years following, the Human Services Department was dissolved, and CCYF itself was restructured into the Commission on Community and Family Services, with a narrowed focus on community services.

## **REVIEW OF CITY PROGRAMS**

A review of the City’s FY 2017-18 budget found several programs serving youth. It is important to flag that a comprehensive audit of youth services was not possible due to gaps in data, reporting inconsistencies, and different accounting systems within the City.

## **GANG REDUCTION AND SUMMER NIGHT LIGHTS**

The Los Angeles Mayor’s Office established the Office of Gang Reduction and Youth Development (GRYD) in 2007; its stated purpose is to reduce gang involvement and violence by providing public safety services in the areas of the City that need it most. The number of Gang Reduction and Youth Development zones increased from 17 to 23 in 2015-16, which covers regions where 73% of all gang-related violent crime occurs. GRYD is not an actual City Department, but is housed within the Mayor’s Office. In FY 2017-18, the initiative was budgeted for \$26.1 million, a \$200,000 reduction from last year. A majority of funding for GRYD, \$26 million, is sourced from the City’s General Purposes Funds with partial funding, \$25,000, provided by the Forfeited Assets Trust Fund.

The Summer Night Lights (SNL) program aims at combating the influence of gangs with positive action by keeping 32 recreation centers and parks open later in the highest-need communities in Los Angeles. The program, in its ninth year of operation, allows youth and their families to have access



to public areas until 11 p.m. during the summer. The program is administered by the Department of Recreation and Parks, and works in partnership with over 100 local community-based organizations, educational and vocational institutions, and City and County agencies. The program is funded by General City Purpose funds, with partial funding, \$288,000, from the Arts and Cultural Facilities Trust Fund.

<b>CITY PROGRAM</b>		<b>FY 2017-18</b>
Mayor's Office (Gang Reduction and Youth Development)		\$26.1 million
Recreation and Parks (Summer Night Lights)		\$1.6 million
<b>TOTAL</b>		<b>\$27.7 MILLION</b>

### **YOUTHSOURCE CENTERS: CITY-LAUDS PARTNERSHIP**

In an effort to address the student dropout rate, the Economic and Workforce Development Department (EWDD) and LAUSD collaborate on a dropout recovery model through YouthSource Centers (YSC). In general, these facilities are located in high-poverty communities. For FY 2017-18, EWDD will be contracting with 14 YouthSource Centers for \$14.1 million. Each YSC receives \$1 million comprised of \$741,000 in federal Workforce Innovation and Opportunity Act Funds (WIOA) and \$268,000 in Summer Youth Employment funds through the City General Fund and pass through LA County resources.

<b>AREA</b>	<b>SITES</b>	<b>TOTAL FUNDS</b>	<b>WIOA</b>	<b>CITY GF/COUNTY SOURCES</b>
Central	2	\$2 million	\$1.4 million	\$536,000
East	2	\$2 million	\$1.4 million	\$536,000
Harbor	1	\$1 million	\$741,000	\$268,000
North Valley	2	\$2 million	\$1.4 million	\$536,000
South Valley	1	\$1 million	\$741,000	\$268,000
South	4	\$4 million	\$2.9 million	\$1 million
South Crenshaw	1	\$1 million	\$741,000	\$268,000
West	1	\$1 million	\$741,000	\$268,000
<b>TOTAL</b>	<b>14</b>	<b>\$14.1 MILLION</b>	<b>\$10.3 MILLION</b>	<b>\$3.7 MILLION</b>

## LOS ANGELES COUNTY YOUTH JOBS

The City also receives funding from the County for workforce purposes, mainly contracts with community organizations. In FY 2017-18, the City contracted \$3.7 million at the start of the fiscal year, and \$2.3 million mid-way for a total of \$6 million as part of their workforce efforts.

## YOUTH WORKFORCE PROGRAMS

The EWDD administers the Youth Workforce Development program. This program manages the City’s YouthSource System, including the City’s Youth-Source Centers, Summer Youth Employment Program, Hire LA Program, and other youth re-engagement and career pathway programs. Funding is provided by the U.S. Department of Labor and various other federal and state grants. According to the City’s 2017-18 performance measures, 15,000 young people will benefit under the program. In terms of per-capita cost, (Total Youth Workforce Development Budget / 15,000 youth jobs), the City spends \$606 per youth to provide employment, mentorship, and education programs.

The City’s Board of Public Works administers the Clean and Green Jobs Program. In partnership with the LA Conservation Corps, the program provides approximately 500 middle school and high school youth the opportunity to gain environmental work expertise.

CITY PROGRAM	FY 2017-18
Economic Workforce Development Dept. (Youth Workforce Development)	\$9.1 million
Board of Public Works (Clean and Green Jobs)	\$1 million
<b>TOTAL</b>	<b>\$10.1 MILLION</b>

## LA’s BEST

LA’s BEST is a joint program with LAUSD that provides after-school education and recreational services for youth ages 5-12. For FY 2015-16, the program was budgeted at \$32.5 million, with the largest revenue sources coming from the state’s Afterschool Education and Safety program. The City of Los Angeles contributed \$1.4 million using General City Purpose funds, making up 4.5% of the programs total budget.

## FAMILYSOURCE SYSTEM

The FamilySource System (FSC) is a neighborhood-based program located in high-need communities throughout the City. The centers are administered by the Housing and Community Investment Department and are budgeted at \$5.1 million. The centers provide family support services, employment programs, tax preparation, and food distribution. For FY 2017-18, the City provided \$1 million to LAUSD for co-location of Pupil Services and Attendance Counselors at the non-profit managed FSCs.

## METHODOLOGY OF YOUTH INVESTMENT FIGURE:

In order to calculate how much the City of Los Angeles invests in youth related programs, we relied on budget line items in the FY 2017-18 budget. Specifically, we focused on skill-building opportunities, since they provide a better picture of the City's true role. The specific programs within each agency are diverse in terms of services and financing, ranging from \$1.4 million for LA's Best to \$26.1 million for the Office of Gang Reduction and Youth Development. It is important to note that the following expenditures capture the full cost of providing the service, including salaries, supplies, and related overhead.

CITY AGENCY	PROGRAM	FY 2017-18
Mayor's Office	Gang Reduction & Youth Development	\$26.1 million
Recreation and Parks	Summer Night Lights	\$1.6 million
Economic Workforce Dev Dept.	YouthSource Centers	\$14.1 million
Economic Workforce Dev Dept.	Los Angeles County Youth Jobs	\$6 million
Economic Workforce Dev Dept.	Youth Workforce Development	\$9.1 million
Board of Public Works	Clean and Green Jobs	\$1 million
NA	LA's Best	\$1.4 million
Housing + Community Investment Dept.*	FamilySource funding for LAUSD	\$1 million
<b>TOTAL YOUTH INVESTMENT</b>		<b>\$60.3 MILLION</b>

## OTHER YOUTH DEVELOPMENT

We have calculated total investment for youth development using a conservative estimate of programs that are not connected to broader programming (like libraries, parks, and cultural affairs.). We are confident that the following service-oriented departments offer robust services, but have not included them in the investment figure for the following reasons:

- They do not parcel out spending on youth exclusively, often including those programs in larger line items, thus making it unclear which services are benefitting youth.
- The contributions from these programs are quite large, often including capital costs, utilities, and maintenance, which leads to an overestimation of their total contributions.

### Recreation and Parks

The Department of Recreation and Parks operates and maintains parks, playgrounds, swimming pools, public golf courses, recreation centers, educational facilities, and structures of historic significance; supervises recreation activities such as Girls Play LA and after school camps; and controls its own funds. The department is organized in thirteen divisions including land maintenance, utilities, and facilities for a total budget of \$330 million.

### Library

The Los Angeles Public Library system operates and maintains a Central Library, which is organized into subject departments and specialized service units; eight regional branches providing reference and cir-

culating service in their respective regions of the City; and 64 branches providing neighborhood services. The department's distribution of program costs is organized in three divisions: Branch Library Services, Central Library Services, and Engagement and Learning Services for a total budget of \$229 million.

### Department of Cultural Affairs

The Department of Cultural Affairs (DCA) awards funds on an annual basis to organizations and individuals to present artistic productions citywide. These productions encompass all categories of the arts, such as visual arts, performance arts, dance, music, photography, and literary arts. For FY 2017-18, DCA is budgeted to distribute \$3 million in grants funds for families and youth, \$2.2 million for cultural programs, and \$474,000 for partnerships and individual artist projects. In total, the department will spend \$5.8 million on various special appropriations.

### Other Notable Expenditures

- Senior/Youth Transportation Charter Bus Program, Prop A, \$850,000
- Youth Programs, Fire Dept., \$214,000

The policies, programs and services within the preceding departments are not included in the youth investment estimate since clear operational criteria related to youth services are lacking in each agency's budget documents. In addition, each of these departments have a unique mission and set of responsibilities, so the City should consider evaluating and where appropriate, developing mechanisms to align and coordinate these departments with larger youth development efforts.



Findings for the City's FY 2017-18 budget included the following:

- Lack of coordination amongst programs and departments.
- Poor reporting of services that make it impossible to calculate a true investment total.
- The combined program expenditures specifically targeting youth approximated to \$60.3 million in FY 2017-18. This is a conservative estimate of the programs that are not connected to broader City services (like libraries and parks).
- Targeted services for youth – ages 10 to 24 – amounts to \$75 a year/ per youth. Considering the demand for services and needs discussed in Part II, current investments are stretched very thin.

Our analyses found that it is difficult to calculate spending for two reasons:

- First, the City does not have a clear strategy for youth development, thus making it problematic to calculate what is, and what isn't youth development. In theory, the City allocates money to several programs but the lack of an overall strategy made it difficult to measure results, and in turn, made it challenging to calculate a true investment total.
- Second, departments lack the infrastructure to monitor youth served and translate that number into fiscal impact. Although information is available in terms of utilization, most departments do not parse out how many youth actually benefitted from several service-oriented programs.
- Given the City's centralized budget management system and insufficient geographical budget data, it is difficult to identify the regional distribution of youth services.

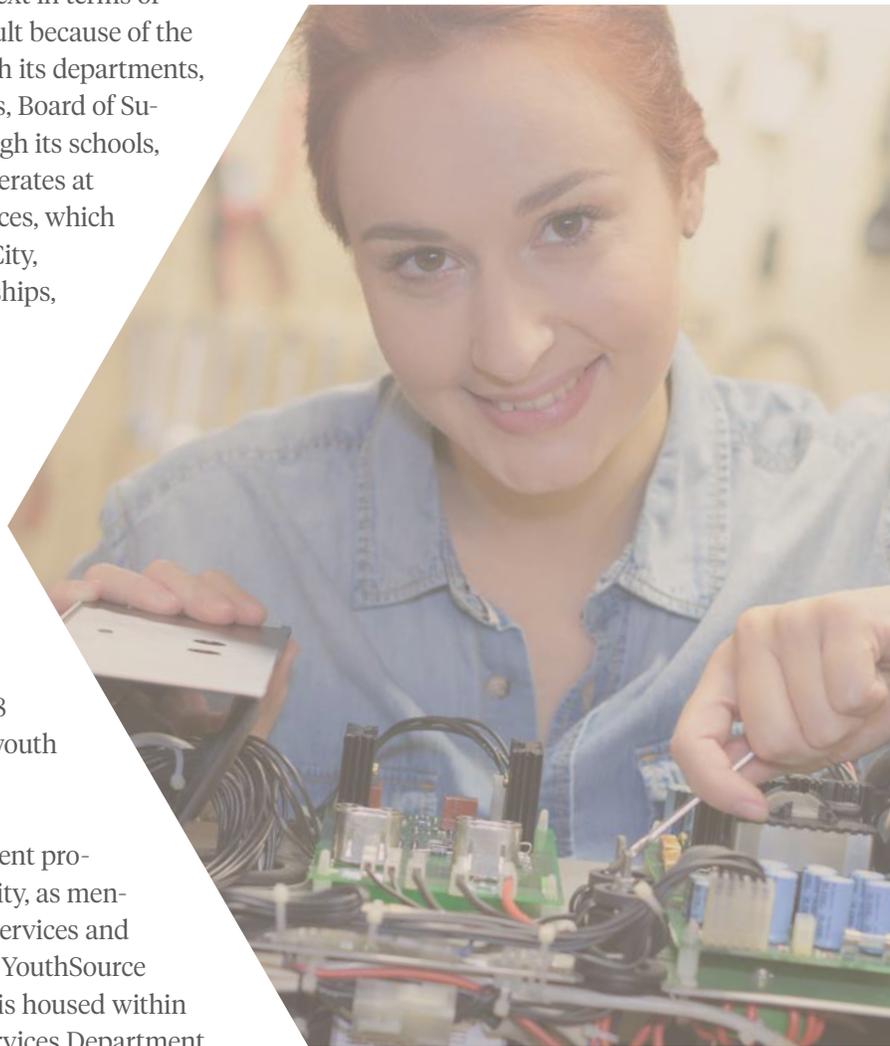
## OTHER LOS ANGELES JURISDICTIONS

The City of Los Angeles is unique in that it relies on the County and LAUSD to provide health services and K-12 education. It is important to flag that in the Los Angeles region, the County, City, and LAUSD overlap each other. This report focuses on the City of Los Angeles, but understanding the County and school district also provides added context in terms of services provided. Understanding this structure is difficult because of the multiple layers within each jurisdiction. The City through its departments, Council, and Mayor; the County through its departments, Board of Supervisors, and Chief Executive Office; and LAUSD, through its schools, Board of Education, and Superintendent. Each entity operates at many different levels and relies on distinct funding sources, which makes it difficult to communicate a strategy. While the City, County and LAUSD have engaged in numerous partnerships, there is a greater need to strengthen those relationships.

## LOS ANGELES COUNTY

The County of Los Angeles is one of the nation's largest counties with nearly 10 million residents. The Board of Supervisors, which oversees County operations, is independent from both the City and LAUSD and is responsible for overseeing numerous services, including law enforcement, public health protection, and social services. Even though the County's FY 2017-18 budget is \$30 billion, there is no formal partnership for youth development with its local government partners.

In regards to services, the most notable youth development program the County offers is its youth jobs program. The City, as mentioned earlier, spends \$9.1 million to provide workforce services and an additional \$14.1 million for similar programs through YouthSource Centers. The County's most notable workforce program is housed within the Workforce Development, Aging, and Community Services Department. In FY 2016-17, the Department received \$12.9 million in one-time funding to support the Youth Jobs Program, and has requested \$18.9 for FY 2017-18. A notable partnership includes the Los Angeles Performance Partnership Pilot, which brings together County, City, LAUSD, and external partners to





improve services for disconnected youth. While the workforce development partnership between the City and County is robust, there are 68,947 youth ages 16 to 24 who are disconnected, so there are gaps in addressing need. More so, the region will be expecting 67,450 openings in fields from technology to healthcare over the next five years, stressing the urgency to coordinate quality workforce programs and to build better systems that align the workforce with future industry needs.<sup>23</sup>

## **LAUSD**

The Los Angeles Unified School District is the second largest in the nation, enrolling more than 640,000 students in kindergarten through 12th grade, at over 900 schools, and 187 public charter schools.

The Board of Education, which oversees all K-12 operations, is independent from both the City and County. The district's FY 2017-18 budget is set at \$7.4 billion, covering a range of offerings including teachers, social services, and supplies.

While there is no formal mechanism to enable the City and LAUSD to work together, there are numerous examples of facility partnerships like joint-use agreements that could serve as a starting point, and the \$60.2 million After School Education and Safety program that supports collaboration between school sites and community-based organizations. Inadequate coordination, however, can lead to challenges such a lack of clarity on the role of law enforcement on school sites and during afterschool hours. An effective partnership should directly involve school sites, and aim at aligning the City's programs and operations with the school district's efforts, and vice versa.



## PART IV: OTHER CITIES

Los Angeles can look at several cities to help frame its youth development structure. We found that these structures take many forms, including joint City-County initiatives, departments, commissions, and internal offices. These entities promote better alignment of systems, funding, and policies. For example, the City-County systems of San Francisco and New York link services across various sectors including K-12 education, social services, and job training through a large and diverse departments, while Seattle, Portland, and Oakland provide dedicated revenue streams to connect various initiatives while collaborating with community-based partners. This section contains models that can help Los Angeles develop its own youth development structure.

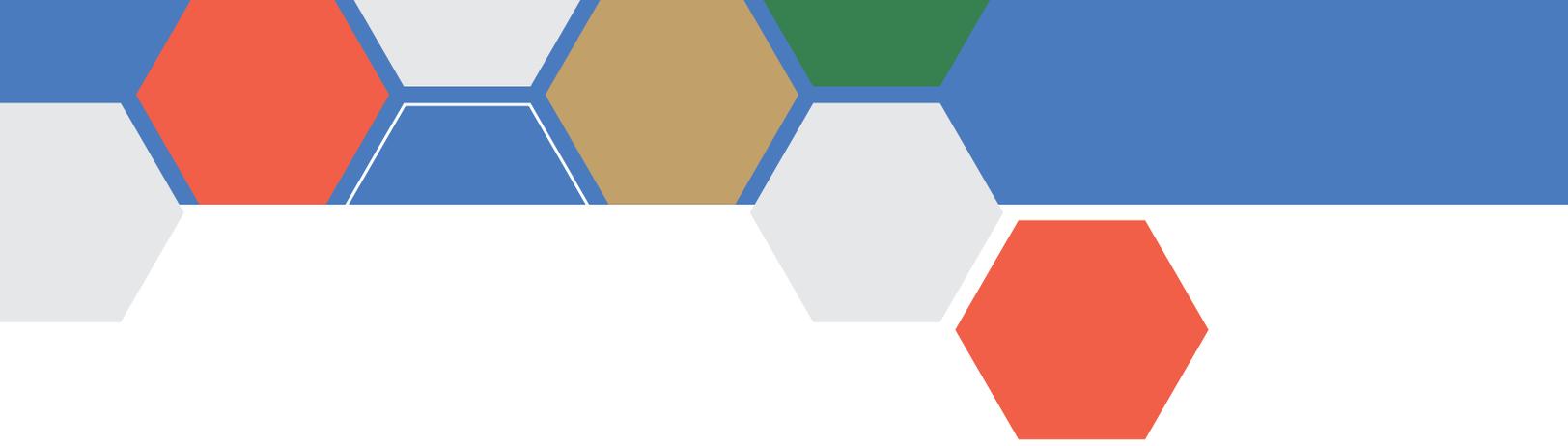
### SAN FRANCISCO

The City and County of San Francisco’s Department of Children, Youth and Their Families (DCYF) is budgeted at \$213.8 million for FY 2017-18, about \$21.1 million, or 10.9 percent, higher than the FY 2016-17 budget of \$192.7 million. DCYF’s most notable characteristic is the use of “carve-out” spending plans – one through baseline spending, one through the Children’s Fund, and one through the Public Education Fund. A summary of resources for the department is listed below:

FUNDING SUMMARY	FY 2017-18 BUDGET
General Fund	\$43.1 million
Children’s Fund	\$166.9 million
Public Protection Special Revenue Fund	\$3.7 million
<b>TOTAL</b>	<b>\$213.8 MILLION</b>

Approximately 94% of expenditures are aligned with “carve out” uses. The spending plan is as follows:

- The Children’s Baseline Fund essentially creates a floor below which spending cannot fall and is budgeted for \$43.3 million.
- The Children’s Fund, budgeted at \$89.1 million for FY 2017-18, essential-



ly sets aside a percent of property tax revenue towards a variety of services including after-school programs, leadership development, health services, violence prevention, workforce development, etc.

- Lastly, the Public Education Enrichment Fund, budgeted at \$69.5 million for FY 2017-18, collaborates with the San Francisco Unified School District (SFUSD) to deliver the following services: one third to preschool support (administered by First Five), one third to fund sports, libraries, arts and music, and one third to other services such as wellness centers, student support professionals, translation and peer resources (also managed by SFUSD).

USES BY PROGRAM	FY 2017-18 BUDGET
Administration	\$1 million
Children's Baseline	\$43.3 million
Children's Fund Programs	\$89.1 million
Children's Svcs - Non - Children's Fund	\$3.2 million
Public Education Enrichment Fund	\$69.5 million
Transitional-Aged Youth Baseline	\$3.7 million
Violence Prevention	\$3.7 million
<b>TOTAL</b>	<b>\$213.8 MILLION</b>

### Key Takeaways

The City & County of San Francisco and the San Francisco Unified School District have established strong partnerships aimed at connecting youth development programs and improving the quality of services available. DCYF oversees funding for programs delivered by community-based organizations in almost every school, and SFUSD submits a budget for the Public Education Fund to the City-County as a part of the annual budget process. As such, a robust bond between the City Hall and SFUSD is cultivated as the school district's efforts often overlap with municipal initiatives.

Another notable component of DCYF are the "carve out" spending plans. These plans guarantee funding for youth programs: the "Children's Baseline" guarantees minimum funding for baseline programs; the "Children's Fund" sets aside a percent of property tax revenue towards a variety of services; and lastly, the "Public Education Enrichment Fund" links DCYF with

SFUSD to deliver services through contracts with community organizations at school sites. These spending plans make it easy to assess services, while also linking the Board of Supervisors and Board of Education.

## NEW YORK

The City of New York’s Department of Youth and Community Development (DYCD) is budgeted at \$812.9 million for FY 2017-18, about \$65.3 million, or 8.7 percent, higher than the FY 2016-17 budget of \$747.6 million. The department has ten separate budget functions funded by a variety of local, state, and federal funding streams.

<b>FUNDING SUMMARY</b>	<b>FY 2017-18 BUDGET</b>
City Funds	\$586.7 million
Other Categorical	\$16,000
State	\$5.3 million
Federal – Community Development	\$7.5 million
Federal – Other	\$53 million
Intra City	\$160.3 million
<b>TOTAL</b>	<b>\$812.9 MILLION</b>

In FY 2017-18, the federal and state government provided \$65.8 million in grants to the department. Those funds accounted for 8 percent of total revenue. In addition, “intra-city” funds—financial transfers from other City agencies, provided \$160.3 million, almost 20 percent of all revenue for the department.



<b>USES BY PROGRAM</b>	<b>FY 2017-18 BUDGET</b>
Adult Literacy	\$19.6 million
Beacon Community Centers	\$112.8 million
Community Development Programs	\$68.1 million
General Administration	\$37.7 million
In-School Youth Programs	\$4.6 million
Other Youth Programs	\$50.1 million
Out-of-School Time	\$34.1 million
Out-of-School Youth Programs	\$16.8 million
Runaway and Homeless Youth	\$33.9 million
Summer Youth Employment Program	\$127.9 million
<b>TOTAL</b>	<b>\$812.9 MILLION</b>

### **Key Takeaways**

A key takeaway from New York’s Department of Youth and Community Development is the reliance on federal, state, and intra-city funds that help finance critical programs for youth. Unlike Los Angeles, where homeless services, summer programs, and community centers are all housed in different departments with competing priorities, New York clusters key social and economic services for youth within DYCD, thus leveraging external funds more efficiently. In addition, by consolidating these funds within one agency, the City lowers the risk of pitting departments against one another during the budget process.

### **OTHER EXAMPLES**

In 1990, Seattle passed the Family and Education levy through a property tax assessment. The assessment provides funding for early childcare, out-of-school time, and youth development programs. Due to a sunset clause, voters have had to renew the initiative every seven years. The levy was renewed in 1997 for \$69 million, in 2004 for \$116.8 million, and in 2011 for \$235 million through FY 2018-19. Seattle’s Department of Education and Early Learning oversees the program and an oversight committee directs the use of resources. Funding categories include community and school-based family support, investments in schools with at-risk students, health-care services, school-readiness, and summer programs.

In 1996, voters in Oakland passed Measure K, which established the Oakland Fund for Children and Youth as a mandated set aside of funds calculated at 2.5 percent of the general purpose revenues annually “to help young people become healthy, productive, and honorable adults.” The City contracts with nonprofit providers and public agencies to provide services to children throughout Oakland. It provided \$12 million in FY 2015-16, \$14.5 million in FY 2016-17, and is budgeted for approximately \$17.3 million for FY 2017-18. The fund is housed within the City’s Human Services Department, and a Planning and Oversight Committee provides policy recommendations to the City Council and also oversees strategic planning, evaluation and grant making. The strategic plan is updated every four years with a comprehensive evaluation of overall grants to public and nonprofit agencies.

In 2002, voters in Portland passed Measure 26-33, which increased property taxes by 40 cents per \$1,000; the revenues are used to fund the Children’s Investment Fund. The City contracts with nonprofit providers and public agencies to provide services to children throughout Portland. Voters approved the most recent levy in 2013. It provided \$14.8 million in FY 2015-16, \$18.7 million in FY 2016-17, and approximately \$19 million is projected for FY 2017-18. Funding categories include early childhood services, child abuse prevention and intervention, after school programs, mentoring, foster care, and hunger relief.





## COMMON THREADS AND LESSONS LEARNED

Youth development spending varies dramatically from one part of the country to another. San Francisco is the biggest spender, spending \$1,909 per youth each year, counting salaries, support services and all the other costs associated with its Department of Youth and Community Development. On the opposite end of the spectrum, Los Angeles spends only \$75 per youth. Our analysis depicts a wide variation in spending across cities and several factors help to explain the vast differences in spending. Here are a few key drivers:

- **Having a “Place To Go”:** A citywide structure, much like those found in New York and San Francisco helps put youth-related concerns on the agenda of policymakers. It bridges the gap between the City, schools, and community organizations, and clusters key social and economic services, thus leveraging external and internal funds more efficiently.
- **Special Revenue Sources:** Special revenue sources, like those found in Seattle, Oakland, Portland, and San Francisco have the advantage of guaranteeing consistent funding. These sources protect services from being cut in down revenue years. This is especially important in Los Angeles because the portion of funding for youth services is smaller and vulnerable to changes in political priorities. More so, special revenue is usually more stable since it provides an extra level of transparency while the General Fund, mostly property and sales taxes, decreases the stability of revenue.
- **Strategic Partnerships with Community Organizations:** Partnerships with a diverse group of organizations is essential. In their efforts to boost efficiency, several cities have established formal partnerships with nonprofits that are already providing services to youth. For instance, in Oakland, this relationship works like a “referral” program, where the City directs youth to organizations for further support. In San Francisco, the department itself works with the school district to contract with community organizations. In addition, cities can save administrative costs by working with community organizations. For example, Oakland and Portland contract services with external partners with little overhead, though they oversee strategic planning, evaluation, and grant making.

CITY	YOUTH ENTITY	FY17-18 YOUTH DEVELOPMENT FUNDING	YOUTH POPULATION AGES 10-24	PER CAPITA SPENDING
New York	Dept. of Youth & Community Development	\$812.9 million	1.5 million	\$541 per youth in FY17-18
San Francisco	Dept. of Children Youth & Their Families	\$213.8 million	112,000	\$1909 per youth in FY17-18
Los Angeles	GRYD, YouthSource Centers Youth Workforce Development, County Jobs, Summer Night Lights, Clean & Green Jobs, and LA's Best	\$60.3 million	804,567	\$75 per youth in FY17-18

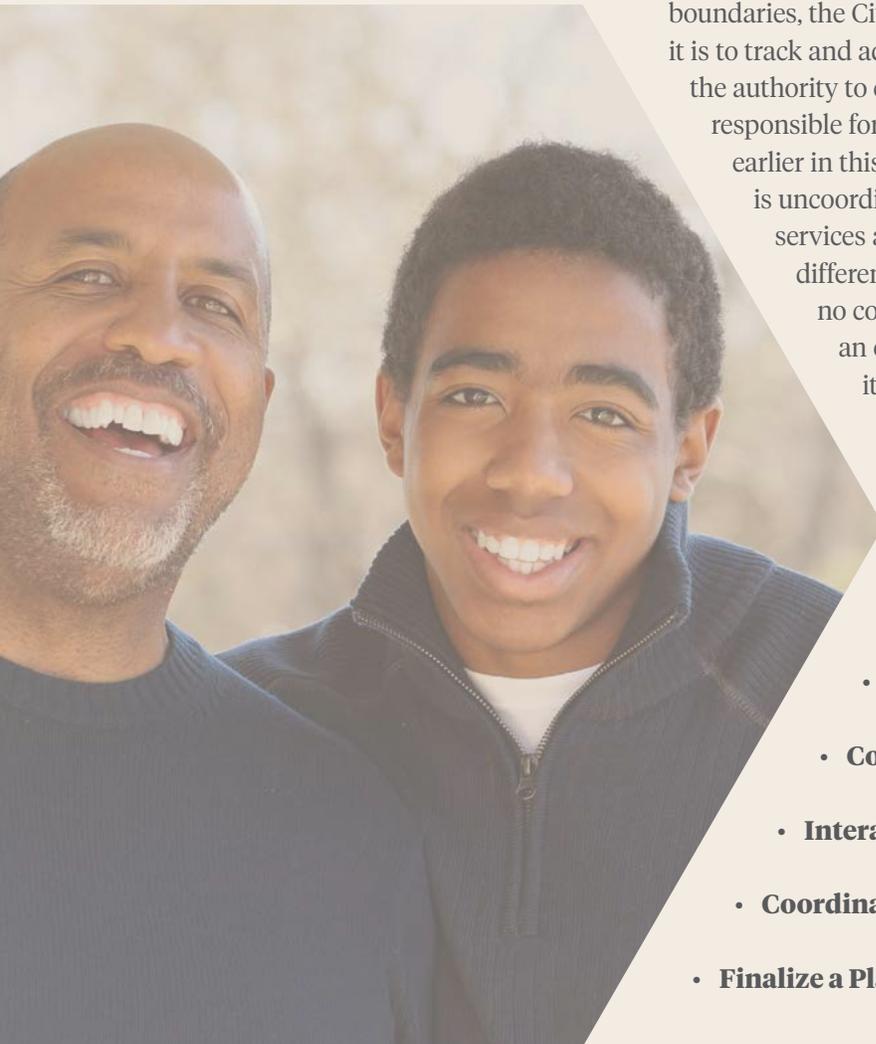
According to our analysis, the City and County of San Francisco spends the most per youth \$1,909 – and Los Angeles spends the least – just \$75 per youth. In between those two ranges, New York spends \$541. Youth spending in Los Angeles is all over the map, and despite the importance of spending to understand trends, there is little research examining this data. Our findings suggest that spending in Los Angeles is generally linked to revenue availability – not necessarily long-term plans to address larger issues.

# PART V: RECOMMENDATIONS

## THE BLUEPRINT FOR YOUTH DEVELOPMENT

Given that the various needs of youth that overlap jurisdictions and council boundaries, the City must establish a new department whose responsibility it is to track and address the needs of youth. The Department must have the authority to coordinate with County and LAUSD efforts, and be held responsible for the City's youth development strategies. As discussed earlier in this report, the City's current youth development approach is uncoordinated. It relies on the County for health and social services and LAUSD for K-12 education. Within the City itself, different departments operate several programs with little or no coordination. In addition, the lack of tracking, metrics, and an overall goal means that the City does not know whether its efforts are meeting the actual need or how much it is falling short. Given the new revenue sources it could realize, the City not only has the responsibility, but the opportunity to dedicate resources to create a Youth Development Department. Although commitments like this can be challenging, we recommend a five-step process for the formal transition:

- **Formalize a Strategy for Youth Development**
- **Consolidate Programs**
- **Interagency Coordination**
- **Coordinate with Local Government Partners**
- **Finalize a Plan for Funding**



## **FORMALIZE A STRATEGY FOR YOUTH DEVELOPMENT**

It is difficult to understand youth-related investments in Los Angeles, as the City does not have a formal strategy for youth development. The City should identify their current youth development investments in order to better evaluate and fund what works and discontinue funding for what doesn't work. A formal strategy would improve the ability of policymakers to set common goals, track outcomes, and account for all youth development efforts. It should be publicized so that all stakeholders know the current level of investments and what the issues are. An important component of the strategy should be documentation, including a description of the Youth Development Department, an outline of the organizational structure(s) that will guide its work, and a method for evaluating City programs.

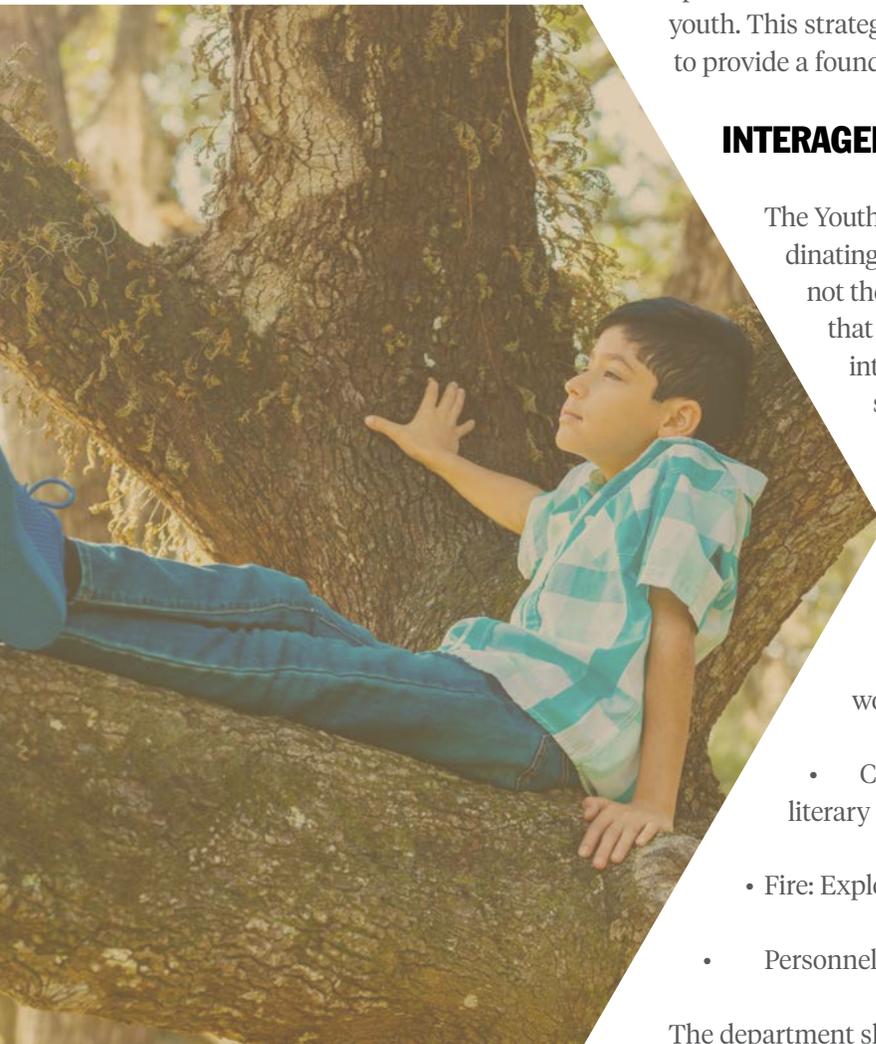
## **CONSOLIDATE PROGRAMS**

Our review found that the City's youth development approach is an uncoordinated patchwork of services at a cost of \$60.3 million. We also found that no department is structured to take on the role of coordinating youth development efforts across City departments because they are not mandated to do so. Given the needs of youth in the City, creating a Youth Development Department that could coordinate across departments is essential. The following programs could be consolidated under the Youth Development Department:

<b>CITY AGENCY</b>	<b>PROGRAM</b>	<b>FY 2017-18</b>
Mayor's Office	Gang Reduction & Youth Development	\$26.1 million
Recreation and Parks	Summer Night Lights	\$1.6 million
Economic Workforce Dev Dept.	YouthSource Centers	\$14.1 million
Economic Workforce Dev Dept.	Los Angeles County Youth Jobs	\$6 million
Economic Workforce Dev Dept.	Youth Workforce Development	\$9.1 million
Board of Public Works	Clean and Green Jobs	\$1 million
NA	LA's Best	\$1.4 million
Housing + Community Investment Dept.*	FamilySource funding for LAUSD	\$1 million
<b>TOTAL YOUTH INVESTMENT</b>		<b>\$60.3 MILLION</b>



Furthermore, consolidating programs under the Youth Development Department would allow the City to establish base operating expenses and secure future investments. For example, EWDD's Youth Workforce Development program could target spending in specific areas of the City to better address disparities that exist between neighborhoods. The City's Youth-Source Centers and the Mayor's Office of Gang Reduction and Youth Development could reevaluate the way they collectively invest in disconnected youth. This strategy would intertwine funding from each of these programs to provide a foundation for the Youth Development Department.



## INTERAGENCY COORDINATION

The Youth Development Department could be responsible for coordinating with City departments whose work involves youth, but not their primary mission. This is an important step in ensuring that the department is effective and makes an easy transition into the City family. In practice, the Youth Department would serve as a facilitator, giving each youth-serving agency a clearly defined role. A few programs that could fall within this network would include:

- Recreation and Parks: Girls Play LA, after-school programs, summer camps, etc.
- Public Library: SAT prep, high school placement workshops, college workshops, etc.
- Cultural Affairs: Creative Pathways, Promise Zone Arts, literary programs, etc.
- Fire: Explorer programs
- Personnel: Internship programs

The department should support a strategic plan to coordinate a “one-voice approach” and to ensure that the City is identifying service gaps and providing what is needed.

## **COORDINATE WITH LOCAL GOVERNMENT PARTNERS**

The City, County and LAUSD are distinct entities, yet they serve overlapping communities. Therefore, it is imperative that the three jurisdictions are aware of opportunities for pooling resources and working together to meet the needs of youth. While there are several linkages, we have identified the following low hanging fruit for better coordination:

- **Workforce Development Programs:** A natural partnership for the City is workforce development programs with the County. Combined, they budget \$35 million for youth jobs and have entered into several successful partnerships. While we acknowledge their current efforts, strengthening this partnership under a youth development strategy would lead to more consistent regional policies, create clearer career pathways for higher education, and provide mentorship options for youth. This is also likely to result in more flexibility in aligning services with local area workforce needs as there are 68,947 youth between ages 16 and 24 who are out of school and not working. In addition, solidifying this partnership is ever more important since the region will be expecting 67,450 openings for middle-skill jobs, stressing the urgency of connecting youth who are currently unemployed or out of school to the jobs of the future.
- **After School Safety and Education Programs:** A natural partnership for the City to work with LAUSD is by coordinating afterschool activities. The school district receives \$60.2 million from the state for afterschool programs at school sites and in partnership with community-based organizations. While the City has made efforts to become more involved with local schools, mainly through facility joint-use agreements, it has not created an overall strategy for how the City can coordinate with after-school services. The structure of this partnership may vary across the City, depending on the needs of every school. This partnership is important in that there are several Citywide “systems” that offer youth services that could be coordinated with LAUSD, so together they can increase opportunities. This also important in that it would better inform law enforcement about the various services available for youth outside of school, as an alternative to justice-system procedures. It is our conclusion that an effective afterschool strategy between City Hall and LAUSD can serve as a mentorship strategy, poverty reduction strategy, and leadership development strategy.

Despite their independent nature, the County, City, and LAUSD each have a critical role to play in building healthy communities. By working in collaboration, they could produce better results than by working individually. Since no current department is structured to take on the role of coordinating with the County and LAUSD on youth-related issues, the Youth Development Department could step into that role and formalize these relationships.

## FINALIZE A PLAN FOR FUNDING

As part of the process to create a Youth Development Department, Los Angeles inevitably needs to develop a funding plan. We recommend the following steps towards a larger strategy for dedicated funding:

- **Determine Need:**
  - This question requires additional analysis; however, we are prepared to answer this in incremental steps. The needs assessment in Part II shows where and what the needs are, and therefore provides a clear picture of what adequate levels of youth development supports should be across the City. As an example, one key area of focus are disconnected youth ages 16 to 24, mainly because they intersect multiple populations: poverty, unemployment, out of school, etc. Since one of the core programs the City offers is workforce development, one way of determining cost is by estimating the per-capita price of providing workforce development services to youth who have barriers to employment and mentorship.



If we address issues for 100% of youth ages 16 to 24 who are disconnected, it would cost \$41.8 million to increase their opportunities for employment and mentorship.

- **Consolidate Current Programs with Investment Needed:**
  - A review of the City's FY 2017-18 budget found several programs directly serving youth and young adults totaling to \$60.3 million. By combining this total with investment needed to create opportunities for disconnected youth (\$41.8 million), the City's approximate costs to support current operations and disconnected youth would be \$102.1 million, though other priorities are also likely to need increased funding. A consolidated, streamlined department would promote targeted and effective programs, stretching resources further than possible with current City operations where multiple agencies compete for funds with overlapping missions.
- **Explore Special Revenue Sources:**
  - Special revenue funds could be an independent revenue source for a citywide department, separate from the General Purpose Fund. Although the Mayor, City Council, and Departments control the City budget, resources generated from special revenue is dedicated for a single purpose, so they are protected from cuts during down revenue years. Currently, the City expects \$250 million in new revenue from cannabis sales through gross receipts and sales tax within the first few years of the industry. The revenue from this source could be used to fund a Youth Development Department in Los Angeles.





## IMMEDIATE RECOMMENDATIONS

The City should begin the process of creating a Youth Development Department by establishing an independent commission that could provide lead thinking and relationship building with stakeholders that would eventually turn into a department. There is already a valuable model of a youth-related commission in Los Angeles. In 1995, the Commission on Children, Youth, and Their Families (CCYF) was created to address the issues identified in this report. The Youth Development Commission could be patterned on the CCYF model.<sup>24</sup> A commission would:

- Consist of community advocates, resident activists, and youth themselves.
- Explore the necessary steps to create a new City department.
- Serve as the focal point to review policies and coordinate services.
- Advise the Mayor and Council of the needs of youth.
- Identify funding streams for programs.

The likely costs of a Commission would be modest:

- \$2.5 million - \$3 million:
  - Executive Director Salary: \$150,000 - \$200,000
  - Minimum of 16 Personnel: \$1.3 million - \$1.5 million
  - Indirect Costs: \$800,000 - \$935,000
  - Operations: \$300,000 - \$350,000

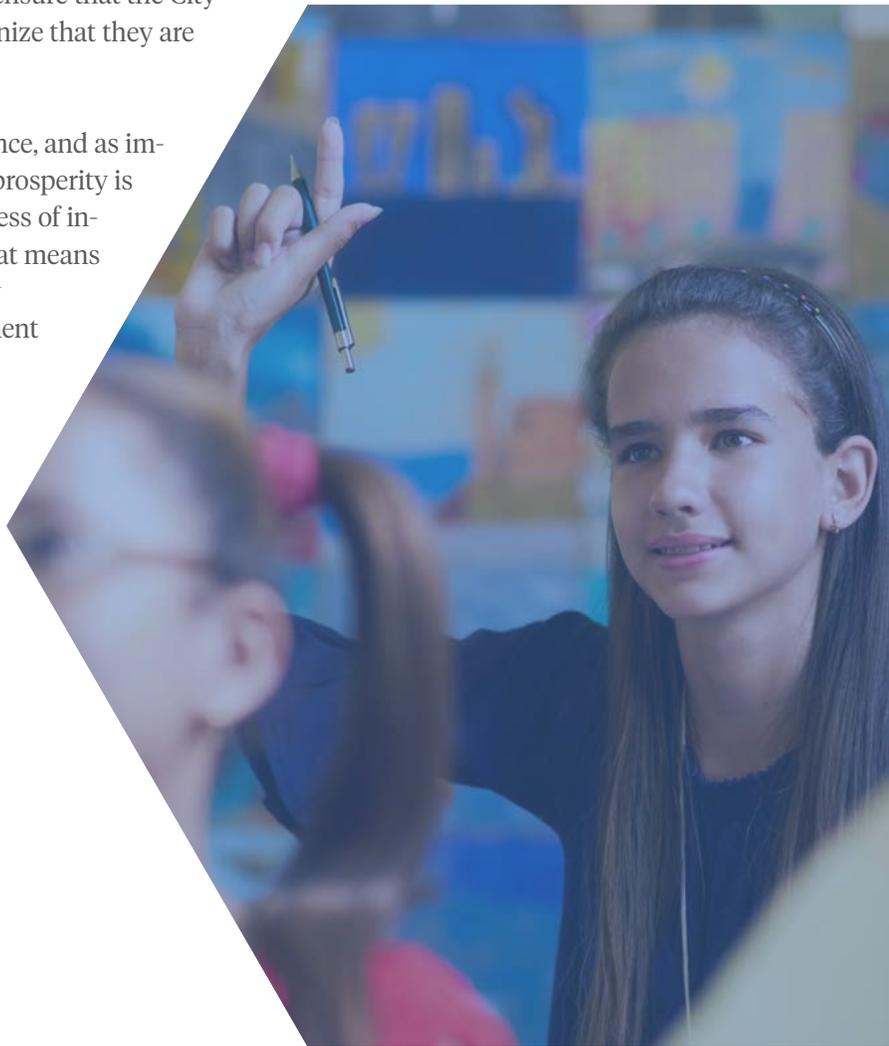
## THE BENEFITS OF AN IMMEDIATE DOWN PAYMENT

An immediate down payment for current youth programs in the FY2018-19 budget could play a key role in kick-starting the conversation in City Hall. It will send a message of long-term strategy, accountability, and ownership. Not only will it enhance the credibility of youth development in Los Angeles, but will also set a precedent in the City's operating budget. Further more, once this line item is institutionalized, City staff, departments, and resources could be devoted to continuing and increasing the level of funding every budget cycle.

## FINAL THOUGHTS

Los Angeles is better off than where it was ten years ago. While the road to recovery hasn't been as easy as we might have wanted, Angelenos are more engaged with their City than ever before. We aren't going to solve all our problems in one year, one election, or even one decade -- because Los Angeles is always looking for ways to improve itself. To ensure that the City improves, we need to invest in our youth now and recognize that they are the future leaders of our communities.

The issue of youth development is of City-wide importance, and as important as any other issue in City Hall. At a time where prosperity is growing, we have to make sure that every youth, regardless of income, race, or family structure is part of that growth. That means guaranteeing every young person the opportunities they need to thrive. That means creating promising employment prospects and empowering young people with the skills they need for those jobs. That means providing more programs to reengage disconnected youth. That means providing more resources to alleviate the impacts of poverty and violence. That means the City of Los Angeles recognizing how important young people are to its future, and taking action to give them the investment and support they need to succeed.





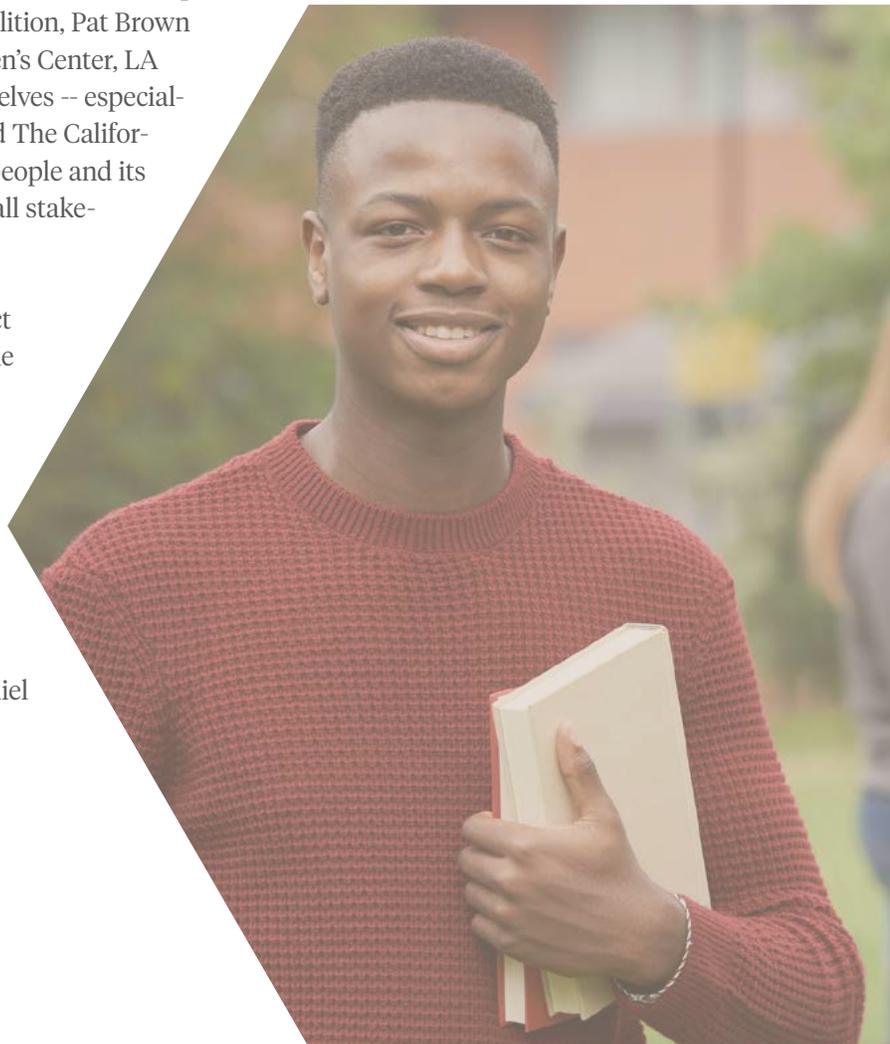
## *About Us*

*Advancement Project* is a next generation, multiracial civil rights organization working on systems change. The staff in the California offices in Los Angeles and Sacramento work to expand opportunities in our educational systems, create healthy built environments and communities, develop the connective tissue of an inclusive democracy, and shift public investments towards equity. We develop rigorous evidence-based solutions and innovate technology and tools with coalition partners to advance the field, build partnerships between community advocates and the halls of power, and broker racial and socioeconomic equity. For almost 20 years, *Advancement Project California* has collaborated with progressive community partners and leaders to transform the public systems impacting the lives of low-income people of color in California.

# *Acknowledgements*

Advancement Project gratefully acknowledges the dedication of the Invest in Youth leadership team for their countless hours of facilitation devoted to the Blueprint for Youth Development Los Angeles. We would like to offer our immense appreciation to Legacy LA, Big Citizens Hub, Self-Help Graphics and Art, Jovenes Inc., Violence Prevention Coalition, Pat Brown Institute, Urban Peace Institute, East Los Angeles Women’s Center, LA Voice, countless community residents, and youth themselves -- especially those who participated in the planning sessions -- and The California Endowment for supporting the wellbeing of young people and its generous contributions. Without thoughtful input from all stakeholders, this report could not have been possible.

We would also like to thank staff at Advancement Project California for their collaborative efforts. Their remarkable leadership does not go unnoticed. Led by the Equity in Public Funds team -- Asad Baig and Michael Russo -- for serving as project managers and writing this report, our Research team -- Chris Ringewald, Yvonne Yen Liu, Leila Forouzan, and Diana Benitez -- for data analysis and visualizations, and our Communications team -- Katie Smith and John Joanino -- for strategic guidance, messaging, and outreach. A special note of thanks to Jacky Guerrero, John Dobard, and Daniel Wherley who provided feedback and upgrades.



# APPENDIX

## Youth Arrests by LA City Council District (age 10-24)

DISTRICT	GRAND TOTAL	PERCENT
1	2044	7
2	1404	4
3	1710	5
4	1118	4
5	647	2
6	2856	9
7	1488	5
8	2868	9
9	2918	9
10	1940	6
11	2707	9
12	1434	5
13	3931	13
14	2459	8
15	1745	6
<b>TOTAL</b>	<b>31,269</b>	<b>NA</b>

## Homeless Youth by LA City Council District (age 0-24)

Source: 2017 Youth Count, Greater Los Angeles Homeless Count

DISTRICT	GRAND TOTAL	PERCENT
1	503	16
2	206	6
3	138	4
4	114	4
5	83	3
6	147	5
7	63	2
8	176	5
9	225	7
10	79	2
11	188	6
12	47	1
13	735	23
14	477	15
15	60	2
<b>TOTAL</b>	<b>3241</b>	<b>NA</b>

### Youth Living Below Poverty by LA City Council District

Source: American Community Survey, 2015, 5-year (age 12-24)

DISTRICT	GRAND TOTAL	PERCENT
1	19075	9
2	10663	5
3	9327	4
4	6360	3
5	15597	7
6	14669	7
7	11274	5
8	18130	9
9	29188	14
10	12789	6
11	8418	4
12	7503	4
13	13991	7
14	13954	7
15	18147	9
<b>TOTAL</b>	<b>209085</b>	<b>NA</b>

### Disconnected Youth by Race

Source: American Community Survey, 5-year, 2011-2015; microdata obtained from IPUMS-USA, University of Minnesota, [www.ipums.org](http://www.ipums.org)

RACIAL GROUP	TOTAL	PERCENT
Latino	44,490	65%
Black	9,773	14%
White	9,072	13%
Asian or Pacific Islander	3,890	6%
Two or More Races	1,341	2%
Some Other Race	336	0%
Native American	45	0%
<b>TOTAL</b>	<b>68,947</b>	<b>14%</b>

## Students who Dropped out of Cohort 2015-16 by LA City Council District

Source: California Longitudinal Pupil Achievement  
Data System  
(CALPADS), 2015-16

DISTRICT	STUDENTS IN COHORT	GRADUATED	DROPPED OUT	DROPOUT RATE
1	7286	5189	1508	21
2	2754	2138	318	12
3	6802	5649	541	8
4	1062	952	53	5
5	2293	1937	189	8
6	6917	5845	466	7
7	3945	3187	357	9
8	2915	2134	414	14
9	6866	5061	881	13
10	2704	2114	252	9
11	4265	3774	206	5
12	6703	5692	414	6
13	3971	2345	813	20
14	7019	4631	1271	18
15	5990	4537	720	12
<b>TOTAL</b>	<b>71492</b>	<b>55185</b>	<b>8403</b>	<b>12</b>

## Endnotes

- 1 Los Angeles County Economic Development Corporation. LA & Orange County Community Colleges: Powering Economic Opportunity. 2017.
- 2 American Community Survey, 2015, 5-year
- 3 Office of Safe and Drug Free Schools at the US Department of Education; the Family and Youth Services Bureau at the US Department of Health and Human Services; and the California Department of Education
- 4 Future of Children collaboration of the Woodrow Wilson School of Public and International Affairs at Princeton University and the Brookings Institution, the Institute for Applied Research in Youth Development at Tufts University
- 5 Flanagan, C. A., & Faison, N. (2001). Youth Civic Development: Implications of Research for Social Policy and Programs. Social Policy Report.
- 6 Hamilton, S. F. (1999). A three-part definition of youth development. Unpublished manuscript, Cornell University College of Human Ecology, Ithaca NY.
- 7 Lerner, R. M. (2004). Liberty: Thriving and civic engagement among America's youth. Thousand Oaks, CA: Sage Publications
- 8 Hamilton, S. F., & Hamilton, M. A. (Eds.). (2004). The Youth Development Handbook: Coming of Age in American Communities. Thousand Oaks, CA: Sage Publications, Inc
- 9 American Community Survey, 2015, 5-year
- 10 American Community Survey, 2015, 5-year
- 11 2017 Youth Count, Greater Los Angeles Homeless Count, [https://www.lahsa.org/documents?id=1459-2017-youth-count-data-summary-total-point-in-time-](https://www.lahsa.org/documents?id=1459-2017-youth-count-data-summary-total-point-in-time)
- 12 Fogg, N., & Harrington, P. (2016) Understanding the Diminished Prospects of Disconnected Youth in Los Angeles. Drexel Center for Labor Markets and Policy.
- 13 Arrest Data from 2010 to Present, LA City Open Data Portal
- 14 California Longitudinal Pupil Achievement Data System (CALPADS), 2015-16
- 15 Children's Defense Fund-California. Ending Child Poverty Now: Local Approaches for California. 2016. <http://www.cdfca.org/library/publications/2016/ending-child-poverty-now.pdf>
- 16 National Network for Youth. Consequences for Youth Homelessness. 20xx [https://www.nn4youth.org/wp-content/uploads/IssueBrief\\_Youth\\_Homelessness.pdf](https://www.nn4youth.org/wp-content/uploads/IssueBrief_Youth_Homelessness.pdf)
- 17 Fogg, N., & Harrington, P. (2016) Understanding the Diminished Prospects of Disconnected Youth in Los Angeles. Drexel Center for Labor Markets and Policy.
- 18 Elliott D. Serious Violent Offenders: Onset, Developmental Course, and Termination—the American Society of Criminology 1993 Presidential Address. *Criminology*. 1994;32:1-21.
- 19 Holman B, Ziedenberg J. The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities. Justice Policy Institute; no date
- 20 Kirk DS, Sampson RJ. Juvenile Arrest and Collateral Educational Damage in the Transition to Adulthood. *Social Educ*. 2013;86(1):36-62. doi:10.1177/0038040712448862.
- 21 Rumberger, R. W. (2011). Dropping out: Why students drop out of high school and what can be done about it. Cambridge, Mass.: Harvard University Press.
- 22 Belfield, C. & Levin, H. M. Eds. (2007). The price we pay: Economic and social consequences of inadequate education. Washington, D.C.: Brookings Institution Press.
- 23 Los Angeles County Economic Development Corporation. LA & Orange County Community Colleges: Powering Economic Opportunity. 2017.
- 24 Hui, B. & Sonenshein, R. (2017) Building the Next Generation: Infrastructure and Institutional Investment in Los Angeles Youth. Pat Brown Institute for Public Affairs
- Brodkin, M. (2015) Creating Local Dedicated Funding Streams for Kids. Funding the Next Generation



1910 W. SUNSET BLVD., STE. 500  
LOS ANGELES, CA 90026  
213.989.1300  
TAX ID #95-4835230



[/ADVANCEMENTPROJECTCA](https://www.facebook.com/ADVANCEMENTPROJECTCA)

[RACE COUNTS](https://www.racecounts.org)

[RACECOUNTS.ORG](https://www.racecounts.org)



[@AP\\_CALIFORNIA](https://twitter.com/AP_CALIFORNIA)



[HEALTHYCITY.ORG](https://www.healthycity.org)



[BOYLEHEIGHTSBHC.ORG](https://www.boyleheightsbhc.org)

[WWW.ADVANCEMENTPROJECTCA.ORG](https://www.advancementprojectca.org)