A RESEARCH SERIES OF THE PAT BROWN INSTITUTE AT CAL STATE LA

IN FOCUS: BOYLE HEIGHTS



Building the Next Generation Part II:
Implementing a Citizen Commission

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Building Healthy Communities
Boyle Heights

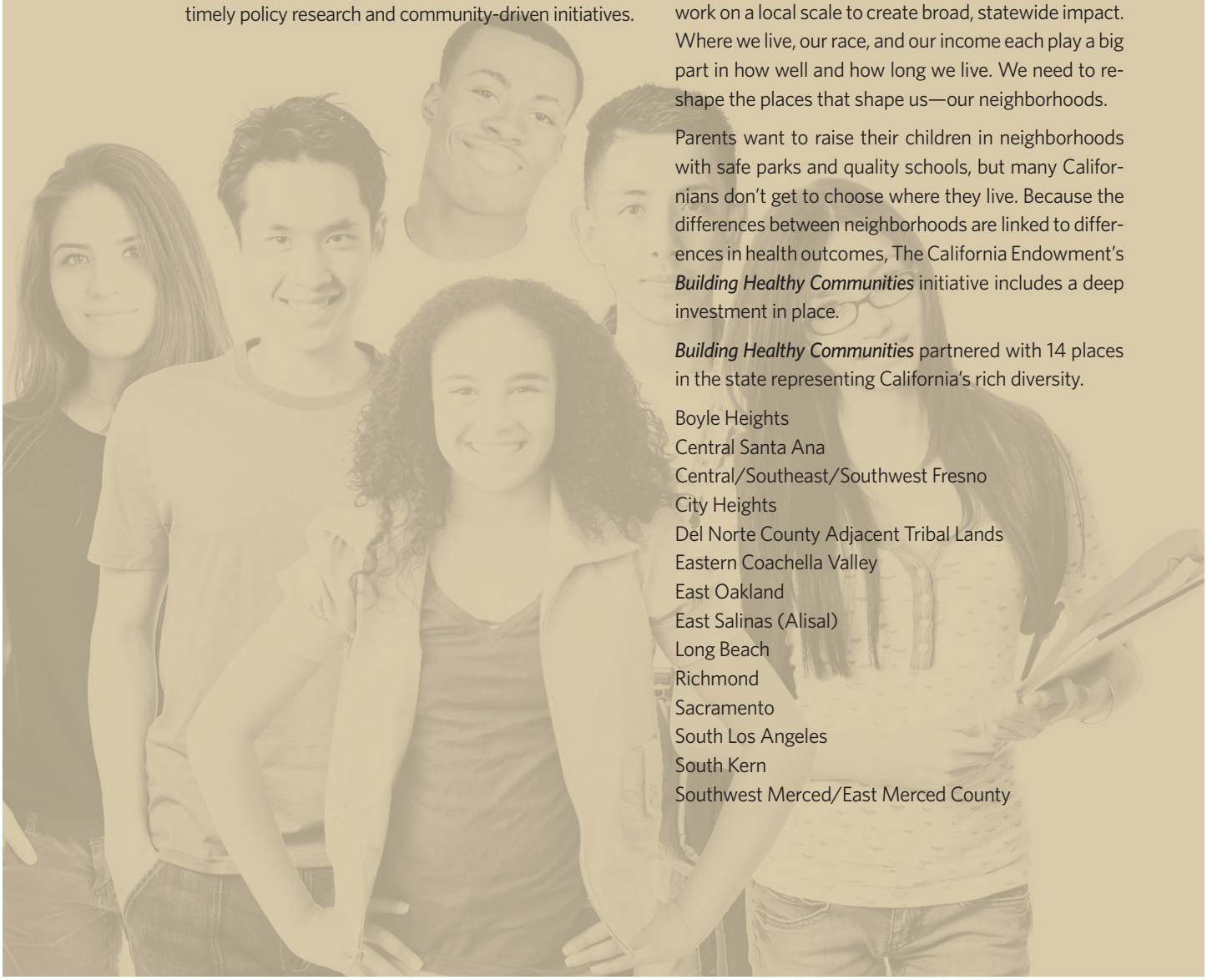
IN FOCUS

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Building Healthy Communities partnered with 14 places in the state representing California's rich diversity.

Boyle Heights
Central Santa Ana
Central/Southeast/Southwest Fresno
City Heights
Del Norte County Adjacent Tribal Lands
Eastern Coachella Valley
East Oakland
East Salinas (Alisal)
Long Beach
Richmond
Sacramento
South Los Angeles
South Kern
Southwest Merced/East Merced County

A RESEARCH SERIES OF THE PAT BROWN INSTITUTE AT CAL STATE LA
IN FOCUS: BOYLE HEIGHTS

Building the Next Generation Part Two: Implementing a Citizen Commission

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OVERVIEW

In April 2017, the Pat Brown Institute at Cal State LA released a report for the Boyle Heights Building Healthy Communities program entitled "Building the Next Generation: Infrastructure and Institutional Investment in Los Angeles Youth" as part of the Healthy Neighborhoods Initiative of The California Endowment. We concluded that there were major gaps in the structure of youth programming in the City of Los Angeles. Lack of coordination and an absence of consistent attention were limiting the success of youth development efforts.

The Institute found promise in the use of a Positive Youth Development (PYD) approach to youth services, focusing on: 1) positive youth outcomes, 2) "non-categorically" on the whole young person, 3) achievements specific to developmental tasks and stages, and 4) interactions with family, school, neighborhood, societal, and cultural contexts. Governmental structures can improve the prospects for positive youth development by providing higher levels of coordination and focus.

For that reason, the Institute called for a new governance structure for youth development in the City of Los Angeles. We outlined four major options consistent with the political and administrative structures of Los Angeles City government: an ad hoc youth development citizens commission; an office of Youth Development; a permanent Youth Development Commission; and a Youth Development Department. We examined a comparable model in another city, looking for parallels and applicability to Los Angeles.

In this second report, we recommend one of these four alternatives for adoption by the City. We determined that while a Youth Development Department would be a worthy long term goal, it would be important for the city to walk before it runs. In this report, we set forth a proposal for one alternative that

based on our research and analysis, we consider the best first step: a permanent Youth Development Commission.

It is difficult to start a new department from scratch. The history of new departments in Los Angeles reveals numerous cases in which smaller steps created the foundation for the creation of a full scale department. Without these intermediate steps, the effort needed to create a department can get in the way of a more experimental process of testing approaches, some of which might need to be discarded while better alternatives may present themselves.

While an ad hoc citizens commission would add value to the debate over youth development, its short life span and limited funding would reduce its impact. An office, which would likely be housed in the mayor's office, might not have the long-term support needed to encompass future mayoralties and might not have sufficient support within the city council.

By contrast, a permanent commission offers significant advantages. The City Charter provides that unless otherwise directed, the mayor appoints and removes city commissioners. Unlike an office, a commission normally involves a structural role for the city council, both in confirming appointment of commissioners and in reviewing some commission decisions. Section 245 of the city charter allows a supermajority of the City Council to block city commission decisions, a power that is well known at City Hall, even if rarely used. Another advantage of the commission is that it may be in a favorable position to obtain City funds to conduct research studies that can help in the coordination of city services.

A new youth development department might get bogged down in jurisdictional disputes about which departmental functions should be moved into it. A commission is in a better position to ask what should be where and would not compete with existing departments. We have identified several cities that have had success with such commissions, and we explore those models in this report.

Finally, and perhaps most significantly, Los Angeles has prior experience with a similar commission: the Commission on Youth, Children, and Families. In place between 1995 and 2013, when it fell victim to the recession and related budget cuts, the commission conducted important research and built a constituency in the city. We interviewed some of those who worked with that commission as part of this report.

A commission can be established by an ordinance or can be placed in the city charter. We do not recommend placing it in the charter. Changes may be required as the commission evolves. If a department is created at some point, the commission (which we propose to be freestanding at the start) could become the advisory commission to the department. An ordinance provides the greatest flexibility for such structural evolution.

INTRODUCTION

A New Development Approach

Los Angeles is home to over 800,000 youth between the ages of 10 and 24 years old. More than one in six youth in Los Angeles[1] are disconnected, neither in school nor working, with even higher rates among African American, Native American, and Latino youth. Youth disconnection can lead to poor health, subpar educational outcomes, as well as poverty and unemployment in adulthood.[2]

Local youth service stakeholders have called for a transition in youth services from a traditional intervention-oriented approach to one that focuses on positive youth development.[3] PYD approaches have demonstrated improved outcomes for youth across the country. PYD, however, requires a broad array of well-coordinated services, which presents an immense challenge within the framework of the current youth

[1] Harrington, P. E. (2016)

[2] Lewis, K. & Burd-Sharps, S. (2015)

[3] Lerner et al., 2003; Lerner et al., 2000; Lerner et al., 2005; Pittman et al., 1993

service structures in Los Angeles.[4]

We synthesized a design process and implementation plan for a prospective Los Angeles Youth Development Commission that would oversee the City's youth-centered *strategy, interjurisdictional coordination, research, community outreach, and fundraising.* To deepen our design planning, we examined two youth commissions: the Youth Commission of Cincinnati (YCC) and the former Los Angeles Commission on Children, Youth and their Families (CCYF). We evaluated the PYD policies of these commissions and designed a new youth development entity in Los Angeles based on their best practices. We examined documents that describe program goals, service priorities, budget, organizational structure, as well as CCYF reports and formal city actions regarding the CCYF. This review also included telephone and in-person interviews with key stakeholders.

Youth Development Efforts in 2017

Positive youth development involves a holistic approach to coordinating public services to create healthy conditions for youth to learn and grow. This effort typically involves services housed in a variety of city departments, as well as county entities, school districts, philanthropic partners, and community-based organizations. The transformation of the Commission on Children, Youth and their Families into the Commission on Community and Family Services, housed in the Housing and Community Investment Department, has shifted the city's priorities towards housing and social services programs and away from a specific focus on youth development. Furthermore, without the CCYF, Los Angeles does not currently have a city entity with the mission of promoting youth development. The majority of city youth funding currently goes to youth workforce development programs at the Employment Development Department; however, these programs are unable to address the various needs confronted by youth in other dimensions of their lives. As a result, Los Angeles lacks a well-articulated holistic strategy for youth.

There are several structural barriers to a more integrated youth development strategy. First, even with a coordinating entity, implementing a holistic youth development strategy is quite difficult. Los Angeles is large both in terms of its population and geographical expanse. The city's 800,000 youth are dispersed across a large area, creating a challenge for interventions to have an impact in a cost-effective manner. Second, the role of a youth development entity would need to be firmly established to have an impact on how services are delivered. A PYD strategy would likely require that individual city departments subscribe to a city-wide strategy, and potentially change the way that they provide services to youth. City departments answer to either their own managing commission or elected city leaders; they do not typically report to a third-party city entity, which could complicate a coordinating effort. Additionally, because youth services also exist within the county though outside the city purview, any effort to develop a holistic PYD strategy will need to enlist support and participation of other jurisdictions, over which the city has no authority.

Finally, effectively serving youth requires financial resources. Los Angeles lags behind other major municipalities in youth service dollars per capita.[5] Additionally, Los Angeles leaves potential youth service resources on the table by not accessing federal funding at the same rate as other cities. Despite these challenges to implementing a positive youth development system, Los Angeles must invest in a well-articulated youth development strategy. They also need a youth development entity to enact such strategies by providing youth development policy recommendations and coordinating service delivery systems.

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[4] Catalano, 2004; Lerner et al., 2005

[5] Per Capita Youth Development spending FY2017-18 (non-USD): New York $541 per youth, San Francisco $1909 per youth, Los Angeles $67 per youth – Advancement Project CA

Recommendations to City on Youth Development

1. Review the City's existing youth services
2. Develop a youth development strategy that focuses on positive youth development approaches
3. Establish better avenues for coordination among city departments
4. Improve outreach to parents so they understand how to access available resources
5. Develop structures to draw on youth to provide substantive input on youth policy

Models of Youth Development Commissions: Cincinnati and Los Angeles

Poor youth outcomes are frequently the result of interconnected social and economic problems. Thus, developing effective interventions is a complex process. Of the nation's 100 largest cities, only eight have a formal youth-serving entity, and of those only Cincinnati utilizes a commission model. Cincinnati is in the process of attempting to reform the way they approach youth development. Some of the common features of their approach includes research, coordination, and community partnership. Formal collaborations among the city, a local university, and local community organizations have helped to foster a process to accurately assess youth needs, craft feasible positive youth development programming, and coordinate it into an effective holistic youth development system. Los Angeles too has a history of serving youth, particularly with its innovative Commission on Children, Youth, and Families. But after years of fiscal and programmatic reorganization as well as diminished prioritization, youth services in Los Angeles have yet to reach their full potential. Building on its legacy of data-driven strategy and coordination, Los Angeles has an opportunity to be a leader on youth development issues once again.

Cincinnati, OH

Youth Commission of Cincinnati

Cincinnati is a city struggling to effectively meet the needs of its youth. Cincinnati has a 47% child poverty rate; 53% of children are in single parent households (45% single mother); 66% of youth graduated from high school on time; and the youth crime rate was 200% the national average.[6] Among youth 12.8% are disconnected, totaling approximately 38,000 individuals.[7]

In 2011, city leaders formed the Youth Commission of Cincinnati (YCC) to better understand the needs of Cincinnati youth, identify available resources, and formulate strategies to foster growth and success for every child in Cincinnati. The YCC is chaired by City Councilmember Yvette Simpson, staffed by representatives from the Cincinnati Health Department, the Community Development Department, and the Cincinnati Police Department, as well as the Cincinnati Human Relations Commission and the Cincinnati Recreation Commission. The YCC board is comprised of representatives appointed from 20 local youth-serving organizations, schools, and other community stakeholders.

The YCC advises the mayor and city council on the needs of youth and guides policy decisions relating to youth development. The YCC's first effort was to expand on the limited existing research and "to determine what is working, what isn't working, and what everyday people can do to support youth." Fiscal constraints were another incentive for conducting research; the city needed to determine how it should spend its funds more cost-effectively.

In 2013, YCC commissioned an expansive three-phase "Cincinnati Youth Study" to examine six different areas of youth: education, workforce development, developmental opportunities, health, poverty and homelessness, and crime. The result was a 350-page report

[6] Youth Commission of Cincinnati. (2014)

[7] Lewis, K. & Burd-Sharps, S. (June 2015)

that included demographic information, stakeholder interviews, and longitudinal data that tracked 40 local families.

The research study represented a collaborative effort between the Youth Commission of Cincinnati and Xavier University's Community Building Institute, a non-profit community development organization comprised of Cincinnati community stakeholders and supported by United Way. This blend of city, university, non-profit, and community stakeholder expertise generated specific information, key insights from different perspectives, and creative recommendations.

The Cincinnati Youth Study process provides several important lessons. First, the approach acknowledges the importance of accurate information on the conditions of city youth. It is difficult to fund cost-effective interventions without fully understanding the parameters of the problem. Second, the effort highlights the importance of incorporating as many voices as possible into the research process both to see all facets of complex problems and also to recognize all of the resources available in crafting potential solutions. Issues such as education, workforce development, developmental opportunities, health, poverty and homelessness, and crime transcend departmental boundaries; so too must the interventions to mitigate them. Finally, this effort demonstrates how including community perspectives in the research process is essential for obtaining broad community support and encouraging buy-in and energetic participation from all types of stakeholders.

In 2017, Cincinnati published the third and final phase of the Cincinnati Youth Study[8] and has begun advocating for city, school, and community partners to implement its recommendations.

Los Angeles, CA

Commission on Children, Youth and their Families

From 1995 to 2013, Los Angeles had a positive youth development coordinating entity in the city: the Commission for Children, Youth and their Families. A 1995 review of the city's services in comparison with other cities had found that L.A. lacked a focal point for multi-disciplinary review of youth-related issues, a mechanism to foster collaboration among city departments and jurisdictions, a focus for intergovernmental coordination with other youth-serving jurisdictions, and a convener to encourage youth participation in local government.[9] The CCYF was designed to address each of these issues.

The CCYF scope of work involved four main areas of work: coordination, planning, evaluation, and the Network4Kids/Team4Kids.

Founded under Mayor Richard Riordan the CCYF, represented a structural response to the complex and multifaceted issues affecting children, youth, and families. CCYF's mission was to oversee the city's three principal goals regarding youth development:

1. Listen to, involve and respond to residents, and leverage government and community expertise and resources to benefit all of its children, youth and families.
2. Ensure clean, safe, and economically viable neighborhoods where children, youth and their families want to live.
3. Ensure that every child and adolescent has something to do, someone to do it with and a safe place to do it.

The CCYF scope of work involved four main areas of work: coordination, planning, evaluation, and the Network4Kids/Team4Kids.

Coordination involved convening and operating the Team4Kids, an interdepartmental system of youth service coordinators; creating a youth council; promoting coordination among city, county, LAUSD, other government entities, community based organizations, as well as youth and their families; providing

[8] Youth Building Institute. (May 2017)

[9] Los Angeles Mayor's Committee on Children, Youth, and Families. (1995)

technical assistance to city departments and CBOS, serving as a clearinghouse for information and funding for youth development services; and making recommendations for mayoral appointments to the LA County Children's Planning Council.

Planning involved developing a coordinated planning process to develop a high quality city-wide youth development service system as well as leveraging funds, facilitating collaborative agreements, and managing funds for collaborative grants.

Evaluation involved monitoring the implementation of the City Children's Policy and the City Child Care Policy; monitoring adherence to the Guidelines for a Family-Friendly City; analyzing and maintaining data regarding children, youth, and families including both community assessment data and also programmatic and funding data; as well as developing and recommending new youth-oriented policies to the Mayor and Council as appropriate; and conducting periodic reviews of the city's performance on these policies.

Team4KIDS/Network4KIDS worked to coordinate youth development programming throughout the city. Network4KIDS was a field-based team of city workers with the mission to develop a network of local community-based youth-serving organizations and to conduct outreach to parents and families to raise awareness about available youth resources. Team4KIDS was an interdepartmental team of city workers under the purview of the Mayor's office tasked with facilitating the implementation of the Network4KIDS. CCYF was responsible for convening and coordinating these bodies, helping them to overcome bureaucratic hurdles and ensuring cost-effective outcomes for youth.

The Commission for Children, Youth and their Families oversaw important policy advocacy work and had some notable achievements. In 1996, CCYF successfully lobbied the Department of Water and Power to make the potentially controversial decision to add fluoride to the city's water as a way to support oral health among low-income children. CCYF contended that vulnerable communities encountered disproportionate rates of tooth decay and that adding fluoride to the city's water was not just a public health intervention, but also a matter of social justice. CCYF also oversaw the distribution of funds raised by the 1996 ballot measure Proposition K, approximately $25 million in annual revenues for capital improvements to youth-serving city facilities. According to the Bureau of Engineering, "the primary purpose of Prop K is to combat the inadequacies and decay of the City's youth infrastructure, which has resulted in serious unmet needs for park, recreation, childcare and community facilities."[10]

These two initiatives exemplify the impact of CCYF in influencing budget and policy in Los Angeles on behalf of L.A. youth. Furthermore, both policy efforts demonstrated coordination and collaboration with other city departments.

CCYF's best known legacy may be its assessments of L.A. youth needs and evaluations of city expenditures on youth programs. These reports, either conducted or commissioned by CCYF, highlighted the state of LA youth and described the resource amenities and disparities by city council district. Although the data are now out of date, these reports are still cited by youth advocates and city officials as examples of how to analyze and present youth data in the City of Los Angeles.

Critical to CCYF's success was its ability to identify and respond to emerging youth needs. The self-direction and flexibility of the staff and the relative independence of the commission board represented major strengths. CCYF was comprised of a combination of civil service administrative support staff and exempt executive staff. This mix is more typical of a city department than a commission, and reflected the CCYF's deliverable-oriented scope of work. With the value of experienced civil service staff and the flexibility afforded by exempt positions, the Commission leadership was able to hire community

[10] Los Angeles Bureau of Engineering. (2016)

outreach staff who understood both community and city dynamics and were able to work across those boundaries and more effectively collaborate with both city departments and community stakeholders.

Ultimately, CCYF's policy successes were built on policy and budget expertise, data driven processes, and staff responsiveness and flexibility.

Despite CCYF's successes, the commission also encountered numerous challenges. CCYF was an early proponent of a citywide childcare system, and the commission housed the city's first childcare coordinator. Unfortunately, the model for affordable public childcare was unsustainable due to the expense of direct operating costs and its dependence on unsuitable park infrastructures. As a result, the goal of a city-wide system was ultimately abandoned. In 2017, only three city childcare centers remain: the Jim Gilliam Child Care Center and the Ralph M. Parsons Preschool are operated by Los Angeles Department of Recreation and Parks; the Joy Picus Child Development Center is housed in Los Angeles City Hall and serves primarily the families of city employees.

CCYF also ran into problems gathering relevant budget data from city departments and trying to convince some of them to work with the Team-4KIDS staff to coordinate youth programming. There were several reasons for these difficulties. First, proprietary revenue sources, specific budgeting requirements, different participant age requirements, and funds that do not specifically target children and youth all contribute to the challenge of assessing levels of youth funding. Furthermore, many city departments did have the resources to assign staff to assist CCYF in its budget or policy work, especially if serving youth was not a specific part of their departmental missions.

CCYF's mandate was broad. Even at its high point of 27 staff members and 15 commissioners, the division of labor among direct services (Network4KIDS, Team4KIDS, childcare coordinator) and policy research stretched the capacity of commission staff. Additionally, because youth are impacted by policy decisions in a variety city issue areas, the lack of focus regarding how the commission prioritized issues also strained CCYF capacity.

The County of Los Angeles and LAUSD each occupy larger roles than the City of Los Angeles in providing services to children and youth. The Children's Planning Council, a county-wide planning and coordination body, also has a central role in research and evaluation as well as coordination of youth services. Thus, the city suffered from role ambiguity in the provision of services to children and youth within the larger service jurisdictions throughout the county. Furthermore, CCYF's undefined role within the city family caused confusion with other city departments and elected officials, which were unsure how to interface with the commission. CCYF had no statutory authority over other city departments. CCYF leveraged its "moral imperative" to improve city services to children and youth to enlist support among other entities.

Ultimately, a reorganization and consolidation of city departments during the financial crisis shifted attention and resources away for CCYF. In 2009 CCYF's budget was cut by 63% and it was moved from a free-standing commission to be housed in the Department of Human Services, shifting the workload from CCYF's specialized staff to the commissioners themselves. In 2010, CCYF was eliminated as a discrete budget appropriation and it was moved into the Community Development Department (CDD), where administrative support was provided by the department on an in-kind basis. In 2011, it was changed to the Commission on Community and Family Services and refocused to address the effects of poverty on communities and families and to oversee the administration of the Housing and Community Development Consolidation Plan. In 2013, CDD was re-organized to become the Housing and Community Investment Department, and the commission was again renamed and refocused as the Commission on Children and Family Services. At this point, CCFS shared in-kind administrative support with the Human Relations Commission and the Commis-

sion on the Status of Women, and no longer conducted the youth-centered policy work for which it was originally intended.

Objectives and Tasks for a Proposed Permanent Youth Development Commission

1. *Review the city's existing youth services*

The first step to reforming Los Angeles' youth development system is understanding what services currently exist. Los Angeles provides services to youth through a multitude of programs housed in different city departments. Many programs and services reach youth even if they are not specifically targeting youth. Some departments have youth specific programs, but do not break them out as such in their budget line items. Also, because of changes in funding streams, city department organization, and staffing turnover, institutional memory about what services are in which departments or offices can be difficult to access. Having a clearer picture of what services and programs the city provides to youth will facilitate the creation of a more integrated youth development system, enhance coordination among programs, and prevent duplicative or ineffective initiatives. Through research and analysis, a commission can help clarify these issues.

2. *Develop a youth development strategy that focuses on positive youth development approaches*

The research supporting a positive youth development approach instead of an intervention approach is well-established. A safe and nurturing environment enables and supports the healthy and resilient development of youth, whereas the absence of a safe and nurturing environment leaves youth at much greater risk of negative outcomes including adult unemployment, poverty, teen pregnancy, homelessness, and system involvement. With more than 800,000 youth currently between ages 10 and 24, Los Angeles cannot afford to tear down existing systems and start from scratch. Furthermore, many of the most important resources are not administered by the city. Thus, with the help of the commission, the city must work with other jurisdictions to foster a nurturing environment, building on existing programs and resources to establish an integrated positive youth development strategy.

3. *Establish better avenues for coordination among city departments on youth issues*

The city departments in Los Angeles operate semi-autonomously under the leadership of Department Heads who answer to the City Council and the Mayor. Many departments collaborate with each other on specific initiatives towards joint goals that serve shared priorities, and the Mayor holds regular cabinet meetings with department heads. However, there are no mechanisms to coordinate around youth specific issues or stakeholder groups across all city departments. Considering the need to develop a city-wide multi-sector youth development system, having a means to assess department-specific youth needs and evaluate how proposed policies might affect youth within and across each department is essential. Additionally, sharing youth development information and coordinating youth development programming among departments would be well-served by identifying a youth development point person among staffers in each department. Strategy depends upon the feasibility of implementation and having efficient and effective means of communicating and coordinating youth development issues among city departments enhances implementation substantially. If conducted successfully, a commission can help facilitate these interactions without trying to "take over" all youth programming.

4. *Improve outreach to parents so they understand what resources are available and how to access them*

Having a strategy alone, or even a fully-integrated service system, is insufficient if youth participants do not access it. There are a number of barriers to youth and their families using existing resources. The web of services across multiple jurisdictions can be confusing to families attempting to access services. Furthermore, inconsistent access to services across the system can lead to misunderstandings, unmet expectations, and exasperation for parents. Additionally, gaps in ser-

vices can lead to formerly enrolled youth graduating out of the system with no way back in. Investing in outreach to parents and families and ensuring youth development resources are well-promoted and easily accessible are essential to not only boosting participation, but also to fostering community support and confidence in the city. A commission can provide a clearinghouse of information, such as a handbook of youth services, that can make departmental resources more transparent and accessible.

5. *Develop structures to draw on youth to provide substantive input on youth policy*

Including youth and families in the design process, as well as the on-going evaluation and implementation of the youth development system, confers significant benefits. Youth stakeholders can provide substantive information regarding on-the-ground conditions in their neighborhoods. They understand well the challenges they face, are familiar with both the amenities and the hazardous conditions of their neighborhoods, and have valuable insight regarding potential solutions. Also, youth stakeholders can provide feedback on how youth development programs and services are working, where the gaps are, and what key improvements can be made. This sort of feedback is essential to effective service delivery. Finally, as end consumers of the youth development system, inclusion of youth and their families in the governing processes of the system itself provides a sense of joint ownership, and legitimizes the system in the eyes of the community. In these ways, including the input of youth and their families can have a major impact on the efficacy of the system. The commission, governed by the Ralph M. Brown Act and utilizing outreach beyond those required by the Act, can help make this input a reality.

Implementation: Youth Development Commission

There are complex and multi-faceted processes involved in 1) reviewing the city's youth development programs and conducting on-going evaluation; 2) developing a positive youth development strategy; 3) establishing better coordination among city departments and other jurisdictions; 4) improving outreach to parents and communities; and 5) developing structures to include youth and community voices in strategic and implementation processes. These policy recommendations will require an entity with the capacity to assist in their successful and effective implementation.

The scope of duties can be addressed by a free standing Youth Development Commission. The Youth Development Commission would advise the mayor, the city council, and city departments on youth development issues and help shape their policy agendas to establish a strong youth development service system. Moreover, the commission could serve as the primary focal point for youth development services for the city and broader region.

Mission of the Commission

Lead the City's effort to create a nurturing environment for youth to support the development of resilient and responsible Angelenos.

The Youth Development Commission will work in four focus areas:

1. **Strategy:** The YDC will craft a youth development strategy to anticipate and respond to emerging needs of Los Angeles youth.
2. **Coordination:** The YDC will work with city departments, other jurisdictions, and community partners to develop collaborative programming and create an integrated service system.
3. **Research:** The YDC will conduct needs assessments, budget analyses, youth program evaluations, and community listening/presentations to better understand the needs of Los Angeles youth and to measure the effectiveness of the city's youth development programming.
4. **Outreach:** The YDC will develop and execute a community inclusion plan that addresses both community outreach and solicits community input for youth development programming.

Duties

The Youth Development Commission will have the following duties:

Strategy

- Develop a comprehensive city-wide strategy for youth development
- Develop a coordinating planning process for children, youth and their families to ensure a high-quality and integrated youth development service system
- Articulate roles and relationships among departments and jurisdictions regarding youth development
- Advise city elected officials on youth development strategy
- Advocate for youth supporting policy

Coordination with other jurisdictions

- Convene city departments on a regular basis to coordinate youth development programs and reduce duplicative efforts
- Identify and train youth development liaisons in each department
- Work with LA County Commission on Youth and Families to bring youth development efforts at the City and County level into alignment
- Work with Los Angeles Unified School District and other school districts serving Los Angeles youth to coordinate youth development efforts, establish joint use agreements, and account for afterschool hours
- Work with community-based youth service providers to ensure that city agencies are connected with the best youth service contractors throughout the city

Research

- Conduct a city-wide needs assessment on the state of youth in Los Angeles
- Develop and maintain a database on youth, youth services, and funding programs
- Review proposed city policies and budgets for potential effects on youth development
- Establish research collaborations with local universities and community partners in order to cultivate a long-term engaged research process and build a robust youth development research portfolio
- Publish regular reports on the state of youth in Los Angeles

Community outreach

- Develop a city-wide community outreach process to inform youth and parents about youth development programs and resources on an on-going basis
- Develop a network of community partners to serve as points of contact for community members seeking youth development resources
- Develop a city-wide community inclusion process to solicit consumer input and feedback on youth development programs in order to craft more effective and culturally appropriate programming

Process

The City of Los Angeles should recognize the need for an entity with a specific focus on youth development. Investment in youth can help place them on a path to personal prosperity and civic contribution, forming a city of well-developed and personally invested adults. On the other hand, inattention places youth at risk for myriad barriers for themselves, their communities and the city as a whole.

These are persistent issues that the city has recognized in the past, as revealed with the creation of the Commission for Children, Youth and their Families in 1995. For 18 years, CCYF worked towards many of the same goals outlined above. However, a number of factors combined to thwart its efforts and ultimately led to its dissolution in 2013. The proposed

Youth Development Commission must take the following measures to minimize and overcome the obstructions encountered by CCYF:

Clear Scope of Work

- Strategy, coordination, research, outreach, and fundraising are broad categories of activity. Particularly as the scale of the problem becomes more clearly established, the YDC will be susceptible to a workload growing beyond its capacity. A clear scope of work will help ensure that YDC's efforts are consistent with the overall strategy and that the workload does not outpace its capacity. A clear scope of work will also help articulate to city leaders any emerging needs for additional investment.

Outcomes Oriented

- Developing an effective youth development service system requires assessment and regular program evaluation. Establishing metrics and goals for each program investment as well as for the system as a whole will be critical in determining the efficacy of youth development efforts.

Must Have Specific Role

- It is difficult enough to coordinate a city-wide youth development system with all parties on the same page. It is impossible to do this work without well-articulated roles and responsibilities. All parties, including city departments, county entities, and community based youth serving organizations, must understand and recognize YDC's place in the regional youth development system.

Next Steps

Commission Structure (See Figure 1).

Budget Recommendations for the Youth Development Commission

The following budget recommendations serve to illustrate budget and activity priorities, and are subject to the formal City budgeting process (Table 1).

Salaries – General:

- $1,250,000 in staffing funding is requested for fifteen (15) regular staff positions, including an Executive Director. Three (3) as-needed Administrative Intern positions are also have also been included in the budget (See Table 2).

Expense:

- $250,000 in expense funding is requested to rent office space, execute policy and outreach programs, purchase office supplies, printing and binding expenses for reports and guides, travel expenses to attend meetings and conferences on youth policy issues (See Figure 2).

Table 1: Total cost for Commission for First Year

	2007-08	CCYF average	YDC Year 1
Salaries	1,410,523	1,272,755	**1,250,000**
Expense	330,525	303,275	**250,000**
Equipment	0	0	**0**
Special	0	0	**0**
Total	1,741,048	1,576,030	**1,500,000**

Table 2: Staffing request

#	Position
1	Executive Director
1	Assistant Exec. Director
3	Project Coordinator
3	Management Assistant
3	Community Program Assistant
1	Clerk Typist
1	Senior Clerk Typist
1	Accounting Clerk
1	Systems Analyst
3	Administrative Intern

Figure 1: Proposed Commission structure

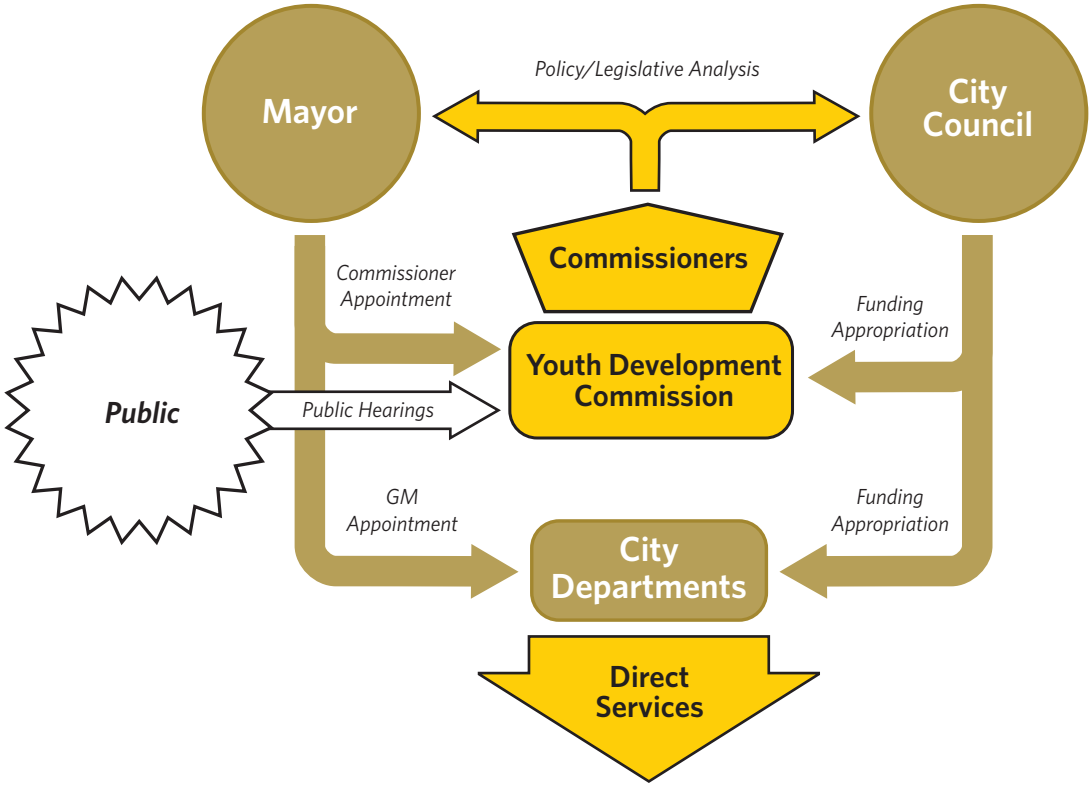




Figure 2: Proposed budget allocation for the Commission

Draft Ordinance (CCYF)

An ordinance adding _____ of the Los Angeles Administrative Code to establish a "YOUTH DEVELOPMENT COMMISSION"

THE PEOPLE OF THE CITY OF LOS ANGELES DO ORDAIN AS FOLLOWS:

[Section 1. Division 8 – 300 of the Los Angeles Administrative Code is hereby amended by adding Chapter 23 as follows: Chapter 23]

YOUTH DEVELOPMENT COMMISSION

Establishment of Commission

There is hereby created the following Commission to be known as the "YOUTH DEVELOPMENT COMMISSION" hereinafter referred to as "Commission."

Membership

The Commission shall consist of not less than nine members, each representing a specific expertise as delineated in [Qualifications] appointed by the Mayor and confirmed by the Council pursuant to Charter Section 502. Members shall serve for a term of four years unless removed by the Mayor.

Qualifications

A. **General Qualifications.** Each member of the Commission shall be a resident of the City and shall not be an employee of the City. Members of the commission shall be chosen based on their specific expertise. All commission members should have demonstrated knowledge and experience with youth.

B. **Category of Appointments.** One member shall be selected who is at a policy-making level within LAUSD. At least one member shall be under the age of 19 at the time of appointment. At least one member shall be a parent with a child under the age of 21. The remaining members must have high-level professional experience and/ or background in both service delivery and policy development related to child and youth development, be sensitive to and knowledgeable about the City's demography and populations, and be drawn from any combination of the following sectors:

- Health and Social Services
- Child Care
- Discretionary Time (Arts, Recreation, etc.)
- Community Facilities and Infrastructure
- Safety / Juvenile Justice Employment/ Job Training
- Developmentally /Physically Disabled

C. **Diversity Considerations.** The Mayor shall, when submitting appointments to Council for approval, state the specific area of expertise and the related qualifications and experience of the nominee. Council shall review these qualifications as part of the confirmation process. The Mayor and Council shall also ensure that the membership of the Commission represents the ethnic, cultural, religious, gender and geographic diversity of Los Angeles and includes a mix of representatives of business, religious, non-profit, and governmental organizations.

Vacancies

Vacancies shall be filled pursuant to Charter Section 502.

Removal

Members of the Commission may be removed unilaterally by the Mayor pursuant to Charter Section 502.

Officers

The Commission shall select officers pursuant to Charter Section 503.

Committees

The Commission shall develop such committees as it deems appropriate and necessary to carry out its work, including, but not limited to the Youth Council. A member of the Commission shall chair each committee. Committee membership may include, but is not limited to, youth and other individuals with special expertise or interest in the work of the committee. Committee chairs and members shall be selected in accordance with rules and regulations established by the Commission.

Rules and Regulations

At its first meeting or as soon thereafter as possible, the Commission shall adopt rules and regulations for the conduct of its business pursuant to Charter Section 506.

Meetings

The Commission shall meet at least once per month and shall designate the time and place of holding its regular meetings. A simple majority of the members of the Commission must be present at any meeting in order to constitute a quorum but a smaller number may meet from time to time until a quorum is present.

Inter-Departmental Cooperation

The Commission shall develop a cooperative relationship with all Boards, Offices, Departments, Agencies, and Bureaus of the City in support of its efforts to improve services youth. At the request of the Commission, such agencies, their officers, and their employees shall directly assist and cooperate with the Commission in carrying out certain of its functions, as enumerated in ***[Purposes, Powers, and Duties]*** that require or need interdepartmental cooperation and communication.

The Commission will also cooperate with all other City agencies when those agencies specifically need information or assistance from the Commission in order to carry out the mission of the City agency. If such requested assistance cannot be provided, the Commission will respond in writing setting forth the reason(s) it is unable to comply with the City agency's request.

Purposes, Powers and Duties

The Commission shall be a focal point within the city to coordinate the City's efforts to serve youth, enhance the programs of City Departments, make policy recommendations to the Mayor and City Council, annually review and update the City's legislative policy with regard to youth issues, and advocate for children, youth and families both within the City structure and the community.

Based on priorities set annually by the commission, the purposes, powers and duties of the Commission shall include but are not limited to the following:

- Advise the Mayor and Council of the needs, concerns, and problems of youth.
- Develop a comprehensive city-wide strategy for youth development, including a coordinated planning process to ensure a high quality and integrated youth development service system.
- Periodically review the City's Youth Policy, make recommendations to the Mayor and Council for changes as appropriate, develop other policies as appropriate, and monitor the implementation of these policies.
- Develop a strategic planning process for youth within the City of Los Angeles and assure that youth programs provided by the City are of a high quality.
- Convene City Departments and Agencies on a regular basis to coordinate their programs in a comprehensive system which avoids duplication and improves outcomes for children,

youth, and their families, including but not limited to: Recreation and Parks, Cultural Affairs, Economic Development Department, Police, and Libraries.

- Convene a joint meeting of the Commission with the Youth Council at least annually.
- Promote coordination between the City, County, LAUSD and other educational and governmental entities, national, state and local associations and/ or organizations, and community-based agencies concerned youth development.
- Conduct a city-wide needs assessment on the state of youth in Los Angeles and publish regular reports on the state of youth in Los Angeles.
- Develop, analyze, and maintain data related to youth including demographics, public and private sector services, issues affecting youth, and the youth development budget.
- Provide assistance to city departments, other governmental entities, and community organizations; serve as a clearing house on possible funding sources; and, assist departments in coordinating grant applications.
- Develop a city-wide community inclusion process to solicit consumer input and feedback on youth development programs in order to craft more effective and culturally appropriate programming.
- Recognize outstanding contributions or accomplishments on behalf of Los Angeles City youth.
- Submit an annual report on commission activities to the Mayor and the City Council at the end of each fiscal year.
- Perform such other duties relating to youth as may be requested by the Mayor and Council.
- Identify and apply to external funding opportunities to bring additional youth development resources to the City of Los Angeles.

Compensation

Members and associate members of the Commission shall serve without compensation.

Executive Officer

The Commission shall appoint, and has the authority to discharge, an executive officer, who shall act in accordance with commission policies and regulations and with applicable law. The executive officer shall serve at the will of the Commission and shall have no property interest in his or her employment.

Solicitation of Funds

The Commission may solicit and accept donations of funds.

Coordination with Other Agencies

The Commission shall, whenever practical, coordinate its programs with any other similar agency, Federal, State, or otherwise, so as to avoid duplication of effort and assure an effective working relationship between the City, and other public or private agencies in this field.

Budget

Budget shall be included sufficient to accomplish these ends

The City Clerk shall certify to the passage of this ordinance and cause the same to be published in some daily newspaper printed and published in the City of Los Angeles.

I hereby certify that the foregoing ordinance was passed by the Council of the City of Los Angeles, at its meeting of

About the Authors

Brian Hui is a PhD candidate in Policy, Planning, and Design at University of California, Irvine. His research examines democratic reform efforts in Los Angeles with a specific focus on the city government's efforts to develop institutions to increase participation and inclusion of city stakeholders. This research explores the legal, administrative, and political dimensions of the development and evolution of the Los Angeles Neighborhood Council system. He received his BA from Pomona College. Prior to pursuing his PhD, Brian managed a non-profit community center where, in addition to overseeing the provision of basic services, he worked as a community researcher with an RO1 community-based participatory research collaborative with CSU Fullerton. Brian remains active in community work as the Housing and Community Development Liaison for Special Service for Groups, a large mental health and homeless services non-profit serving Los Angeles County, where he oversees SSG's client housing development initiatives. Brian also serves on the Executive Board of the Empowerment Congress, a civic engagement and community advocacy organization based in South Los Angeles.

Raphael Sonenshein, PhD is the Executive Director of the Pat Brown Institute for Public Affairs at Cal State Los Angeles. He received his BA from Princeton University, and his MA and PhD from Yale University. He is the author of three books on Los Angeles politics and government. Dr. Sonenshein served as Executive Director of the Los Angeles (Appointed) Charter Reform Commission and also of the Los Angeles Neighborhood Council Review Commission. He has recevied numerous awards, including Best Educator and Distinguished College Faculty Member at CSU Fullerton. He received a Wang Family Excellence Award as one of the Cal State system's outstanding professors. He was the first winner of the campus-wide Carol Barnes Award for Teaching Excellence and one of two co-winners of the Haynes Foundation Research Impact award. He was the fall 2008 Fulbright Tocqueville Distinguished Chair in American Studies at the University of Paris 8.

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