

Estimating Public Support for Opportunity Youth in the City of Los Angeles

Fiscal Year 2015-16

Final Report

Prepared For:

City of Los Angeles

Workforce Development Board

Economic and Workforce Development Department

*Prepared by the Reconnecting Los Angeles Youth (ReLAY) Institute,
in partnership with California State University, Northridge.*



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Executive Summary

The purpose of this project was to estimate how much public support is devoted to Opportunity Youth who live in the City of Los Angeles in one year (2015-16).

Using data provided by Los Angeles City and Los Angeles County departments as well as weighted estimates of public budget expenditures and census figures, **the CSUN team estimates that government allocated approximately \$1.118 billion to support Opportunity Youth in the City of Los Angeles during the 2015-16 Fiscal Year (figure 1).**

The CSUN Team estimates that approximately **90,836** youth aged 16-24 could be described as one or more of the following: 1) out-of-work and out-of-school 2) foster youth; 3) homeless; and/or 4) on probation during the 2015-16 year.

The CSUN Team's research produced an estimated public commitment of approximately \$12,312 per Opportunity Youth during the 2015-16 study period (figure 2). It is particularly noteworthy that over 44 percent of the public commitment represents expenditures on Justice Systems (including law enforcement, corrections and courts).

As of the date of this report, there is no other research known that estimates fiscal support for the Los Angeles City Opportunity Youth population in such a comprehensive way. As the first of its kind, this estimate provides a basis for discussion and further refinement by future scholars of this important at risk population.

Figure 1: Total Opportunity Youth Investment, City and County (in City), FY 2015-16

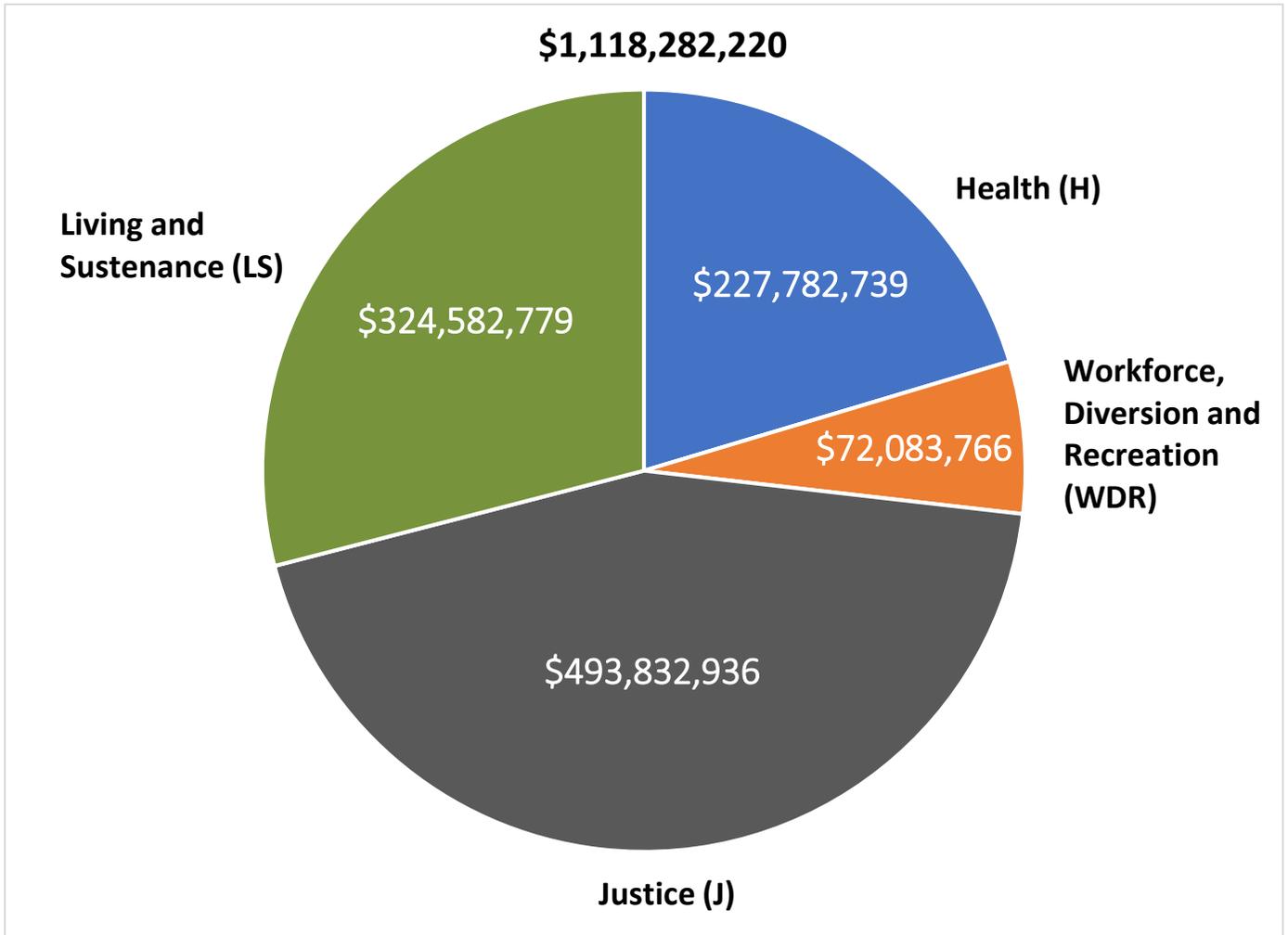
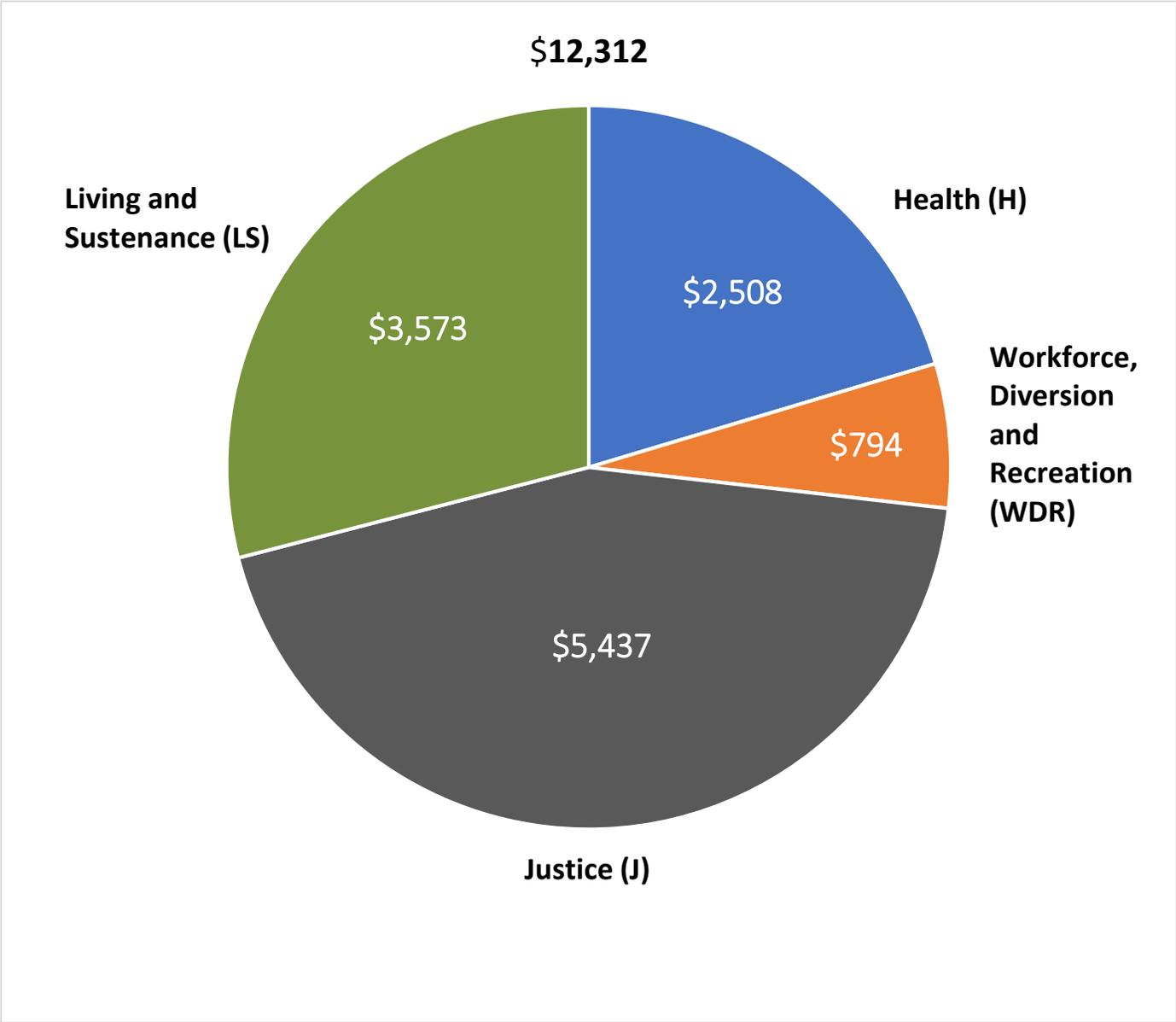


Figure 2: Investment Summary City and County (in City), per Opportunity Youth, FY 2015-16



Acknowledgements

The CSUN Team relied heavily on support from City and County managers, staff and constituents. Also, we relied on a number of nonprofit experts, staff and data champions to compile the data underlying this estimate.

Specifically, we want to thank:

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While a measurement of this scope and complexity will never be fully complete, we are grateful for the ongoing support from those named above and those who have gone unnamed but contributed nonetheless.

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Preamble: Important Information about the Goals and Limitations of This Report

This report was commissioned¹ by the City of Los Angeles Economic and Workforce Development Department (EWDD) as part of the Performance Partnership Pilot (P3) initiative.

The EWDD tasked the CSUN team with tracking public fiscal support for young people aged 16-24 during Fiscal Year 2015-16 who are out-of-work, out-of-school, homeless, on probation and/or foster youth living in Los Angeles City. As directed by the EWDD, this study specifically excludes spending by LAUSD and philanthropic sources. Since many different public agencies serve this population, there is no single database that tracks each individual on all dimensions of interest nor is there consistent information about changes in their status during the 2015-16 Fiscal Year study period. Given these challenges, the CSUN team chose to estimate these budget allocations and expenditures² wherever specific data were unavailable.

It is important for the reader to understand the methodology used by the CSUN Team to arrive at the estimate in this report. The CSUN team chose to combine publicly available population statistics, government budget data and published studies with data provided directly by City and County departments to capture both the spirit and the letter of our charge: to estimate public resources spent on Opportunity Youth in the City of Los Angeles.³ As of the date of this report, there is no other comparable estimate available that quantifies support for Los Angeles City Opportunity Youth.

Given the extensive use of estimates in this report, the results and analysis should be treated as a guideline or initial benchmark against which future measures may be compared rather than the final word about what government spends on Opportunity Youth. In addition, this report is NOT meant to serve as a policy recommendation about whether the magnitude or allocation of resources is adequate or optimal. Rather, it should serve as the starting point for further discussion.

The CSUN team notes that future research can provide more detail about public support for at-risk youth as the P3 Strategic Plan gains further traction, efforts as the ReLAY Institute take hold and budget measures such as Measure H and Proposition HHH begin to impact the rate of homelessness in Los Angeles.

¹ Data collection for this project began in early 2017, once the 2015-16 fiscal year had closed for the City of Los Angeles and the County of Los Angeles. Alignment with P3 partners and other constituents added additional time to this report's construction.

² This report characterizes budget allocations as actual expenditures, except where specific expenditure data are available.

³ For more information about the estimation methodology and limitations of this report, please refer to Appendix A.

Estimating Public Support for Opportunity Youth in the City of Los Angeles

Introduction

This study evaluates public agency support for Opportunity Youth (OY) ages 16 to 24 years old who are out-of-work and out-of-school, plus youth who are homeless, on probation or in a foster home. This group of young people—sometimes referred to as “Opportunity Youth,” “Disconnected Youth,” or “Transitional Age Youth” (TAY)—face a variety of barriers to reconnecting with the mainstream of citizens who enjoy the ability to participate in workforce opportunities.

The Citizens of Los Angeles benefit when pathways of opportunity are available for all citizens. When young people cannot access these pathways, these young people do not reach their full potential and society as a whole faces costs in terms of lost productivity and a larger social services burden.

This report seeks to educate policymakers, public servants and other interested parties about the public resources that go into supporting Opportunity Youth.

Public funding streams span a diverse set of public agencies, particularly because the age group under consideration (16 to 24 years) includes agencies that serve either children or adults, or both.

Understanding Opportunity Youth in the City of Los Angeles

The causes of youth disconnection are as diverse and individual as the Los Angeles cultural landscape. Regardless of cause, young people who were neither in school nor working in the City of Los Angeles in 2015 comprise approximately 16 percent of the 16-24 year old population.⁴ While this is an improvement from the period immediately following The Great Recession of 2008-09, it remains a lost opportunity that attracts attention from policymakers. Additionally, many of these youth (along with others) were disconnected in other respects. The P3 definition of Opportunity Youth includes youth who may have been foster youth, youth on probation and/or homeless youth.

Estimates of the Number of Opportunity Youth in the City of Los Angeles

Opportunity Youth come from a variety of life conditions that present challenges to the healthy development of citizens that face those challenges. Estimates of the categories of Opportunity Youth in LA City vary across time and the nature of this population defies numbering them precisely. Public agencies may track them in the moment, but there is no single database of these individuals, making an accurate count difficult. Accordingly, we must estimate from the available data sources.

⁴ According to the Fogg and Harrington (2016), approximately 16 percent of LA City youth qualify as out-of-work and out-of-school while approximately 15 percent of LA County youth are out-of-work and out-of-school.

Because many youth qualify for more than one category, there is significant overlap amongst the categories. For example, a homeless youth may also be out-of-work and out-of-school. To reduce the degree of overcounting or undercounting⁵ the Opportunity Youth population⁶, we take the midpoint of the possible range of totals to arrive at an estimate of **90,836**.

| | |
|----------------------------------------------|---------------|
| Out-of-Work and Out-of-School ⁷ : | 84,014 |
| Homeless Youth ⁸ : | 3,447 |
| Foster Youth ⁹ : | 1,482 |
| Youth on Probation ¹⁰ | 8,346 |
| Range: | 84,014—97,658 |
| Working Estimate (midpoint): | 90,836 |

To conclude, the CSUN Team estimates that approximately **90,836** youth meet the definitions of Opportunity Youth described in this report.

Sources of Government Support: Los Angeles City and Los Angeles County

Government resources from Federal, state, county and local jurisdictions are used to fund support for Opportunity Youth. However, nearly all government money is administered at the county and local level. As a result, this report will focus on City of Los Angeles and County of Los Angeles data sources. County of Los Angeles spending is adjusted to arrive at estimates of County spending directed at Opportunity Youth within the City of Los Angeles.

⁵ These figures rely on 2015 census estimates. Opportunity Youth who are undocumented may go uncounted in this analysis.

⁶ With appreciation to Elizabeth Gaines from the Forum for Youth Investment.

⁷ Fogg and Harrington (2016)

⁸ Based in part on letter from LAHSA dated 6/1/18, with additional information from youth homeless count at <https://documents.lahsa.org/planning/homelesscount/2016/factsheet/2016-hc-results.pdf> May not include all homeless youth at all ages included in this study.

⁹ Rate of 7.6 per 1,000; source: kidsdata.org; estimated total of foster youth living in LA, (current or former foster youth).

¹⁰ For more information on this estimate, see Appendix B.

Los Angeles City Direct Investment – Summary

First, the CSUN Team considered Los Angeles City government spending on Opportunity Youth. Unlike most city departments (LAPD, L.A. Zoo, etc.) – whose direct spending on the disconnected youth population could not be calculated by analyzing publically available sources – the CSUN Team found three departments with budget items categorized as being explicitly designated for the Opportunity Youth population: the Economic and Workforce Development Department (EWDD), the Mayor’s Office and Recreation and Parks. In fiscal year 2015-16, discretionary expenditures on Opportunity Youth by these three city agencies amounted to \$58,440,195 (see figure 1). Slightly over half of these dedicated dollars were expended on programs administered by EWDD, the largest of which consisted of funding for the YouthSource Centers.

Figure 1: LA City Discretionary Expenditures on Opportunity Youth, FY 2015-16

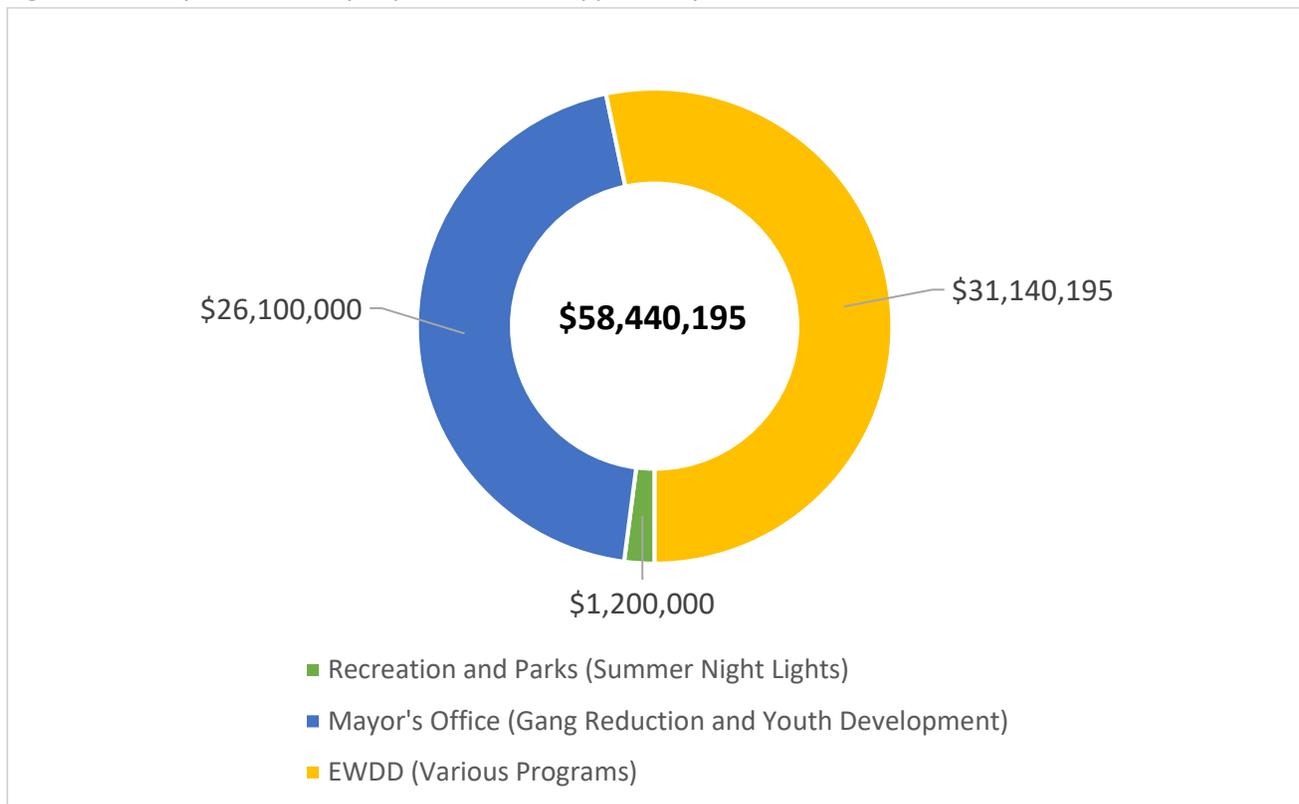
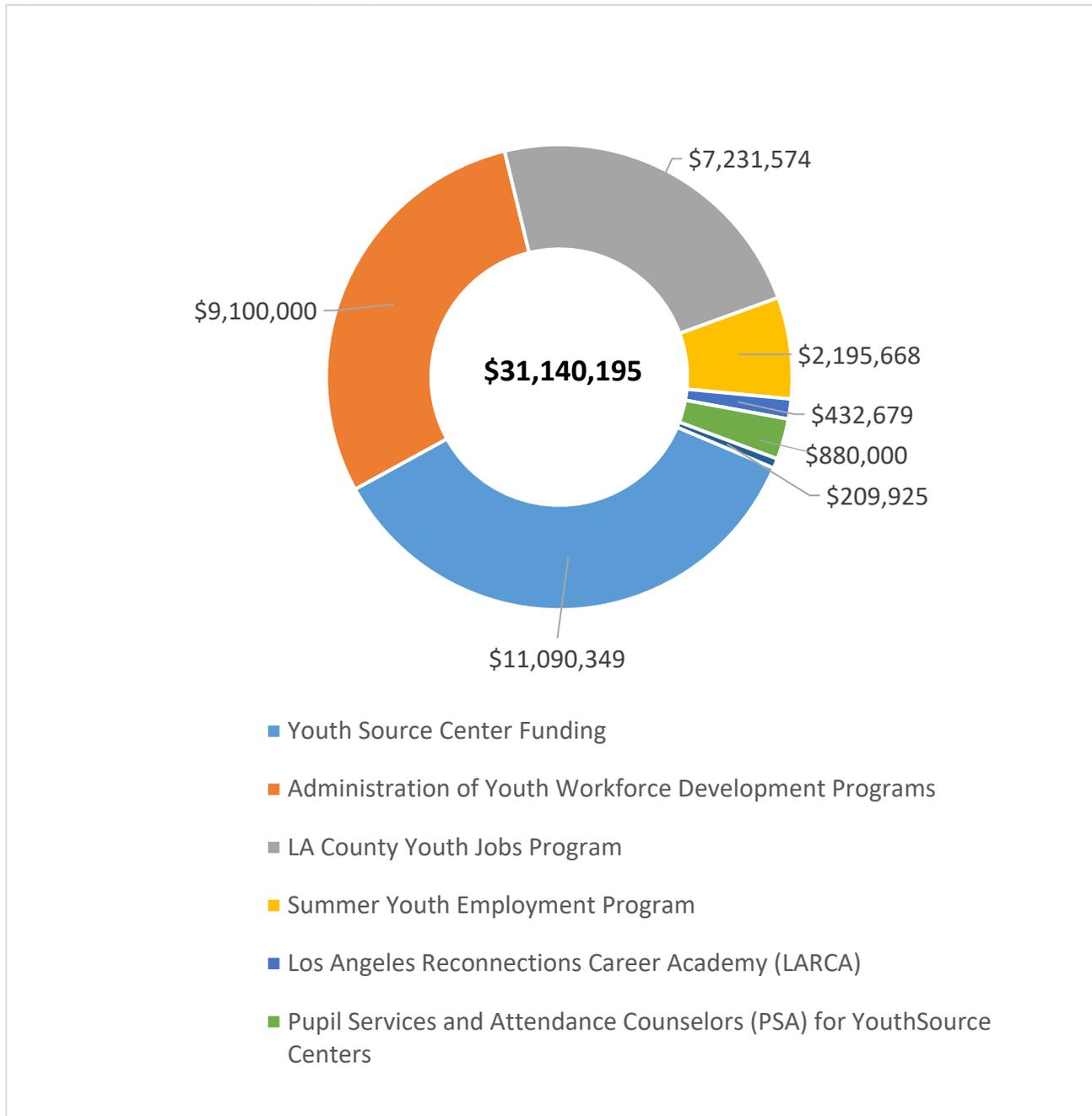


Figure 2: EWDD Expenditures by Program, 2015-16



Los Angeles City Direct Investment – Detail

EWDD

The EWDD (Economic and Workforce Development Department) is responsible for administering Youth Workforce Development programs in the city of Los Angeles. EWDD administers the YouthSource System, 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, the City of Los Angeles and various federal and state grants.

YouthSource

In 2015-16, EWDD contracted thirteen YouthSource centers, which provide WIOA eligible youth with assessment, case management, job preparation, internships, career counseling, job placement, leadership development and educational placement. Through EWDD, all YouthSource centers received \$803,610 in FY 2015-16, with two city-managed centers receiving an additional \$649,269 (in total) from the city General Fund. Federal WIOA funding for EWDD youth programs consisted of \$14,987,996 in fiscal year 2015-16 – an increase of \$490,111 from fiscal year 2014-15.

Summer Youth Employment Program (SYEP)

The Summer Youth Employment Program (SYEP) has been a key service component for well over 30 years in the City of Los Angeles. Youth and young adults between the ages of 14-24 have the opportunity to earn a paycheck while developing foundational work place skills and a connection to the labor force.

HIRE LA's Youth Campaign

The goal of this program is to hire young adults into unsubsidized employment. In partnership with the Los Angeles Chamber of Commerce Foundation, this program provides youth, ages 16-24, with job skills workshops and mock interviews to obtain Work Readiness Certificates (WRC). Hiring events and recruitments are continuously planned throughout the City to highlight the program and to promote the value of the WRC to the business community and to connect youth job seekers with employers.

LAUSD Pupil Service Attendance (PSA) Counselors

In July 2012, the City of Los Angeles realigned thirteen YouthSource Centers – “dropout recovery centers” with the co-location of certified LAUSD student counselors who have access to student data to determine attendance patterns, credits earned toward graduation, test scores and behavioral patterns. The new YouthSource program operationalized this strategy by 1) increasing the percentage of out-of-school youth served by the system providers up to 70 percent and 2) formalizing a regional partnership with the Los Angeles Unified School District (LAUSD). The formal partnership placed a Pupil Services and Attendance (PSA) Counselor at each of the YouthSource Centers. The goal of this partnership is to ensure that out-of-school youth return to school and/or post-secondary employment training programs in high-demand employment sectors. Through this partnership, PSA counselors complete educational assessments for all YSC participants. The information obtained is used by the counselor and center case management staff to determine the

best approach for that particular individual. The centers are located in areas of the city with a high risk of dropouts and are predominately operated by community-based nonprofit organizations.

LA Reconnection Career Academy

Begun in PY 2013-14, the Los Angeles Reconnections Career Academy (LARCA) supports the enrollment of 1,200 young people between the ages of 16-24 over its three program years. The program model focuses on 100 percent drop-out recovery with connections back to school and career pathways. The program is administered by the EWDD with direct services provided by the Youth Policy Institute, the Coalition for Responsible Community Development, the Los Angeles Conservation Corp and the Los Angeles Youth Opportunity Movement Watts and Boyle Heights YouthSource centers. The program was funded by an allocation of \$12 million spread over three years, and includes all related EWDD and contractor costs. (2015-16 was the final year of the program.)

Table 1: EWDD Opportunity Youth Program Summary

| Program | Sources | FY 2015-16 |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|
| Youth Source Centers (13 Centers). | Each center received \$803,160 of federal WIOA funds. Eleven YouthSource centers were operated by contractors, and two were city-managed. (The city-managed centers received an additional \$649,269 in support from LA city general fund.) | \$11,090,349 |
| EWDD Administration of Youth Workforce Development programs. Includes the cost of managing YouthSource system, Summer Youth Employment, Hire LA and other career pathway programs. | U.S. Department of Labor, federal and state grants and general fund. | \$9,100,000 |
| LA County Youth Jobs Program For program year 15-16, LA County approved funding to provide youth, 14-24 years old, with summer jobs that provide educational and job training services. The program serves low and moderate income youth with an emphasis on youth from CalWORKs families and foster youth. Services will focus on Job Readiness, Financial Literacy, and paid work experience. | County of Los Angeles | \$7,231,574 |

| | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Summer Youth Employment Program A program that provides youth 14-21 with paid work experience | City General Fund (\$1,966,528) with the remaining \$299,140 from EWDD (SYEP – Other Sources). | \$2,195,668 |
| Los Angeles Reconnections Career Academy (LARCA) A program model focuses on drop-out recovery with connections back to school and career pathways | The program was funded by an allocation of \$12 million spread over three years, and includes all related EWDD and contractor costs. Program year 2015-16 represented the final year of the program. Enrollees were provided with LARCA services up through September 30 th , 2016. | \$432,679 |
| Pupil Services and Attendance Counselors (PSA) for YouthSource Centers | City provided LAUSD with \$880,000 to co-locate PSA counselors in YouthSource Centers. | \$880,000 |
| Hire LA's Youth Program that provides youth 16-24 with job skills, with a goal of place 1,500 youth in unsubsidized employment. | WIOA Funding of \$75,000, with \$209,925 coming from unspecified sources. | \$209,925 |
| Total EWDD Direct Intervention | | \$31,140,195 |

Mayor's Office

GRYD

The Los Angeles Mayor's Office established the Office of Gang Reduction and Youth Development (GRYD) in 2007 in an effort reduce gang involvement and violence by providing public safety services in high-risk communities (known as GRYD zones). The number of GRYD zones increased from 17 to 23 in 2015-16, providing support to communities where 73% of all gang-related violent crime occurs. GRYD is not a City Department, and operates as foundation housed within the Mayor's Office. In FY 2015-16, the initiative was budgeted for \$26.1 million.

Table 2: Mayor's Office Opportunity Youth Program Summary

| Program | Source | FY 2015-16 |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|---------------------|
| Gang Reduction & Youth Development (GRYD). Program intended to reduce gang-related violence and increase opportunities for at-risk youth. | General Fund. | \$26,100,000 |
| Total Mayor's Office Disconnected Youth Discretionary Spending | | \$26,100,000 |

Recreation and Parks

Summer Night Lights

The Summer Night Lights program is a public and private partnership undertaken by the City of Los Angeles Mayor’s Office of Gang Reduction & Youth Development (“GRYD”) and The GRYD Foundation. Summer Night Lights is part of the GRYD Comprehensive strategy, which is directed at strengthening community resiliency to the influence of gangs and gang violence. The program operates at 32 sites within the City of Los Angeles, keeping recreation centers and parks open between the hours of 7 pm – 11 pm throughout the summer months. The program is funded primarily by General City Purpose funds.

Table 3: Recreation and Parks Opportunity Youth Program Summary

| Program | Source | FY 2015-16 |
|---------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|--------------------|
| Summer Night Lights (SNL) Combats influence of gangs by keeping 32 recreation centers and parks open late in high-need communities. | Mostly General Fund. | \$1,200,000 |
| Total Recreation and Parks Disconnected Youth Discretionary Spending | | \$1,200,000 |

Focus on Housing: Los Angeles City and County Programs Directed at Opportunity Youth

Opportunity Youth in Los Angeles City receive support from City and Los Angeles County programs designed to improve the odds for vulnerable youth.

The housing crisis in Los Angeles caused by escalating rents and development affect Opportunity Youth far more than most other populations. County programs aimed at housing may ease the difficulties faced by Opportunity Youth and may prevent additional homelessness.

LAHSA

A partnership between the County and the City, the Los Angeles Homeless Services Authority (LAHSA) serves homeless at all ages throughout Los Angeles County, including Opportunity Youth in the City of Los Angeles using Federal, State, County and City funding. According to data provided by LAHSA, more than half (1,396 out of a total 2,186) of the homeless served by LAHSA consist of Opportunity Youth as defined in this study. The escalation of the homeless population in the City of Los Angeles likely will mean more involvement for LAHSA as funding through Measures H and HHH becomes available.

Los Angeles Community Development Commission/Housing Authority

A department of Los Angeles County, the Los Angeles Community Development Commission/Housing Authority (CDC/HA) provides access to affordable housing at all ages throughout Los Angeles County, including Opportunity Youth in the City of Los Angeles. Using Federal and other revenue streams, the CDC/HA provides Section 8 housing vouchers and the development of affordable housing units. According to data provided by the CDC/HA, the CDC/HA provided \$13,292,237 in Section 8 housing vouchers to 1,593 persons in the Opportunity Youth population during the study period.¹¹

[Support for Opportunity Youth in Los Angeles City by Functional Category](#)

Support for Opportunity Youth can be categorized in these four broad categories:

- 1) Living and sustenance;
- 2) Health;
- 3) Justice Systems; and
- 4) Workforce, diversion and recreation.

In the tables that follow, Los Angeles City and Los Angeles County fiscal support for Opportunity Youth in Los Angeles City is estimated¹² by functional category.

[Table 4: Living and Sustenance \(LS\)](#)

Living and sustenance programs provide housing, food and economic benefits to accommodate the requirements of daily living. Most of these programs are administered through Los Angeles County, though they are funded by Federal, California and Los Angeles County budget allocations.

¹¹ The CDC/HA also provides support for the development of affordable housing that benefit the population studied. Capital items have specifically been excluded from the figures presented in this report.

¹² For more information on estimation methodology, see Appendix A.

| Living and Sustenance (County) | | | |
|----------------------------------------|-----------------------------------------------------|------------------------------------------------------------------------------------------------------|-------------------|
| Type | Department/Program | Description | FY 2015-16 |
| County Targeted (Known) | LAHSA HHP (Homeless and Housing Program) | Housing costs, support services hotel vouchers and other administrative costs. | \$40,779,642 |
| | Community Development Commission | Funding primarily for Section 8 housing vouchers. | \$13,292,237 |
| Targeted County Expenditure (Weighted) | DCFS Adoption Assistance Program | Provides services for adoption placement. | \$19,418,326 |
| | DCFS Child Abuse Prevention Program | DCFS provides support for safety and permanency transition-age youth for transition to independence. | \$230,166 |
| | DCFS Foster Care | Funding to support for foster youth. | \$39,748,664 |
| | DCFS Kin-GAP | Funding to TAY who leave the juvenile court system. | \$4,879,764 |
| | DCFS Promoting Safe and Stable Families | Funding to protect youth at risk of abuse and neglect. | \$3,833,306 |
| | DPSS--Cal Work Opportunities-Responsibility to Kids | Temporary assistance to meet basic needs and a spectrum of welfare-to-work programs. | \$67,764,290 |
| | DPSS--Cash Assistance Program for Immigrants | Cash assistant to eligible immigrants who do not qualify for Federal support. | \$4,431,998 |
| | DPSS--Community Block Services Grant | Support for victims abuse and domestic violence. | \$341,953 |
| | DPSS--General Relief Anti-Homelessness | General public relief for homeless persons. | \$1,163,327 |
| | DPSS--Indigent Aid | Support for indigent persons ineligible for state and Federal aid. | \$17,007,764 |
| | DPSS--Refugee Cash Assistance | Support for refugees during first eight months of settlement in the US—supported by Federal funds. | \$293,544 |
| | DPSS--Refugee Employment Program | Support for refugees seeking asylum who are transitioning from assistance to self-sufficiency. | \$252,276 |
| | DPSS--Work Incentive Nutritional Program (WINS) | Funding to promote self-sufficiency through work by providing supplemental food assistance benefits. | \$522,749 |

| | | | |
|---------------------------------------------|-----------------------------|--------------------------------------------------------------------------------------------------------|----------------------|
| General County Programs (Estimated) | Public Social Services | Estimated OY share of public assistance (e.g. CalWORKS and CalFresh) and department operating expense. | \$62,010,247 |
| | Children & Family Services | DCFS provides support for safety and permanency transition-age youth for transition to independence. | \$28,222,292 |
| | Community & Senior Services | Estimated OY share of department operating expense. | \$3,144,193 |
| | Child Support Services | Estimated OY share of department operating expense. | \$12,218,912 |
| | LAHSA | Listed under County Targeted Known | - |
| Total Living and Sustenance (County) | | | \$319,555,650 |

| Living and Sustenance (City) | | | |
|-----------------------------------------------------|----------------------------------|---------------------------------------------------------------------------------------|-----------------------------|
| Type | Department/Program | Description | FY 2015-16 |
| City Programs (Estimated) | Housing and Community Investment | Administers housing finance, economic development and community development programs. | \$1,498,464 |
| | Transportation | Los Angeles City public transport. | \$3,528,665 |
| Total Living and Sustenance (City) | | | \$5,027,129 |
| Total Living and Sustenance, County and City | | | <u>\$324,582,779</u> |

Table 5: Justice Systems (JS)

Justice systems provide for adjudication, policing, probation and other law enforcement functions to correct or rehabilitate unlawful conduct. Opportunity Youth experience higher contact with the justice system as part of the challenges they face. At 44 percent of the estimate total, this category represents the largest component of fiscal support for the Opportunity Youth population. The magnitude of this figure is especially noteworthy.

| Justice (County) | | | |
|-------------------------------------------------|-------------------------------------------------------|--------------------------------------------------------------------------------------------|----------------------|
| Type | Department/Program | Description | FY 2015-16 |
| Targeted County OY Expenditure (Weighted) | Probation--Care of Juvenile Court Wards | Provides for care of juvenile court wards placed in group homes after the age of 18. | \$1,006,394 |
| | Probation--Juvenile Institutions Services | Provides for funding of juvenile halls and camps. | \$167,336,511 |
| | Community-Based Contracts (Administered by Probation) | Provides violence prevention and juvenile services through private contracts. | \$336,391 |
| | Probation--Special Services | Funding for specialized supervision and programs aimed at OY to "effect positive changes." | \$43,125,953 |
| General County Departments/Programs (Estimated) | Probation | General administration of department. | \$11,872,136 |
| | Public Defender | Estimated OY share of department operating expense. | \$6,624,970 |
| | Trial Courts | Estimated OY share of department operating expense. | \$13,002,013 |
| | Sheriff | Estimated OY share of department operating expense. | \$103,805,729 |
| | Alternate Public Defender | Estimated OY share of department operating expense. | \$2,010,203 |
| Total Justice (County) | | | \$349,120,299 |

| Justice (City) | | | |
|---------------------------------------|--------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------------------|
| Type | Department/Program | Description | FY 2015-16 |
| City Targeted (Known) | Mayor's Office - Gang Reduction and Youth Development (GRYD) | Program intended to reduce gang-related violence and increase opportunities for at-risk youth. | \$26,100,000 |
| City Departments (Estimated) | Police | Estimated city policing costs associated with DY. | \$118,612,637 |
| | Total Justice (City) | | \$144,712,637 |
| Total Justice, County and City | | | \$493,832,936 |

Table 6: Health (H)

Health programs support Opportunity youth by providing access to health professionals in the event of illness, accident, mental health needs, addiction and public health needs. These programs are almost entirely provided through Los Angeles County programs such as the Los Angeles County Department of Health Services and the Los Angeles County Department of Mental Health.

| Health (County) | | | |
|-------------------------------------------|-------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|
| Type | Department/Program | Description | FY 2015-16 |
| Targeted County OY Expenditure (Weighted) | Health Services--Juvenile Court Health Services | Funding for health services of youth on probation. | \$5,005,775 |
| | Special Courts Juvenile/Mental Health | Support for OY that may dependent on the Court system. | \$19,581 |
| | Public Health--HIV and STD Programs | Funding for prevention of HIV and STDs. | \$3,908,306 |
| | Public Health--Substance Abuse Prevention and Control | Supports a spectrum of programs to prevent and treat substance abuse. | \$10,863,121 |
| | Public Health--Children's Medical Services | Funding to support low income children with special health care needs. | \$7,569,451 |
| | Public Health--Antelope Valley Rehab Centers | Supports recovery from substance abuse. | \$636,611 |
| | General County Departments /Programs (Estimated) | Mental Health | Funding for mental health prevention and treatment. |
| Health Services | | Funding for general health care services at all levels of need. | \$121,531,342 |
| Public Health | | Provides for protection and prevention of health against disease and injury. | \$13,600,994 |
| Diversion and Reentry | | Coordination of treatment for persons with mental illness and substance abuse issues who encounter the justice system. | \$2,421,561 |
| Total Health (County) | | | \$227,782,739 |

| Health (City)* | | | |
|---------------------------|---------------------------|--------------------------------------|----------------------|
| Type | Department/Program | Description | FY 2015-16 |
| <i>*Insufficient Data</i> | | | |
| | | Total Health (City) | \$0 |
| | | Total Health, County and City | \$227,782,739 |

Table 7: Workforce, Diversion and Recreation Programs (WDR)

Government expends significant resources on helping Opportunity Youth to reenter the workforce as well as to engage in other activities that will keep them safe, productive and away from risky environments. Workforce programs enacted at the Federal level provide resources to address the unique needs of Opportunity Youth. For example, the Workforce Innovation and Opportunity Act (WIOA) was signed into law on July 22, 2014.

WIOA is landmark legislation that is designed to strengthen and improve our nation's public workforce system and help get Americans, including youth and those with significant barriers to employment, into high-quality jobs and careers and help employers hire and retain skilled workers.

<https://www.doleta.gov/wioa>

| Workforce, Diversion and Recreation (WDR) - County | | | |
|-----------------------------------------------------------|---------------------------------|------------------------------------------------------------------------------|---------------------|
| Type | Department/Program | Description | FY 2015-16 |
| County Targeted (Known) | WDACS Foster Youth Jobs Program | Provides jobs to foster youth; 1,143 Served in Target Pop. | \$1,600,000 |
| | WDACS Other than Foster Youth | Operational expense of providing jobs programs to OY. | \$2,268,740 |
| Targeted County OY Expenditure (Weighted) | DCSS-WIOA | Funding for training and employment programs. | \$22,594,260 |
| General County Departments /Programs (Estimated) | Parks and Recreation | Support for activities that promote a healthy lifestyle and build community. | \$4,467,406 |
| | | Total Workforce, Diversion and Recreation (County) | \$30,930,406 |

| Workforce, Diversion and Recreation (City) | | | |
|----------------------------------------------------|--------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|
| Type | Department/Program | Description | FY 2015-16 |
| City Targeted (Known) | EWDD - Youth Source Centers (13 Centers). | EWDD contracted thirteen YouthSource centers, which provided WIOA eligible youth with assessment, case management, job preparation, internships, career counseling, job placement, leadership development and educational placement. | \$11,090,349 |
| | EWDD Administration of Youth Workforce Development programs. | Includes the cost of managing YouthSource system, Summer Youth Employment, Hire LA and other career pathway programs. | \$9,100,000 |
| | EWDD - Youth Jobs Program (County funds) | LA County approved funding to provide youth, 14-24 years old, with summer jobs that provide educational and job training services. | \$7,231,574 |
| | EWDD - Summer Youth Employment Program (City funds) | A program that provides youth 14-21 with paid work experience. | \$2,195,668 |
| | EWDD - Los Angeles Reconnections Career Academy (LARCA) | A program model focuses on drop-out recovery with connections back to school and career pathways | \$432,679 |
| | EWDD/LAUSD - Pupil Services and Attendance Counselors (PSA) | Counselors provide YouthSource centers with on-site support to connect youth with LAUSD educational services | \$880,000 |
| | EWDD -Hire LA's Youth | Program that provides youth 16-24 with job skills, with a goal of place 1,500 youth in unsubsidized employment. | \$209,925 |
| | Recreation and Parks - Summer Night Lights (SNL) | Combats influence of gangs by keeping 32 recreation centers and parks open late in high-need communities. | \$1,200,000 |
| City Departments (Estimated) | Library | Provides access to information, books and technology. | \$3,508,255 |
| | Recreation and Parks | Manages parks and recreation facilities throughout the city. | \$4,854,667 |
| | Zoo | Administers LA Zoo and Botanical Gardens. | \$450,243 |
| | | Total Workforce, Diversion and Recreation (City) | \$41,153,360 |
| | | Total County and City WDR | <u>\$72,083,766</u> |

Conclusion and Future Research

Opportunity Youth in Los Angeles City represent an opportunity for public agencies to improve the future of the City. Extensive research shows that, with appropriate investment, youth who have become disconnected from opportunity will present a significant economic and societal loss as well as fiscal burden at all levels of government in the future.

It is worth noting that, at over 44 percent, justice spending identified in this report makes up the largest share of public support for Opportunity Youth. Recent trends in California reflect a different approach to corrections, possibly reducing the justice component, while homelessness attracts more policy attention, potentially raising the living and sustenance component. Ultimately, trends and shifts in public support will reflect economic conditions, legislative decisions and political priorities. The estimates provided here will provide policymakers with a basis for informed decisions about future resource allocations to support Opportunity Youth.

Finally, the CSUN Team hopes that future research will provide more detail about the specifics of public fiscal support for at-risk youth. With the LA City Council and the LA County fully engaged on the P3 initiative, it is the Team's hope that agencies will track and make available detailed statistics that allow future scholars a means by which they assist policymakers with more refined estimates.

The CSUN Team notes that future research will provide more detail about the specifics of public fiscal support for at-risk youth. With the LA City Council and the LA County fully engaged on the P3 initiative, it is the Team's hope that agencies will track and make available detailed statistics that allow future scholars a means by which they can arrive at a more definitive figure.

Sources and References

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Appendix A: Estimation Methodology

Whenever possible, the CSUN Team used data from public agencies that supplied data specific to our population of interest (16-24 year olds, out-of-work or out-of-school, plus homeless and foster youth as well as youth on probation). However, budget and expenditure data from many public agencies that serve Opportunity Youth is not available in a cost efficient way, or at all. Accordingly, the CSUN Team used census data combined with public budget data and estimated rates of youth disconnection to find a credible estimate of public resources devoted to supporting Opportunity Youth in LA City.

Using an example to illustrate the estimation methodology, consider the nutritional program CalFresh (previously known as Food Stamps). While this program uses a combination of funding sources, including Federal and State funding, it is administered by the Los Angeles County DPSS.

LA City Opportunity Youth CalFresh Spending¹³ =

(LA County CalFresh Spending) x

(% of Residents in LA City) x

(% of Residents Aged 16-24) x

(% of Residents Aged 16-24 That Are “Disconnected” in LA City¹⁴) x

(Adj Factor*)

*An “adjustment factor” is applied to account for the relative utilization of public services by Opportunity Youth. For example, a 17 year-old unemployed youth who is neither working nor in school is more likely to need public benefits (such as CalFresh or mental health services) than a 17 year-old attending school and living with both parents. Consequently, researchers have found that Opportunity Youth draw on those benefits disproportionately more than youth who are not disconnected from school and labor markets. To account for this additional economic need, adjustment factors are used to estimate how much of the overall public expenditure may be consumed by the Opportunity Youth population.

¹³ When not provided by the servicing agency, funding data is drawn from final budget data; capital expenditures are subtracted from the relevant funding line item to arrive at an “operational” funding figure.

¹⁴ Disconnection rates are computed as the proportion of Los Angeles City youth aged 16-24 who are 1) out-of-work and out-of-school; 2) foster youth; 3) youth on probation and/or a combination of these.

However, it is important to note that Opportunity Youth—despite their higher need for public support—may lack the knowledge or motivation to seek that support. This lack of “access” may in fact reduce their draw on public resources below the level to which they may be entitled.

Specifically, the CSUN Team used the following adjustment factors¹⁵:

Justice related expenditures: 3.64

Health related expenditures: 3.14

Welfare and social services expenditures: 2.67

The Team is cognizant of the fact that the estimation methodology used produces exactly that: an estimate. This estimate stands in place of an exact measurement than is simply unattainable at this time. In future studies, the Team hopes that the goals of the P3 initiative motivate servicing agencies to track this data for more accurate quantitate study going forward. In the meantime, this estimate represents a solid attempt to stimulate discussion on public resources devoted to these vulnerable youth.

Note: LAUSD programs are not included in this report.

¹⁵For more information on adjustment factors are how they are determined, please see “The Economic Value of Opportunity Youth,” The Corporation for National and Community Service, Clive Belfield, Henry Levin and Rachel Rosen, January 2012.

Appendix B: Los Angeles County Adult Probation Statistics

Los Angeles County Adult Probation Statistics 2013-2017

| County | | Year | | | | |
|-------------|-------------------------|--------|--------|--------|--------|--------|
| | | 2013 | 2014 | 2015 | 2016 | 2017 |
| Los Angeles | MS Population | 376 | 237 | 803 | 1,324 | 1,546 |
| | PRCS Population | 14,597 | 16,081 | 14,846 | 14,711 | 14,963 |
| | Pro-Feladj-Warrants | 39,088 | 43,571 | 44,776 | 45,688 | 46,231 |
| | Prob Misdpopadj Warrant | 578 | 518 | 784 | 679 | 726 |
| | _PRCS | 6,579 | 6,305 | 6,432 | 5,327 | 6,361 |
| | _MS | 135 | 54 | 791 | 887 | 620 |
| | _Probation | 17,683 | 19,351 | 17,526 | 14,592 | 14,956 |
| | Case Closure PRCS | 5,066 | 6,073 | 7,154 | 6,097 | 5,130 |
| | Case Closure MS | 84 | 216 | 197 | 485 | 872 |
| | Case Closure Probation | 17,031 | 21,864 | 25,115 | 17,292 | 15,434 |

Source: Chief Probation Officers of California Annual Data Survey, www.cpoc.org, AND public.tableau.com/profile/oconnellresearch#!/vizhome/ChiefProbationOfficersofCaliforniaAnnualDataSurvey_0/AdultSummaryData

Estimated adults aged 19-24 attributable to Los Angeles City: **4,854**

(43.51% of county pop; 19-24 represents 23.02% of adult pop; July 2015-June 2016)

Los Angeles County Juvenile Probation Statistics

June 2013—June 2017

Juvenile Supervision Types, June

| County | | Year | | | |
|-------------|---------------|--------|--------|-------|-------|
| | | 2013 | 2014 | 2015 | 2016 |
| Los Angeles | WI 602 Felo.. | 11,962 | 6,585 | 5,262 | 4,269 |
| | WI 602 Mis.. | 6,264 | 3,186 | 2,620 | 2,060 |
| | WI 601 | 78 | 81 | 18 | 9 |
| | WI 725(B) | | | 0 | |
| | WI 790 | 1,741 | 1,315 | 919 | 670 |
| | WI 654.2 | 751 | 444 | 354 | 247 |
| | WI 725(A) | 827 | 461 | 410 | 379 |
| | WI 654 | 645 | 72 | 109 | 97 |
| | WI 450 | 151 | 196 | 196 | 203 |
| | Other | | | 0 | 0 |
| | ----Total | 9,264 | 11,763 | 9,713 | 8,038 |

Estimated Juveniles under probation supervision attributable to Los Angeles City: **3,862** (43.51% of county total; avg July 2015-June 2016)

Source:

https://public.tableau.com/profile/oconnellresearch#!/vizhome/ChiefProbationOfficersofCaliforniaAnnualDataSurvey_0/CPOCProbationSurvey

Los Angeles County Juvenile Probation Camps and Halls Population

July 2015—June 2016

Residential Treatment Service Bureau (Camps)

Ages 16-19: 902 youths served

Detention Services Bureau (Halls)

Ages 16-24: 4,274 persons served

Estimated in camps and halls attributable to Los Angeles City: 2,252 (43.51% of county total)

Raw Data Source: Los Angeles County Department of Probation Letter dated July 31, 2018.