

BUILDING A POSITIVE FUTURE FOR LA'S YOUTH

Re-imagining Public Safety for the City of Los Angeles
With an Investment in Youth Development



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Executive Summary

BUILDING A POSITIVE FUTURE FOR LA'S YOUTH

This report, *Building a Positive Future for LA's Youth*, addresses youth criminalization in Los Angeles, outlines what youth development is, and argues why it is a critical component of public safety. The report highlights how other major American cities have invested in youth development, while Los Angeles has fallen short in supporting young people, in lifting up their dreams, and in meeting their needs comprehensively and systematically. Finally, this report includes youth and community-driven recommendations for youth development in the City of Los Angeles, while also outlining changes that should occur at the County level, given that LA City exists within LA County.¹

This report proposes that Los Angeles adopt youth development values, infrastructure and programming. This represents the vision of a growing movement led by youth, families and community-based organizations to build a positive future for LA's youth. We recognize that youth resources and opportunities are essential to increase graduation rates from both high school and higher education, to increase young people's abilities to find and maintain employment and to access living wage careers, to increase social justice organizing and civic participation, to reduce violence and ensure public safety, to save money and to save lives.



¹ It is important to note that in LA, many city and county resources and services overlay each other. Therefore, it is important that these two levels of youth development opportunities are funded and coordinated. For purposes of clarity, this report focuses on the City of Los Angeles, but it is also important to understand how comprehensive youth development must rely on changes at the County level and on County support. Given that LA City's population is 40% of the County's population, at least 40% of the County's youth development resources should be allocated to communities within LA City. Furthermore, given higher disparities in the rates of poverty, unemployment, health epidemics, incarceration and other inequalities, we would argue that LA City would receive a higher rate of YD funds than its population alone would dictate.

Based on the findings of this report, we urge LA City to:

1. Establish an LA City Youth Development Department (YDD)
2. Redirect at least 5% of the LAPD and LA City Attorney budgets to the YDD to fund at least 30 youth centers, 350 peacebuilders (intervention workers) in schools and communities, and an additional 15,000 (city-funded) youth jobs;
3. Transfer administration of the existing youth development programs in LA (the Mayor's youth jobs program, Clean and Green, and Gang Reduction and Youth Development including Summer Night Lights) to the new City Youth Development Department;
4. Establish a City Youth Leadership Board to involve youth in the design and implementation of youth development in Los Angeles, as well as to involve youth in funding decisions and program evaluation. Youth Leadership Board members would also be linked to other leadership opportunities in city government, and within city agencies and community based organizations;
5. Implement a Youth Participatory Budgeting Project in each City Council district to involve youth in the design of the youth center(s) in that district, as well as in the solicitation, review and selection of providers to manage the youth center(s) and its (their) programs;
6. Leverage the Mayor's MTA votes to push other MTA Board members to redirect 20% of the MTA's contract with the LA County Sheriff's Department to provide free Metro passes for all students in LA County who need one, pre-school through college, while also eliminating the majority of the contact that youth have with law enforcement on public transportation;
7. Connect LA City's peacebuilders / intervention workers to a countywide Peacebuilders' Roundtable in order to provide them training, support and information sharing, as well as to coordinate intervention efforts, ceasefires and truces throughout Los Angeles;
8. Facilitate joint use agreements with Los Angeles Unified School District to create community schools that serve as youth development centers after school, on weekends, during the holidays and in summer months; and
9. Expand resources at under-utilized City Department of Recreation and Parks facilities - (within public housing and parks) - by enabling community-based organizations to access and manage youth development centers at those sites.



We also urge LA County to strengthen and support these changes in LA City by enacting similar efforts in LA County:

1. Establish an LA County Department of Youth Development that would either exist independently or within an existing agency, other than within a law enforcement agency;
2. Support the goals of the LA City Department of Youth Development;
3. Encourage and provide technical assistance and training to other cities to adopt a youth development vision, goals, framework and activities;
4. Redirect at least 5% of the major LA County law enforcement funds - (including LA County Sheriffs, Probation, District Attorney and courts) - to fund at least 70 youth centers, 650 peacebuilders (intervention workers) in schools and communities, and 35,000 (county-funded) youth jobs;
5. Establish a County Youth Leadership Board to involve youth in the design and implementation of youth development in Los Angeles County, as well as to involve youth in funding decisions and program evaluation. Youth Leadership Board members would also be linked to other leadership opportunities in county government, and within county agencies and community based organizations;
6. Ensure a free Metro pass for all students in LA County who need one, pre-school through college, through a redirection of 20% of the MTA's contract with the LA County Sheriff's Department (with a specific request that County Supervisors champion this on the MTA Board);
7. Establish and support a countywide Peacebuilders' Roundtable to connect intervention workers across the county to training, support, information sharing as well as to coordinate intervention efforts, ceasefires and truces;
8. Facilitate joint use agreements with local school districts to create community schools that serve as youth development centers after school, on weekends, during the holidays and in summer months; and
9. Expand resources at under-utilized County Parks and Recreation facilities by enabling community-based organizations to access and manage youth development centers at those sites.



At the county level, we are also calling for the separation of youth from LA County Probation custody:

1. Transfer responsibility for all detention (juvenile halls), incarceration (camps), placements and field Probation for youth up to age 18, as well as all field Probation for youth up through age 24, to the LA County Department of Youth Development;
2. Collect and regularly release data to the community on who is in juvenile halls, Probation camps, on (field) Probation, and on “voluntary” (Welfare and Institutions Code 236) Probation, for how long and for what reason (charges, violation), by race, gender, age and zip code;
3. Implement community-based, owned and operated diversion (alternatives to arrest, court, detention and incarceration) that do not serve to “widen the net” or increase the number of youth under Probation or other law enforcement supervision;
4. Limit Probation terms to one year in order to prevent costly and harmful violations of youth from impossibly long and burdensome Probation terms;
5. Downsize youth detention and incarceration by implementing a long-term vision to close youth prisons (juvenile halls and Probation camps), and move LA in line with much of the world. This should include an immediate closing of Central Juvenile Hall and at least half of the Probation camps, given that the population inside County facilities is at less than half of the capacity, facilities are crumbling and inhumane, and the human and financial costs of lock-up are far too great;
6. Ensure that youth do not have ongoing contact or programming with law enforcement without an arrest, including transferring programming with youth who are absent from school and/or identified under 236 of the Welfare and Institutions Code to community and school based, owned and operated programs;
7. Transfer all responsibilities for managing, contracting and monitoring Juvenile Justice Crime Prevention Act, Block Grant and other funds for community and school based youth programs to the LA County Department of Youth Development;
8. Establish a commitment to decriminalization in order to reduce the number of youth who are subject to arrest, court, detention and incarceration, to prevent youth from receiving a criminal record, and to reduce the negative impact this has on future opportunities; and
9. Diversify recruitment and hiring of future city and county Probation staff to include social workers, youth workers and intervention workers.



Good Kid, Mad City

For over 15 years, LA's youth have had the lowest crime rates of any generation since the 1950s. They have increased their graduation rates, lowered substance abuse and teen pregnancy rates, and sacrificed their lives in Iraq and Afghanistan. At the same time, County and City funding continues to be prioritized for police, probation and prisons, while community centers, parks, playgrounds, jobs, housing and other positive youth opportunities are underfunded, under-resourced, or non-existent.

Similarly, due to LA's long history of criminalizing youth of color, its overemphasis on punitive public safety measures, and a lack of investment in youth development, too many LA youth are trapped in under-resourced schools without access to the classes needed to become college and career ready or to apply to a 4-year college; tracked into low-wage jobs or the underground economy that offer little opportunity to lift themselves and their families out of poverty; and/or are getting caught up in the juvenile and criminal court system leading to discriminatory records that dramatically alter their life chances, and can also forever remove youth from their families and communities.

LA does not and has not lacked wealth and resources. The City of Los Angeles - (and the surrounding region including 88 cities, 138 unincorporated areas and 81 school districts that make up LA County) - represents the richest economy in the United States, and contributes greatly to California's position as the 7th richest economy in the world. LA has long been recognized as the Entertainment Capital of the World; is the largest government center in the nation outside of Washington DC; and has more than 100 museums, has more than 87,000 fashion jobs, 700,000 health and biomedical jobs, and 190,000 aerospace and technology jobs – including the recent tech explosion in Silicon Beach. Los Angeles boasts many of the world's richest zip codes, and is home to more millionaires and billionaires than any other city on the planet. Nearly 50 million tourists visit the region each year, pouring nearly \$20 billion annually into the Los Angeles economy.

But, throughout the history of Los Angeles, youth of color have been:

- Locked out of wealth, resources and opportunities; locked out of schools that are too quick to suspend and expel students, and bolt their doors at 3:30pm, eliminating any opportunities for greater community use of their facilities; and locked out of much that LA has to offer, because youth lack access to free public transportation.
- Locked in geographically isolated, under-resourced and often violent neighborhoods; locked in their homes without adult guidance and support, and without safe, supervised spaces for youth after school, on weekends and during summer months; locked in to debilitating labels that are hard to shake – “gang member, teen parent, school drop-out, runaway youth, at-risk youth” – and that often lead to police tracking and surveillance through mechanisms such as gang databases; and literally locked in through the use of house arrest, gang injunctions, and other suppression strategies.
- Locked up as Los Angeles has long led the nation in detention, incarceration and deportation.

LA's long history targeting youth of color for suppression and incarceration has had devastating impacts. The City of Los Angeles is home to over 800,000 youth between the ages of 10-24 – representing the youngest municipal population in America. LA's youth represent the next generation of elected officials, city workers, entrepreneurs, health care professionals and teachers. An investment in young people is an investment in the economic, social and political progress of the entire region – today and into the future. But the criminalization of LA's youth – and the policies and law enforcement tactics that criminalization has generated – have devastated LA's future. Perhaps most tragically, the exportation of suppression policies and practices throughout the state, the nation and increasingly the world, has also devastated the future of countless millions more youth, their families and their communities.



When me and my brother were first going to school, just because of my Dad's reputation and where we were from, they used to try and jump us. If no one was going to protect my little brother, I had to. I started hanging out with the people that did something for us, and started gang banging. I got locked up and was put on Probation for robbing somebody. Now I'm back in school. I'm not a disrespectful type dude.

You would think I'm disrespectful, because of how I look. But I'm not a bad person. I fear most to lose my peoples. I dream about living the American dream – where you ain't gotta watch your back, knowing that you're gonna wake up in the morning. Stuff like that.

- Cris Carter, age 18

(A few weeks after this interview, just after his 19th birthday, Cris was shot and killed in a drive-by while he was standing with other young people outside an apartment building. There were no intervention workers in his neighborhood. His family donated his organs. Four were successfully transplanted, including Cris' heart.)

Building a Youth Development Infrastructure for Los Angeles

Youth development serves as an alternative approach to community health and public safety that **builds on the strengths of youth, families and communities**, addresses the root causes of crime and violence, prevents youth criminalization, recognizes youth leadership and potential, and turns young people's dreams into realities.

Many major cities throughout the nation are leading the way in making intentional, large-scale investments in youth development. It is not uncommon for these cities to have a youth development department funded by city, county and even state revenue that is tasked with implementing a comprehensive regional strategy. Their investments are a clear statement that young people are an essential segment of the community – not only for the benefit of youth and their families – but in guaranteeing a positive economic and social future for all residents and the region as a whole.

While the City of Los Angeles has allocated small and often inconsistent resources to youth development, the current strategies fall short of the scale and vision needed to fully prepare LA's youth for higher education, employment, community leadership and civic engagement. **For example, the current investment in the Los Angeles Police Department (LAPD) is 70 times greater than the investment made in the City's youth development initiatives.** It is costly, ineffective, and inhumane for us to spend so much on strategies that punish and criminalize youth – overwhelmingly youth of color – while we neglect young people's needs and fail to prepare them for both life's great possibilities and hardest challenges.



Major findings in this report include:

- In FY 2015-16, the City of Los Angeles authorized nearly 70 percent of its unrestricted budget to public safety agencies (police and fire), while allocating less than 8 percent to libraries, parks, and other public/social services.
- In FY 2015-16, the cost of the Los Angeles Police Department (LAPD) was \$2.57 billion. LAPD receives more funding from the General Fund, the City's discretionary tax revenue, than all other City Departments combined.
- In the last decade (FY 2006-07 to FY 2015-16), the cost of LAPD has increased by \$732 million, an increase of 40%, while youth development spending remains minimal in comparison. (See the slide at the top of the next page.)
- A large percentage - 42.4% (13,835 of 32,576 employees) - of the City's entire workforce are LAPD employees (sworn officers and civilian personnel).
- Currently, the investment made in LAPD is 70 times greater than the investment made in the City's youth development initiatives.
- Prior to the creation of the City's programs for Gang Reduction and Youth Development (GRYD), Summer Night Lights (SNL), and Hire LA's Youth in the last several years, an organized strategy for youth programming in the City of Los Angeles was nonexistent. While effective, these programs focus on prevention and intervention aimed at addressing "problem behaviors," or to build singular competencies. LA's few youth services do not provide the benefits that come from comprehensive youth development.
- In FY 2015-2016, the City of Los Angeles invests more unrestricted revenues per capita in law enforcement than youth development by a factor of 17 to 1 (\$615 per capita in LAPD and \$37 per youth in Youth Development – population data from 2014 American Community Survey).
- FY 2015-16 enabled the City to operate their Department of Animal Services with a budget of \$41 million, and 344 employees, but does not appropriate funding for a comprehensive Youth Development Department. In effect, Los Angeles spends \$13.2 million dollars more to protect stray dogs than to protect the city's 800,000 youth between the ages of 10 and 24 from violence. (The combined spending for LA's Summer Night Lights and Gang Reduction and Youth Development programs is \$27,791,467.)
- There is no "home" for young people within the City of Los Angeles. They are too often ignored, invisible or forgotten unless they have contact with the police.
- The proposed LA City budget for 2016-2017 includes a \$180 million increase for the LAPD.
- San Francisco has a youth development department and invests \$873 per youth. LA invests \$44 per youth. If LA were investing in its youth at the same rate as San Francisco, LA would be spending not \$36 million (current investment) but \$700 million annually on youth development.
- New York City has twice as many youth ages 10-24 than Los Angeles (1.6 million vs. 800,000) but spends 14 times more on youth development than Los Angeles (\$503 million vs. \$36 million in FY2015-16).
- LA spends about the same amount as Boston on youth development (\$36 million vs \$30 million) but has over 5 times as many youth ages 10-24 (800,000 vs. 150,000)

We urge the Mayor and the Los Angeles City Council to ensure that LA becomes a place where all youth have an opportunity to succeed, are prepared for college and a career, and have a future beyond a dangerous job in the underground economy; beyond debilitating, underpaid and undervalued work; beyond death in the streets or life behind bars.



Youth development programs are important because they provide options and opportunities. It can be the difference between a bright and a dark future.

- Textli Gallegos, age 17

The Origins of the Campaign for a Youth Development Department and Funding in LA



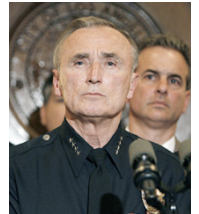
'03

In the spring of 2003, in three meetings, 62 people come together to share their experiences with LA's juvenile and criminal court systems. This leads to the establishment of the Youth Justice Coalition (YJC) and the development of a platform for change. Among the goals is justice reinvestment, including that LA should invest \$1 in community-based youth development for every dollar spent to arrest, detain and incarcerate youth in the county.

That same year, YJC youth leaders organize the first 50-mile March for Respect from Barry J. Nidorf Juvenile Hall in Sylmar to (then) California Youth Authority's Southern Reception Center in Norwalk, during which they begin to talk to LA residents about the challenges growing up and raising children in LA. During the march, the YJC releases an infographic exposing that LA County leads the world in incarceration; has the world's largest jail, juvenile hall, sheriff's and Probation systems in the world; and that California has more prisons than universities.

'05

LAPD Chief William Bratton claims that LA City is the "most under-policed big city in America" comparing LA City to New York City. The YJC argues that the comparison is not accurate given that the City of LA is less than 50% the population of NYC.



'09

The California Endowment establishes the Building Healthy Communities place-based initiative in 14 sites across California, and the Boyle Heights BHC establishes a youth committee. Youth serving agencies begin to plan for the needs of Boyle Heights youth.



'10-'11

YJC youth leaders survey more than 2,000 residents across LA County about what they believe will reduce violence. People who are surveyed can select more police, more gang injunctions, or more incarceration, but instead prioritize youth centers, youth jobs, and intervention workers / peacebuilders in schools and communities.

In 2011, YJC youth leaders investigate the budgets for all 57 law enforcement agencies in LA County, and determine that the size of law enforcement is actually larger and higher paid than nearly all other metropolitan regions.

'12 In 2012, the YJC releases the findings in a report titled Cross the Line and meets with LA City Council members and LA County Supervisors highlighting that just 1% of the LAPD, LA County Sheriffs, LA County Probation, LA City Attorney, LA District Attorney and the county portion of the courts' budget is equal to \$100 million that could fund 50 youth centers, 25,000 youth jobs and 500 full-time intervention workers. YJC calls for the creation of a youth development department and the redirection of at least 1% in suppression funds.



'13 In 2013, the LA for Youth Campaign is launched, and by the end of the year, nearly one hundred organizations endorse the demands. The YJC takes over an abandoned library to highlight the need for youth centers, and holds it for several hours while police surround the site, block off streets and threaten to arrest young people. In the Spring, more than 250 youth take over the steps of City Hall in order to take the LA for Youth Campaign to public officials. The Violence Prevention Coalition introduces LA for Youth to the Boyle Heights BHC, and Boyle Heights for Youth is established.

'14-'15 In Compton, the YJC organizes with families of people killed by law enforcement to create several marches and public hearings challenging police violence and winning a commitment from Compton Mayor Aja

Brown to establish a youth development plan, transfer 1% of the sheriff's contract, and to hire the city's first intervention workers. By the end of 2015, Compton for Youth is launched. Also, in 2014, the YJC wins an end to criminal charges for youth for fare evasion across the County, but is still unable to win free Metro passes for all students. At the end of 2015, inspired by the LA for Youth Campaign's data and demands, the California Endowment launches the Invest in Youth Campaign.

'16 Boyle Heights for Youth works with Councilmember Huizar to pass a motion to study youth development funding in the city budget. LA for Youth wins a commitment from Councilmember Harris-Dawson to introduce a motion for a youth development department, as well as a commitment from County Supervisor Hilda Solis to champion the establishment of youth centers and youth participation in county decision making through the creation of a Youth Leadership Board.

1

Negative Impacts that System Contact Has on Youth and Their Future

Our current suppression, courts and corrections systems are built within a framework of punishment. The adult personnel within the juvenile and criminal court systems are neither trained in, nor work from, a youth development framework. As such, the relationships youth have with law enforcement, prosecutors, judges, Probation and correctional officers, Immigrations and Customs Enforcement agents, and border patrol too often serve to disempower and criminalize youth, discourage them from critically engaging in their development, or in believing they are an integral and valuable member of their community.

Traditionally, criminologists have defined criminalization as "the process by which behaviors and individuals are transformed into crime and criminals" (Michalowski, 1985). However, most criminalization occurs outside the realm of courts and custody, and impacts entire communities and populations who have never been arrested. Criminalization is based much more on outside assumptions and prejudices than on actual criminal behavior.

A more precise definition of criminalization is:

The labeling of an individual or group, their activities, culture and/or identity as deviant, dangerous and/or undesirable, and the corresponding suppression of that individual or group by authorities. Criminalization is almost always an effort by groups in power to exclude others based on assumptions of racial, gender, heterosexist, class, age, ethnic, religious or physical superiority. Criminalized people and populations do not need to engage in illegal or harmful behavior to be treated as criminals, and are regularly targeted for surveillance; police stops, frisks and questioning; school suspension/expulsion; as well as receive harsh and unfair treatment at every level from arrest, to court, detention, sentencing, incarceration, deportation and use of force. Criminalization often extends beyond police and court systems' control to impact the larger society's perception and treatment of the individual/group, dramatically impacting media coverage, public policy development, public opinion, voter behavior, and/or increased suspicion by neighbors and businesses (such as targeting by a neighborhood watch; having people cross the street, divert their eyes or ignore individuals perceived to be "dangerous;" or being followed by store clerks or security). Thus, criminalization drastically transforms one's life chances – eliminating access to employment, education, housing, health care, loans and numerous other resources and opportunities – and causing abuse by and exclusion from the larger society, regular dehumanization, verbal, sexual and physical attacks, and widespread fear and loathing (McGill, 2010).



At the age of two, I was removed from my home because my parents, who were addicts, were arrested and charged with child neglect. There was no option for drug treatment. I was turned over to the child welfare system and never returned to my family.

By the age of 12, I was stuck in a daily grind, doing what I had to do just to get by, to survive. I constantly moved through foster homes. There were many days that I didn't know what I would eat. There were moments of such deep depression, that by age 15, I ignored my hunger and opted for gin. School was one of the few places that I could get away from my problems, and get something to eat.

But, with all of these things happening to me, I didn't have the money to pay for transportation to and from school. Of course, when youth have to pick between transportation and food, we have to pick food.

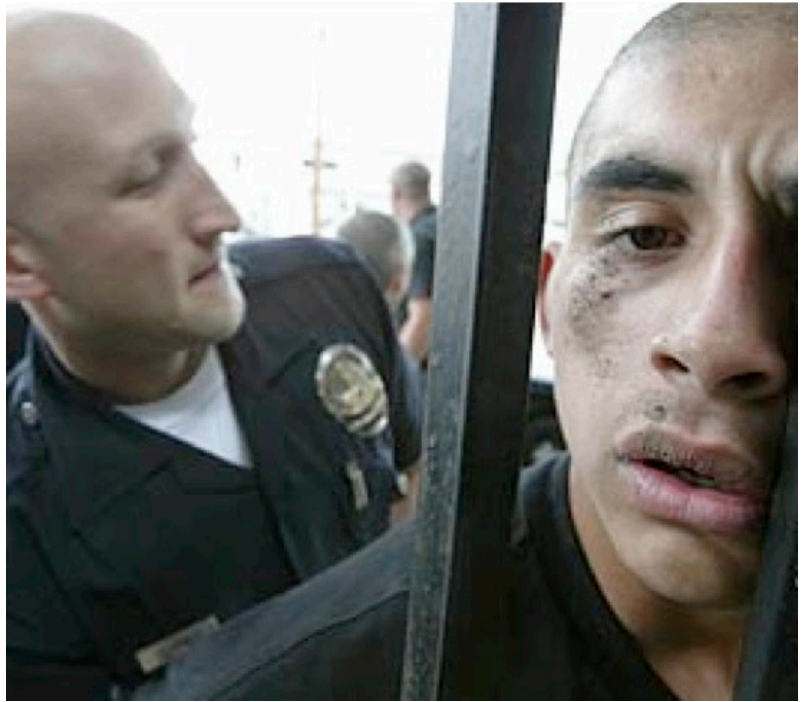
When you are a youth of color, the sheriffs line up at bus and Metro stops in our communities to check for your Metro pass. So, for me and a lot of students, we either got fare evasion tickets, or skipped school to avoid dealing with law enforcement.

-Dayvon Williams, age 24

A primary means of criminalizing youth is the attribution of labels, impacting both how youth develop their own self-concept and the structural disadvantages they will experience with such labels. For example, when young people are associated with the juvenile court system, and labeled as "delinquent offenders" at an early age, they are treated as such by law enforcement, teachers, even other community and family members. Once an identity is internalized, youth are significantly more likely to engage in harmful behavior into adulthood. More importantly, youth who are labeled as "deviant" due to involvement in the juvenile or criminal court systems experience a negative effect on educational attainment and subsequent employment (Bernburg & Krohn, 2003). Moreover, incarceration serves to reinforce this identity through peer relationships, as youth are confined with others suffering the same label. As a result of criminalization, youth experience a "social death" as they become increasingly isolated from relationships and opportunities that affirm their humanity (Rios, 2011).

Young people are more susceptible to criminalization when they live in an environment where punishment is the dominant public safety strategy:

- Saturation policing;
- Racial and identity profiling;
- Surveillance cameras and technology;
- Law enforcement helicopters consistently overhead;
- Schools with more school resource officers, police and Probation officers than counselors;
- Placement of youth who haven't been charged or arrested under "voluntary" Probation or District Attorney supervision in schools and communities;
- Metal detectors, security fencing, random searches and other factors that cause schools to look and operate more like prisons;
- Daily checks by sheriff deputies on public transportation to check for fare evasion;
- Increased risk that families will be policed, instead of supported, leading to greater rates of separation and foster care placement;
- Constant stop and frisks in schools and in streets;
- Immigration check points and sweeps;
- Use of gang labeling, gang databases and gang injunctions;
- Frequent arrests, detention, incarceration and deportation;
- Increased financial burdens on youth and families due to the high costs of tickets, fines, fees, lost days at work, lost income due to detention and incarceration, impounding of vehicles, other property and accounts, bail, charges for defense lawyers, and high costs of phone calls, visits, and additional supports for loved ones who are locked up; and
- High levels of use of force.



Under these conditions, youth are expected to follow laws that are sometimes unjust in their intent, and almost always unjust in their enforcement. Furthermore, in communities targeted for criminalization, resources are allocated for rule enforcement and strict punishment, rather than development of and incentives for positive character and behaviors. Additionally, without resources for youth and community development, the root causes of harm, crime and violence – including racism, poverty, stress, neglect, abandonment, addiction, and trauma – remain unaddressed, and are in fact worsened.

Youth are impacted by a combination of risk and protective factors at the individual, family, community, and societal levels that shape their behavior. Poor youth and youth of color get a punishment-based approach to "hold them accountable for their actions," while the County's and City's largely white middle and upper class

youth – who engage in the same behaviors – receive counseling, diversion from arrest and court, treatment and comprehensive youth development. Most tragically, youth in the poorest communities often need to be in court and/or detained in order to access essential services.

The consequences of system contact are serious. Youth criminalization and incarceration:

- Further disconnects the most vulnerable youth from their families and communities;
- Increases stigma and fear projected at youth from their peers, community members and the larger society;
- Increases the likelihood of recidivism and continued contact with the system;
- Increases school push-out (suspension, expulsions and school-based ticketing and arrests);
- Increases risk of injury and death due to law enforcement use of force;
- Decreases the chances of high school graduation and matriculation to higher education;
- Reduces employment and career options, both by limiting skills development and early employment opportunities, and by increasing discrimination and barriers targeting people with convictions;
- Increases dependence on a dangerous underground economy and increases youth risk of sexual and physical assaults, exploitation, and homicide; and
- Increases the risk of youth incarceration as adults.

In addition, when a youth's primary adult relationships are with school resource officers, school police, municipal police, county sheriffs, judges, prosecutors, Probation and correctional officers, and/or immigration officials, youth are forced to survive within systems that do not operate under a youth development framework, where youth are locked out of the decision-making processes that impacts their lives and the institutions that are containing them, where educational opportunities are compromised, where social relationships are discouraged and even surveilled and criminalized, and where the constant threat of punishment, confinement and exclusion are used as the main incentive for forcing "change" and compliance.



When the Police Know Your Name: Impact of Criminalization on Youth

by Juan Peña

I was born in Mexico and came to the United States when I was 7 years old. I grew up in Wilmington in the South Bay of Los Angeles. This is the first time I have published my story about being undocumented, because I was always worried about being deported.

Because of where I grew up in Wilmington - in a public housing project next to the ports of Los Angeles, police stops for me at school and on the street were constant.

The first time I was arrested and handcuffed in my school, I was 10 years old in the 4th grade. The DARE police officers had showed us drugs and drug taking materials – such as pipes, cigar wrappers and small plastic baggies – in class. The next day, another student had a small plastic bag that looked exactly like the one the police officer showed us in class. He brought it to school thinking he would impress people. When the school questioned him, he said the drugs were mine and they called the police. I was accused of bringing drugs to school, handcuffed and walked across school, in front of staff and classmates, and detained by the police. I was interrogated for more than two hours. It was approximately 90 minutes, before a school counselor notified the police that I didn't speak English and stepped in to translate. My parents were called after most of the questioning finished. They also asked many questions that lead me to believe that I might have also been added to a gang database at that time. I can't help but think that I was arrested because I was Mexican, an immigrant, and was just beginning to learn English. I was struggling to learn English, so my grades suffered. The other student who was never detained by police was white and a "good student." He was suspended for a couple of days. I was initially suspended for a week, and then expelled for a month before I could return to school.

Even at that young age, I was afraid the school and city police would find out I wasn't born here and send me back to Mexico. This is a very real fear for me. My so-called "brothers" are actually my cousins, and the person I call "mom" is actually my aunt, because both of my parents were deported when I was very young.

We are policed aggressively on the street.

Beginning at about age 12, the Black and Brown youth in my community were stopped constantly by law enforcement on our way to and from school, forced to kneel on the concrete sidewalk with our hands behind our heads, or told to sit on the curb while police went through our backpacks. Police regularly asked us where we were from – in other words asking us what gang we were from, what our nicknames were, and who our family and friends were. Sometimes they took pictures of our faces, our scars, and our tattoos. They filled out small white cards that I now know are called "field interview" cards. As I was growing up, I knew they were accusing us of being gang members. What I didn't know until much later was that we were probably being added to a gang database without our knowledge.

We are policed aggressively on public transportation that we take to and from school.

The same thing happens on the public transportation that we take to school. Every morning and every afternoon on trains and buses, armed Sheriffs line us up and demand to see our Metro pass. Sometimes, they accuse us of having fraudulent passes even when they are real. They ticket and even arrest people. One day – on one route to school – I was stopped 7 times by different sheriffs and asked to show my Metro card. The Youth Justice Coalition recently won an end to fare evasion tickets to youth under 18. Until then, 10,000 fare evasion tickets a year were issued to youth as young as elementary school. And, youth 18 and over still get these tickets - \$250 each that increase to as high as \$900 if you can't pay. So, we are fighting for a free Metro pass for all students. In the two years that we have been fighting for that, the LA County Sheriffs' Department has received a \$20 million increase in their annual contract to patrol public transportation – an increase from \$85 to \$105 million. Less than the \$20 million increase the Sheriffs received would pay for a free Metro pass for all students in LA County – pre-school through college.

We are policed aggressively in our schools.

If young people – especially Black and Brown youth, undocumented youth, system involved youth, foster youth are already afraid of law enforcement – imagine how we feel when we walk into our schools – past barbed wire fences and patrol cars, past armed police, past Probation officers and drug sniffing dogs, through tardy sweeps, metal detectors and “random” searches – all of that before we get to our first class. It’s no wonder why so many students stop going to school because we feel intimidated, uncomfortable and unsafe.

In my middle school, when there was an argument between students, the school police would force us to fight. Sometimes, they would take bets on the outcome.

Once there was a walkout at my high school to defend the rights of immigrants. But the Los Angeles Police Department and school police locked down our school. They ran through the campus, throwing people to the ground. When one girl tried to climb the fence to leave, they grabbed her collar and pulled her down hard. She sliced her neck on the fence. When she hit the floor, she collapsed, bleeding badly.

I also struggled in school because I didn’t know English. Instead of getting extra support, I was graduated from grade to grade until high school when we had to pass a statewide exit exam. Suddenly the school didn’t want me. They pushed all of us who weren’t immediately passing the test into continuation schools. Then in my continuation school, one day they pulled a group of us into the office and told us we were being kicked out because we had just turned 18. I wrote an amendment to a bill we were fighting for in Sacramento to make sure that wouldn’t happen to other students. But education is a right. We shouldn’t have to fight! I finally graduated at the Youth Justice Coalition’s FREE LA High School, where you can enroll up to age 24, there is no limit to the time you finish, there are peacebuilders instead of police, there’s a counselor instead of a Probation officer, and transformative justice instead of suspensions, expulsions and arrests.

Being undocumented, I don’t dare challenge the constant police stops on the street, on transportation and in schools. I am deeply afraid of any contact with the police. I continue to fear I will be deported. I fear that I will cause my house to be raided, and put my family and neighbors at risk for deportation. Once riding a bike through my neighborhood, I was almost hit by a stray bullet. Even then, I didn’t feel I could risk calling the police.

I have never been arrested. I don’t have any tattoos. I have no nickname and claim no neighborhood. I have never been a member of any gang. I always worked and helped my aunt to support my family. But I feel as though the school system and the police always treated me as a criminal.

Invest in Intervention Workers / Peacebuilders

Eventually, I went to FREE LA High School where I graduated. There, we had intervention workers – we called them peacebuilders – and they kept the school safe, helped to run transformative justice meetings to squash conflicts, kept street drama from coming into the school, and the drama from school impacting the streets. Because they were OGs, they had respect in the street and solved problems before it got violent. If we invest in intervention workers, we can keep schools and streets safe without suspending, expelling or arresting people. Today – I am undocumented and unafraid. I have to stand up for my future.



I hope that you will stand with me and the millions more LA youth like me who are from here, but don’t feel like we can survive here.

Juan Peña is a recent high school graduate and a youth organizer with the Youth Justice Coalition. He is helping to lead the LA for Youth and #StudentsNotSuspects Campaigns. In the photo he is pictured at the right in the forefront of the photo after working with other YJC members to pass Senate Bill 1052 to guarantee youth their Miranda rights, and Assembly Bill 2298 that will give people the right to be notified if they are added by law enforcement to a shared gang database, and the right to challenge that designation.

Building a Different Future for LA's Youth: Definition and Components of Youth Development

Youth development is the promotion of language, theories, programs and practices that recognize and build on the strengths of youth, families and communities.

Unlike the fields of prevention and intervention that have traditionally focused on defining youth, (including their families and their communities) by risk factors or problems, and have “treated” youth for their pathologies in separate – and often contradictory – programs and services such as those addressing teen pregnancy, substance abuse, gangs, violence, mental illness, homeless/runaway, etc., ...

...youth development is:

- (1) **Place-based**, so that all neighborhoods have access to safe and healthy spaces for youth and their families.
- (2) **Asset-based** (rather than deficit-based), recognizing and promoting the talents, contributions and leadership of youth, rather than focusing on “saving” or “fixing broken” youth.
- (3) **Holistic and comprehensive**, providing youth access to safe and empowering environments that include educational enrichment, remediation and college preparation, career preparation and employment, health and mental health, fitness, nutrition, recreation and sports, the arts, and opportunities for leadership and civic engagement, enabling youth to both serve and lead their schools and communities.
- (4) **Empowering**:

Youth development cannot exist without promoting youth empowerment...

Youth Empowerment is the realization of personal and group power that people develop through their own action. Although the word is often misused, we cannot ‘empower other people.’ Adults cannot empower youth, any more than whites can empower people of color, or men can empower women. The role of a youth development worker is as a facilitator, enabling youth to have the space, training and support needed to find their own voice, build their own vision and act for the liberation of themselves and others. People who want to support the empowerment of youth and others, must agree to work with young people instead of for them; listen more than they speak; when talking, talk with young people instead of at them; give up our traditional roles (as service provider, teacher, board member, tenant leader, etc.) and share these roles, and the training, power and responsibility that come with them, with young people in order that they develop as leaders, and also gain employable skills and experience; and serve as an ally to youth, recognizing that youth and communities gain more from partnership than from absolute authority. Youth empowerment is not tokenism. It means youth having the support, training, and opportunities needed to participate more equally with people who may have more experience, and who have traditionally had more power (McGill, 2010).



Youth development:

- Enables and supports youth to critique and shape the world around them, including having opportunities to fully engage in social justice arts, media, research, advocacy and organizing.
- Promotes youth as decision makers, promoting and supporting their right to engage in the design and running of their schools, public agencies, their communities, as well as defending and expanding the rights of youth to be involved in the decisions that impact them directly in court, in regards to their own health care, housing and other aspects of their lives.
- Eliminates barriers to youth involvement in elections and in government, including creating and/or expanding real – not token – roles for youth on government boards, commissions and agencies regardless of their immigration or documentation status; creating youth opportunities for government internships and jobs; ending voter and government participation discrimination and exclusion based on Parole, conviction and immigration status; reducing the voting age; expanding youth positions as elected representatives (such as currently exists on a tiny minority of school boards); and protecting the right to vote for marginalized communities – including ensuring that youth know their rights to register and vote when they are institutionalized (in foster care or placements), or in custody (in juvenile halls, camps and jails if detained on any charge, or convicted with a misdemeanor).

Youth who have access to civic engagement, educational opportunities, vocational programs, and health services have “higher rates of psychological and emotional stability, positive self-esteem, and greater risk management capacities” (Hamilton & Hamilton, 2004). This access also makes it less likely for young people to engage in unhealthy behaviors such as smoking, alcohol and substance abuse, crime and violence, and unsafe sex. YD has also been found to have a positive relationship to life satisfaction and a negative relationship to problem behavior.

In addition, opportunities for youth to engage as decision-makers and community leaders becomes a driving force in their likelihood of later public engagement and a life-long commitment to the wellbeing of their neighborhoods (Flanagan & Faison, 2001). Youth and community empowerment also leads to an overall decline in contact with police and courts (The Sentencing Project: Research & Advocacy for Reform, 2015).

(5) Just.

Youth development services, centers and opportunities are open to all youth regardless of their race, gender, sexual identity, immigration status, physical or mental abilities, conviction history, housing, zip code, religion or income.

Youth development promotes and protects the Constitutional and human rights of youth, while also ensuring that youth have the skills to:

- Learn, represent and celebrate their own roots, identities, language, history, culture, spiritual traditions and values while also learning to understand, appreciate and protect the identities, cultures and traditions of others.
- Gain the skills to recognize, challenge and promote an end to racism, sexism, heterosexism and homophobia, ageism and adultism, ableism, xenophobia and intolerance for religious difference, economic injustice and exploitation.
- Advocate for their and other youth’s protection of Constitutional and human rights. Youth development cannot undermine youth protections or allow for youth exploitation – such as transferring youth into adult courts, paying youth less than minimum wage, or denying youth state or federal Constitutional protections

such as due process, voting or decision-making rights. Youth development rejects torture including solitary confinement; permanent punishment or institutionalization including capital punishment, life without parole or extreme sentences, mandatory minimums; lifetime registration on “gang,” DNA, or “sex offender” databases; and gang injunctions – especially because they are permanent and allow for the arrest and incarceration of people for non-criminal acts.

- Advocate for an end to other forms of permanent punishment and discrimination, such as practices that exclude youth from voting, education, housing, employment, training or volunteer opportunities due to their age, immigration status, identity or convictions.

(6) Transformative rather than punitive and punishing.

Youth development focuses on transformative justice, including trauma-informed practices that hold youth and all people accountable while also addressing root causes, repairing harm and ensuring healing.

(7) Integrated.

- Youth exist within families and communities, and youth development must promote and include family and community development strategies, as well as family and community decision making, self-determination, preservation, re-integration and reunification. Similarly, youth development programs often offer programming, leadership opportunities and supports to parents and other family members.
- Youth are also impacted by institutions – such as schools; juvenile, criminal and family courts; hospitals; juvenile halls, Probation camps, jails and prisons; group homes and foster homes. Therefore, youth development values and priorities must be infused within the methodology, training, practices and policies of every institution that touches young people.
- Programs are also best when integrated and coordinated in order to better meet a youth’s needs, avoid duplication and cross purposes, and operate more efficiently.
- Everyone working with youth must be first and foremost a youth development practitioner. Similarly, institutions serving youth and communities belong to youth and communities, and cannot deny access based on alleged affiliations or identities, housing status, income or immigration status / proof of citizenship.

As outlined at the start of this report and at the start of this section, the fields of prevention and intervention have traditionally focused on defining youth (as well as their families and their communities) by risk factors or problems, and have “treated” youth for their pathologies in separate – and often contradictory – programs and services (such as programs compartmentalized to individually address teen pregnancy, substance abuse, violence, mental illness, homelessness, etc.) Effective YD breaks program segregation – (often referred to as program silos) – and focuses on building multiple strengths rather than only identifying and “fixing” problems.

YD works best when entire communities offer youth development opportunities as part of their infrastructure. This can occur best when a community as a whole agrees upon standards for what all young people need in order to grow into happy and healthy adults, and then creates a continuum of supports and opportunities to meet those needs.

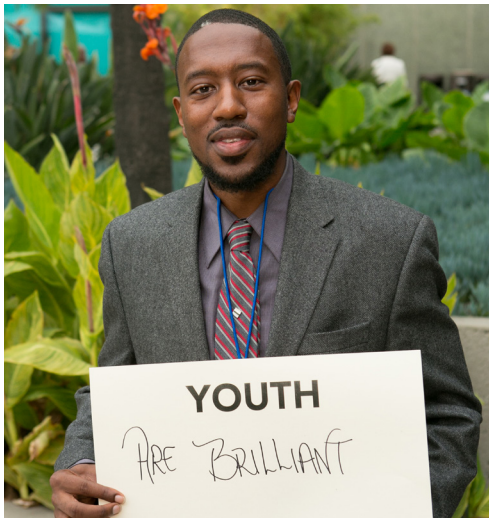


(8) Accessible.

Youth development includes ensuring that young people have access to all the resources and opportunities in their region. For that reason, free and reliable public transportation is an essential component of youth development.

Similarly, youth development activities, programs and physical spaces must ensure that they are accessible, welcoming and respectful of all youth regardless of their race, gender, identity and physical or mental condition.

Youth Development Is More than Prevention and Intervention, and Is a Critical Component of Public Safety



Unlike other models whose primary focus is in the prevention of dangerous or unhealthy behaviors or intervention to reduce these behaviors, youth development (YD) is a framework that achieves the objective of prevention and intervention, but does not have prevention and intervention as the central focus. Instead, as research has shown, youth require multiple skill sets that are both preventative and developmental, and YD focuses on enhancing strengths, providing opportunities and connecting youth to resources.

YD also brings a positive orientation to working with youth, families and communities, and is characterized by opportunities and discovery that promote a sense of belonging, usefulness, and power.

Specifically, YD is centered around:

- Fully engaging all youth as participants in their development,
- Identifying youth strengths and assets,
- Undertaking a collaborative effort to foster young people's physical, intellectual, psychological, emotional, and social health, and
- Further connecting and integrating youth into family and community.

As described in detail later in this report (under History of Youth Development), the East Coast and Midwest built a youth development strategy as early as the 1800s, and youth development became a central component of those regions from then on, leading to the creation of a vast and innovative field of youth work.

In the 1990's, youth-serving organizations and youth leaders from Boston, Philadelphia and New York City came together to define youth development and identified five essential competencies essential to future adult success. These competencies were written up by the Academy for Educational Development and the Fund for the City of New York:

Health and Physical Competence - Good current health status plus evidence of knowledge, attitudes, and behaviors that will ensure future health.

Personal and Social Competence - Skills for understanding self and having self-discipline; working with others, communicating, cooperating, negotiating, and building relationships; coping, adapting, and being

responsible; and finally, making good judgments, evaluating, making decisions, and problem-solving.

Cognitive and Creative Competence - Useful knowledge and abilities to appreciate and participate in areas of creative expression for thinking, seeing, feeling, tasting, and hearing.

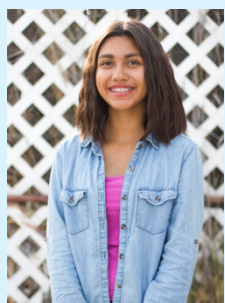
Vocational Competence - Understanding and awareness of life planning and career choices, leisure and work options, and steps to act on those choices.

Citizenship Competence - Understanding of personal values, moral and ethical decision-making, and participation in public efforts of citizenship that contribute to the community and the nation. (Note: The model we are proposing for Los Angeles would propose civic or community competence, understanding that use of the term “citizenship” is often used to exclude undocumented youth and their families.)

1990s, and also found that YD helps youth grow in five critical areas, now known as the 5 Competencies of YD (Hamilton & Hamilton, 2004):

1. Competence in academic, social and vocational areas;
2. Confidence or a positive self-identity;
3. Connection and contribution to community, family and peers;
4. Character or positive values, integrity and moral commitment; and
5. Caring and compassion.

Enduring intergenerational relationships with parents, teachers, coaches, intervention workers/peacebuilders, and other caring adults is a critical component of YD. Studies have found that youth who build strong and healthy relationships with adults have an increased sense of purpose, and are guided towards constructive behavior.



I believe youth development programs are important for my community because they help enrich, educate and carry on our culture, especially in predominantly Latino/Chicano communities like Boyle Heights. They educate and bring youth, families, and communities together and help people better themselves and advocate for change on the negative aspects of our neighborhoods and for others in need. They allow us to be self-sufficient, selfless and open minded human beings to the ever changing world around us.

- Regina Zamarripa, age 15

While all families have youth development needs, most often only middle class and wealthy families have the resources to provide YD resources for their children – through political pressure put on their officials and/or through an economic investment to purchase services. Wealthier communities are never expected to argue why these opportunities are essential, or to produce an independent research study “proving” that soccer or ballet is an evidenced-based program or promising practice.

Additionally, highly-resourced neighborhoods have been found to be most beneficial to poor and working class families, creating both greater social and economic capital. But, in most American cities – including Los Angeles – severe segregation based on race and class combined with a lack of adequate and low cost public transportation means that most poor and working class families have little access to the majority of youth

development opportunities that are located in wealthier areas.

In fact, the only resources that are more plentiful in LA's poorest neighborhoods are law enforcement, courts and lock-ups – based on the targeting of suppression on low-income communities of color. Therefore, youth most in need of youth development get suppression, detention and incarceration instead – the very strategies proven to reduce access to opportunities, increase discrimination and achieve negative life outcomes.

Finally, YD investments are also a cost effective approach to public safety, requiring only a fraction of the costs of incarceration (Petteruti, Schindler, & Ziedenberg, 2014). In fact, it is more than three times cheaper to invest in comprehensive community-based alternatives than to incarcerate our youth (Juvenile Justice: What's At Stake?, 2015 and Youth Justice Coalition: The High Costs of Arresting LA Youth, 2015).

If the goal of public safety is to protect a population from harm, then YD is essential to accomplish this goal. Comprehensive public safety includes youth development – not only because it reduces violence and crime, but because it also prevents future court, incarceration, health and social services' costs by enabling youth to achieve their full potential, and enabling them to make positive contributions to their families and communities.

A Society That Kills Us Is Hurting Us: The Role of Youth Development Programs in Healing Youth Trauma

by Tauheedah Shakur

"Bang-bang-pow" are the sounds my young seven-year-old mind heard. Everything went silent; no other movements except my heart. My dad had pulled out the one thing that scares me until this day. It's still my biggest fear. It's a gun. My father had shot my uncle's friend seven times.

Children who are exposed to violence are more likely to suffer from attachment problems, regressive behavior, anxiety, and depression, and to have aggression and conduct problems. I first experienced gun violence when I was seven years of age. I was less than two feet from my dad when he opened fire. In an article Children, Women and Gun Violence published in May of 2013, it was revealed that 2,694 children and teens died from guns in 2010. That's roughly equivalent to a Newtown massacre every three days. I could have been one of those children killed.

The shooting I witnessed happened almost thirteen years ago, and I still suffer from it. I have a hard time getting attached to people, and often times when I see guns in movies and on

TV, it is hard for me to breathe. I have problems sleeping, and often my dreams are about the shooting. It was hard for me to talk about the experience with others, because it's hard to explain unless it has happened to you. I always have my eyes open for trouble or possibly guns. It's a feeling I cannot shake. It's like I'm always on edge when anything drops. I have a hard time calming down from any loud noises, and also I have a hard time describing why I suddenly want to go home.

Children with emotional issues caused by violence grow into youth and then adults with serious emotional problems. Physical violence and gun violence – indirectly or directly – are reasons why children are suffering. A 2014 study found that children who experienced trauma tested for "psychological distress and general health problems" at the ages of 23 and 50, for psychiatric conditions at 45, and for problems with cognitive functioning, social relationships and well-being at 50.

If we do not take a stand against violence, then we will keep repeating the same cycles of violence, incarceration

and death. My father just came home from prison, and my siblings and I never got any support or counseling – not only for how to heal from violence, but also for how to survive when your parents are incarcerated. We will have more killings and more parentless homes if we do not give children who experience violence the proper care that they need.

The Lord Chief Justice in London recently asked about instances of violence he sees in the courts: “Let us just go back to those days, and ask ourselves why so many historic abuse cases are now emerging. In part, it is because those who were children then were not listened to.”

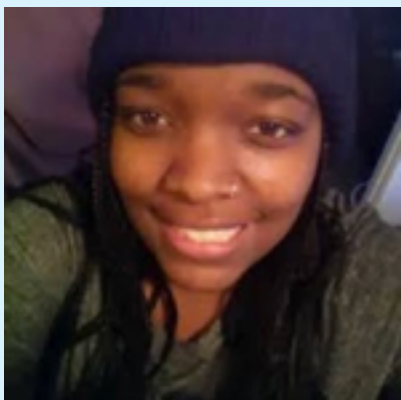
Have you heard that phrase “Children should be seen and not heard?” A huge reason why child and youth violence is being ignored is because children and youth are invisible and our voices are ignored. Society tells young people every day that our voices do not matter. Society sends a horrible message that if you are hurt, stay silent and stay in a child’s place.

There was no place in my community where my family and I could go for support and healing. We were left alone to deal with the violence, the initial trauma and the PTSD, the loss – financially and emotionally of my father. My siblings and I were separated for many years, and pushed into foster care. Many of my siblings have struggled in school. We have survived physical, emotional and sexual violence. We all suffered daily humiliation in communities and classrooms where the answer to “Where is your father?” is confusing, hurtful and punishing.

The question about whether or not we need youth development centers in our communities is like asking whether or not humans need water to survive. Youth centers can give youth the future we deserve, a safe way to school, transformative justice circles in order to get to the root causes of the problems that we are facing, a safe place to be nights, weekends and summers without constant re-exposure to violence and trauma.

I have grown up with youth organizing and advocacy spaces throughout my whole teen life, and I learned my voice mattered at a young age. If I saw something that I wanted to change in my community, I could do so with hard work and determination. Having a youth center in my life – even one without funding and comprehensive services – kept me from getting into trouble. I had a community to protect me, and people that cared for me.

Despite the incredible violence I experienced, I have never touched drugs or alcohol, because I never had the time. I had ideas to talk about and actions to go to. I had changes to make and a team of people that depended on me. I am in my second year of college, and youth centers have helped me get there, because I saw how some of the schools in my community did not cater to the needs of students, and fighting back not only got me through school, but helped me to heal from violence, because I learned that I wasn’t a powerless victim, but a powerful survivor. One day, I want to have a school and youth center of my own, or teach other sites about how to work with youth using the tools I have gotten from the youth centers that I have been a part of. We can have a beautiful future with more college degrees and less violence if we tell and show the youth of today that they matter by investing in youth centers and other resources.



Can you picture it? It’s 2030, and Los Angeles has more youth centers than jails and juvenile halls, and more youth have jobs than have Probation Officers, and children are laughing and having fun, the child and youth violence rates have gone down at least 65 percent, and you as a parent don’t have to worry about sending your child outside. All of this can come true if we take the time to invest in LA’s youth.

Make it happen for the future of LA.

Tauheedah Shakur is a youth leader with the Youth Justice Coalition, a poet and student at Southwest College.



YOUTH FUNDS

In 2015-16, the City of LA spent almost **70 PERCENT** of the unrestricted budget on public safety (police and fire); **less than 8%** on libraries, parks, housing, and all other social services; and only **ONE-HALF OF 1%** on youth development!

CRUMBS

In 2015-2016, LA spent **\$615** per LA resident on the LAPD, but only **\$37** per youth on youth development.

LA spends more to protect stray dogs than to protect its youth.

LA City funds a **Department of Animal Services** with an annual budget \$41 million, and 344 employees. That's \$13.2 million more than LA spends to prevent violence against youth. **And, unlike New York City, San Francisco, Boston and many other cities, LA has no Department of Youth Development!**



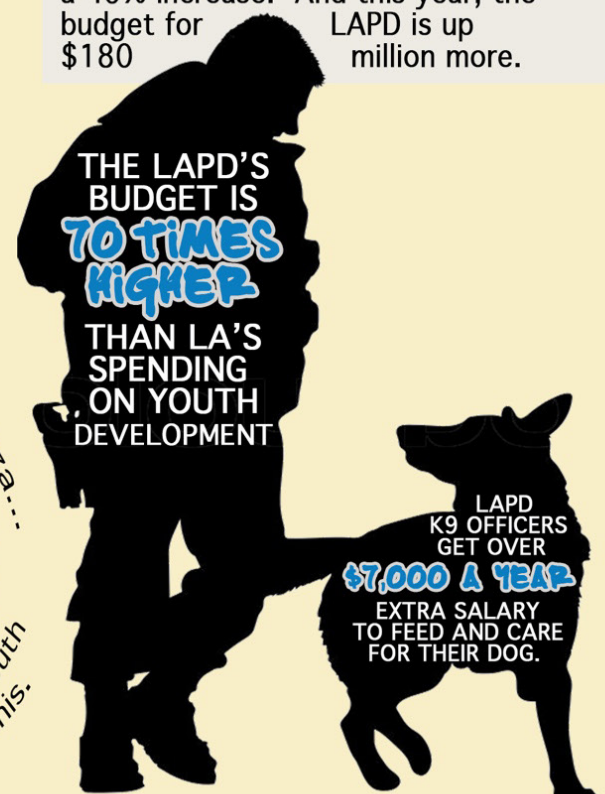
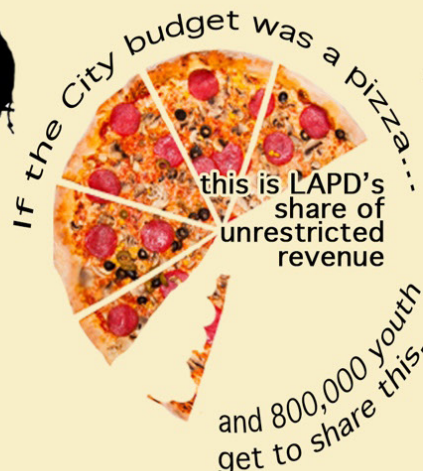
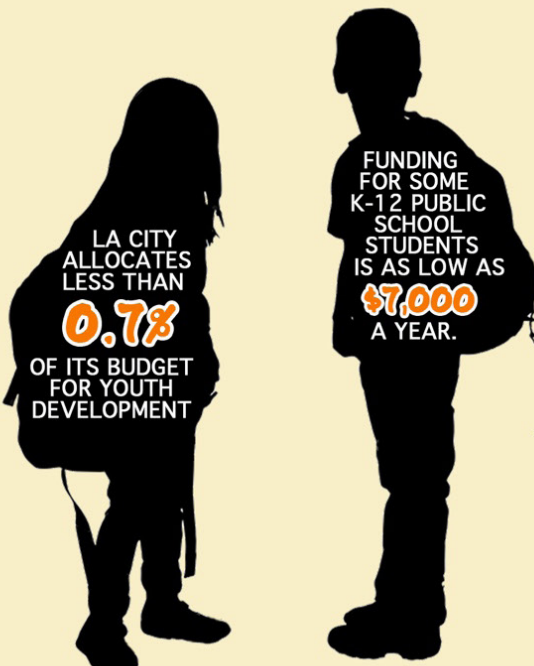
LAPD FUNDS

42.4% of of LA City's entire workforce (13,835 of 32,576 workers) work for LAPD.



THE LAPD GETS OVER 53% OF LA CITY'S UNRESTRICTED BUDGET!

The 2015-16 LAPD budget was **\$2.57 Billion**. The LAPD also gets more funding from the LA City General Fund than all other city agencies combined. From 2006 - 2016, even though the crime rate dropped to its lowest levels since the 1950s, the LAPD budget went up by \$732 million, a 40% increase. And this year, the budget for LAPD is up \$180 million more.



Los Angeles Is Investing Heavily in Law Enforcement while Neglecting to Meaningfully Invest in Youth Development

In Los Angeles, billions of dollars are allocated to law enforcement in the name of public safety, while the needs of the most low-resourced youth have elicited minimal attention, and even less action, by elected officials.

Specifically:

- In FY 2015-16, the City of Los Angeles authorized nearly 70 percent of its unrestricted budget to public safety agencies (police and fire), while allocating less than 8 percent to libraries, parks, and other public/social services.
- In FY 2015-16, the cost of the Los Angeles Police Department (LAPD) was \$2.57 billion. LAPD receives more funding from the General Fund, the City's discretionary tax revenue, than all other City Departments combined.
- In the last decade (FY 2006-07 to FY 2015-16), the cost of LAPD has increased by \$732 million, an increase of 40%, while youth development spending remains minimal in comparison. (See the slide at the top of the next page.)
- A large percentage - 42.4% (13,835 of 32,576 employees) - of the City's entire workforce are LAPD employees (sworn officers and civilian personnel).
- Currently, the investment made in LAPD is 70 times greater than the investment made in the City's youth development initiatives.
- Prior to the creation of the City's programs for Gang Reduction and Youth Development (GRYD), Summer Night Lights (SNL), and Hire LA's Youth in the last several years, an organized strategy for youth programming in the City of Los Angeles was nonexistent. While effective, these programs focus on prevention and intervention aimed at addressing "problem behaviors," or to build singular competencies. LA's few youth services do not provide the benefits that come from comprehensive youth development.
- In FY 2015-2016, the City of Los Angeles invests more unrestricted revenues per capita in law enforcement than youth development by a factor of 17 to 1 (\$615 per capita in LAPD and \$37 per youth in Youth Development – population data from 2014 American Community Survey).
- FY 2015-16 enabled the City to operate their Department of Animal Services with a budget of \$41 million, and 344 employees, but does not appropriate funding for a comprehensive Youth Development Department. In effect, Los Angeles spends \$13.2 million dollars more to protect animals than to protect the city's 800,000 youth between the ages of 10 and 24 from violence. (The combined spending for LA's Summer Night Lights and Gang Reduction and Youth Development programs is \$27,791,467.)
- There is no "home" for young people within the City of Los Angeles. They are too often ignored, invisible or forgotten unless they have contact with the police.



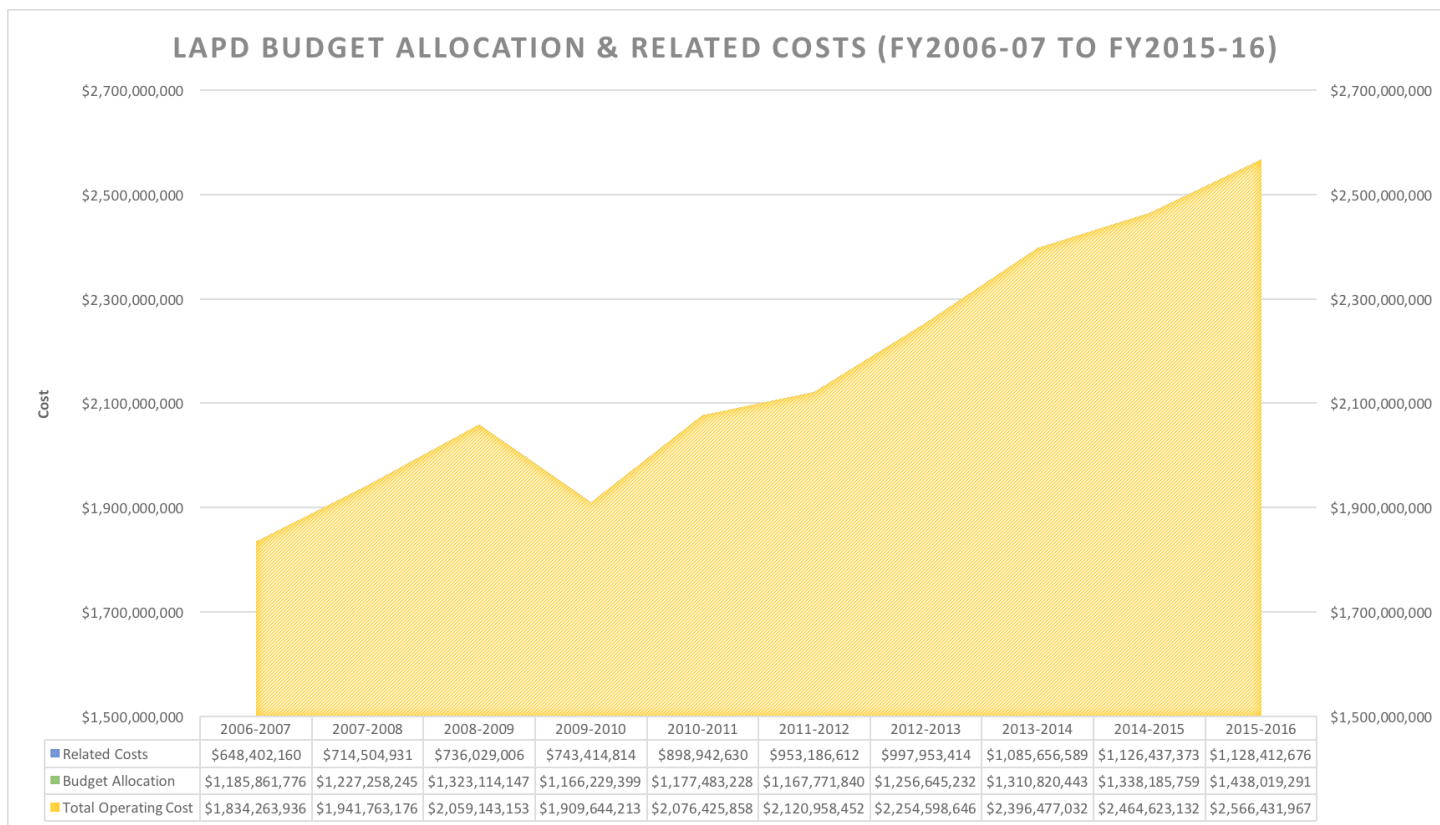


Figure 2: LA City Budget Allocations from Unrestricted Revenue

	LAPD	Youth Development***	Recreation & Parks and Library	Animal Services
Total Cost (FY2015-16)	\$2,566,431,967	\$36,303,119	\$509,516,059	\$41,251,381
Amount from Unrestricted Revenue	\$2,417,200,000	\$29,667,927	\$448,300,000	\$36,400,000
% City's Unrestricted Revenue*	53.30%	0.65%	9.89%	0.80%
Unrestricted Revenue Allocated per youth capita**	\$615	\$37	\$114	\$9

Population Data Source: ACS DEMOGRAPHIC AND HOUSING ESTIMATES 2014 American Community Survey 1-Year Estimates

*Unrestricted Revenues for FY2015-16: \$4,534,900,000; General Fund: \$5,410,381,123

**LA City Total Population: 3,928,864; Youth ages 10-24: 810,421. YD unrestricted revenues allocated includes spending per capita for youth ages 10-24; all other categories include spending per capita for all City residents.

***Youth Development Spending includes: GYRD, Summer Youth Employment (from General City Purposes to EWDD), Summer Night Lights (Rec & Parks), Clean & Green Jobs Program (Board of Public Works). Youth Development spending does not include: Libraries, Parks & Recreation, Arts & Cultural Services since those programs service all residents.

**Los Angeles Also Invests a Higher Portion of Its Budget on Law Enforcement
When Compared to Other Jurisdictions:**

Figure 3: U.S. Cities Percentage of Unrestricted Revenues Spent on Police FY 2015-2016

City – National Comparison	Percentage of Unrestricted Revenues Allocated to Police
City of Los Angeles	53.3%
Charlotte, NC	43.2%
Dallas, Texas	40.5%
Chicago, Illinois	39%
San Diego, CA	37%
Houston, Texas	36%
Indianapolis, Indiana	28%
Phoenix, Arizona	22%
Portland, Oregon	16%
New York City	15%

As a region, LA County also spends a greater percentage of its revenues on law enforcement, while also under-funding youth and community development and human services:

Figure 4: LA County Cities' Percentage of Unrestricted Revenues Spent on Police

LA County Comparison	Percentage of Unrestricted Revenues Allocated to Police
Several cities in LA County – including LA – spend far more than the national average:	
Baldwin Park	65.1%
Palos Verdes Estates	57%
Vernon	55.6%
Whittier	54%
City of Los Angeles	53.3%
South Gate	53%
Pomona	52%
Long Beach	49%
Signal Hill	44%
Bell	43.99%
Gardena	42.68%
Montebello	37.26%
Arcadia	35%
Culver City	34.1%
San Fernando	33%
Irwindale	32%
Long Beach	49%
South Pasadena	29%
Glendora	24%
San Marino	24%
Manhattan Beach	21%
San Gabriel	20.7%
Downey	19%
Monrovia	18.1%

Current Los Angeles City Youth-Centered Resources & Investment:

Too Little, Too Late

Los Angeles has created a few programs that support youth development. However, unlike other cities that invest in a permanent youth development infrastructure, most LA City programs have been tied to the political agendas of Mayors or other officials that created them, and rarely last long or grow in strength after their political champion leaves office. When LA eventually began to invest in “serving” youth – other than through police and prisons – the strategy employed has been almost entirely prevention and intervention – such as LA Bridges gang prevention and intervention program and its more recent replacement – the Mayor’s Office of Gang Reduction and Youth Development (GRYD). Prevention and intervention grew out of the medical model that “identifies” youth having “problems” in need of “treatment” to address drug and alcohol use, violence, pregnancy, etc. These strategies also crafted language along the lines of a medical diagnosis, identifying “deprived” and “underprivileged,” and “high-risk” and “at risk” youth, as well as identifying “risk” and “resiliency” factors. Similarly, for system-involved youth, programs have also focused on identifying and addressing “criminogenic needs.” These strategies often build on often racist and ethnocentric assumptions about “dysfunctional” families and communities, often assuming that youth must be removed from their homes and/or neighborhoods to succeed.

The current, small pockets of youth development spending within the City of LA’s budget include:

The Mayor’s Office of Gang Reduction and Youth Development consists of case managers and community intervention workers who administer social services, crisis intervention, violence reduction and “hard-core” violence interruption strategies for communities most impacted by inter-neighborhood violence. These services also include mentorship programs, case management, tattoo removal, and anonymous gun buyback initiatives. GRYD also administers the Summer Night Lights partnership with LAPD and the Department of Recreation and Parks at 32 recreation centers and parks open between the hours of 7 pm – 11 pm throughout the summer months. Community-based organizations that are sub-contracted through GRYD – especially those tasked with providing intervention services – have expressed that the performance-based contracting requirements and lack of training and technical assistance in non-profit management place undue hardships on small organizations, and have forced many groups out of business.

Hire LA’s Youth is the youth jobs program operated by the Economic and Workforce Development Department that provides summer youth employment to over 10,000 youth, ages 14-24, in the City of Los Angeles. The majority of jobs and costs for the program are not City-funded, but are provided through outreach to the private sector. Youth receive work readiness training and are placed to work in local businesses and community organizations. Only one-tenth of the funding for this program is provided by the City of Los Angeles, with the remaining funds sourced from the County of Los Angeles and private donors.

YouthSource centers – run by the City of Los Angeles – provide support and opportunities to youth in a few communities of Los Angeles. The centers offer job skills training, college preparation and mentoring to youth, ages 16-24, who can prove their address, citizenship, family income, and have state IDs, birth certificates and social security numbers, thus excluding LA’s many economically vulnerable youth. These centers tend to operate during business hours with strict participation restrictions highlighted above, rather than comparable community-run youth centers that provide greater access and unlimited attention to youth. YouthSource centers are funded with pass-through, federal dollars under the Workforce Investment Act, underscoring the City’s over-reliance on outside funding sources to serve its youth population.

Many of the community-based organizations (CBOs) that provide YD support to youth in Los Angeles do so at a low cost and are funded almost entirely by private foundations, volunteers and grassroots fundraising, rather

than with support from the City or other public entities. A recent survey of youth development programs in the Boyle Heights community of Los Angeles found that organizations serve youth at a cost of \$3 per youth, per day, with just 16% of their financial support coming from the public sector (BHC Boyle Heights, 2014). The City is underutilizing community-based organizations in its youth programming. And, without public funding, technical assistance and training, LA has failed to build a high-quality youth development infrastructure or a strong network of programming and opportunities that youth and their families need.

I believe youth development programs are important because they provide children who come from historically looted families, opportunities. Programs that target the youth help kids discover their passions and help them become aware of the issues surrounding their community. If every single child was given the chance to join a youth program...then maybe we wouldn't have all these kids joining gangs and getting into trouble. The investment in youth development programs is vital for the prosperity of our city, because we are the future. The city needs to start investing more in youth development programs because we need to help the youth before it's too late, fix the problem at the root.

-Frida Contreras, age 14



4

How Other Major American Cities Are Investing in Their Youth

Several cities across the U.S. have already begun prioritizing investment in youth development departments (YDD) and infrastructure. This section will discuss how New York, Boston, and San Francisco finance and regulate their youth development models. We will compare their programs with the City of Los Angeles and highlight disparities. This analysis will demonstrate how creating an LA youth development department is an investment in the front end of public safety, and is not only feasible, but in the best interest of our city and its residents.

New York, Boston, and San Francisco have YDDs that consist of comprehensive programming financed by the city's general fund. Moreover, these three cities have allocated additional general funds to be spent on other youth development resources that are not administered by their city's respective YDDs.

Departments of Youth Development serve several important functions in a city, including to:

- Demonstrate that a city prioritizes YD – and young people – in its budget, among other city priorities;
- Create, manage and evaluate implementation of a comprehensive, citywide YD strategy;
- Provide a dedicated funding stream and technical support for YD organizations and programs;
- Improve coordination and measure impact;
- Increase public safety through the implementation of smarter, healthier and more diverse violence and crime reduction strategies;
- Reduce the negative impacts and high costs of youth suspensions, expulsions, ticketing, gang profiling, arrests, detention, incarceration and deportation;

- Reduce violence and victimization of youth and communities, including reducing both community homicides and law enforcement use of force resulting in homicide; and to
- Engage youth and their families in decisions that impact their lives and their larger communities.

Figure 5: Law Enforcement and Youth Development Spending by City

	Total Population	Youth (10-24)	Police Spending	Per capita expenditure (Police)	YDD Spending	Per youth capita expenditure (YDD)	Police: YDD Spending Ratio	LA youth population* City's per capita YDD expenditure
Boston	617,594	156,725	\$323,509,388	\$524	\$30,376,147	*\$194	2.7	\$156,968,755
New York	8,175,133	1,606,307	\$9,397,668,398	\$1150	\$503,156,380	\$313	3.7	\$254,199,625
San Francisco	805,235	114,395	\$544,721,549	**\$676	\$99,881,170	\$873	0.8	\$700,963,366
Los Angeles	3,928,864	810,421	\$2,566,431,967	\$653	\$36,303,119	\$45	14.5	\$36,303,119

Population Data: ACS DEMOGRAPHIC AND HOUSING ESTIMATES 2014 American Community Survey 1-Year Estimates
 Budget Data: FY2015/16 *Includes Boston's two youth development oriented departments **Includes Police cost, not Sheriff cost

Examples of Youth Development in US Cities

Each of the cities highlighted below -- New York City, Boston and San Francisco – have the following characteristics in common:

- Nearly all the services are developed and implemented by community-based organizations, not by the city agency, through open requests for proposals (RFP) and contracting processes;
- A commitment to initiate new, support existing and strengthen all community-based youth and community development organizations;
- All youth and families have access to all the programming offered, regardless of their documentation/immigration status, housing status, physical and intellectual capacity, conviction history, school enrollment status, or zip code;
- All programs and connected resources (uniforms, food, materials) are free of cost;
- Capacity building and training is provided in non-profit management, financial management, ethics, child/youth protection, and supervision;
- Funding application processes include open Requests for Proposals that are well advertised to all communities;
- Technical assistance is provided to help groups apply and maintain their funding;
- A clear review, scoring and evaluation process that ensures fairness in the selection of awards;
- Training, publications and coaching in youth development that build new competencies among youth



workers; and

- Credentialing and higher education opportunities that expand youth development expertise and skills.

New York City

The Department of Youth and Community Development supports local community-based organizations to provide services that “promote youth development and strong, healthy communities.”

FY2015-16 Budget: \$487,537,877 (Total cost with fringe benefits and pensions: \$503,156,380)



Number of Funded Staff Positions: 520 not including the tens of thousands of youth development professionals who work for organizations receiving funds to serve youth through the selected programs.

How it was created: In 1947, New York City created a New York City Youth Board to coordinate and supplement the activities of public and private agencies devoted to serving youth. By 1955, in response to an increase in youth unemployment and crime after the war, NYC put more than 300 intervention workers (gang workers) on the street and opened up schools from 3-10pm for youth development programs. By the 1980s, more than 70,000 community-based organizations were operating throughout the city, and each community district established and funded an annual youth development plan. In 1989, The Department of Youth Services was established by the New York City Council to serve youth more comprehensively through the age of 21. In 1991, the Beacon Initiative was launched in partnership with community-based organizations in 10 sites (now with 80 sites) to establish schools as comprehensive community centers, 365 days a year. In 1996, The Department of Youth Services merged with the Community Development Agency, creating the Department of Youth & Community Development (DYCD) with the goal of providing the City of New York with high-quality youth and family programming.

Key programs:

DYCD's funds key programs benefiting New York City youth, including School's Out New York City, Beacon Community Centers, Cornerstone Community Centers, Jobs and Internships for Youth, Runaway and Homeless Youth Services, and Summer Youth Employment Program.

- DYCD works with the NYC Metropolitan Transportation Authority (MTA) to provide free and unlimited use of the bus and subway system for transportation of youth to and from programs and services, as well as for field trips. (NYC also has a free Metro pass for most public school students detailed further below.) DYCD also provides summer bus transportation for organizations to take youth on longer trips out of the city.
- The Comprehensive After School System of NYC ensures that every elementary school student has access to a free, quality, after-school program that includes arts, recreation, homework help, literacy, character and leadership development.
- School's Out New York City (SONYC) provides comprehensive after-school programming for middle school age youth. Youth participate in after-school clubs and have the opportunity to choose activities of their interest, including educational remediation and enrichment, service learning, sports, arts and educational trips around the City.

- Beacon Community Centers are comprehensive, school-based community centers that serve children age 6 through adults. There are 80 Beacons throughout New York City that operate 365 days a year (after school until 10PM, on weekends and during summer months). Youth are provided access to counseling, case management, mental health and health services, educational enrichment, college preparation, job readiness and placement, arts, recreation, sports leagues, and leadership and service opportunities in their communities.
- DYCD coordinates joint-use agreements that promote school buildings as community resources that belong to, and are open to all community residents.
- DYCD provides funding to hundreds of organizations to run comprehensive youth centers (including many of NYC's original settlement houses).
- DYCD provides funding to thousands of organizations to run specialized programs including those developing youth skills in STEM, environmental conservation and urban farming, leadership, organizing, advocacy, civics, visual and performing arts, media and recreation; as well as to organizations providing specialized services such as mental health, legal assistance and defense, or advocacy to access public resources and benefits.
- DYCD provides funding to hundreds of organizations working with vulnerable or marginalized communities including programs for LGBT2Q² youth, youth involved in the court system, foster care youth and youth involved in sex trafficking.
- Cornerstone Community Centers provide mentoring and comprehensive youth programming at 94 New York City Housing Authority Community Centers in partnership with community-based organizations.
- DYCD provides funding to improve literacy skills including funds for after-school programs run by community-based organizations in partnership with 10 middle schools in New York City to work with students in grades 6 through 8 to strengthen their reading, writing, and communication skills; and funds for the Adult Literacy Program in partnership with the New York City Adult Literacy Initiative (NYCALI), to provide literacy and English language services for adults and out-of-school youth over the age of 16 including high school equivalency General Educational Development (GED) Tests preparation.
- DYCD provides funding to groups to provide Runaway and Homeless Youth services including drop-in centers, crisis shelters, transitional independent living programs, and street outreach and referral services to youth without housing. DYCD seeks to protect youth and reunite them with their families when possible, including coordinating Family Preservation efforts with the City's Department of Children and Family Services. DYCD also works with community-based organizations to empower everyone impacted by domestic abuse.
- DCYD contracts with community-based organizations to run all of New York City's youth employment programs that help youth between the ages of 14 and 24 gain work experience and further their education after school, on weekends and full time during the summer. In 2015, the programs served 54,263 participants, connecting them to 9,156 worksites.
- DYCD operates Youth Connect, a hotline and web-based resource, that informs New Yorkers on opportunities and resources available to youth and their families, as well as provides youth and parents crisis counseling and emergency referrals as needed.
- DYCD funds community organizations to provide immigration services for the more than three million of New York City's 8.2 million residents born outside the United States. The New York City Department

of Youth and Community Development (DYCD) contracts with community-based organizations across all five boroughs that provide a wide range of services and support to new residents. Services include Immigrant Family Services designed to help immigrant parents of English Language Learners (ELL) in grades 6 through 12 understand the requirements of the New York City school system and take an active role in their children's education; Civics programs designed to develop each individual's ability to read, write, and speak in English, as well as support to prepare for U.S. Citizenship including the U.S. Citizenship & Civics test and submit DACA applications.

- The Fatherhood Initiative has existed since 2002 to encourage fathers to become personally involved with their children and relate to their co-parents. DYCD's Fatherhood Initiative helps fathers reconnect with their children and develop essential parenting skills by helping each participant (1) increase engagement and responsibility in his relationship with his child/children; and (2) provide material and financial support to his child/children. DYCD's program is informed by research showing that children with involved fathers are less likely to get into trouble at home, school, or in the neighborhood, and that an active and nurturing style of fathering is associated with better verbal skills for infants, greater patience for toddlers, and better intellectual functioning and academic achievement among adolescents. DYCD has three program options to address the particular needs of the target populations: young fathers aged 16 – 24 years; fathers aged over 24 years, and fathers with prior involvement in the criminal justice system. Programs help fathers by providing them and their children with up to six months of case management, with follow-up services as needed for up to one year, and service plans that address five core areas: parenting skills development, effective co-parenting with the child's guardian; employment/education; child support; child visitation/placement. Services provided to fathers include - Parenting skills classes; Individual and family counseling; Mediation and conflict resolution training; Assistance with issues related to child support and arranging child visitation; Father-to-father mentoring; HSE, ESOL, and other educational referrals; and Employment counseling and referrals. The circumstances confronting non-custodial fathers are also addressed in order to "empower them to establish a positive, healthy, supportive relationship with their children." These supports include: reconciling the conflicting roles of adolescence and fatherhood, and completing school or finding entry-level employment; surmounting challenges such as chronic unemployment, homelessness, or poor health; and addressing particular difficulties resulting from long-term absence due to cycles of incarceration, reentry, and recidivism.

- Recognizing the NYC Department of Parks and recreation sites and facilities were often in disrepair, unsafe and underutilized, DYCD contracts with community-based organizations to manage and program parks, playgrounds and recreation centers.

Other City Initiatives:

NYC's Participatory Budgeting is a grassroots process through which community residents vote to directly allocate at least \$1 million in capital funding per district toward proposals developed by the community to meet local needs. In FY2014-15, \$32 million in capital discretionary funds was allocated to 24 council districts for PBNYC. Of the 51,000 voters, 10% were under age 18. Youth ages 14 and older are eligible to participate.

The NYC Metropolitan Transportation Authority provides Free & Reduced Cost Student Metro Cards for K-12 students that are distributed by schools every semester. The Metro Cards are limited to certain hours (5:30a-8:30p) and allow 3 rides per day. As described above, through the DYCD, the MTA provides community-based organizations free and unlimited use of the bus and subway system for transportation of youth to and from programs and services, as well as for field trips. The city also provides summer bus transportation for organizations to take youth on longer trips out of the city.

Youth Development principles and goals have also spread to other city agencies. The City's Division of Juvenile Justice and City's Department of Corrections transfers funds and provides access to community-

based organizations to provide education, arts, recreation and counseling to youth in juvenile detention centers and at Rikers Island (NYC's largest jail complex). In addition, the NYC Department of Probation subcontracts with community-based organizations to run all its Day Reporting Centers as alternatives to arrest, detention and incarceration.

NY State

NY State's Office of Children and Family Services has contracted with non-profit, youth development organizations for decades to run most of New York's youth treatment centers for youth convicted of crimes and sentenced to confinement. Gladys Carrion, the agency's Commissioner from 2007 to 2013, had a youth development and child protection background, and closed half of the state's youth prisons and treatment centers and returned youth home to county, community-based alternatives.

NY State's Office of Youth Development (OYD) was "created to design, coordinate and promote innovative strategies to advance youth development across all disciplines at the state and local levels, in order for all New York State youth to reach their full potential and become healthy, productive adults." OYD supports youth development initiatives for young people in their homes and neighborhoods, in schools, as well as in foster care and residential treatment. It funds Youth Bureaus in each county (such as the NYC DYCD) to distribute state funds to local YD programs, as well as distributes the state's funds for youth without housing, including those living on the street. The State OYD also works collaboratively with other state agencies such as those responsible for court involved youth, youth in foster care, and the state's "Runaway and Homeless Youth Programs" to ensure that youth development principles and programming are integrated into all youth serving agencies at the state and local level.

The OYD coordinates YD planning at the county level, and provides training and technical assistance to YD providers; state, county and municipal agencies; and schools throughout the state.

The Office of Youth Development supports the Youth Development policy of the NYS Office of Children and Family Services (that runs the state's youth treatment centers as alternatives to youth incarceration).



To evaluate the effectiveness of YD, the state OYD developed an assessment tool to gauge the features of youth developmental settings that is collected within a "Quality Youth Development System," and is based on the 8 features of youth development settings that have been established by the National Research Council.

Boston



**DIVISION OF
YOUTH
ENGAGEMENT &
EMPLOYMENT**

Boston has two departments focused on youth development - Boston Center for Youth & Families (BCYF) and Department of Youth Engagement & Employment (DYEE) - with a combined FY2015-16 budget of \$30,376,147. The departments are housed within the Health and Human Services Cabinet.

Boston Center for Youth & Families (BCYF)

The Mission of Boston Center for Youth & Families (BCYF) is to "enhance the quality of life of Boston's residents by partnering with various organizations to offer a wide range of comprehensive programs and activities

according to neighborhood needs and interests.”

FY2015-16 Budget: \$24,828,027

Number of Funded Staff Positions: 389 not including the thousands of youth development professionals who work for organizations receiving funds to serve youth through the selected programs.

How it was created: In the early 1970’s, as new school buildings sprang up all over Boston, residents felt strongly that these buildings should be used as community resources and offer community programming when school was not in session. This idea led to the establishment of Boston Community Schools in 1972. Overtime, additional services, programs, and facilities were added. In 2001, the name was changed to Boston Centers for Youth & Families, and today, it is Boston’s largest youth and human services agency.



Key Programs: BCYF programs target six developmental youth outcomes to “ensure youth are prepared for school, work and life” –

- Self-Worth,
- Belonging & Membership,
- Responsibility & Autonomy,
- Physical & Mental Health,
- Civic & Social Ability, and
- Intellectual Ability.

All BCYF programs are encouraged to incorporate ACES (Arts; Community & Civic Engagement; Education; and Sports, Fitness, Recreation & Health).

BCYF operates a network of 29 community centers, 19 pools and one beach to provide a wide range of affordable activities to youth and their families. Of the 29 BCYF community centers, 16 are teen-friendly spaces and have programming specifically designed by and for young people. The spaces are intended to enable youth to “connect with others, participate in a range of programs, and enjoy unstructured time having fun, hanging out, doing homework, and getting assistance with job searches.” In 2014, over 8,000 Boston youth participated in BCYF programming.

BCYF also operates the G.I.R.L.S. (Growth, Intervention, Respect, Leadership & Service for Girls) Program, which provides comprehensive youth development to “help Boston’s girls reach their full potential and become healthy, strong, self-confident and successful women.”

BYCF’s Camp Joy Program provides YD activities for children and young adults with special needs.

BCYF also operates the Streetworker Program to prevent violence and improve public safety in Boston communities. BCYF’s Streetworkers de-escalate and mediate conflicts between neighborhoods and groups and serve as allies to youth and families, connecting them to services and opportunities.

Department of Youth Engagement & Employment (DYEE)

The Mission of the Department of Youth Engagement & Employment (DYEE) is “meet the needs of young people by connecting them to a variety of opportunities, resources and free or low-cost events in the city.”

FY2015-16 Budget: \$5,548,120

Number of Funded Staff Positions: 8 not including the hundreds of youth development professionals who work for organizations receiving funds to serve youth through this program.

Key Programs: Jobs for young people between the ages of 15-18 through a partnership with over 250 nonprofits, community organizations and city government offices; professional development to help youth achieve their career goals; Career Peers, a youth-led workshop series on life skills and job readiness; the Community Dream Team that places groups of 18-22 year olds on community-based projects where they receive training and mentoring as they document their project using video; and the Speakers Connect Series to link youth with adults in various fields so they can be exposed to different career paths.

The Department of Youth Engagement & Employment also has an online database of nearly 4,000 Boston programs that is updated regularly, and produces a monthly update for over 30,000 residents in the city. Youth can call a resource line to talk to another young person – a “peer listener” - who offers peer support, links to counselors for more serious intervention, and information about activities, sports, park facilities, health care, support programs and other opportunities in Boston.

The DYEE oversees a Youth Participatory Budget Project called Youth Lead the Change. Young people create proposals based on ideas submitted by Boston residents, and 12-25 year olds vote for programs throughout the city. The budget for Youth Lead the Change is \$1 million annually. Over 1,500 Boston youth voted in the 2014 “Million Dollar Vote Fest”.

The DYEE also oversees the Mayor’s Youth Council, which is comprised of 85 Boston youth residents. The Mayor’s Youth Council provides Boston’s young people with an active role in addressing youth issues. High school juniors and seniors are selected to serve as volunteer representatives of every neighborhood in the city. The young advocates outreach to Boston teens, inform them of existing opportunities and listen to suggestions on what the city can do to improve its youth oriented efforts. Youth Council Members are involved year-round for 8-13 hours per month.

San Francisco



The mission of San Francisco’s Department of Children, Youth & Their Families (DCYF) is to “ensure that families with children are a prominent and valued segment of the city by supporting programs and activities in every neighborhood.” DCYF takes a “multi-faceted approach to accomplishing its mission, which includes strategic funding, program partnerships, policy innovation, and informing and engaging the public.”

FY2015-16 Budget: \$170,705,287 (\$37,759,104 from General Fund; \$129,504,410 from Children & Youth Fund; \$3,401,773 from Public Protection Special Revenue Fund; and \$40,000 from Gift Fund). Of this amount, \$70,824,117 is set aside for SFUSD, leaving \$99,881,170 for expenses not related to public education.

Number of Funded Staff Positions: 40 not including the thousands of youth development professionals who work for organizations receiving funds to serve youth through this program.

How it was created: After several decades of community advocacy to have an entity within government specifically designated to coordinate children and youth services, the Mayor’s Office for Children, Youth and Their Families was created in 1989 by Mayor Art Agnos. After the 1991 passage of the Children’s Amendment – known as the Kids First Ballot Initiative – the MOCYF gained momentum and a substantial budget from the Children’s Fund, and Mayor Willie Brown turned the MOCYF into a full city department DCYF.

In 2000, the Children's Amendment (Kids First) was renewed by the voters of San Francisco, and a Children's Fund Citizens Advisory Committee was established. In 2001, the Board of Supervisors and Mayor adopted Quality of Life Benchmarks that informed the goals of the DYCF:

- Children and youth are healthy;
- Children and youth are ready to learn and are succeeding in school;
- Children and youth live in safe, supported families;
- Children and youth live in safe, supported, and viable communities; and
- Children and youth contribute to the development and vitality of San Francisco.

In November of 2014, the Department was renamed the Children & Youth Fund (CYF) and was reauthorized through June 30, 2041 by nearly 75% of the San Francisco electorate. Children & Youth Fund is a set aside from a property tax levy that will increase to \$0.04 of every \$100 of assessed valuation by FY2018-19 and thereafter. The purpose of the Fund is to support children up to age 18 and disconnected transitional-aged youth up to age 24.

Key Programs:

CYF's investments are intended to "advance a vision in which all of San Francisco's youth are able to reach their educational, career, and personal life goals."

CYF seeks to:

- Meet youth where they are, and then support them to progress toward the next step in their development.
- Provides opportunities and outlets for youth to build their individual competencies, form positive self and group identity, increase their capacity to make healthy decisions, develop self-sufficiency skills, establish healthy youth-adult relationships, make meaningful contributions to their communities, and succeed in reaching their educational, career, and personal goals.

CYF funds community based organizations to provide services in the following areas:

- Early Care and Education;
- Out of School Time (OST) supports 200 educational, social and recreational programs for 10,000 5-13 year olds each year after school, on weekends and during school holidays and summer months;
- Youth Leadership, Empowerment, and Development (YLEAD) – including Youth Workforce Development (YWD), to prepare young people for future educational and career success; Specialized Teen, which offers experiences to help youth build life skills, improve academic performance, and access supportive resources; Wellness Initiative, which supports school-based Wellness Centers in promoting the health, well-being and academic success of 16,000 public high school students at 19 campuses; and the Youth Empowerment Fund (described in more detail below).
- Family Support including case management and reunification; and
- Violence Prevention and Intervention.

CYF programs serve 50,000 children and youth annually. While CYF funds organizations in every part of the City, resources are targeted based on a neighborhood scorecard called the Index of Need that assesses

median family income, percent of total population from birth to age 17, participation in the state's welfare program (Cal-WORKS), involvement in the justice system, and high school graduation rates.

The Youth Empowerment Fund (YEF) funds programs that involve youth as central players in decision making, offering youth respect, leadership development opportunities, and "real information about the way the world works." Through the YEF, all youth in San Francisco have the opportunity to apply for funding for their youth-led projects, as well as participate in grant making, program support, and evaluation. The YEF is supported by a minimum of 3% of the San Francisco Children's Fund, approved by San Francisco voters in 2000. Currently, the YEF dedicates over \$1 million annually to youth-led projects that "build collective power and create concrete change in the conditions that youth face in their communities." YEF also provides youth leadership fellowships to bring youth voice to government. Youth receive an \$800 award upon completion of the fellowship.

Summer Jobs+ (Plus) is a citywide initiative led by CYF to provide training and employment opportunities for young people ages 14-24, including coordinating dozens of city-funded youth workforce training programs as well as opportunities that exist within the private sector in order to give young people the "skills and competencies they need to transition into successful, independent employment as adults." Summer Jobs+ connects over 9,000 young people with skill-building opportunities, paid jobs, and internships that build real-world skills.

CYF's Youth Advisory Council (YAC) engages youth in CYF's decision-making processes and allows for direct youth feedback on department-led initiatives and policies. The YAC is comprised of youth representatives from throughout the city and provides a space for youth to have a decision making role within city government.

YouthVote works with all public high schools to "foster civic engagement, provide students opportunities to participate in general elections through mock local, state and federal elections, elect a peer to serve as student delegate on the SF Board of Education, and voice concerns and suggestions about school and community issues."

The Transitional Age Youth Initiative (TAYSF) represents a community partnership led by CYF to work with public agencies, transitional age youth and nonprofit service providers to create a coordinated system of supports in education, employment, health/wellness and housing for San Francisco's 8,000 most vulnerable youth and young adults, prioritizing former foster youth, justice system-involved youth, youth with disabilities, parenting youth, un-housed youth, immigrant and undocumented youth, and youth who have not completed high school.

CYF provides Violence Prevention and Intervention Services to youth ages 10-25 in partnership with the Department of Public Health, the Juvenile Probation Department, and community-based organizations throughout the city. Services are provided by 39 community-based organizations and cover every neighborhood in San Francisco. CYF also supports several key violence prevention and intervention initiatives, including the Community Response Network, School-Based Violence Prevention, SafeStart, and the Stay in School Coalition.

Other City Initiatives:



The Youth Commission is a body of 17 San Francisco youth between the ages of 12 and 23. Created by the voters under a 1995 amendment to the City Charter, the commission is responsible for advising the Board of Supervisors and the Mayor on policies and laws related to young people. The Youth Commission is also charged with providing comments and recommendations on all proposed laws that would primarily affect youth before the Board of

Supervisors takes final action.

San Francisco's Kindergarten to College program gives SFUSD kindergarteners college savings accounts and contributes funds to the accounts throughout each student's school career based on deposits made into the account by participants. Every public school kindergartener automatically gets a college savings account with an initial \$50 deposit. With other incentives such as matching funds and bonuses for setting up automatic deposits, the program helps families prioritize and prepare for long-term educational attainment, establishing a 12-year head start towards college tuition.

Check Out San Francisco Family Passes are available to all families with children up to age 18. They can be borrowed from the public library and offer free admission to the city's most popular museums and public pools.

The Free Muni Program provides low and moderate income San Francisco youth ages 5 to 18 free access to Muni services when using a Clipper card. SF also provides free and low cost public transportation for students.

5

History of Youth Development in the United States

Youth development is rooted in youth work and community organizing at least as old as the 1840s. It grew out of:

1. Slum abatement and the settlement house movement – (the nation's first comprehensive youth and community centers) – developed in response to the needs of poor white American and European immigrant communities struggling to survive the slums of New York, Boston, Philadelphia and Chicago (this program strategy quickly spread to other east coast and Midwest cities). These efforts also gave rise to the Children's Aid Society in New York and the first efforts to address the growing population of children living on and/or working the streets through the creation of "orphan trains" that moved "street children" to the Midwest. It is important to note that these approaches also saw poor – mostly immigrant youth – as inferior and "culturally deprived," in need of assimilation and civilization, and often pushed for the removal of youth from family and community. It was not uncommon for orphan trains and urban orphanages to separate children without considering parental rights or even investigating whether children had families. And, in some cases, families "adopted" many children in order to meet their farm's labor needs.
2. The effort to separate children from the adult court and corrections system, resulting in the creation in 1899 of the nation's first "juvenile court" in Chicago.
3. The movement to end child labor and expand access to universal public education, including the efforts by labor organizers – (Mother Jones among them) – and thousands of child miners, factory and mill workers to build a labor movement that included children and their concerns.
4. The immigrant rights movement. Irish immigrant youth were accused of gang activity and delinquency, and suffered discrimination and violence by both "nativists" – American whites who no longer considered themselves immigrants – as well as by the authorities – police, courts and penal institutions. In many respects, punitive policies and police attacks against the Irish represent the nation's first gang labeling and suppression strategies. Many of the nation's first youth prisons and workhouses grew out of the desire to lock up immigrant youth. US politicians and political parties exploited the immigrant vote to fuel corrupt political machines. US administrations and military leaders sacrificed tens of thousands of Irish immigrants on the front lines of war, including the Mexican–American War (US invasion of Mexico to annex the southwest), the

American Civil War, and the Spanish-American War (US invasion of Puerto Rico) – representing the highest casualty rates of any community. Furthermore, US industry abused all poor and working class youth – but disproportionately immigrant youth – in factories, mines and steel mills, as well as caused approximately 1,000 Irish deaths and many more casualties building the transcontinental railroad. (Irish and Chinese immigrants built the railroad. From the west, Chinese immigrants were similarly impacted by death and injuries. But, as described below, public policies created to exclude them once the railroad was completed were otherwise very different from the treatment and policies targeting European immigrants.) In response, immigrant communities organized for their right to live, work, go to school, vote and own businesses in the United States.

5. The rise of the theory and eventual developmental classification of adolescence. Until the late 1900s, only the very wealthy had access to education – especially higher education. The vast majority of children, including very young children, and all racial groups - whether considered “free,” “indentured” or “slave” - worked six or seven days a week, as much as 12 or 16 hours a day. By thirteen, children were considered adults – expected to begin caring fully for themselves, even to marry and/or have children. But the growing needs of industrialization for a more educated workforce, combined with the growing labor movement’s demands for an end to child labor and free, public education for all, gave rise to the identification of the new, developmental and specific age category of “adolescence.” This led to the eventual classification of “youth” or “teen” / “teenager” as filling a developmental stage between childhood and adulthood. The education, as well as other developmental needs and rights of young people, were considered for the first time.



The Creation of a (Modern) Infrastructure and Government Support for Youth Development in the Northeast and Midwest

As soldiers returned home from World War II and the war economy evaporated, youth suddenly competed for fewer jobs against an older, more skilled work force. Out of work and without positive opportunities, young people often found themselves with more unsupervised time, and little

adult guidance or support. (For context on how youth were perceived, consider how youth were negatively portrayed in popular culture – e.g. West Side Story, Rebel Without a Cause and Blackboard Jungle.) In the 1950s, when the United States became concerned about a “new youth gang problem” and both the real and perceived rise in “juvenile delinquency,” the difference between LA’s and other cities’ responses was again dramatic.

The increased fear and hatred of youth was in large part a response to changing demographics as racial brutality and economic hardships in the Southeastern United States caused an unprecedented Black migration into Northern cities, and extreme poverty caused a similarly unprecedented migration of Puerto Ricans and then other Caribbean people into the Northeast. With both increased tension and prejudice, it would have been easy for a suppression strategy to dominate. But instead, large East Coast and Midwestern cities built on their now nearly 100-year legacy of youth development, and increased publicly-funded youth services.

For example, in 1947, New York City created the Youth Board, and by 1955, it employed 300 “gang workers” to outreach to and counsel youth on the street, as well as opened public schools from 3-10pm for recreation, arts, life skills and educational programming. As the Youth Board grew, it developed into a more diverse Department of Youth Services, and by 1996, a comprehensive Department of Youth and Community Development.

By the 1970s, across the nation and the world, most other jurisdictions became increasingly critical of prevention and intervention methodology as the sole approach to working with youth, and began to channel resources toward comprehensive youth and community development.

As described earlier in this report, in the 1990's, youth-serving organizations and youth leaders from Boston, Philadelphia and New York City defined youth development and identified five essential competencies essential to adult success. Also as outlined above, these competencies were written up by the Academy for Educational Development and the Fund for the City of New York:

1. Health and Physical Competence - Good current health status plus evidence of knowledge, attitudes, and behaviors that will ensure future health.
2. Personal and Social Competence - Skills for understanding self and having self-discipline; working with others, communicating, cooperating, negotiating, and building relationships; coping, adapting, and being responsible; and finally, making good judgments, evaluating, making decisions, and problem-solving.
3. Cognitive and Creative Competence - Useful knowledge and abilities to appreciate and participate in areas of creative expression for thinking, seeing, feeling, tasting, and hearing.
4. Vocational Competence - Understanding and awareness of life planning and career choices, leisure and work options, and steps to act on those choices.
5. Citizenship Competence (which we argue would more respectfully be Civic or Community Competence) - Understanding of personal values, moral and ethical decision-making, and participation in public efforts that contribute to the community and the nation.

The competencies were further realized as youth workers coordinated referrals between themselves in order to provide youth everything they needed. Systems also relied on comprehensive youth centers – with some agencies in operation since the 1800s in Northeastern and Midwestern cities, and now decades old in other cities including Minneapolis, San Francisco, Oakland, Seattle and Portland – as essential spaces where youth could develop all these skills under one roof.

Youth Development is Rooted in Community Organizing

As described above, the early youth development programs on the East Coast and in the Midwest were rooted in the emerging practices of youth and community organizing:

- The new field of social work – and within that field, the practice of community organizing – was established and practiced and led the settlement house movement.
- Through organizing and direct action, poor and immigrant communities defined their needs, proposed their solutions and ran their institutions and neighborhoods.
- Finally, the east and Midwest also experienced a growing and dynamic labor movement, including a youth movement to end child labor.



This combination (on the East Coast and in the Midwest) of the rise of community organizing – within social work, immigrant communities and the labor movement – as well as the growing efforts of poor and immigrant communities to self-determination, created the climate needed to build and sustain youth and community development as a central component of public safety, health and wellness.

It can't be ignored that these movements grew out of – and in response to – the European immigrant experience – first Irish and then later Italian, Jewish, Polish and other European migrations. No one can deny that these immigrants suffered horrible discrimination, exclusion, criminalization, labor exploitation and death – victims of both wars and industrialization. Even within youth development, youth and their families faced discrimination. As described above, many of the early youth development efforts in New England and the Midwest were led by wealthy white women, and the theories and language they established still plague much of our social services to this day, including the all too common belief that programs must separate youth from their families, communities and cultures in order for them to survive, assimilate and thrive. In addition, the deficit view of youth, families and communities – as underprivileged, culturally deprived and high risk, broken people in need of saving – nearly all came out of these early youth development traditions.

Still, the history and growth of youth and community development in New England and the Midwest in response to European immigration, eventually ensured greater opportunities, inclusion and success for all youth.

By comparison, Los Angeles employed policies of genocide, through intentional and widespread extermination and incarceration of people of color.

LA Never Got Youth Development

The West – and particularly LA – never got comprehensive youth and community development.

The approach to serve, politicize and/or organize with Irish immigrants – and then the immigrant communities who came later from other regions of Europe – through the movements to end child labor, create the juvenile court, and win major advances in slum abatement, public education, voter enfranchisement and labor rights did not happen in the West where the majority of the population was:

- Indigenous/first nations;
- Californio (and other Latinos) descending from Spanish, indigenous and African roots; and
- Immigrants of color – most from Asia, largely Chinese;

The American conquest of the West depended on manifest destiny – the “right” of white America to claim the land, natural resources and labor through to the west coast as its own. Even European immigrants benefited greatly, as free and low-cost land grants were used to fuel westward expansion and the takeover of stolen indigenous and Mexican land. (This was, in fact, a significant factor in how the “Irish became White.”)

LA's Wars on People of Color

LA's history is rooted in wars against people of color long before our modern (post 1960s) “War on Drugs” and “War on Gangs.”

The original conquest of the West by the Spanish was rooted in the beliefs that Europeans were “gente de razón,” (people of reason), and the indigenous peoples were “inferior and savage”. The Spanish conquered with both the sword and the Bible, and created the vast holdings of the mission system to displace, exterminate, convert and enslave native peoples.

The re-conquest of the west by the United States occurred through both the wars to decimate Indian nations, as well as the Mexican-American War to take the Southwest from the vulnerable new nation of Mexico that had just won its independence through its own war with Spain from 1810 - 1821. In order to hold on to its vast new territories, the U.S. ensured the aggressive settlement of the West by Anglo-Americans through the economic and actual isolation, criminalization and extermination of indigenous, Californio, Tejano, Mexicano and Chinese communities.

In Los Angeles, land and livestock were taken through the use of public policy, the courts and by force from all but the wealthiest Californios, and those who fought back were labeled as “bandits” and often lynched – representing the nation’s first “war on gangs” and gang labels. Los Angeles suffered the highest number of lynchings of any US region between 1848 and 1871, in addition to massacres, forced displacement, slavery, immigration quotas (such as the Chinese Exclusion Act) and deportation. Los Angeles had several active Vigilance Committees during this era. Between 1850 and 1870 alone, these vigilante mobs carried out approximately 35 reported lynchings of Mexicans—more than four times the number that occurred in San Francisco. This was in addition to the lynchings that were carried out by deputized agents of law enforcement, and “legal” hangings carried out by the court. Furthermore, journalists, academics and oral historians of that era also claimed that there were many more lynchings and racially targeted homicides that went unreported.

Finally, Los Angeles was the only region of the United States west of Texas to side with the Confederacy during the Civil War.

To this day, the largest mass lynching in US History still stands as 1871’s Chinese Massacre. Once again, gang allegations were used as the excuse for the massacre.

Chinese immigrants migrated to California - most through their part in building the Transcontinental Railroad or in providing services to the miners during the Gold Rush. The first Chinese arrived in Los Angeles in 1850, mostly from the Guangdong Province in Southeastern China. They sought Gum Saan – “Gold Mountain” – the Chinese name for America, having heard of the Gold Rush. Instead, they were confronted with brutal economic exploitation – filling the most dangerous jobs in the mines and in the building of the western stretch of the Transcontinental Railroad – as well as a racist backlash against their presence.

After the Civil War, the economy of the West became unstable, and American politicians and media increasingly blamed Chinese immigrants for “lowering wages.” Newspapers, both in San Francisco and Los Angeles, were filled with anti-Chinese propaganda. Violence and exclusion against the Chinese increased. This was particularly true in Los Angeles, as noted above, the only region west of Texas that had sided with the Confederacy. As a result, Chinese residents created new businesses running laundries, restaurants and vegetable stands.

Calle de los Negros was situated immediately northeast of Los Angeles’s business district. (Today it would be most closely aligned to Los Angeles Street south of Union Station.) The Spanish gave the street its name because the first settlers sent by Spain to inhabit the region were Californios of Spanish, African and indigenous heritage. The name was probably intended to be derogatory by the Spanish, but under American rule it became obviously so, as the street’s name was translated to “Ni—er Alley.” Once home to LA’s elite, the area had become a dangerous slum and was home to many indigenous people who were forced off their land and into extreme poverty and desperation. In the 1860s Chinese immigrants were also forced to live there, and established Los Angeles’ first Chinatown.

Los Angeles historian Morrow Mayo described Calle de los Negros as “A dreadful thoroughfare, forty feet wide, running one whole block, filled entirely with saloons, gambling-houses, dance-halls, and clubs. It was crowded night and day with people of many races, male and female, all rushing and crowding along from one joint to another, from bar to bar, from table to table” (Mayo, 1933).

According to historical and media accounts, Robert Thompson, a popular, local rancher, was “caught in the cross-fire” during a gun



battle between two Chinese factions over the abduction of a Chinese woman, Yut Ho (Zesch, 2008; De Falla, 1960). Some accounts also allege that Thompson was involved in criminal activity in Chinatown, and was not an accidental victim. At the very least, the only historical reason given for why most white men went to Calle de los Negros was to gamble, drink, buy sex or all three.

In response to Thompson's murder, on October 24, 1871, according to witnesses, court records and newspaper accounts, a mob of as many as 500 white and Latino men stormed Chinatown. Soldiers, law enforcement officers and city officials were among those leading the crowd.

Some accounts say a total of 18 Chinese residents were tortured and then shot or hung by the mob; other accounts claim that 19 were killed. Only one of those killed was alleged to have been involved in the shooting that led to Thompson's death. To this day, the event is the largest mass lynching in American history (Zieger, 2013). Nearly every Chinese-occupied building was looted. The community was attacked, beaten and robbed. Several reports say that many additional people were killed. Chinatown was burned to the ground.

According to one eye-witness, "The dead Chinese in Los Angeles were hanging at three places near the heart of the downtown business section of the city: from the wooden awning over the sidewalk in front of a carriage shop; from the sides of two 'prairie schooners' (horse-drawn wagons) parked on the street around the corner from the carriage shop; and from the cross-beam of a wide gate leading into a lumberyard a few blocks away from the other two locations. One of the victims was hung without his trousers and minus a finger on his left hand" (Dorland, 1894).

A witness also reported that, "One of the victims was a Chinese doctor, an inoffensive man, respected by all the white people who knew him. He pleaded in English and in Spanish, for his life, offering his captors all his wealth . . . but in spite of his entreaties he was hanged; then his money was stolen, and one of his fingers cut off, to obtain the rings he wore. The doctor's name was Gene Tung..." (Dorland, 1894).



In the aftermath, newspapers called the massacre the "Chinatown War." This set another precedent for Los Angeles, where police and military attacks on civilian populations ever since are described as wars or riots, and the human casualties – as well as their innocence – are erased from the region's memory. In fact, the Chinese Massacre was the first of Los Angeles' many "riots" – now numbering more than any other region in the United States. All but two have been either led by law enforcement and city officials against the community or have been community rebellions or uprisings in response to injustice and police violence.

After the Chinese Massacre, LA County Sheriff James Frank Burns established a posse of 25 men, quieted the streets, and obtained 150 warrants for arrest. But only ten rioters were ever brought to trial. Eight were convicted, but their convictions were overturned on a legal technicality. Most historians attribute this to the fact that Chinese people were not allowed under California law to testify in court. The eight convicted of manslaughter and sentenced to imprisonment in San Quentin were instead quickly released: Esteban Alvarado, Charles Austin, Refugio Botello, L.P. Crenshaw, A.R. Johnson, Jesus Martinez, Patrick McDonald and Louis Mendel (Zieger, 2013).

The Los Angeles Star called the massacre "a glorious victory." But, the massacre was the first time that Los Angeles was reported on the front pages of newspapers all over the world, even outnumbering reports of the Chicago fire that had taken place two weeks earlier. The event was well-reported on the East Coast as newspapers there labeled Los Angeles a "blood-stained Eden."

With economic opportunities presented by the Transcontinental Railroad, city officials sought to wipe out LA's reputation as a city ruled by mob violence (Estrada, 2008). But rather than restricting racism and violence perpetrated by the City's elites – including those in office – they moved to create greater restrictions against the Chinese and other communities of color. (There are also many examples of resistance. In 1878–79, the Los Angeles City Council passed several measures adversely affecting Chinese vegetable sellers. The merchants went on strike. Los Angeles went without vegetables for several weeks, and forced the city to negotiate.)

In 1882, the U.S. passed the Chinese Exclusion Act, prohibiting further Chinese migration. Calle de los Negros was incorporated into Los Angeles Street in 1877. The adobe apartment block where the Chinese massacre occurred was torn down in the late 1880s.

Decades later, a new Chinatown was constructed northwest of the original site. Looking at its buildings and their decorations, one can see that they are front facades attached to mostly brick buildings. Ironically, as might only happen in Los Angeles, LA's current Chinatown was built with movie sets.

The original location of Calle de los Negros is part of El Pueblo de Los Angeles Historical Monument, also known as Placita Olvera or Olvera Street and also incorporates part of Los Angeles Street. There is not a plaque or statue anywhere to be found that acknowledges the Chinese Massacre or honors its victims.

LA's history is also directly connected to our modern addiction to suppression, incarceration and deportation.

- The first Town Marshall's Office in LA financed much of its operations by auctioning off indigenous people as slave labor to local ranchers, growers and wineries. At the end of each week, indigenous workers were paid in alcohol, rounded up by the Marshall's office on alleged "drunk and disorderly" charges, and confined in a horse corral near Placita Olvera to be auctioned off once again.
- As described above, every "riot" in LA history – beginning with the Chinese massacre – was either led by law enforcement and city officials against civilian populations or was an uprising of communities in response to mistreatment, abuse and killings of community residents by law enforcement. (LA has had more riots and uprisings than any other region in the United States.)
- The LA County Sheriff's Department – established in 1850 – grew out of the Los Angeles Rangers – a mounted militia that's main purpose was to "pursue criminals, bandits and Indian raiders."
- Since the 1800s until the present day, LA has consistently operated the nation's largest network of jails and courts, and the U.S. has also regularly deported more people out of LA than any other region.
- LA has also consistently suffered the highest numbers of law enforcement use of force – including incidents of force resulting in homicide. Even with historic drops in "community" homicides over the last 16 years, law enforcement use of force during the same period has remained steady or increased, accounts for nearly 700 people killed since 2000, and represents a doubling of the percentage of overall homicides from 3-4% in the 1990s and early 2000s to between 6 and 8% of all homicides today.

LA's history is also rooted in a culture of violence.

Much has been said about America's legacy of violence, but even by American standards, Los Angeles was, from its start, an extremely violent place – the wildest of the Wild, Wild West. In addition to violence perpetrated against communities of color, LA's history was also plagued by extreme levels of white on white violence. From its annexation in 1848 and throughout the 1800s, LA quickly gained a reputation as the nation's most violent city, with one murder per day by 1870. The homicide rate between 1847 and 1870 averaged 158 per 100,000, which was 10 to 20 times the annual murder rates for New York City during the same period. The majority was caused by white people murdering other whites. The French sent their troops to LA to protect their citizens – the only time in US History that this has been done by another nation at the request of

their citizens living in America. At the time, Los Angeles was described by the NY Times, as “undoubtedly the toughest town” in America.

As described above, massacres of indigenous people, mob lynchings, legal lynchings and court hangings of people of color were often not counted as part of these homicide statistics. But, even considering those incidents officially counted as homicides, if we had the same homicide rate today, LA would experience nearly 16,000 murders a year, 53 times the current homicide rate.

The assumption that has driven our public policy – that urban violence is largely an epidemic among people of color – is not accurate. In fact, LA’s history of violence is rooted in white violence – both self-inflicted and inflicted against people of color.

Contributing to the high rates of violence, by 1870, half of LA’s businesses were gambling halls, saloons or houses of prostitution, most operating with political or law enforcement ownership or involvement. This vast level of corruption also became the norm in LA’s police force throughout the 1900s, including – by the LAPD’s own admission – the running of organized crime (extortion, gambling, racketeering, bootlegging and sex trafficking), until the Parker administration created a military hierarchy within the LAPD during the 1950s and 1960s – ensuring less economic corruption, although still continuing extremely brutal and racist policing against people of color and political activists.

The policies and suppression strategies established in the 1800s continued throughout the 20th Century, marking LA as the nation’s most consistently violent, defined by police corruption; the nation’s costliest and deadliest urban rebellions and police riots; consistently high numbers of homicides; and continued “wars” on drugs and gangs that led to massive criminalization, incarceration, deportation and even sterilization of people of color.

6

LA’s History of Suppression, Incarceration and Deportation

For 168 years, Los Angeles has led the world in locking youth up, locking youth in, and locking youth out, electing to support suppression, incarceration and deportation rather than other vital services and opportunities.



Nationally, LA County has the highest number of:

- Youth under the age of 21;
- Youth in foster care;
- Youth living on the street; and
- Youth living in poverty;
- Deportations in collaboration with the federal government (LA has

historically and continues to deport more people out of LA County than any other US jurisdiction).

while also maintaining the:

- World’s largest juvenile halls, county jails, juvenile camps (youth prisons), Sheriff’s Department and Probation Department. (LA County has as many youth lock-ups as community colleges.)

Los Angeles has also created and exported the majority of politicians and policies that have severely expanded the criminalization of youth and communities of color, including:

- Richard Nixon's law and order backlash against the youth movements of the 60's and 70's;
- Richard Nixon's War on Drugs;
- Ronald Reagan's expansion of the War on Drugs, globalization and deindustrialization, and expansion of zero tolerance and law enforcement into schools, creating the school-to-jail track;
- Iran – Contra that used the drug economy – including the flooding of cocaine and weapons into South Central LA, creating the crack epidemic, and repeating that strategy in other urban areas throughout LA and the nation – in order to fuel clandestine wars in Central America, eventually leading to a huge migration of refugees into LA and other American cities;
- Howard Jarvis, the anti-tax movement and Proposition 13;
- Militarized policing, including creating the nation's first helicopter patrols, SWAT units and gang units;
- The War on Gangs, including the creation of the world's first gang databases, gang injunctions, gang enhancements, and the development by LA's law enforcement officials of the first statewide gang suppression law (the STEP Act); and
- Proposition 21, arguably the harshest juvenile injustice law in U.S. History, Proposition 9, the harshest parole law in U.S. History, and the financing of California's anti-immigrant and three strikes laws.

These policies and practices have not only disproportionately impacted youth and communities of color, but also led to the largest prison boom in the history of the world.

California now has more state prisons (34) than state universities (32).

LA County makes up 27% of the state's population, but 40% of the state's prison population. Forty percent of the County's population lives in LA City, and higher rates of poverty, violence, incarceration and deportation exist within the city's boundaries.

The politicians and policies that have shaped Los Angeles are explored in more detail below.

The Structure, Impact and Exportation of Youth Criminalization in Los Angeles

In the 1950s, when the US became concerned about "youth gangs" or "juvenile delinquency," the difference between LA's and other cities' responses were dramatic. As described above, in the mid-1950s in response to increases in violence, inter-group and inter-ethnic tension, New York City's Youth Board, employed 300 "gang workers" to outreach to and counsel youth, and opened public schools from 3-10pm for recreation, arts, life skills and educational programming.

In contrast, LA invested in harsh policing. Led by LAPD Chief William H. Parker and his protégé and eventual LAPD Chief Daryl Gates, along with the LA County Sheriff's Department, LA implemented policies that included the:

- Nation's first use of military equipment against civilian communities during the '65 Watts Rebellion.
- World's first police SWAT unit, inspired by the use of military



equipment against a United Farm Workers march in Bakersfield. The LAPD originally called it the “Special Weapons Attack Team” in 1967, but later changed to “Special Weapons and Tactics” under the advice of Gates’ Deputy Chief, Ed Davis.

- World’s first law enforcement helicopter patrols and battering rams.

The creation and expansion of militarized policing in LA and the export of these policies to the rest of the nation and throughout the world increased in the 1980s-2000s with LA’s modern “War on Gangs” (described below).

By the 1970s, LA also gave the nation and world:

- Richard Nixon and his Law and Order Backlash against the 1960s / early 70s youth movements, the War on Drugs and Zero Tolerance policies;
- Ronald Reagan, and his expansion of the War on Drugs, and globalization, deregulation and international outsourcing of hundreds of thousands of living wage, manufacturing jobs in Southern California alone – (all policies he began as Governor and expanded during his Presidency); as well as
- Howard Jarvis and the anti-tax movement leading to the passing of Proposition 13 in 1978 that quickly bankrupted California’s social service net, including LA’s teen posts and youth employment programs.

As President, Ronald Reagan:

- Greatly expanded the War on Drugs – with harsher sentencing laws and greater investment in police, courts and incarceration.
- Appointed William Bennett as his Secretary of Education and extended the concept of “zero tolerance” into schools, creating a vicious school-to-jail track across America.
- Continued his partnership with Howard Jarvis and economists such as Milton Friedman, and pushed for the defunding of public services, attempted to achieve major tax cuts (many of which were reversed), and achieved major deregulation of the corporate sector, all of which came to be known as “supply-side” or “trickle down” economics – known still as Reaganomics.
- Increased attacks on families receiving public assistance and created the racist stereotype of poor black women as “welfare queens.”
- Closed mental health hospitals without reinvestment in community-based treatment, and greatly expanded the population of people with mental conditions who had to survive without housing or mental health care on America’s streets.
- Outsourced much of the US’ manufacturing sector through globalization, as he had as Governor in California. (By 1990, Los Angeles had lost half of its manufacturing jobs – including the steel, automotive, tire plants that existed in South Central and Southeast LA. In the 1990s, LA lost much of its defense jobs. Altogether, outsourcing represented a loss of more than 100,000 living wage jobs that provided a living wage to people without a college degree. Even the growth in much lower paid, largely un-unionized apparel and toy manufacturing that occurred in the past two decades, is now being lost to China. Altogether, outsourcing represents a loss of more than 100,000 largely living wage jobs that were could provide a living wage to people without a college degree.)

Finally, simultaneous to massive cuts in social services, the export of manufacturing jobs and the creation of

Nancy Reagan's "Just Say No" drug education program, President Reagan's administration, in cooperation with local law enforcement, flooded South Central Los Angeles with drugs and guns, and recycled the profits into a clandestine war against the liberation movements in Central America (Iran-Contra). Congressional hearings have revealed that in South Central Los Angeles, these policies had the combined effect of replacing the unionized, manufacturing economy with the deadly and addictive drug economy. (Almost certainly, most of the modern drug economies across LA and the nation were built, at least in part, by the same strategies.)

At the same time, US financed and militarized wars in Central America forced thousands of refugees to the US – the highest numbers to Los Angeles – and Central American youth transformed political organizations into street gangs in order to protect themselves and survive financially.

Generations of Black and Brown youth, given no real economic choices on the streets of Los Angeles, have paid with their health, their freedom and their lives.

The violence youth experienced on the streets of LA has been exported through deportation, drug and weapons trafficking to communities throughout the United States, and also back to Central America and Mexico - now the regions of the world with the highest homicide rates.

During the 1970s, 80s and 90s, LA's law enforcement and elected officials also wrote, exported and/or financed tougher sentencing laws, including:

- LA County prosecutors began to seek indeterminate life sentences in the 1970s, and Life Without Parole sentences – especially impacting Black and Latino youth and young adults – and including dramatically increasing the numbers of youth transferred into the adult court.
- Three Strikes – written in the Central Valley and financed out of LA – was passed by voters in 1994, requiring a 25-Life sentence for anyone convicted of any third felony, if two prior felonies were "serious." The law was not amended by voters until 18 years later, and then only slightly.
- Proposition 21 – passed by voters in 2000 – arguably the harshest juvenile injustice law in the nation's history, was written and financed out of LA and allowed for the direct filing of youth into adult court by District Attorneys without a judicial hearing, bumped up several misdemeanors to felonies, made youth subject to harsh sentencing enhancements (such as gun and gang enhancements), and increased dramatically the number of youth who received Life and LWOP sentences.
- Proposition 9 passed by voters in 2008 – the nation's harshest Parole law, was written and financed out of LA, and made it possible for the time between Parole hearings for people incarcerated in the state's prison system to be expanded from an average of 1-2 years between hearings to 3 – 15 years between hearings. Prop 9 further ensured the right of victims to have more people attend Parole hearings while continuing to deny anyone from attending in support of the incarcerated person.

LA's New War on Gangs

In the late 70s through the 2000s, LA's law enforcement officials – under the leadership of Officer and eventual LAPD Chief Darryl Gates along with Sheriff Sherman Block – established the:

- World's first gang unit (within the LAPD) – originally called CRASH (Community Resources Against Street Hoodlums); the
- World's first gang injunctions (1982), gang databases (1985), and first multi-agency, coordinated "anti-gang" enforcement strategy (CLEAR – Community Law Enforcement and Recovery – Task Force in 1985); and the

- World's first gang definition – (LA law enforcement wrote and pushed through the California state legislature the Street Terrorism Enforcement and Prevention Act in 1988).

The Myth of “Black on Black” and “Brown on Brown” Crime

LA law enforcement officials often complain about the increased attention given use of force resulting in homicide, arguing that “more Black people kill Black people, and more Brown people kill Brown people than police kill Black and Brown people.” While this statement is technically true, it is important to unpack these numbers.

First, statements regarding people of color “killing people in their own community,” further stigmatize people of color as more violent. However, crime statistics worldwide overwhelmingly show that people of all races commit crimes against other people in their own homes and communities. Adjusting for economic status, Blacks victimize other blacks, and Latinos victimize other Latinos at similar rates at which Asians commit crimes against Asians and whites commit crimes against other whites.

Second, police use of force resulting in homicide has increased at a time when violence overall is drastically down. Community homicides in LA City, and throughout the nation have decreased dramatically (by as much as 60% in LA.) By comparison, police use of force resulting in homicide has increased both in numbers and as a percentage of overall homicides. As described earlier in the report, between 2000 and August, 2016, nearly 700 people were killed by law enforcement in LA County – by far the highest number in the nation. (And LAPD as a department also leads the nation in use of force homicides with LA County Sheriffs a close second.) In the early 2000s, use of force homicides accounted for 2-3% of all homicides in LA County – at a time when violence and crime in communities was twice as high. Today, despite the historic drops in violent crime, including murder, that should make law enforcement use of force less likely, use of force homicides are up in real numbers, and now account for 6-8% of overall homicides.

Furthermore, community residents have pled for decades for jobs, intervention workers and youth centers to reduce violence. With consistent decreases in government funding and support for these resources, youth and community leaders have increasingly expressed that, “If LA’s officials wanted the violence to stop, it would stop,” and “If white people were getting killed at the same rates, this violence would stop.” This has led to a growing sentiment among many community residents that they are victims of government policies that allow law enforcement, inter-group and inter-personal violence, discrimination, poverty and neglect to flourish, a phenomenon the World Health Organization defines as “collective violence by the state”, the United Nations defines as “state perpetrated violence”, and others refer to simply as “state violence” or “structural violence” (World Health Organization - Krug et al, 1999; Winter & Leighton, 2001).

The causes of most violence and crime are rooted in the environment – high unemployment, reliance on an underground economy for income, criminalization that exacerbates addiction rather than health access for drug and alcohol use, similar lack of treatment for mental conditions, the lack of availability of decent and affordable housing and safe community spaces, as well as a lack of adequate street lighting, parks, transportation and other resources. For example, South Central Los Angeles – the area of the city that has long experienced the highest rates of violence – gets more than its share of police and fire funds. For every other resource, the south side receives less funding per capita than other areas of the City. This is further supported by the data (directly below).



Given that LA City could spend its resources to address these environmental conditions, and could also distribute resources in an equitable way across neighborhoods, violence in all its forms could be significantly prevented by the state and is therefore

primarily caused by the state.

The Failure of Suppression to Prevent or Reduce Community Violence

By 2010, 30 years after LA initiated its newest “War on Gangs,” Los Angeles had:

- Six times as many alleged gangs and at least twice as many alleged gang members as when the strategy was initiated.
- Experienced more than 100,000 shooting victims in South Central and Watts alone.
- Extreme racial and geographic disparities in homicide, and higher homicide rates in areas where policing, incarceration and deportation resources were both more significantly and more harshly employed. (By 2010, 1 in 78,000 young men on the whiter and more affluent west side of Los Angeles were victims of homicide; 1 in 6,100 were killed on the 99% Latino, poor and working class east side; and 1 in 2,200 young men were killed on the south side, LA's poorest communities that also had the largest percentage of African American residents and undocumented – mostly Mexican and Central American – immigrants.)
- Extreme racial disparities in incarceration. (For decades, LA has led the state and the nation in detention, incarceration and deportation. In South Central LA, two in 3 African American males are detained or incarcerated during their lifetime. By 2007, Latino youth served 5 times longer sentences than white youth in all categories, and Latinos were also 5 times more likely, and African Americans 18.3 times more likely to receive life without Parole than white youth.)

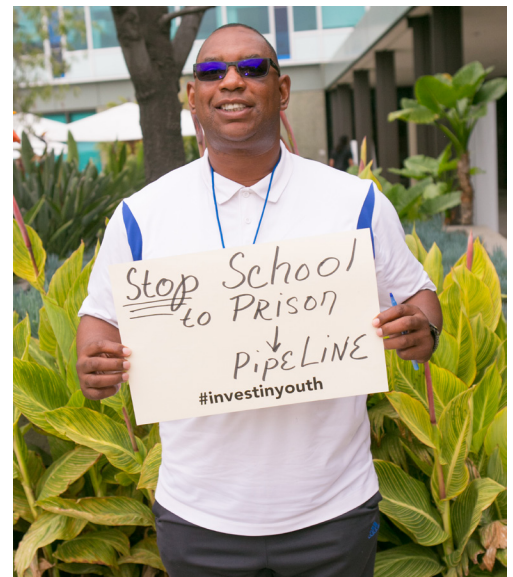
Mass Incarceration of Black, Brown and Native People, 1980 - Present

While civic leaders, media and elected officials have recently begun to voice concerns about “mass incarceration,” it's important to state that LA, California and the nation are not experiencing mass incarceration – we are experiencing a long history of mass incarceration of Black, Brown and Native people. The policies and politicians that came out of LA sparked the most massive prison, jail, youth prison (Probation camps) and juvenile halls expansion in U.S. history. Between 1982 and 2000, the state's prison population grew by 500%, and between 1984 and 2005 alone, California built 21 state prisons:

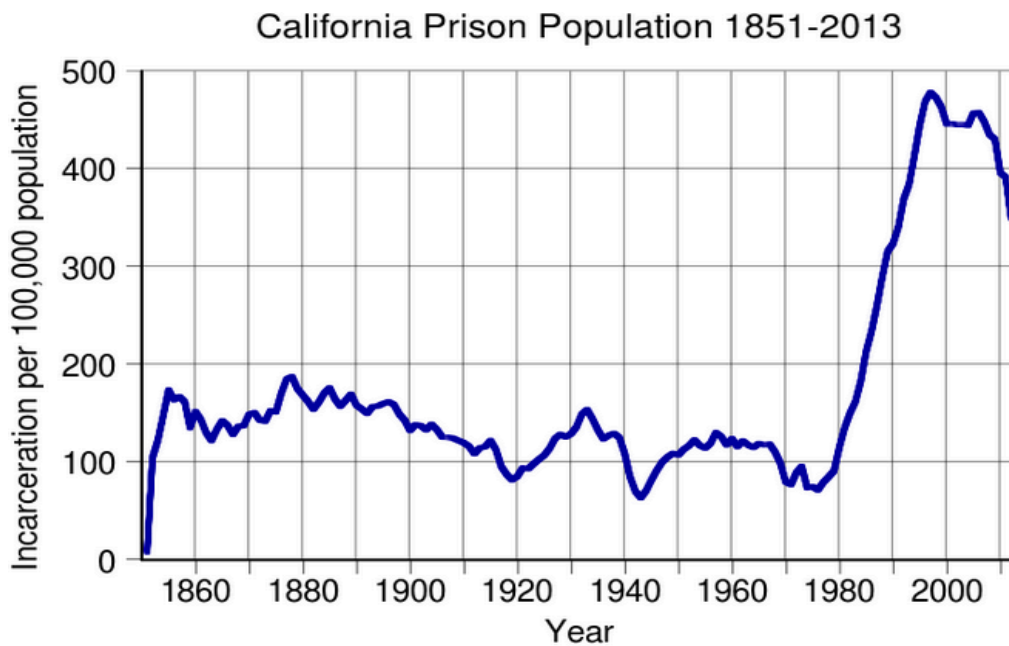
- Solano, 1984; New Folsom and Avenal, 1986; Mule Creek and R.J. Donovan in 1987; Corcoran and Chuckawalla, 1988; Pelican Bay, 1989; CCWF – Central California Women's Facility, the world's largest women's prison, 1990; Wasco, 1991; Calipatria, 1992; Lancaster, North Kern (Delano I) and Centinela, 1993; Ironwood and Pleasant Valley, 1994; Valley State and High Desert, 1995; Salinas Valley, 1996; SATF (California Substance Abuse Treatment Facility) Corcoran, 1997; Kern Valley (Delano II), 2005.
- Each prison cost between \$280 million and \$350 million to build, with billions more in repayments of revenue lease bonds used to build them and operations costs.
- By 2007, California's state prison system was the largest in the world with 171,444 people incarcerated.

LA and California Keep Growing the Jail and Prison System

Despite historic reductions in crime, the successful organizing for sentencing reforms by communities, formerly incarcerated people and their families, and increased emphasis (nationally and internationally) on alternatives to detention and incarceration:



- In 2013, the state added Stockton Medical Facility. California already had 12 prisons before the prison boom started in 1984, and now has a total (in 2016) of 34 state prisons.
- In addition, as of February 2014, California placed about 9,000 people from its state prison system in four privately operated correctional centers in Arizona, Mississippi, and Oklahoma.
- The state currently contracts with the GEO Group to operate one 700-bed in-state facility, the Golden State Medium Community Correctional Facility in McFarland and leases and operated another facility – the California City Correctional Facility, owned by Corrections Corporation of America.



There are also two prison expansion projects already underway, adding 762 beds at Donovan State Prison and 1,584 beds at Mule Creek State Prison, (2,376 beds total for a total cost exceeding \$800 million).

- There are also two prison expansion projects already underway, adding 762 beds at Donovan State Prison and 1,584 beds at Mule Creek State Prison, (2,376 beds total for a total cost exceeding \$800 million).

- Jail expansion is occurring throughout the state, as the

reductions in the state prison population too often represent a transfer of bodies to county custody. LA County has a \$2.3 billion jail expansion plan – \$3.5 billion once the bonds are repaid by the children and grandchildren of today's youth.

- Governor Brown's proposed 2016-2017 budget had an additional \$250 million for jail expansion, and when the community pushed the legislature to reject the spending, the Governor implemented it anyway.
- The Governor's 2016-2017 budget also has \$5 million for the hiring of a consultant to determine if the state's original 12 prisons need to be renovated or demolished and reconstructed. No state, county or city funds have ever been allocated for a study on the possible benefits of closing prisons (or county lock-ups) and investing the savings in community alternatives.

In addition, when looking at California's prison population over time, it becomes clear that increased incarceration rates are not caused by increases in California's overall population. In fact, the rate of incarceration – which remained consistent for more than 100 years – skyrocketed in 1980, and recent "reforms" that many see as "major" have not returned California anywhere close to its typical rate of incarceration (California Sentencing Institute, Center on Juvenile and Criminal Justice, 2016).

Figure 6: California Prison Population (1851-2013)

In contrast to its 34 state prisons, California has 32 state universities. During the same time that the state built 21 prisons – from 1984 to 2005 – California built one University of California, (UC Merced in 2005):

- UC Merced, with 6,268 students, is the smallest UC in the system, (with the exception of UC San Francisco that only serves graduate students), 1/7 the size of UCLA and 1/6 the size of UC Berkeley or UC Davis. It is the first UC to be built in 30 years.

And three California State Universities:

- Cal State San Marcos, 1988; Cal State Monterey Bay, 1994; and Cal State Channel Islands in 2002, the only Cal States to be built since 1965, and also among the smallest campuses in the system.

7

Recommendations for Building a Positive Future for LA's Youth

As outlined in the summary at the start of this report, the call for Los Angeles' Youth Development vision, values, infrastructure and programming represents the work of a growing movement led by youth, families and community-based organizations to build a positive future for LA's youth. We recognize that youth resources and opportunities are essential to increase graduation rates from both high school and higher education, to increase young people's abilities to find and maintain employment and to access living wage careers, to increase social justice organizing and civic participation, to reduce violence and ensure public safety, to save money and to save lives.

Our goals for LA City are to:

Based on the findings of this report, we urge LA City to:

1. Establish an LA City Youth Development Department (YDD);
2. Redirect at least 5% of the LAPD and LA City Attorney budgets to the YDD to fund at least 30 youth centers, 350 peacebuilders (intervention workers) in schools and communities, and an additional 15,000 (city-funded) youth jobs;
3. Transfer administration of the existing youth development programs in LA (the Mayor's youth jobs program, Clean and Green, and Gang Reduction and Youth Development including Summer Night Lights) to the new City Youth Development Department;
4. Establish a City Youth Leadership Board to involve youth in the design and implementation of youth development in Los Angeles, as well as to involve youth in funding decisions and program evaluation. Youth Leadership Board members would also be linked to other leadership opportunities in city government, and within city agencies and community based organizations;
5. Implement a Youth Participatory Budgeting Project in each City Council district to involve youth in the design of the youth center(s) in that district, as well as in the solicitation, review and selection of providers to manage the youth center(s) and its (their) programs;
6. Leverage the Mayor's MTA votes to push other MTA Board members to redirect 20% of the MTA's contract with the LA County Sheriff's Department to provide free Metro passes for all students in LA County who need one, pre-school through college, while also eliminating the majority of the contact that youth have with law enforcement on public transportation;
7. Connect LA City's peacebuilders / intervention workers to a countywide Peacebuilders' Roundtable in order to provide them training, support and information sharing, as well as to coordinate intervention efforts, ceasefires and truces throughout Los Angeles;
8. Facilitate joint use agreements with Los Angeles Unified School District to create community schools

that serve as youth development centers after school, on weekends, during the holidays and in summer months; and

9. Expand resources at under-utilized City Department of Recreation and Parks facilities - (within public housing and parks) - by enabling community-based organizations to access and manage youth development centers at those sites. Expand resources at under-utilized City Department of Recreation and Parks facilities (within public housing and parks) by enabling community-based organizations to access and manage youth development centers at those sites.

We also urge LA County to strengthen and support these changes in LA City by enacting similar efforts in LA County:

1. Establish an LA County Department of Youth Development that would either exist independently or within an existing agency, other than within a law enforcement agency;
2. Support the goals of the LA City Department of Youth Development;
3. Encourage and provide technical assistance and training to other cities to adopt a youth development vision, goals, framework and activities;
4. Redirect at least 5% of the major LA County law enforcement funds - (including LA County Sheriffs, Probation, District Attorney and courts) - to fund at least 70 youth centers, 650 peacebuilders (intervention workers) in schools and communities, and 35,000 (county-funded) youth jobs;
5. Establish a County Youth Leadership Board to involve youth in the design and implementation of youth development in Los Angeles County, as well as to involve youth in funding decisions and program evaluation. Youth Leadership Board members would also be linked to other leadership opportunities in county government, and within county agencies and community based organizations;
6. Ensure a free Metro pass for all students in LA County who need one, pre-school through college, through a redirection of 20% of the MTA's contract with the LA County Sheriff's Department (with a specific request that County Supervisors champion this on the MTA Board);
7. Establish and support a countywide Peacebuilders' Roundtable to connect intervention workers across the county to training, support, information sharing as well as to coordinate intervention efforts, ceasefires and truces;
8. Facilitate joint use agreements with local school districts to create community schools that serve as youth development centers after school, on weekends, during the holidays and in summer months; and
9. Expand resources at under-utilized County Parks and Recreation facilities by enabling community-based organizations to access and manage youth development centers at those sites.

At the county level, we are also calling for the separation of youth from LA County Probation custody:

1. Transfer responsibility for all detention (juvenile halls), incarceration (camps), placements and field Probation for youth up to age 18, as well as all field Probation for youth up through age 24, to the LA County Department of Youth Development.
2. Collect and regularly release data to the community on who is in juvenile halls, Probation camps, on (field) Probation, and on "voluntary" (Welfare and Institutions Code 236) Probation, for how long and for what reason (charges, violation), by race, gender, age and zip code.

3. Implement community-based, owned and operated diversion (alternatives to arrest, court, detention and incarceration) that do not serve to “widen the net” or increase the number of youth under Probation or other law enforcement supervision.
4. Limit Probation terms to one year in order to prevent costly and harmful violations of youth from impossibly long and burdensome Probation terms.
5. Downsize youth detention and incarceration by implementing a long-term vision to close youth prisons (juvenile halls and Probation camps), and move LA in line with much of the world. This should include an immediate closing of Central Juvenile Hall and at least half of the Probation camps, given that the population inside County facilities is at less than half of the capacity, facilities are crumbling and inhumane, and the human and financial costs of lock-up are far too great; and a longer-term plan to eliminate youth incarceration.
6. Ensure that youth do not have ongoing contact or programming with law enforcement without an arrest, including transferring programming for youth who are absent from school and/or identified as “high risk” under 236 of the Welfare and Institutions Code to community and school based, owned and operated programs.
7. Transfer all responsibilities for managing, contracting and monitoring Juvenile Justice Crime Prevention Act, Block Grant and other funds for community and school based youth programs to the LA County Department of Youth Development.
8. Establish a commitment to decriminalization in order to reduce the number of youth who are subject to arrest, court, detention and incarceration, to prevent youth from receiving a criminal record, and to reduce the negative impact this has on future opportunities.
9. Diversify recruitment and hiring of future city and county Probation staff to include social workers, youth workers and intervention workers.

These recommendations are outlined in further detail below.

1. Create a Department of Youth Development

The City of Los Angeles should create a Youth Development Department to promote and uphold the principles and core competencies of youth development. Without a strong youth development department that includes the infrastructure and support of government, and that exists regardless of the agendas of individual officials, Los Angeles cannot realize either its vision for public safety or its vision for the economic, educational, health or leadership progress of future generations.



Similar to other major metropolitan regions, Los Angeles needs a Department of Youth Development with a coordinated, well-resourced strategy for supporting youth, and a commitment to becoming a city known for embracing - rather than fearing and punishing - its youth.

The city's current programs – Gang Reduction and Youth Development, Summer Night Lights, YouthSource and Hire LA's Youth – should be moved under the Department of Youth Development, strengthened and expanded. The Department would also be responsible for allocating funds to youth centers across the city, administering the City's youth jobs program, hiring, training and building the capacity of intervention workers/peacebuilders, and coordinating leadership development and engagement opportunities for LA's youth and families including the creation of a Youth Leadership Board and youth participatory budgeting.

Youth Development from A – Z: Key components of LA City’s Youth Development Strategy:

Youth Centers – and other safe spaces accessible to all youth, 6-24, open 365 days a year

- a. Funding and technical support for at least 30 youth centers in communities throughout the city that would provide a safe haven and education for out-of-school youth; educational enrichment, college and career prep, arts, recreation, cultural/ethnic studies, and health programming for youth 6-24; and an alternative to arrest, detention and incarceration for system-impacted youth. This would also include specialized programs within youth centers – and/or independent youth centers for young people wanting their own safe space – such as LGBT2Q² or immigrant youth centers, or street-based drop-in centers open all night for youth surviving on the street.
- b. Joint use agreements with Los Angeles Unified School District and city parks to maximize the use of existing places as effective and engaging community spaces including youth center sites, as well as working for expansion and rehabilitation of existing youth spaces in communities and schools including gymnasiums, pools, parks, playgrounds, murals and other public art projects, skate parks, bike paths, programming in museums, cultural and sports venues, field trips, etc.; street outreach – including peer education; street-based messaging (such as murals, posters, street performances, and billboards); community intervention workers/peacebuilders; and mobile units with health, legal, counseling and other services – would take youth development programs and services to the county’s most isolated youth, including those who are detained or incarcerated, who are disconnected from, or distrustful of, formal institutions or spaces, for those youth surviving in or around underground economies, and for those living on the street. Co-located services with other community-based organizations and government agencies would provide additional supports in health/mental health, legal services, case management, etc. The youth development department would also be responsible for ensuring that 211 has updated information on all youth services; for expanding the capacity of teen line and other hotlines to give anyone access to information on youth resources, and to provide crisis counseling and referrals; and for advertising and social media to promote programs and opportunities.
- c. In order to provide youth access to all the opportunities in their city and county, a youth development infrastructure must include access to free and safe transportation including using the city’s positions and influence on the MTA Board, its Members and managers, to provide a student Metro pass for all LA students pre-school through college, as well as to expand transportation options for all youth. This strategy should include development of an all-access pass for youth serving organizations to utilize public transportation for youth transportation to and from programs and for field trips.

Increasing and Ensuring Safety

- d. Coordination of peacebuilding (intervention) and transformative justice in neighborhoods and school districts, including linking intervention workers to youth centers and schools. This would include transfer of the current Gang Reduction and Youth Development (GRYD) program in the LA City Mayor’s Office under the City’s youth development department.
- e. Provision of legal assistance / legal clinics for youth and “know your rights” education.
- f. Partnering (with the County) to build a countywide peacebuilders’ roundtable to coordinate community intervention, including the building of truces and cease fires, rumor control and inter-neighborhood relationship building among intervention workers in order to prevent street and school-based violence.
- g. Transformation of “gang injunction safety zones” into positive youth empowerment zones that include a higher concentration of youth and community development resources in those areas.

Employment and Career and College Preparation

- h. Creation and support of youth employment and entrepreneurship within government, business and the community, in partnership with unions and community colleges, to link youth to training, certification and living wage careers, (including transferring existing city youth jobs programs to the City's Department of Youth Development), with a guarantee of providing at least 25,000 youth jobs each year. Work with the county to ensure that youth institutions – such as group homes, placements, detention centers (juvenile halls), county jails and youth prisons (camps), mental health hospitals and drug treatment centers – have unions, community colleges and community based organizations assigned as partners to develop and coordinate community re-integration plans, to ensure youth leave facilities college and career ready, and to link youth to job apprenticeships and higher education.

Programming to Address Unique Needs

- i. Creation and support of innovative programming for youth with particular resource needs – including but not limited to youth with mental or physical conditions, parenting youth, youth with addictions, foster youth and other youth without permanent housing. As described above, this would include transfer of the current Gang Reduction and Youth Development (GRYD) program under the City's youth development department.
- j. As described under goals, advocate that the County transfer all "juvenile Probation" resources and responsibilities (field Probation for youth up through age 24, juvenile halls and camps) to the County Youth Development Department; and limit Probation terms for one year.
- k. Advocate that the County transfer to the LA County Department of Youth Development and expand the County's outreach, shelter and transitional living programs for youth without housing – including those youth living on the street, in or exiting foster care, in group homes, placements and those incarcerated.

Challenging LA's and California's Addiction to Suppression and Incarceration

- l. Creation of alternatives to suspension, expulsion, arrest, court, detention and incarceration, including training and supporting government agencies, schools and communities to create comprehensive school and neighborhood safety plans that reduce suspensions, expulsions, ticketing, arrests, detention and incarceration, while also engaging people in promoting and ensuring safe and positive environments for youth. Savings accrued through reductions in court, detention, incarceration, injuries, homicides, and use of force law suits should be reinvested into youth development to ensure justice reinvestment.

Funding, Training, Technical Assistance, Mentorship and Research to Build LA's Youth Development Infrastructure

- m. A training institute, in partnership with community colleges and California's State University to establish certificate, undergraduate and graduate programs in positive youth development, intervention/peacebuilding, transformative justice and non-profit management.
- n. Funding processes that are fair, accessible and transparent; that support both small and large organizations, new and established programs; that honor the value of programs indigenous to communities; and that prioritize community based, owned and operated organizations that are rooted in neighborhoods. Allocation of youth development resources would occur through open RFPs/RFAs with oversight by a community board of government officials, youth, parents and community-based organizations.
- o. Funding and contracting processes that are manageable; that provide assistance and encouragement to applicants; that ensure transparency and appeal processes in regards to department decisions; and that hold funded organizations accountable, while also supporting them to improve.

- p. Eliminating overly harsh contracting requirements and expectations, including strict performance-based contracts and reimbursements, that drive many groups out of the work.
- q. Advocacy for the redirection of applicable state, federal and private funding for youth (such as state Juvenile Justice Crime Prevention Act funds) to the County or City Departments of Youth Development to ensure that funds are distributed to the community; that funds are allocated according to youth development values, outcomes and evaluation; and that funding occurs in a way that is timely, transparent and fair.
- r. Research, including data collection and analysis to evaluate the effectiveness of youth development programs and to share lessons learned. All sub-contractors would receive training, technical assistance and mentorship, and be required to meet rigorous youth and community development outcomes in order to receive continued funding.
- s. A not-for-profit arm to solicit additional community, corporate, state and federal funding for the department and its programs.

Challenging Discrimination and Expanding Access

- t. A commitment to provide youth development resources and opportunities to all youth up to age 24, and their families, regardless of their income, age, gender, race, LGBT2Q² identity, religion, immigration status, convictions, physical or mental condition, or labels.
- u. Programming that builds youth knowledge of their own identities, culture, language, spirituality and histories, while also gaining an understanding and appreciation for the identities, cultures, spirituality and histories of other groups.
- v. Programming that equips all youth with the knowledge and skills to recognize and challenge discrimination in all its forms and to advocate for fair treatment, access, opportunities and justice for all.
- w. Support for youth and young adults returning home from lock-ups to reconnect them to their communities, and to push the County to ensure full implementation of the policy that everyone returning home from juvenile hall, Probation camp, county jail and state prison have the identification and documents needed to access essential services and opportunities (housing, public assistance, education, employment, health care, etc.)
- x. Challenge institutional discrimination against people with convictions in accessing school, public assistance, housing, employment and other resources – (including advocating further for banning the box on applications, decreasing barriers in hiring and job certification, and ensuring full implementation of AB1756).
- y. Support for undocumented people and their families to expand rights and opportunities, decrease criminalization, protect against discrimination, provide alternatives to deportation, and ensure access to essential services.

Expanding Youth and Community Civic Engagement and Power

- z. Engagement of youth, families and their allies in leadership development, organizing and advocacy work to shape the future of youth development in Southern California; to expand youth and community involvement and authority in the running of schools, communities and government; to protect and expand voter education, rights, access and representation; and to contribute to movements for youth development, decriminalization, decarceration, and the protection and expansion of youth rights across the state, nationally and internationally.

2. Redirect at least 5% of the LAPD and LA City Attorney budgets to the YDD

A 5% redirection of suppression dollars (5% of LAPD's \$2.57 billion + 5% of LA City Attorney's \$188 million = \$137,736,255) to a Youth Development Department would result in a significant increase in funding for youth development, and would put Los Angeles on par with how other major U.S. cities are investing in their youth:

Figure 7: Law Enforcement and Youth Development Spending by City

	Total Population	Youth (10-24)	Police Spending	Per capita expenditure (Police)	YDD Spending	Per youth capita expenditure (YDD)	Police: YDD Spending Ratio	LA youth population* City's per capita YDD expenditure
Boston	617,594	156,725	\$323,509,388	\$524	\$30,376,147	*\$194	2.7	\$156,968,755
New York	8,175,133	1,606,307	\$9,397,668,398	\$1150	\$503,156,380	\$313	3.7	\$254,199,625
San Francisco	805,235	114,395	\$544,721,549	**\$676	\$99,881,170	\$873	0.8	\$700,963,366
Los Angeles	3,928,864	810,421	\$2,566,431,967	\$653	\$36,303,119	\$45	14.5	\$36,303,119
Los Angeles City with 5% redirection of LAPD & LACA	3,928,864	810,421	\$2,438,110,369	\$621	\$174,039,374	\$215	2.9	\$174,039,374

Population Data: ACS DEMOGRAPHIC AND HOUSING ESTIMATES 2014 American Community Survey 1-Year Estimates

Budget Data: FY2015/16

*Includes Boston's two youth development oriented departments

**Includes Police cost, not Sheriff cost

3. Create 15,000 Additional City-Funded Youth Jobs and Paid Internships

The Youth Development Department would manage the City's current youth jobs, job training and placement programs, and would expand these efforts to ensure at least 15,000 additional city-funded summer and year-round jobs and internships each year. Additionally, the City should research the employment challenges of LA's youth to address discrimination, training and skills development needs; to recruit internships from other municipal agencies and corporations; and to develop job to career paths to support young people to progress to economically stable futures with living wage work.

In 2015-16, the City committed a little over \$3 million of its general fund toward its youth employment program, Hire LA's Youth. With over 530,000 working age youth in the city of Los Angeles, the current investment in youth employment is not enough (U.S. Census, 2013). **According to a report by the Brookings Institution**, youth in Los Angeles have a harder time finding work than youth in other major metropolitan areas (Sum et al., 2014). Employment opportunities are critical to youth development as youth gain:

- Financial literacy and personal budgeting;
- Crucial job readiness and leadership skills;
- Valuable vocational skills;
- Increased confidence, self-esteem, independence and social skills;
- Opportunities to explore career options and determine the educational experience needed to enter particular fields;
- Connections to career mentors;
- Essential economic resources for themselves and their families; and
- Opportunities to escape low-wage work and/or the dangerous underground economy.

In addition, investment in youth jobs contributes greatly to the local economy:

- Youth who are workers spend most of their income locally – especially boosting the transportation, retail, entertainment, housing and restaurant sectors;
- No income, low income and working class workers contribute a significant portion of their earnings to their families, helping to reduce poverty and homelessness;
- Youth employment increases the likelihood that youth go to college and enter the workforce as better-prepared and more-skilled adult employees.

4. Fund 30 Comprehensive Youth Development Centers at \$1 Million Annually Per Center

The LA City Youth Development Department would fund a system of community-based, community-run youth development centers, based on needs and ambitions of youth in that community, and that are rooted in a YD framework and share a set of core principles and components.

As such, youth development centers would be culturally competent, and engender the spirit and build the leadership of neighborhood youth, their families and other residents.

Additionally, centers would serve as central hubs for critical mentorship and educational opportunities, transformative justice and community building, and gathering places for community residents to increase their connection to one another and engagement with their city. The centers would have youth leaders, youth development professionals, and intervention workers / peacebuilders as core paid staff. Programming would reflect a youth and community vision in its design and implementation.

Youth access to a safe place that positively challenges them, supports them in their development, and is staffed with caring people is described by young people as a “second home.” Staff/adult allies and youth leaders would work together to create and nourish an atmosphere of hope, a climate that resembles that of a caring family where knowledgeable adults support youth in exploring their dreams and developing their competencies, a safe place to bounce back from mistakes, and a place where accountability doesn’t include throwing youth away.

Like successful families, YD centers create physically and psychologically safe places with a strong sense of membership, commitment, responsibility, and high expectations for youth’s success. Community leaders, policymakers and YD program staff members convey their belief in youth as valuable resources to their communities, provide ongoing support and present challenging opportunities to lead, to give back and to support themselves and others. Both formal and informal opportunities are facilitated in which youth nurture their interests and talents, practice new skills, and gain a sense of personal and group recognition.

Community-based programming offers service providers, educators, and community members clear ways to measure youth development, and also allows for community members, legislators, and organizations to tailor youth programs for specific needs, as well as to establish best practices that can be quantified and assessed.



Youth development programs are important to me because they have shaped the way I think about my future by making me wonder more about opportunities and how they benefit me. New opportunities are life-changing that affect me positively.

-Maya Rosado, age 13

YD also provides greater benefits when coordinated with institutions such as public transportation, recreation centers, parks, schools and libraries that are easily accessible to young people.

Finally, by implementing training and technical assistance, along with clear accountability and evaluation mechanisms, the City of Los Angeles can allocate resources in a way that is fair and transparent, while also creating accountability for youth services.

The Importance of Youth Centers in Providing Young People Safe and Healthy Places

By Carlos Vazquez

Living in a poor community, you either have a single parent working multiple jobs or two parents working all day and into the night. Unfortunately, now you have kids growing up by themselves.

Another big issue that youth centers can address is why youth are drawn to the streets. For example, in many cases, gangs provide resources to youth, including safety, food, money, drugs, a sense of power, and, most importantly, a community.

Youth centers need to be available and able to offer more than gangs.

A. Let's start off with drugs:

Obviously, youth centers will not provide young people with drugs. So we need to educate them about drugs, teach them what drugs can do to you, and the possible destruction they can cause in your life. Youth centers can provide healing and counseling, to help us get to the root causes of our problems, so we won't turn to drugs as a form of escape and "pain" relief. For people more seriously addicted, youth centers can include counselors, psychologists, AA and NA groups, day treatment and even residential treatment on sight or just a close referral away.

As a teen and a former methamphetamine addict, I didn't know that drugs made things worse.

When I was out on the streets, I felt like I was alone. Even though I had my "homeboys," I didn't open up to them because they would beat me up. So, I would toughen up, and wouldn't break. I was taught to ignore emotions instead of understanding them. I was taught not to feel. The streets built barriers around me, so I could survive. When a kid doesn't understand why they feel these emotions, they resort to drugs.

When I got high, it made me feel happy and let me avoid my emotions for the moment. When my high would come down, I would constantly look for more drugs, whether it was weed, alcohol, or meth. I just wanted to feel happy.

Of course, drugs can't enable you to avoid your emotions forever. You have to keep getting high. But, I didn't learn all of this until I was incarcerated. I learned the reason why I used drugs from my psychiatrist. But, I should not have had to get locked up in a juvenile hall to get access to counseling. Instead of meaningless posters and TV commercials that tell us "don't do drugs," at youth centers, we can learn why we use drugs and get strategies to deal with our problems in other ways.

Counseling helped me understand the emotions I felt. It taught me to not only allow myself to feel them but to express myself in positive ways. Before I learned how to express myself, fighting was my only outlet. My counselor taught me how to find new techniques to use my imagination, work out, or simply talk to someone. Our sessions and meetings gave me a better understanding, a sense of peace and happiness.

B. Safety:

The community center I went to as a kid and a young teen made me feel safe. I had a place to go when I was scared. A safe environment was certain when the community center was open. Community centers should exist in every community and be open longer hours so kids do not have time to fall into the streets and gangs.

C. Food:

A gang will give you money when you're hungry. Community centers should provide food and snacks. Parents may not have a home or kids may not have food. Community centers could offer many youth the only real food they get outside a school cafeteria.

D. Work:

A gang will give you gear when you have no clothes to wear and a place to stay when you're on the streets. Centers should create jobs for all community members to keep the youth busy and able to provide for our needs. Not only do we need to earn money, but we can learn morals and values. Everyone needs to know how good it feels to be able to buy things with good, clean, hard earned money.

E. Strengthening Connection to Family

For a lot of people, a gang becomes your alternative family.

As a kid growing up, I did not meet my parents until the age of three. When I had the opportunity to meet them, my little brother was born. That caused me and my parents to be distant, and to have little to no bond. They were working all the time and when they weren't at work, they were taking care of my little brother.

I grew up having a grudge against my parents, because I felt as if I was worthless to them. That hurt and pain turned into hatred. So, as I grew older into my teenage years, my rebelliousness grew into anger.

When I was incarcerated, my parents never gave up on me. Our visits started revealing things I did not know about them. Little by little we healed our past, and I realized their absence wasn't their fault. I later found out that my dad had a mother but no father, so he never learned how to be a father. And, my mother had a father but lost her mother at a very young age. So, she never learned how to be a mother. Both my parents had a difficult time learning how to be parents.

Youth centers should include family counseling, training on how to be parents, and even classes for adults to learn other skills. It's better if they can accommodate the parents' schedule. Child care should be provided during all activities.

There might be pain and misunderstanding in between a parent and child. But, through therapy and other activities, families can work out problems and let go of the grudges. To rebuild communities, we need to rebuild our closest relationships.

F. Power and Belonging:

Finally, a gang can make a kid feel like he or she has a sense of power. That is what a gang promises you. When school kicks us out or expels us, or some of us get bullied and pushed around, a gang recruits kids and makes you feel as if you're a part of their community. They promise you that they will never push you away.

Community centers need to accept young people as we are – walk inside and be welcomed – no matter your race, income, how you dress, whether you have been arrested, whether you have identification or proof of address.

Community centers need to have a reward system. When the kid earns the right to be rewarded he or she should be able to pick where their next field trip should be, or be the president of a club or the captain of a team for a

month. They need to feel like they have the power to contribute to a group or the community.

And, community centers should open up the world to these kids - take them on field trips to open up their eyes to different points of view, and allow them to see that there is a bigger world out there, more than just the few blocks or small neighborhoods that they live in. Good centers help youth pursue their dreams, let youth know that someone is listening to them, educate them about their future, and give them some purpose to live for.



Carlos Vazquez (pictured here with his parents at a juvenile hall visit) is a leader in the leadership and advocacy project for incarcerated youth facilitated by the LA Archdiocese Office of Restorative Justice, the Youth Justice Coalition and the National Center for Youth Law. He is currently incarcerated in the California's state prison system, and was formerly detained at "the Compound" at Barry J. Nidorf Juvenile Hall. Youth as young as 14 who are transferred into adult court often face decades in prison and are expected to make complicated decisions in their own defense without access to a parent or guardian's guidance and support. The Compound is a dehumanizing, mini, supermax detention center within a larger juvenile hall.

It is used to detain male youth who have been transferred into adult court. Recently, Carlos wrote the Pope, and the Pope wrote him back.

Essential Components of LA's Youth Centers

A youth development center serves as a safe place for young people to spend their out-of-school hours creatively, productively, building supportive peer relationships and connecting to caring adults. This "home away from home" is often the only space in youth lives where they experience safety – physical, emotional and psychological – receive the guidance of consistently supportive adults, have access to a positive space to interact with their peers, can heal from trauma or addiction, and are connected to the resources they need to move their lives forward toward academic, career, and personal success.

A successful youth center is built on youth wisdom and leadership. Youth primarily, but also parents and other community members, are involved from the ground up, in every aspect of the development of the center and its programs. Youth have a primary voice in decisions related to the design of the physical space, its programs, governance and budget.

A quality youth center is founded on the principles of Youth Development, with the goal of preparing young people to meet educational, career and leadership goals; built on the strengths of youth, their families and communities; rooted in inclusiveness and justice; and infused with opportunities and discovery that promote a sense of belonging, usefulness, and power.

Youth Centers Are Safe Places for Youth During Out-of-school Hours, that are:

- Designed and run in collaboration with the youth and families living in the community where the center is located;
- Open 24/7, 365 days a year, 2pm – 10 pm M-TR and 2pm – midnight F-S during the school year; and 8am – 10 pm M-TR and 8am – midnight F-S on school holidays and during the summer;
- Open to all youth and families regardless of their race, gender, sexual identity, physical or mental condition, national origin, immigration status, religion or lack of religious beliefs, housing status, income, or zip code

- Welcoming, immediately connecting youth and their families to fun, enrichment and support without dehumanizing, discriminatory and discouraging intake processes or documentation requirements (such as demanding birth certificates, IDs, proof of address or income, or other documents for enrollment)
- Free for all participants;
- Based on expectations of and filled with opportunities to learn and practice mutual respect, tolerance and celebration of all cultures, identities and ethnicities;
- Youth, parent and community–led in governance, program design and implementation, with a special emphasis on developing youth leaders in the running and evaluation of their centers;
- Staffed by caring adults – including coaches, artists, educators, intervention workers / peacebuilders, MSW therapists, nutritionists, occupational therapists, job developers, transformative justice coordinators, community volunteers, and other youth development experts;
- “Owned” by communities, with access and inclusion for parents and other family members for inter-generational programming and supports for youth caregivers; and
- Connected to and supportive of families and communities in order to strengthen the environments youth depend on.

Each of LA’s Youth Development Centers should include a quality and comprehensive array of services and resources, including, at a minimum, (but not limited to):

After-school and Summer Day Camp Programs

- Comprehensive after-school and summer programs, 2-6pm during the school year, and 8am – 6pm during school holidays and summer months for 6-12 years olds that include homework help, academic enrichment, sports and recreation, arts and field trips, plus counseling and family supports as needed.

Academic Support for 13-24 year olds

- Tutoring and remediation
- Skills building and enrichment in specific skills areas (such as robotics, creative writing, media)
- A-G instruction, requirement guidance and scheduling/planning assistance (8th grade and up)
- College counseling, application support, help in accessing financial aid and scholarships, and campus tours
- Computer literacy and support including daily access to computers and internet

Job and Career Preparation

- Internship development and placement
- Certification programs in specific careers
- Resume building and interview preparation
- Job application support and job readiness
- Entrepreneurship training and youth-run businesses and cooperatives
- Individual job and career counseling and planning
- Building the portfolio of documents needed for particular careers

- On-site after school and summer jobs, as well as coordination of after school and summer jobs programs for that area, including recruiting, training and supervising work and internship sites, as well as recruiting, interviewing and placing youth employees

Arts

- Expressive, visual and performing arts
- Therapeutic arts
- Mural making, including development of public art within the center and in the surrounding community
- Marketable skills training
- Connections to and internships with LA's arts, media, television and film industries



Trauma Informed

- Staff, volunteers and youth participants would be trained in trauma, it's impacts, and healing strategies
- All youth, staff, volunteers and community members would have access to healing such as meditation, and mental health counseling (individual, group and family)
- Supports and peer mentorship for youth and their families living with or recovering from illness, violence, death and separation (with an emphasis on reaching out to and working with children of incarcerated parents, families who have suffered street or police violence and homicide, youth and families without housing, youth and families in foster care, families separated by deportation)
- Case management as needed for youth and families with additional referrals to resources and services

Life Management and Nutrition

- Healthy relationships;
- Family planning and healthy sexuality;
- Child development and non-violent parenting;
- Financial management;
- Drug/alcohol education, harm reduction and referral to treatment;
- Health maintenance, including the availability of healthy foods and healthy cooking classes, meals daily for all participants, daily exercise classes and opportunities, gardening / urban farming; and
- Other city and county agencies should be urged to co-locate essential services – such as health clinics, workforce development, food and nutrition programs, and mental health clinics – within youth development centers.

Transformative Justice (TJ), Violence Prevention and Peacebuilding / Intervention Training

- Transformative justice establishes a culture of inclusion, respect, safety and equity (building fairness and

inclusion of all racial and ethnic groups, nationalities, genders, sexual orientation, physical and mental capabilities, religious and income groups).

- Transformative justice develops the skills of youth, staff and other community members in team building, creation of climates of respect and safety, conflict mediation and problem solving, de-escalation of violence, and techniques to defuse bullying, harassment, disrespect, inter-group, inter-ethnic and inter-neighborhood violence. TJ engages youth and others in circles aimed at building relationships and trust, and addressing problems such as truancy, fights, theft, intoxication, vandalism, weapons and failure to follow school, youth center or community directives without resorting to suspension, expulsion, exclusion, ticketing and/or arrest. In addition, youth and staff learn skills that they can use to improve relationships and solve conflicts outside of schools and youth centers – in their own homes, in the workplace and on the street.
- The culture and practice of transformative justice should inform and be integrated into the practice and activities of every youth center, ensuring that all staff, volunteers and youth and family participants understand and use transformative justice to promote respect, appreciation and team success; to build relationships and understanding; and to address conflicts and repair harm.
- Intervention workers / peacebuilders are in the best position – in terms of relationships, skills and training – to coordinate transformative justice efforts at youth centers and in other settings. But all staff should become competent in this skill, and youth, volunteers and community members should receive training and experiential learning as well.
- Youth centers would be responsible for training and mentoring the next generation of transformative justice practitioners, including intervention workers / peacebuilders.



Social Justice Organizing, Leadership and Civic Engagement

- Opportunities to make a difference, experience oneself as a leader contributing to school, community and government improvement;
- Training for experiential learning for youth and youth development workers in direct action organizing, public policy advocacy and legislative processes, research, electoral politics, and movement history;
- Connection to other youth and adults engaged in social, educational, racial, environmental, economic, and food justice work, contributing to the building of coalitions, networks and movements of youth and other community leaders working for change;
- Youth designed and youth-led community improvement, participatory action research, organizing and advocacy projects; and
- Youth and community involvement in community and government budgeting – establishment, implementation and monitoring – to increase transparency and community authority over public funds.



5. Hire and Train 350 Community Intervention Workers / Peacebuilders

Community Intervention Workers / Peacebuilders are trusted community leaders who have established the necessary relationships with those people most engaged in and impacted by violence to act as a mediator and peacebuilder within the community. Peacebuilders are often people with deep roots, as well as family connections within the community they are working.

They also often have ties to and authority or respect on the streets among those people most impacted by violence and the underground economy. Their combined respect on the streets and in the larger community gives them a type of unwritten “permission” to do the work, what is known as a “license to operate.”

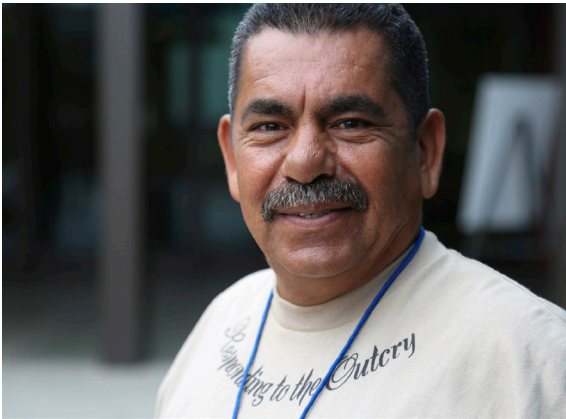
The Roles of Community Intervention Workers / Peacebuilders are to:

- A. Provide safe passage to and from schools to increase attendance; decrease truancy; and reduce assaults, pocket checks, banging and bullying.
- B. Create a safety perimeter in and around schools especially before and after school, during breaks and lunch.
- C. Reach out to students who are regularly late or missing from school.
- D. Work with youth who are acting out in class or on campus, including providing supervised time-out options for teachers and students to prevent suspensions.
- E. Prevent inter-group or inter-neighborhood conflict – often contributing to or stemming from neighborhood conflicts -- that, if unresolved, can lead to serious violence in the school or surrounding community. This establishes schools as safe zones and, in the best cases, this can lead to truces and cease fires in communities.
- F. Provide rumor control to prevent future violence and retaliation.
- G. Run violence prevention, conflict mediation and restorative/transformational justice meetings and circles in schools, youth centers and communities.
- H. Run drug/alcohol awareness classes and connect youth to treatment as needed.
- I. Make home visits to youth who are absent from or struggling in school, or active in the activities and/or economies of the street.
- J. Help youth involved in or connected to neighborhoods (alleged gangs, tagging crews) to avoid violence and crime and to exit the organization safely.
- K. Connect youth to resources for jobs, housing, recreation, education, life skills, etc.
- L. Act as a mentor for youth, especially those who are considered at-risk for or having already been involved in gangs, violence, court, etc.
- M. Act as first responders to scenes of violence to de-escalate conflict, support families, prevent retaliation, control rumors and provide crowd control for injuries, emergencies and shootings. Help to debrief these incidents with youth in schools, youth centers and on the streets to reduce trauma and promote healing.
- N. Assist families whose loved ones are injured or murdered to access victims’ assistance, hospital advocacy, burial support, and counseling.

Qualifications:

- A. History, experience and/or training working with youth who have experienced abandonment, violence and other trauma
- B. Expertise and personal connection and relationships to street organizations and the families that are most involved and impacted by generational violence

- C. Experience, connections and cultural competency working within the community (personal experience with the criminal or juvenile court and prison systems is often a benefit)
- D. Ability to work effectively with diverse people across the spectrum of socio-economic status, race, ethnicity, sexual orientation, etc.
- E. Ability to communicate effectively with youth, parents, community members, school staff, court personnel and police, in order to deescalate tension, promote diversion from further criminalization, and to assist with inter-group communication
- F. Transformative justice and/or conflict resolution and mediation experience and skills
- G. Ability to make sound judgments and respond quickly and calmly in stressful and/or emergency situations
- H. Willingness to work nights and weekends, including being on call for emergencies
- I. Highly recommended and required for most positions: Certification in community intervention



Government investment into expanding, training and better resourcing community intervention workers dramatically:

- Reduces domestic, relationship, school, street and police violence,
- Increases school and neighborhood safety,
- Reduces crime, victimization and economic exploitation, including drug, gun and sex trafficking,
- Prevents serious injuries, suicides and homicides,
- Reduces drug and alcohol abuse,
- Promotes and increases harm reduction strategies for all risky behaviors,
- Enables youth, families and communities to address and heal from trauma,
- Decreases the high costs of policing, courts, detention, incarceration and deportation,
- Serve as better first responders than police – especially when de-escalation of incidents involving people with mental conditions and/or addiction – and can prevent unnecessary uses of force,
- Supports LA's most isolated youth to reconnect with family, school, and community, and
- Reduces youth and others' reliance on the dangerous underground economy and connects people to safer and more beneficial employment and income opportunities.

Community intervention is an essential public safety strategy that creates greater human, social, and neighborhood capital while also lifting the burden off of local police departments to prevent crime. Intervention workers are in the best position to serve as youth mentors in schools and streets, school safety professionals, and as first responders in many community and home incidents, effectively eliminating the costly and criminalizing effect of law enforcement's expansion of roles into work traditionally handled by youth development, mental health and education professionals.

In 2008, LA City Councilmember, Tony Cardenas and his staff, in partnership with community intervention

organizations (including Communities in Schools, Homies Unidos, Professional Community Intervention Training Institute, Toberman Settlement House, and both an organizer and youth leaders from the Youth Justice Coalition), wrote and released A Guide for Understanding Effective Community-based Gang Intervention, which detailed our over-reliance on expensive suppression and incarceration, and mapped out an evidence-based strategy that would decrease “gang-related” violence through a comprehensive, multi-pronged approach. The report underscored the importance of community intervention – outlining case management and family support for youth most at risk of gang involvement, and “hard-core,” street-based intervention with the young people and adults most active in violence and crime.

Currently, LA’s only funded intervention programming is confined to its Gang Reduction & Youth Development Office (GRYD) zones, and is centered solely on gang intervention efforts. While this serves a specific and important purpose, there are areas and neighborhoods in need of similar intervention and peacebuilding services that are excluded by geography because they exist outside the GRYD zones, or by issue area. Furthermore, with a main focus on case management, youth and families served by GRYD do not receive comprehensive youth development strategies and resources as outlined in this report and implemented throughout much of the nation and the world.



6. Establish an LA City Youth Leadership Board

In order to create the most effective and accountable department, we urge LA to create an active Youth Leadership Board that regularly meets with, and works alongside, department staff to:

- Participate in action research projects to assess youth and community needs, identify program priorities, and evaluate programs and department effectiveness;
- Determine how funds are spent and resources allocated;
- To evaluate applications for funding from community based organizations, and help to determine which applications are funded;
- Serve as representatives of the Department within other government agencies, in the offices of elected officials, and on government commissions;
- Serve as spokespeople, trainers and representatives of the Department with the media and at community events.

While this structure provides the city with the expertise it needs to ensure that youth development investments best meet the needs of young people and communities, the Youth Development Board also represents YD in action. Youth will engage in civic and leadership activities, make decisions about their future and the future of the YD in LA, negotiate the parameters of the department, and develop management, communications, research, advocacy, urban planning, budgeting and political skills.

Furthermore, serving on the Youth Leadership Board has the potential to increase youth self-efficacy, grow their confidence, tap their creativity, and make them lifelong community leaders.

In order to ensure that the YD Department is effective in engaging and meeting the needs of all youth, eligibility for the Youth Leadership Board must be inclusive of all youth – ensuring that all identities, physical

and mental abilities, youth with court, incarceration and foster care experience, undocumented youth and youth surviving on the street are also included – regardless of their past or current educational success. YD recognizes the inherent leadership in all youth and understands that external circumstances can compromise our life trajectory in negative ways, unless efforts are made to combat bias, discrimination, segregation, exclusion and isolation. YD fundamentally aims to create greater life opportunities and access for all youth so that they have the opportunity to become their best selves.

7. Implement a Youth Participatory Budgeting Project in Each Council District

In addition to involving youth in establishing citywide budget priorities and the selection of funded organizations, we urge the City to engage youth on funding committees in each City Council district to determine program, cultural and staffing priorities for the youth center(s) in their area. As described above, each youth center would operate with \$1 million a year with 30 youth centers located throughout the city.

8. Work with Metro to Provide Free Metro Passes to All LA Youth

The City of Los Angeles, as the largest and most powerful city (politically and economically) in LA County, is in a unique position to champion the efforts for a free youth public transportation program with the Metropolitan Transportation Authority. Other major cities, (including, but not limited to Oakland, San Diego, San Francisco, Boston and New York), have included a free youth transit pass programs as line items in their annual budgets, and have pushed transportation authorities, county and state governments to contribute to the costs.

Many youth rely on public transportation to travel around LA's 500 square miles. However, public transportation is too expensive, and for no, low and moderate-income youth, these costs become barriers to accessing pre-existing youth development resources, as well as to accessing essential services such as school, work and health care. Providing youth with free access to public transportation will prevent youth and their families from selecting between food, rent and Metro fare.

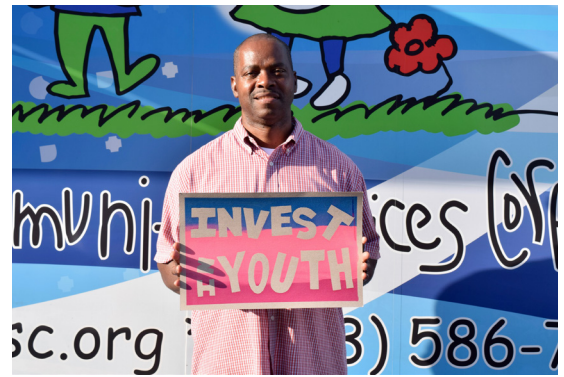
In addition, free student Metro passes would largely eliminate the most frequent cause of law enforcement contact with youth – checking for fare on buses and trains. Less than 20 percent of the funds contracted by the LA County Metropolitan Transportation Authority to the LA County Sheriff's Department to check for fare evasion and address public safety issues on the MTA's buses and trains would provide free metro passes to every student in LA County, pre-school through college, and would simultaneously encourage youth pursuit of their education. The LA County Sheriff's Department - LASD - currently gets \$105 million a year to monitor the MTA system. That contract has been expired for over a year, yet during that time, the contract has been extended and increased twice from \$85 million to \$95 million, and again to its current level of \$105 million. During the totality of same period, the MTA has regularly told the Youth Justice Coalition and the LA for Youth Campaign that the necessary funds don't exist to pay for free youth Metro passes.

Free youth access to public transportation:

- Decreases truancy and increases school attendance, benefiting both youth access to higher education and better-paid jobs, and eventually increasing family income and decreasing poverty. Increased school attendance also ensures greater resources (through Average Attendance rates provided from the state of California) thus increasing school resources for all students.
- Prevents youth criminalization and expansive law enforcement, court and detention costs. Over 92% of the 10,800 citations issued to youth (age less than 18 years) in 2012 by the Los Angeles County Sheriff's Department were for fare evasion (Los Angeles County Department of Public Health, 2013), representing the number one cause of ticketing for LA youth. In 2014, the Youth Justice Coalition won a diversion for youth under 18 for all fare evasion tickets in LA County. But youth still encounter daily, intimidating contact with armed sheriffs on trains and buses, and also face an overly burdensome diversion process that can

be confusing and difficult to navigate. For youth ages 18 and over, expensive citations for fare evasion still set youth on a negative life trajectory, leading to fines and court appearances, which, if not addressed, can lead to warrants, arrests, and incarceration. Even first-time court appearances during high school quadruples a student's odds of being pushed out of school before graduating.

- Increases family income, in turn preventing displacement from housing, decreasing hunger and poor nutrition, and increasing health outcomes.
- Decreases traffic – improving road and freeway commute times and safety for all LA's residents, and reducing costs of road and freeway maintenance, construction and repair.
- Decreases emissions, reducing daily pollutants into Southern California's environment, and simultaneously improving LA's air quality (now worst in the nation), decreasing asthma, respiratory disease and cancer rates (also worst in the nation), and dramatically decreasing health and transportation related costs.
- Decreases violent victimization, traffic accidents and fatalities of youth who too often have a dangerous route to school.
- Increases life-long public transportation riders, reducing reliance on automobiles and further benefiting both LA's and the world's environmental health, and contributing to reductions in dangerous climate change.
- Provides youth access to all of LA's vast resources - over 100 museums, 16,000 acres of parkland, 444 parks sites, various cultural events, colleges and universities, science centers, zoos, aquariums, observatories, both desert and mountain hiking trails and camping sites, the nation's longest uninterrupted municipal coastline and largest number of public beaches, and the nation's most diverse concentration of cultural neighborhoods and ethnic communities with regular festivities honoring and sharing histories and traditions. LA's resources present youth with opportunities to learn, to get involved, to explore their curiosities and feed their passions.



9. Partner with LAUSD and Parks and Recreation to Expand Use of Their Facilities

School sites can serve as youth centers sites when other spaces don't exist, and can also serve as safe places for youth and other community members to gather beyond school hours and during the summer. The City of Los Angeles currently has some joint-use agreements with the Los Angeles Unified School District, making school facilities like West Adams Preparatory High School and Robert F. Kennedy Community Schools available to youth and families for programs and services. A significant expansion of joint-use agreements between additional schools and partner community organizations can provide the space needed for comprehensive youth development, especially in communities where other youth development spaces don't exist.

In addition, youth development centers can exist in public housing and parks, by co-locating centers within under-resourced City and County recreation centers, and through an investment in building state-of-the-art facilities.

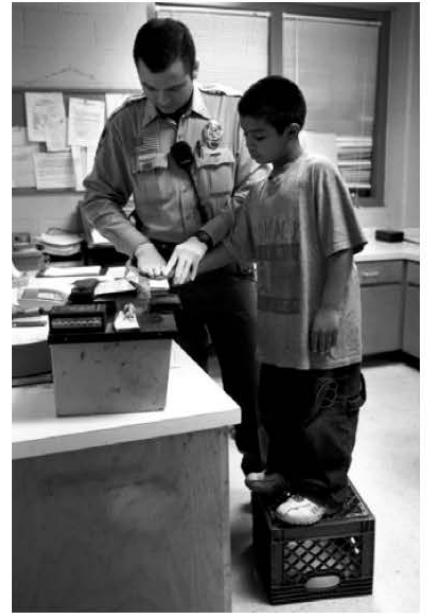
These nine LA City goals would also be strengthened and supported by similar goals for LA County, outlined at the start of this report and start of this section.

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