

# Los Angeles Performance Partnership Pilot (LAP3)

## *Formative Evaluation Report*

Prepared For:

**City of Los Angeles**

**Workforce Development Board**

**Economic and Workforce Development Department**



Workforce **Development** Board  
City of **Los Angeles**

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## Executive Summary

The Los Angeles Performance Partnership Pilot (LAP3) Initiative represents a *profound change* for how youth services are delivered in Los Angeles City and County. In our view, this profound change is taking place at both the policy and operational levels. At the policy level, newly formed partnerships between City and County Agencies, the Federal government, and nonprofit and philanthropic organizations are creating novel ways to change policies and relationships to create a new, more collaborative way to serve disconnected youth. At the operational level, City of Los Angeles' YouthSource Centers (YSCs) – who operate WIOA youth services under contract with Economic and Workforce Development Department (EWDD) – are working to integrate their services with a wide array of County, City, and nonprofit organizations.

This formative evaluation report provides our insights and ideas about how implementation of the LAP3 model went in the first year of operation (i.e., July 1, 2016 to June 30, 2017). Essentially, this report seeks to accomplish six things:

1. Provide a basic description of the youth served in the first year of the program.
2. Describe the services received by both WIOA-enrolled youth and youth who were not formally enrolled in WIOA.
3. Provide an in-depth description of how the program was implemented at the four case study sites.
4. Identify best practices that have moved LAP3 towards its vision at the policy and operational levels.
5. Identify barriers and issues that emerged at the policy and operational levels that need to be overcome to more fully realize the LAP3 vision.
6. Make recommendations to improve the implementation of LAP3 in future years.

### Who Was Served?

The data in CalJobs provides a profile of who was served in the first 12 months of LAP3 operations. The data indicate, 3,658 youth were served in the 2016-17 program year, compared to 2,765 in 2015-16 the year before LAP3, an increase of 32%. About 73% of participants were enrolled in WIOA, while the remaining 27% percent were non-WIOA clients. The number of clients in target groups remains small but shows a substantial increase from before the LAP3 model was implemented. For example, there were 110 foster youth (3.0% of all clients), compared to 62 (2.2% of all clients) in the previous year. We found 105 probation youth (2.9%), compared to 56 (2.0%) in the previous year. Records show 281 homeless youth (7.7% of all clients), compared to 111 (4.0%) in the previous year. Finally, there were six runaway youth (0.2%) compared to three (0.1%) in the previous year.

The Pupil Service and Attendance (PSA) Counselors at each site keep an independent tally of the youth they counsel. Using their tally, we estimated the degree to which CalJobs undercounted the number of youth actually served by the LAP3 intervention. PSA Counselors saw 5,241 youth for intakes during year one, but only 3,658 youth were entered into CalJobs by the YSCs, an undercount of 30.2%.

## Services Received

All WIOA-enrolled clients and most non-WIOA clients received an assessment and developed some type of service plan. After those first two steps, the services received diverged greatly. WIOA-enrolled clients received much more intensive training and education. Specifically, 80% of WIOA clients got some kind of pre-employment training and over 60% got basic skills training, compared to less than 1% and 4.5 %, respectively, for non-WIOA clients. Twenty-four percent of WIOA youth got “tutoring or study skills training” compared to less than 1% of non-WIOA clients. Similarly, 16% of WIOA youth got occupation skills training compared to none, for non-WIOA youth.

About 41% of WIOA youth got either a paid internship or paid work experience, compared to essentially none of the non-WIOA clients. It is important to note though, that the number and variety of services that non-WIOA clients are eligible to receive from P3 partners is restricted, relative to their WIOA-funded counterparts. At the beginning of P3, partner agencies were offered access to the CalJobs system and were offered training in how to use it. From our field work, however, we learned that many partners never received CalJobs training, and few, if any, partners actually entered any data into the system. YSCs created a paper form to facilitate referrals, utilized in the field. Yet, it seems then that most of the services that non-WIOA youth may have received from partners were unrecorded.

## Program Implementation

In reviewing our detailed case studies, we found seven salient program characteristics that allowed us to understand how effectively each site implemented the LAP3 model.

### 1. Commitment to the LAP3 Model

We found a range of commitment levels to the P3 model. Commitment levels were affected by a few factors, including:

- the managers’ understanding of the model and how it differed from past practice,
- the agency’s history and relationship with the city
- the YSC’s role within its own, larger organization, and the experience of the agency’s leadership had an effect on commitment.

## 2. Volume of Clients

A goal of LAP3 was to reach more youth with more services. In examining the number of youth served in year one, we were able to rate each site objectively on the volume of youth served.

## 3. Volume of Special Populations

A second aspect of service volume was the number of youth in the special populations (i.e., foster, probation, homeless, and out-of-school youth). It is interesting to note that the YSC most committed to the P3 model did the most to reach these special populations and record them in CalJobs.

## 4. Fidelity of Implementation

In our field work, we assessed the degree to which each site actually implemented the LAP3 model as designed. While each site's implementation varied from the model to some degree (see the details in our full case studies), many variations were employed to improve the performance of the model. Here, we also found that if the YSC was committed to the LAP3 model, the center was more likely to stick with the model and implement it.

## 5. Service Intensity

Aside from the number of youth served, we were also interested in the number of services that youth received. Again, we found that the number of services provided for both WIOA and non-WIOA youth varied greatly across the sites. Service intensity did not seem to be related to commitment to the LAP3 model, as three of the four sites delivered a high volume of services per youth.

## 6. Services under the WSC Roof

We observed that when YSCs had more services under the same roof, services were better coordinated, and the youth were more likely to receive a service. Each site had a unique set of opportunities and constraints with regard to the availability of various on-site services.

## 7. Collaboration with Partners

Fostering collaboration with a wide range of partner agencies to increase youth's access to services remains a key goal of P3. We rated the sites on how closely they collaborated with partners (note, site names are pseudonyms, as anonymity was promised during data collection). Again, we found a range of performance. The YSCs entered LAP3 with different sized networks of collaborators. YSCs that were part of larger, multi-purpose agencies had built-in collaborators. All of the YSCs agreed that regional meetings had helped them find collaborators and build relationships for future referrals. We found a wide variation in the size and effectiveness of the YSC's networks of collaborators.

## Overall Effectiveness of LAP3 Implementation

Finally, as part of our overall assessment of the case studies, we looked at how effectively each site implemented the LAP3 model. As Table E-1 below shows, only one YSC was rated as high, one medium, and two low in implementation effectiveness. These results suggest that during its first year, the LAP3 Initiative did drive change in the YSCs but the change



varied from site to site. Further, these results suggest some elements that supported or hindered the implementation of the new model.

*Table E-1. Summary Characteristics across Sites*

<b>Program Characteristic</b>	<b>City Center:</b> City run center with large modern facility, long time contractor.	<b>Palm:</b> Center run by large religious non-profit, with many related social services, long time city contractor.	<b>Valley Center:</b> Center run by large regional non-profit, relatively recent contractor.	<b>Edwards Community College:</b> Center run by local community college, center is on campus and a relatively new contractor.
<b>Commitment to P3 Model</b>	High	Low	High	Low
<b>Volume of Clients</b>	High	High	Medium	Medium to High
<b>Volume of Special Populations</b>	High	Low	Low	Low
<b>Fidelity of Execution</b>	High	Medium	Medium	Low
<b>Service Intensity</b>	High	High	Medium	High
<b>Services Under the Roof</b>	High	Medium	Medium to Low	Low
<b>Collaboration with Partners</b>	High	High	Medium	Low
<b>Overall Effectiveness of P3 Implementation</b>	High	Low	Medium	Low

In short, there seem to be two key factors driving the effectiveness of P3 implementation:

- The organization’s commitment to the P3 model, and
- Strength of the YSCs network of partner agencies.

We classified each YSC studied as “committed” or “less committed”, then rated their network of partners as “strong” or “limited”. This produced the 2x2 figure you see below. One YSC fell into each of the four possible conditions, as the figure shows. We then added the effectiveness of implementation based on the case analysis summarized before.

As Table E-2 shows, City YSC (committed with strong network) was highly effective at implementing the model, while Palm YSC, (strong network, but not committed), had low effectiveness. Valley YSC (committed but limited network) was rated as having medium effectiveness. Finally, Edwards Community College (less committed and limited network) was rated as low in implementation effectiveness.

*Table E-2. Case Study YSCs by Combination of Key Factors*

	<b>Committed</b>	<b>Less Committed</b>
<b>Strong Network</b>	High Effectiveness (City YSC)	Low Effectiveness (PALM YSC)
<b>Limited Network</b>	Medium Effectiveness (Valley )	Low Effectiveness (Edwards Community College)

In Figure 1 below, we elaborate on the key factor model above to try to create a theory of action for LAP3. The idea is to identify the dynamics that lead YSCs to commit to the LAP3 model and build a strong network. Then to show how these two factors, commitment and network strength, lead to positive outcomes. The goal of the “theory of action” is to provide insights into how to strengthen the LAP3 model in the future and help YSCs continue to improve their LAP3 implementation.

Commitment comes from three factors:

- Understanding the LAP3 model, without first understanding the model, YSCs do not commit,
- Belief that the model will add value to the services they deliver, if YSCs do not perceive value added, they will not engage in the extra effort that the model entails,
- Engaging with regional meetings builds commitment to the LAP3 model, generates motivation and provides new and innovative ideas.

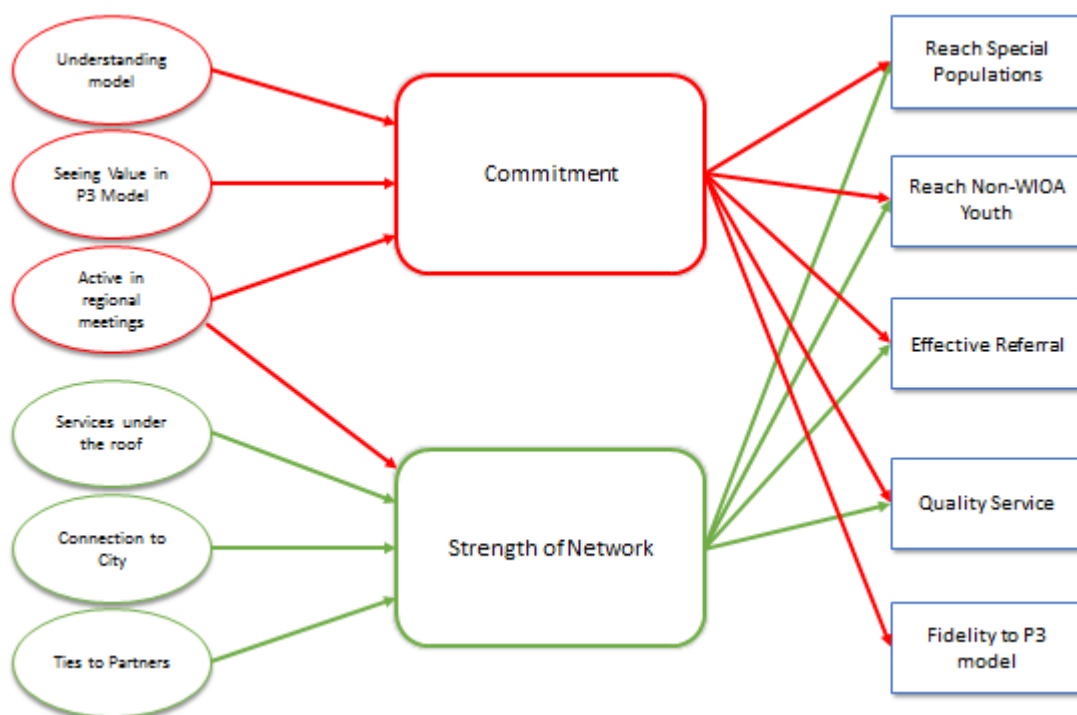
YSCs’ strength of network is driven by four factors:

- Being active in regional meetings creates an opportunity to expand and strengthen the network of partners,
- Partners who are physically under the roof of the YSC become much more closely linked to the YSC,
- YSC connection to the City is related to the center’s willingness to build partnerships with other City and County agencies.
- YSCs with existing strong ties to partners at the start of the LAP3 process were more likely to have a strong network.

Finally, we found that if the YSCs have a strong commitment to the LAP3 model and a strong network they were motivated and able to achieve the specific outcomes that LAP3

seeks. Specifically, committed YSCs with strong networks reach more youth in the special populations and reach more non-WIOA youth. These centers also make more effective referrals and provide higher quality services. Finally, YSCs who are both committed to the model and have a strong network are more likely to show fidelity to the model, which simply means they work hard to implement LAP3 along the lines that are intended.

*Figure 1. LAP3 Theory of Action*



This analysis was used to generate the conclusions and recommendations.

### Best Practices at the Policy and Operational Levels

At the policy level, we observe a number of best practices that are moving the LAP3 initiative forward. A major accomplishment is engaging relevant agencies in a dialogue about disconnected youth, through a number of key activities including:

- Shared strategic planning process, which engages many partner agencies
- Creating and supporting regional meetings where a range of governmental and nonprofit agencies come together to find new ways to serve disconnected youth
- A number of governance committees that engage a range of stakeholders in building the LAP3 project

The city has also consistently sought waivers to federal and state regulations that keep agencies from cooperating and reaching disconnected youth. The LAP3 project disseminated valuable information to many agencies and nonprofit groups in the City and

County, most notably a series of research papers on the status of LA Youth in the labor market and education. By building on the LAP3 grant, the project leaders have been able to attract additional resources to support serving disconnected youth. Finally, we observe that long-term infrastructure is being built to support innovation and cooperation to serve disconnected youth.

At the operational level, we note a number of best practices which support the LAP3 vision. Within each region of the city, YouthSource Centers (YSCs) are meeting regularly with partners to find ways to coordinate and improve service delivery. These meetings create communication among partners which simply had not happened before. Results of regional meeting are shared through various online venues which have been initiated in the regions. PSA counselors who are LAUSD employees are expanding their roles within the YSCs to better serve disconnected youth. A mental health screening tool has been developed and is used in some YSCs to assess youth when they first enter the program. Cross training sessions between YSC staff and County agencies have helped to coordinate services.

Unplanned innovations have also emerged as the new model is implemented. Some YSCs have sped up the enrollment process by conducting one-on-one information sessions on demand rather than make youth wait for a scheduled session. On initial contact a number of centers are “triaging youth” to identify immediate problems such as homelessness or mental health issues rather than make youth wait for a full formal assessment. A short referral form has been created to ease referrals among partner agencies.

### Barriers and Issues at the Policy and Operational Level

We observe three significant issues at the policy level. First, LAP3 may not be reaching all the target groups in significant numbers. This appears to be largely due to the YSCs continuing to focus on WIOA eligible participants and not reaching out to other populations because of incentives in their contracts to enroll WIOA eligible clients. In fact, by comparing the number of LAP3 clients entered into Cal Jobs with the number of clients seen by LAUSD PSA counselors we estimate the actual number of youth touched by the YSCs is under counted by 30.2%. Second, as with all change initiatives, sustaining partners’ commitment and enthusiasm for remaking the system over an extended period of time may be a challenge. Finally, tracking and measuring the impact of LAP3 over time requires changes in the CalJobs data system and how it is used. While some progress has been made, more is needed to achieve the goals of LAP3.

Other barriers and issues have emerged at the operational level. A significant issue is that contractors have not fully “bought into” the LAP3 Innovation. The most obvious evidence for this is that half the centers have not enrolled any non-WIOA clients into the CalJobs system. In interviews many YSC staff and directors report that they do not see LAP3 as a

significant change in the system. YSC staff are quick to note that they did not receive any additional resources to serve non-WIOA clients. This relates to the issue that many staff in the YSCs have limited understanding of the LAP3 vision and purpose. We note that most training for YSC operators has focused on the mechanics and rules of the change and little attention has been paid to a change in vision. We note that contractors' participation in the current strategic planning process has been limited.

Many new partnerships have emerged in LAP3, but it appears that the depth and quality of the partnerships varies substantially between regions. All participants see the regional meetings with partners as valuable, but we observe the quality of the meetings is uneven. Some are well planned and productive, but others are not.

## Conclusions

In this section, we bring together our analysis of the four case studies, the CalJobs data, and our observations about P3 implementation to draw conclusions about the first year of P3 implementation. We divide the conclusions into two sections: (1) P3's Year 1 accomplishments, and (2) the challenges that emerged as the P3 model was implemented.

### Accomplishments at the Policy Level

1. Relevant agencies from the City, County, and non-profit sectors are more engaged with each other around the problem of disconnected youth more than ever before.
2. The identification and award of waivers has added flexibility to the system and the discussion about waivers has helped identify barriers to serving disconnected youth.
3. The LAP3 initiative has attracted new resources to YSCs.

### Accomplishments at the Operational Level

1. If more agencies are located under the roof of the YSC, collaboration is more likely to happen and be more effective.
2. Regional meetings served as catalysts for creating collaboration among an array of partners.
3. The LAP3 model is reaching more youth than the previous YSC model.
4. Through trial and error, YSCs have found ways to speed up the intake process and keep youth engaged.
5. The Youth Ambassador Program shows promise in reaching hard-to-reach disconnected youth.

### Challenges at the Policy Level

1. The LAP3 vision has been launched but is still not broadly understood by all partner agencies, including many YSC staff and managers. Commitment to the model is limited in some YSCs.
2. Partnerships have been identified and initial collaboration is underway, but stronger, more permanent collaborations still need to be developed.
3. Goals are needed for services to non-WIOA youth that YSCs and their partners share.

### Challenges at the Operational Level

1. Only a limited number of youth in the target populations of probation, foster, homeless and runaway have been reached.
2. Partners are not using the CalJobs data system to share information. Even YSC contractors are not entering all youth served or recording all services delivered.
3. Partnerships are uneven across the system.
4. Use of mental health screening protocol appears to be very limited.

### Recommendations

The LAP3 is still a dynamic and emerging innovation. Much has been accomplished in the first year, while a number of challenges have emerged. The new LAP3 strategic plan<sup>1</sup> addresses many of the challenges identified in our conclusions. Here we present our recommendations for moving LAP3 forward.

1. Develop and disseminate best practices that have emerged in LAP3.
2. Take regional meetings to the next level to develop strong networks within each region, by providing professional facilitation and encouraging YSC staff to attend.
3. Redesign the intake process to retain more participants and make referrals (especially mental health) more effective.
4. Bring in more youth from target groups by setting specific goals for the system and individual YSCs.
5. Use the mental health assessment and record it administration as an activity.
6. Standardize the referral system and add follow-up steps to make sure the youth is served.
7. Build more effective reciprocal partnerships with County and City agencies. Link people formally across agencies and build strong relationships that will facilitate collaboration.
8. Help YSCs develop internal TQM systems for continuous improvement.

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<sup>1</sup> *Los Angeles Performance Partnership Pilot (LAP3) 2017-20 Strategic Plan Serving Disconnected Youth: Improving Education, Employment, Housing and Well-being for Los Angeles Disconnected Youth.* July 1, 2017 available at: [http://clkrep.lacity.org/online/docs/2017/17-0737\\_misc\\_06-26-2017.pdf](http://clkrep.lacity.org/online/docs/2017/17-0737_misc_06-26-2017.pdf)

9. Increase services for non-WIOA youth, by co-locating more partners in YSCs and seeking special funding for target groups.

# I Introduction

According to organizational change thought leader Peter Senge:

*“A profound change is an organizational change that combines inner shifts in people's values, aspirations, and behaviors with outer shifts in processes, strategies, practices, and systems. In profound change, there is learning. The organization doesn't just do something new; it builds its capacity for doing things in a new way – indeed, it builds its capacity for ongoing change.”*

Los Angeles' Pilot Performance Partnership (LAP3) Initiative represents a *profound change* for how youth services are delivered in Los Angeles City and County. In our view, this profound change is taking place at two levels, at the policy level and the operational level. At the policy level, newly formed partnerships between City and County Agencies, the federal government, nonprofit and philanthropic organizations are creating novel ways to change policies and relationships to create a new, more collaborative way to serve disconnected youth. At the operational level, City of Los Angeles' YouthSource Centers (YSCs) – who operate WIOA youth services under contract with Economic and Workforce Development Department (EWDD) – P3 are actually working to integrate the delivery of services with a wide array of County, City, and nonprofit organizations to reinvent services to disconnected youth. As Senge suggests, a change of this magnitude requires changes in how people and organizations both think and act. This requires that people and organizations learn and adapt. The initial directive introducing LAP3 to the YouthSource Centers (YSCs) described the vision for LAP3 this way:

*Under LAP3, government agencies, nonprofit organizations, and others are expected to collaborate in reducing administrative and programmatic barriers and to blend funds to deliver effective services to disconnected youth....In Los Angeles, more than 25 organizations are bringing programs and services together to form a comprehensive integrated system<sup>2</sup>.*

City managers recognized that profound change of this magnitude would not happen overnight, as the same directive noted that: *“EWDD will begin with a soft roll out and slowly build out the program in phases.”*

Our team at Cal State Northridge has been charged with evaluating the LAP3 innovation. Our overall approach includes a formative evaluation, which first tracks and assesses the implementation of change initiatives, and then provides feedback to program operators to improve the program before the ultimate impact of the program is measured. Our formative evaluation tracked the LAP3 implementation for its first year of operation, July 1, 2016 to June 30, 2017. This report provides our findings on how the program was implemented in this

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<sup>2</sup> WDS Directive No. 17-01 Los Angeles Performance Partnership Pilot (LAP3) YouthSource System Implementation, July 12, 2016.



period. To track implementation we conducted four in depth case studies at four different contractor sites. Sites were selected to capture the diversity of the City and the contractors involved implementation. We also attended many meeting of the various committees set up to design the implementation and the quarterly P3 meeting that brought together all the partners in the P3 effort.

Essentially, this report seeks to accomplish six things:

1. Provide a basic description of the youth served in the first year of the program.
2. Describe the services received by both WIOA enrolled youth and youth who were not formally enrolled.
3. Provide an in-depth description of how the program was implemented at the four case study sites.
4. Identify best practices that have moved LAP3 towards its vision at the policy and operational level.
5. Identify barriers and issues that emerged at the policy and operational level that need to be overcome to realize the LAP3 vision.
6. Make recommendations to improve the implementation of LAP3 in future years.

## II Approach

Our formative evaluation is based on a case study approach. We have chosen four YSCs through which we observe the implementation of LAP3 at the operational level. These sites are in four distinct areas within the city including: the San Fernando Valley, Central Los Angeles, South Los Angeles, and East Los Angeles. They also represent a variety of public and nonprofit contractors. We have spent time at the sites interviewing staff and participants, and observing meetings, orientation sessions, and other activities. We have also collected documents on these YSC's policies and procedures, and have regularly observed the regional meetings in which our four sites participate to build collaborative relationships with cooperating agencies. We emphasize that we are not evaluating these sites but rather using these sites, which volunteered to cooperate, as a window into the larger LAP3 Initiative.

At the policy level, we have been participant observers. Members of our team served on various committees charged with shaping the LAP3 Initiative at the policy level. The committees include: the Operations Committee, the Waiver Committee, the Research and Data Committee, and the Strategic Planning Working Group. We observed various training sessions and strategic planning meetings, to understand the policy-level effort to integrate these programs. Finally, we collected and analyzed a wide array of documents, which together illustrate the implementation process, as well as describe the details and intricacies of the LAP3 Initiative itself.

Finally, we received data from EWDD on all participants served in year one by the LAP3 program; this includes both WIOA enrolled and non-WIOA enrolled youth. More specifically, the data analyzed included: participant characteristics, membership in target populations such as foster youth, homeless youth, out-of-school youth, and probation youth, as well as services received during year one of the program. These data were used to both describe the populations at the four case study sites and to describe the overall program in Year One.

### III Program Participants and Services Received

We used data from CalJobs system to describe who was served by P3 in the initial year and what services they received. The actual time period used was July 1, 2016 – June 30, 2017 for the demographics of who was served, as the startup months had few enrollments and we wanted to capture a robust population. Next, we will analyze the services delivered to WIOA enrolled and non-WIOA participants based on activity codes from the CalJobs system, for the actual fiscal year July 1, 2016 to June 30, 2017.

#### Description of Program Participants

The data in CalJobs provides a profile of who was served in the first 12 months of LAP3 operations. As the data below indicate, 3,658 youth were served in the 2016-17 program year, compared to 2,765 in 2015-16 before LAP3, an increase of 32% in youth served. About 73% of participants were enrolled in WIOA, while the remaining 27% were non-WIOA clients. This is a dramatic change from the first six months when 90% of clients were enrolled in WIOA.

The number of clients in target groups remains small but shows a substantial increase from before the LAP3 model was implemented. For example, there were 110 foster youth (3.0% of all clients), compared to 62 in the previous year. We found 105 probation youth (2.9%), compared to 56 in the previous year. Records show 281 homeless youth (7.7%), compared to 111 in the previous year. Finally, there were six runaway youth (0.2%) compared to three in the previous year. From our field work, it appears that these target populations are likely systematically under counted. If youth do not self-identify as homeless or on probation, they will not be classified as such. Similarly, if youth do not have the paper work showing that they are foster or former foster youth, they will not be classified as such when enrolled. In terms of WIOA-enrolled youth, once contractors have a way to qualify the youth, usually as being skills deficient or out of school, they have little incentive to chase down the paperwork to qualify them into these special populations.

We should note that a small number of youth (69) were counted as both WIOA and non-WIOA as they moved from the non-WIOA population to the WIOA population. Since these youth received WIOA and non-WIOA services, we kept them in both groups for our analysis, leading to a slight over count of the unique number of youth served.

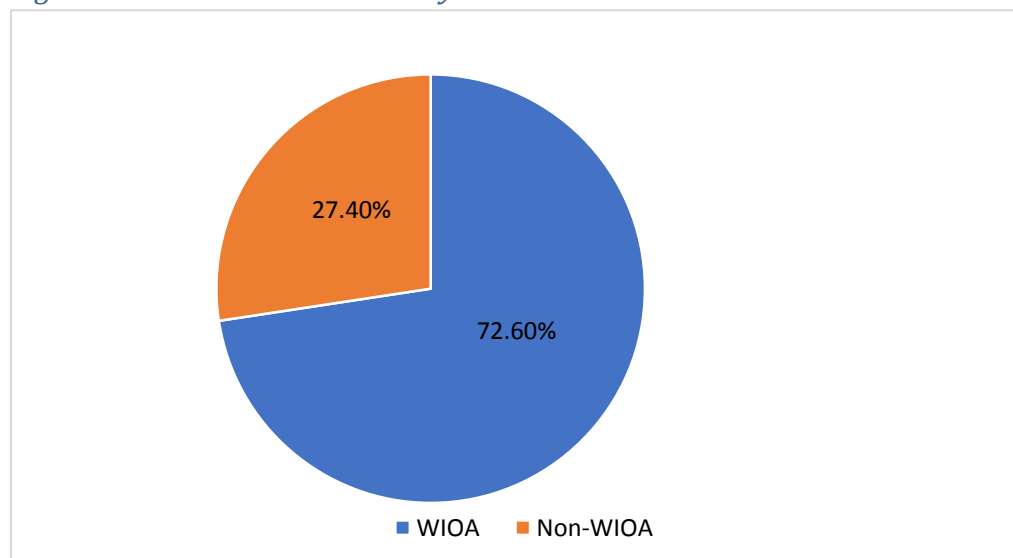
*Table 1. P3 Participants 2016-17 Program Year, By Key Characteristics, By WIOA Status*

Characteristics	WIOA Status				Total	
	WIOA		Non-WIOA		Overall	
	%	Count	%	Count	%	Count
<b>Gender</b>						
Male	46.9%	1245	47.0%	470		1715
Female	53.0%	1407	52.6%	527		1934
<b>Total <sup>1</sup></b>		<b>2652</b>		<b>997</b>		<b>3649</b>
<b>Education Status</b>						
In-School Secondary or Less	19.1%	508	35.6%	356	23.6%	864
In-School Alternative School	2.0%	54	6.0%	60	3.1%	114
In-School Post-Secondary	1.2%	31	5.8%	58	2.4%	89
Not In-School Secondary Dropout	35.6%	945	32.6%	326	34.7%	1271
Not In-School, H.S. Grad or Equivalent	41.5%	1102	28.6%	286	37.9%	1388
Not In-School; Not Within Age for Compulsory Attendance	0.6%	17	1.5%	15	0.9%	32
<b>Special Populations</b>						
Foster Youth	2.3%	84	2.6%	26	3.0%	110
Homeless Youth	5.8%	212	6.9%	69	7.7%	281
Offender (Probation)	1.8%	66	3.9%	39	2.9%	105
Runaway Youth	0.1%	5	0.1%	1	0.2%	6

<sup>1</sup> Some characteristics (such as gender) are not reported for all clients (9 did not report gender). Thus, the total number of clients for both WIOA and Non-WIOA enrollees is slightly higher than the total number of clients reporting a gender of male or female.

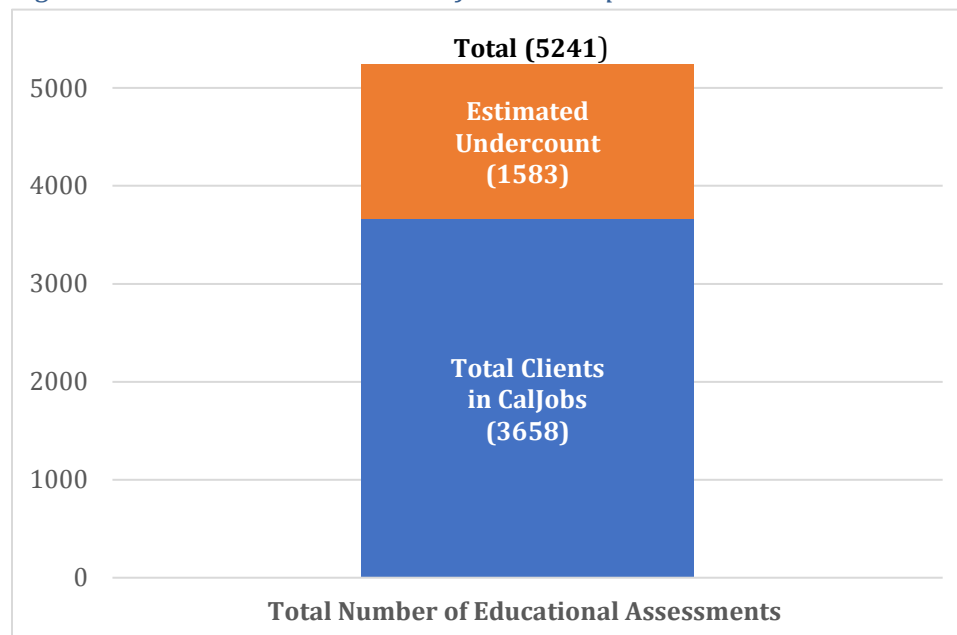
One of the most significant changes made in the LAP3 program was to serve all youth whether they were WIOA eligible or not. As we noted before about 27% of all participants were non-WIOA. As we discuss next, there was significant under-reporting of the non-WIOA youth served at most sites.

*Figure 1. Total P3 Enrollments by WIOA Status*



Pupil Service and Attendance (PSA) counselors at each site keep an independent tally of the youth they counsel. By comparing this tally to the number of youth in CalJobs, we estimated the degree to which CalJobs undercounts the number of youth actually served by the P3 intervention. As Figure 2 below indicates, PSA counselors saw 5,241 youth for intakes during year one of P3, but only 3,658 youth were entered into CalJobs by the YSCs, an undercount of 30.2%. This undercount varied widely across the thirteen centers, ranging from no undercount to 85%. Further it is logical to assume that some proportion of those not counted where in the target populations such as probation, homeless or foster youth, making it difficult to estimate how many of these youth were actually served by the system in the first year.

*Figure 2. Estimated Undercount of P3 Participants: PSA Enrollments Relative to CalJobs Clients*



We also used the data recorded independently by PSA counselors to check the number of youth served in each target group. The PSA counselors reported conducting educational intakes with many more foster youth. In fact based on these data only one-third of foster youth who passed through the YSCs ended up in the CalJobs system. Similarly, it appears that less than half the probation youth seen by PSA counselors ended up recorded in the CalJobs system. Interestingly the PSA counselor report fewer homeless youth than recorded in CalJobs, see table below. It may be that the fact that youth are homeless emerges later in the process.

*Table 2. CalJobs and PSA counselor counts of clients in target groups 2016-17.*

Target Group	CalJobs Count	PSA Count	Estimated Undercount % (N)
Foster Youth	110	304	64% (194)
Justice Involved (Probation)	105	231	55% (126)
Homeless Youth	281	149	0% (0)

### Services Received

The CalJobs system is set up to record all the services each participant receives, including both WIOA enrolled and non-WIOA enrolled participants, with “activity codes”. The codes are broken into groups identified as 100, 200, 300, 400 and F level codes. Comparing services of WIOA enrolled and Non-WIOA enrolled clients is difficult, in that 400 level codes may be used for both WIOA and non-WIOA enrolled clients, but 100, 200, and 300 level codes are only available for non-WIOA clients. The system design calls for 400 level codes to be used for youth, and 100, 200 and 300 level codes to be used for adults. We also include F codes, which are codes for follow-up activities that may be used for either WIOA or non-WIOA youth.

In theory whenever a client, WIOA enrolled or not, received a service it was recorded in the CalJobs database. In practice we know not all activities and referrals are recorded. Table 3 below shows all the services recorded for WIOA and non-WIOA youth, during the program year, ranked by the percent of WIOA youth receiving the service. In interpreting this data it is important to note, that many of these youth are still enrolled and may receive additional services in the future, so these data are a snapshot in time. Another factor affecting how services are delivered is that contractors were directed by the City that they could exit non-WIOA clients after they got three services which typically are an assessment, service plan and a referral.

In Table 4 below we show all the 400 and F code activities ranked by the number of WIOA enrolled clients who received them, and then show the number and percent of non-WIOA clients receiving the services. This provides a basic overview of the types of service participants received.

As the table indicates, all WIOA enrolled clients and most non-WIOA clients received an assessment and developed some type of service plan. After those first two steps the services received diverged greatly. WIOA enrolled clients received much more intensive training and education, 80% got some kind of pre-employment training and over 60% got basic skills training, this compares to less than 1% and 4.5 % respectively for non-WIOA clients. Twenty-

four percent of enrolled youth got “tutoring or study skills training” compared to less than 1% of non-WIOA clients. Similarly, 16% of WIOA enrolled youth got occupation skills training compared to none, for non-WIOA youth.

About 41% of enrolled youth got either a paid internship or paid work experience compared to essentially none of the non-WIOA clients. We have to emphasize that these differences are due to the fact that if youth are not enrolled in WIOA they may not receive WIOA funded services from the contractors. The non-WIOA clients are restricted to services for which they may be eligible that are provided by P3 partners. At the beginning of P3 partner agencies were offered access to the CalJobs system and training in how to use the system was available. But, from our field work we learned that few partners actually entered any data into the system, with the exception of PSA counselors working in the YouthSource Centers. So many of the services that non-WIOA youth may have received from partners went unrecorded.

*Table 3. Activities Performed (400 level and follow-up activities) WIOA Compared to Non-WIOA*

Activities, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count <sup>1</sup>	% of Enrollees	Count <sup>1</sup>	% of Enrollees
Objective Assessment	412	2687	100%	894	89.3%
Develop Service Strategies (IEP/ISS/EDP)	413	2686	100%	777	77.6%
Pre-Employment Training/Work Maturity	401	2138	80%	2	0.2%
Basic Skills Training	414	1643	62%	45	4.5%
Support Service: Transportation Assistance	481	1092	41%	0	0.0%
Tutoring, Study Skills Training and Instruction	406	650	24%	2	0.2%
Work Experience (Paid)	425	551	21%	1	0.1%
Internship (Paid)	427	539	20%	0	0.0%
Youth Occupational Skills Training	430	413	16%	0	0.0%
Support Service: Incentives / Bonuses	484	398	15%	0	0.0%
Career Exploration	434	350	13%	0	0.0%
Career Counseling/Planning	435	300	11%	0	0.0%
Case Management	420	279	11%	0	0.0%
Adult Education (GED)	418	266	10%	0	0.0%
Financial Literacy Education	407	172	6%	0	0.0%
Career Awareness	433	154	6%	8	0.8%
Supportive Service: Tools/Clothing	487	129	5%	0	0.0%
Other Youth Services	402	124	5%	3	0.3%
Post-Secondary Transition Services	436	119	4%	2	0.2%

Activities, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count <sup>1</sup>	% of Enrollees	Count <sup>1</sup>	% of Enrollees
Enrolled Post-Secondary Education	421	106	4%	0	0.0%
Adult Mentoring	411	104	4%	4	0.4%
Occupational Skills Training (Approved ETPL Provider)	416	82	3%	2	0.2%
Support Service: Other	485	82	3%	0	0.0%
Enrolled in Alternative Secondary Education	415	72	3%	73	7.3%
Enrolled in Secondary School	429	66	2%	6	0.6%
Supportive Service: Educational Testing	490	66	2%	0	0.0%
Comprehensive Guidance and Counseling	417	62	2%	203	20.3%
Incentive Payment	419	60	2%	0	0.0%
Supportive Service: Transportation	F12	58	2%	0	0.0%
Youth Summer Employment	400	38	1%	13	1.3%
Supportive Service: Post-Secondary Academic Materials	493	30	1%	0	0.0%
Leadership Development Services	410	29	1%	115	11.5%
Supportive Service: Utilities	489	23	1%	0	0.0%
Enrolled in Pre-Apprenticeship	431	20	1%	0	0.0%
Supportive Service: Incentives/Bonus	F19	19	1%	0	0.0%
Career Development and Further Education Planning	F06	14	1%	0	0.0%
Support Service: Counseling	486	13	0%	6	0.6%
Support Service: Child/Dependent Care	480	9	0%	0	0.0%
Conversion Youth Employment Services	404	8	0%	0	0.0%
Supportive Service: Housing Assistance	488	8	0%	2	0.2%
Supportive Service: Needs-Related Payments	491	8	0%	0	0.0%
Occupational Skills Training (non-WIOA Funds)	438	7	0%	0	0.0%
Supportive Service: Purchase Work-Related Uniform/Attire	F13	7	0%	0	0.0%
Conversion Youth Educational Achievement Services	403	6	0%	0	0.0%
Supportive Service: Linkages to Community Services	492	6	0%	12	1.2%
Tracking Progress on the Job	F03	6	0%	0	0.0%

Activities, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count <sup>1</sup>	% of Enrollees	Count <sup>1</sup>	% of Enrollees
Support Service: Temporary Shelter	483	4	0%	0	0.0%
Youth On-the-Job Training	428	3	0%	0	0.0%
Assistance Securing Better Paying Job	F05	2	0%	1	0.1%
Enrolled in Apprenticeship Training	432	2	0%	0	0.0%
Referral to Community Resources	F01	2	0%	2	0.2%
Youth Job Shadowing	409	2	0%	0	0.0%
Assistance with Work-Related Problems	F07	1	0%	0	0.0%
Planned Break in Service	1	1	0%	0	0.0%
Supportive Service: Purchase Work-Related Tools	F14	1	0%	0	0.0%
Tutoring	F09	1	0%	0	0.0%

Non-WIOA enrolled youth services were often recorded using 100, 200, and 300 level activity codes which are usually used for adults. In Table 3 below, we can see that some sites recorded the initial assessment with the adult code, raising the proportion of non-WIOA youth who did get assessed to essentially 100%. Other services received by many non-WIOA youth include: Orientation 9.2%, Career Guidance and Planning, 9.2%, and Work Experience 6.4%.

*Table 4. Non-WIOA Activities Performed, Codes 100-300*

Non-WIOA Activities, by Frequency	Code	Count	% of Enrollees
Initial Assessment	102	109	10.9%
Career Guidance/Planning	202	92	9.2%
Orientation	101	92	9.2%
Work Experience	219	64	6.4%
Resume Writing Workshop	132	33	3.3%
Development of IEP/ISS/EDP	205	31	3.1%
Workshop	134	12	1.2%
Job Fair	112	11	1.1%
Referred to WIOA Services (not training)	108	9	0.9%
Resume Preparation Assistance	115	4	0.4%
Financial Literacy Education	221	3	0.3%
Job Readiness Training	322	2	0.2%
Internships	218	2	0.2%



<b>Non-WIOA Activities, by Frequency</b>	<b>Code</b>	<b>Count</b>	<b>% of Enrollees</b>
Job Search and Placement Assistance	125	2	0.2%
Pre-Apprenticeship Training	224	2	0.2%
Job Development Contact	123	1	0.1%
Job Finding Club	105	1	0.1%
Out-of-Area Job Search Assistance	216	1	0.1%
Short-Term Prevocational Services	215	1	0.1%
UI Claims Assistance	118	1	0.1%
Provision of Labor Market Research	107	1	0.1%

Finally, we added up all the services receive by WIOA and non-WIOA clients and divided by the number of individuals in each group to get the average number of services received, in Year 1 of service. As the table below shows the average WIOA client got 5.9 services which were recorded in the CalJobs database compared to only 2.7 services or just half as much for non-WIOA clients. We note a few important caveats here. These clients are still enrolled and will likely receive additional services after this period. Also, since non-WIOA youth mostly receive services from partners, who seldom enter data into the system we suspect that many of the services received by non-WIOA youth went un-recorded.

*Table 5. Average Number of Activities Performed by WIOA Status, by Activity Code Level*

<b>Activity Performed by Code Level</b>	<b>WIOA</b>	<b>Non-WIOA</b>
400 and F Level	5.9	2.2
100-300 Level	N/A	0.5
<b>Total Average Activities Performed</b>	<b>5.9</b>	<b>2.7</b>

## IV Case Studies

Each of the four case studies that follow tell the unique story of how individual YSCs implemented the LAP3 model. We encourage you to read the full cases which follow this summary. Here we provide a brief summary of the important factors that influence how and how effectively LAP3 was implemented based on the cases.

### Key Lessons Learned

In reviewing our detailed case studies, we found seven salient program characteristics that allowed us to understand how effectively each site implemented the LAP3 model. We discuss each characteristic and its relevance to implementing the model in the following section.

### Commitment to the LAP3 Model

In interviews with YSC managers and staff, we found a range of commitment levels to the P3 model. One YSC saw P3 as “... just a two-page form to fill out”. Another center had a limited understanding of the model in part due to leadership turnover and in-part due to limited experience with the whole YouthSource System. Yet another center exhibited a real commitment to the P3 model and even changed some of their internal, operational practices to support the model.

In general, commitment levels were affected by a few factors, one of which was simply the managers’ understanding of the model and how it differed from past practice. Second, the agency’s history and relationship with the city seemed to also influence commitment. YSCs, for example, that had been frustrated with the city over past experiences exhibited lower commitment. Finally, the YSC’s role within its own, larger organization, and the experience of the agency’s leadership had an effect on commitment. For example, City Center which is actually operated by the city viewed supporting the new model as important, as they see themselves as part of the larger City-led effort. Palm Center, which is part of a large network of religiously affiliated social services, saw this particular city-funded program as a small piece of their operation which should not drive their overall effort. Thus, from the start, the P3 model generated different levels of YSC commitment which then influenced how effectively the model was implemented.

### Volume of Clients

A goal of LAP3 was to reach more youth with more services. Looking at the number of youth served in year one, we were able to rate each site objectively on the volume of youth served. As Table 6 indicates two centers exceeded the goals for volume of youth served. For this measure, we used both the number of WIOA enrolled and non-WIOA enrolled youth served, as a key feature of the new model to serve all youth who entered each center even if they were not WIOA eligible.

### Volume of Special Populations

A second aspect of the volume of service was the number of youth in the special populations (i.e., foster, probation, homeless and out-of-school youth). It is interesting to note that the YSC most committed to the P3 model did the most to reach these special populations and record them in the CalJobs database. This suggests that if YSCs were committed to the LAP3 model, they made an additional effort to reach youth in these populations and record them in the database.

### Fidelity of Implementation

In our field work, we assessed the degree to which each site actually implemented the LAP3 model as designed. While each site’s implementation varied from the model to some degree (see the details in our full case studies), many variations were done to improve the performance of the model. Here, we also found that if the YSC was committed to the LAP3

model the center was more likely to stick with the model and implement it. This showed up in a number of specific practices, such as having staff participate in regional meetings designed to encourage collaboration. We also observed that YSCs committed to the LAP3 model made more of an effort to reach youth in special populations and endeavored to secure services for non-WIOA youth.

### Service Intensity

Besides the number of youth served we were also interested in the number of services that youth received. Again, we found that the number of services provided for both WIOA and non-WIOA youth were highly variable. In contrast to volume of special populations and fidelity of implementation, service intensity did not seem to be related to commitment to the LAP3 model, as three of the four sites delivered a high volume of services per youth.

### Services Under the Roof

We observed that when YSCs had more services under their roof, services were better coordinated, and the youth were more likely to get a service. For example, one YSC had a mental health counselor on site. Youth in distress were much more likely to be seen and seen promptly at this particular center than at YSCs where mental health services were a bus ride away and required more steps to make a referral. The efficacy of placing PSA counselors in the YSCs highlights the importance of having co-located partner agencies (or its representatives) under one roof. Each site had a unique set of opportunities and constraints with regard to the availability of various on-site services. Some YSCs, for example, simply have more physical space than others, so that they can offer space to partner agencies. Some YSCs are part of larger organizations and thus bring more services from their own agency into the Center. Whatever the situation, we found that more services under one roof made for more effective collaboration, which relates to the next YSC characteristic.

### Collaboration with Partners

Fostering collaboration with a wide range of partner agencies to increase youth's access to services remains a key goal of P3. Based on our interviews and observations, we rated the sites on how closely they collaborated with partners. Again, we found a range of performance. The YSCs entered LAP3 with different sized networks of collaborators. YSCs that were part of larger multi-purpose agencies had built-in collaborators. For example, one YSC was sponsored by an agency that also had a shelter for homeless youth, making it relatively easy to refer homeless youth for housing. Other agencies had to make more of an effort to find partners that could provide services beyond what they could offer, especially for non-WIOA youth. All of the YSCs agreed that regional meetings had helped them find collaborators and build relationships for future referrals. But, as you read the cases themselves, you will notice wide variations in the size and effectiveness of the YSC's networks of collaborators.

### Overall Effectiveness of LAP3 Implementation

Finally, based on our overall assessment of the case studies, we looked at how effectively each site implemented the LAP3 model. As Table 6 below shows, only one YSC was rated as high, one medium, and two low in implementation effectiveness. These results suggest that during its first year, the LAP3 Initiative did drive change in the YSCs but the change varied from site to site. Further, these results suggest some elements that supported or hindered the implementation of the new model. In the Conclusion and Recommendation section, we explore ideas for strengthening and expanding the new model.

*Table 6. Summary Characteristics across Sites*

<b>Program Characteristic</b>	<b>City Center:</b> City run center with large modern facility, long time contractor.	<b>Palm:</b> Center run by large religious non-profit, with many related social services, long time city contractor.	<b>Valley Center:</b> Center run by large regional non-profit, relatively recent contractor.	<b>Edwards Community College:</b> Center run by local community college, center is on campus and a relatively new contractor.
Commitment to P3 Model	High	Low	High	Low
Volume of Clients	High	High	Medium	Medium to High
Volume of Special Populations	High	Low	Low	Low
Fidelity of Execution	High	Medium	Medium	Low
Service Intensity	High	High	Medium	High
Services Under the Roof	High	Medium	Medium to Low	Low
Collaboration with Partners	High	High	Medium	Low
Overall Effectiveness of P3 Implementation	High	Low	Medium	Low

In reflecting over the analysis of all four cases, we found we could further simplify our insights. There really seem to be two key factors driving the effectiveness of P3 implementation:

- The organization's commitment to the P3 model, and
- Strength of the YSCs network of partner agencies

We classified each YSC studied as “committed” or “less committed”, then rated their network of partners as “strong” or “limited”. This produced the two by two figure you see below. One

YSC fell into each of the four possible conditions, as the figure shows. We then added the effectiveness of implementation based on the case analysis summarized before.

As Table 7 shows, City YSC (committed with strong network) was highly effective at implementing the model, while Palm YSC, (strong network, but not committed), had low effectiveness. Valley YSC (committed but limited network) was rated as having medium effectiveness. Finally, Edwards Community College (less committed and limited network) was rated as low in implementation effectiveness.

*Table 7. Case Study YSCs by Combination of Key Factors*

	<b>Committed</b>	<b>Less Committed</b>
<b>Strong Network</b>	High Effectiveness (City YSC)	Low Effectiveness (PALM YSC)
<b>Limited Network</b>	Medium Effectiveness (Valley )	Low Effectiveness (Edwards Community College)

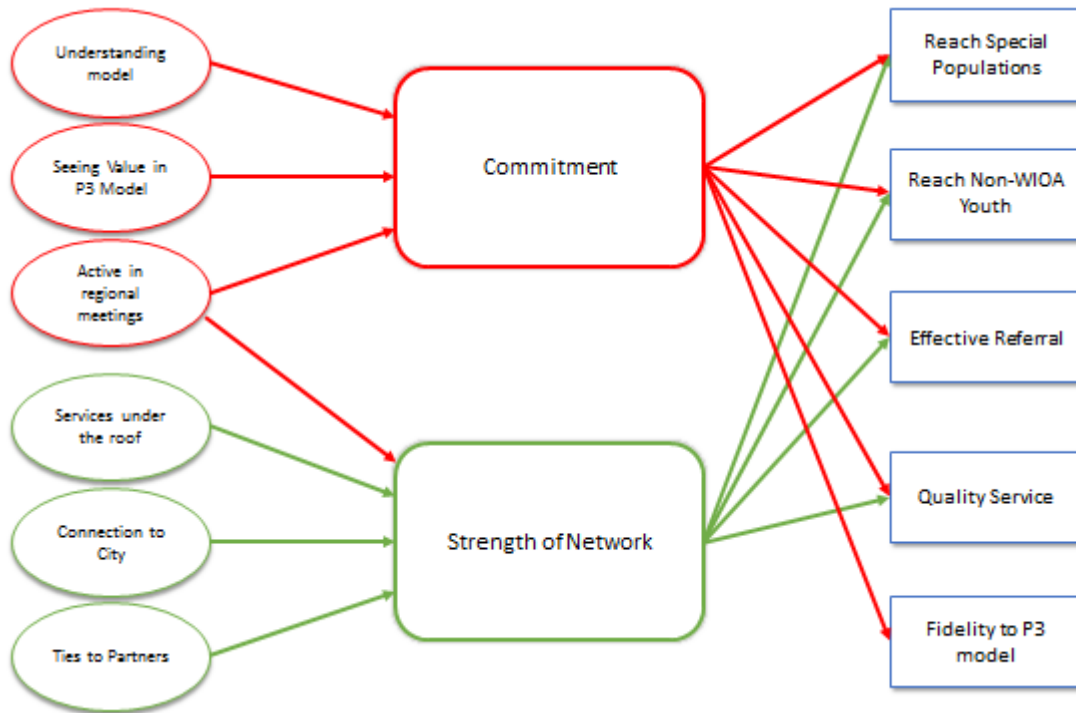
In Figure 3 below, we elaborate on the key factor model above to try to create a theory of action for LAP3. The idea is to identify the dynamics that lead YSCs to commit to the LAP3 model and build a strong network. Then to show how these two factors, commitment and network strength, lead to positive outcomes. The goal of the “theory of action” is to provide insights into how to strengthen the LAP3 model in the future and help YSCs continue to improve their LAP3 implementation.

In our analysis commitment comes from three factors. First, YSCs need to understand the LAP3 model and the logic and evidence behind it. Without first understanding the model, YSCs and their staff do not commit. Next, beyond having this knowledge and understanding, YSCs need to believe the model will add value to the services they deliver. If they do not perceive value added, they will not engage in the extra effort that commitment to the model entails. Finally, being active in regional meetings builds commitment to the LAP3 model. Interacting with partners and other YSCs generates motivation and provides new and innovative ideas for implementing the model.

YSCs’ strength of network is driven by four factors. First, being active in regional meetings creates an opportunity to expand and strengthen the network of partners. Second, as we noted before, partners who are physically under the roof of the YSC become much more closely linked to the YSC, its purpose, and its goals. Third, YSC connection to the City is related to how willing the centers are to build partnerships with other City and County agencies. If YSCs have a positive relationship with the City, they are more likely to make the effort to build ties with other partners. Finally, if YSCs have strong ties to some partners entering the LAP3 process they are, obviously, more likely to have a strong network than if they are building these ties from scratch.

Finally, we found that if the YSCs have a strong commitment to the LAP3 model and a strong network they were motivated and able to achieve the specific outcomes that LAP3 seeks. Specifically, committed YSCs with strong networks reach more youth in the special populations and reach more non-WIOA youth. These centers also make more effective referrals and provide higher quality services. Finally, YSCs who are both committed to the model and have a strong network are more likely to show fidelity to the model, which simply means they work hard to implement LAP3 along the lines that are intended.

*Figure 3. LAP3 Theory of Action*



This analysis was used to generate the conclusions and recommendations found later in this report. What follows are the four detailed case studies. Readers in a hurry can move on to the Conclusions and Recommendations that follow.

## Case Studies

Here we describe how the program emerged in the four case study sites. While each site was different, we have tried to keep the descriptions as parallel as possible so the reader can make comparisons across the sites.

### City YouthSource Center: Making P3 Work

#### Site Description

The City YouthSource Center (YSC) is one of two city operated YouthSource Centers. It is located on a busy street in a predominantly low income, Hispanic neighborhood. The center is housed in a modern building stretching along a short block. Behind the building is a gated, modern, public housing project. You must enter through the front door on the corner of the building as other doors are locked. The building feels light and open, but as you move around

you also sense that it is a secure facility, a security guard is standing in the lobby. You enter into a lobby that has a business like feel to it. There are comfortable lounge chairs and some potted palms. A standing white board lists events scheduled for the day:

*Study Group Thursday*

*Youth Leadership Program*

*LEAP (Learn and Earn to Achieve Potential).*

A pleasant receptionist, behind a low counter, greets arrivals and swiftly connects them to staff. Young men in clean white t-shirts, baggy shorts with high white socks and sneakers move comfortably around the building. The lounge area, off the lobby, has a couple round tables and six open access computers. There is a large mural celebrating LA on one long wall. A photo display shows the before and after photos of the buildings site. An open lobby on the second floor displays pictures of celebrities who have visited the center including politicians and rappers. Off the lobby is a conference room with high windows, a long white board and a rectangular conference table. On the walls are six posters for different years of an annual youth art contest and show, along with three pieces of student art.

The 20,000 square foot building has a variety of facilities which house multiple programs within the YSC. There is a large computer lab, a lounge area, a row of case manager offices, a multifunction space which was originally built to be a TV studio and still contains professional lighting and other technology. The Center also has a professional quality recording studio. The site is shared with a variety of other programs, including a charter school and probation classroom.

### [Agency](#)

City YouthSource Center is city owned and operated. The Center's employees are city employees. The Center is part of what is called the Youth Opportunity Movement (YOM). There are two such centers in the city. This Center operates a variety of programs of which the P3/ WIOA Youth Program is of one of the largest. \Staff are quick to point out that even though they are city run they must compete for funding by writing proposals like independent agencies.

In addition to the City programs there are twelve partner agencies with programs on site. Onsite partners include: the County of Los Angeles Probation Department, Build LACCD (a Los Angeles Community College District building program), The Bridge Program, El Centro De Ayuda, 5 Keys Charter School, GRYD (Gang Reduction & Youth Development), Youth Build, Music Studio, Cingular Staffing, People Ready, LAUSD (Los Angeles Unified School District) and The Right Way Foundation. The partners vary widely in size and presence on the site. The Charter School takes up almost half the site, others just use facilities a couple afternoons a week. The executive director views the programs as complementary to the Center's mission. Most partners do not pay for space, but get space as an incentive to bring programs into the center, and thus the community. In some cases other partners share costs for things like



security and building maintenance. The center receives direct funding from Los Angeles City general funds along with grants from the Workforce Innovation and Opportunity Act (WIOA), High Risk High Needs (HRHN), Hire LA's Youth, Learn and Earn to Achieve Potential (LEAP), Los Angeles Healthcare Competencies Careers Consortium (LA H3C) and Youth Opportunity Intensive Transitions (YOIT).

## History

The history of the center is rooted in local issues and community needs. The Center was created when a City Councilman got \$22 million for 5 years from the city to create a youth center in this low-income community. The Federal Workforce Investment Act (WIA) was just starting and the idea was to develop a center to serve the youth in the community. The Center's building was built specifically for the Center and its programs. The Center was built on a site which had been a liquor store that was a center for drug dealing, prostitution and where several murders had occurred. The creation of the center symbolized removing blight from the community. The center recently celebrated its 10<sup>th</sup> anniversary. In that time the center has run a wide variety of youth programs and hosted a number of programs such as the probation classroom and a Gang Reduction Program which are not funded directly through the center. The staff sees the Center as a multi-purpose community center and pride themselves on serving who ever walks through the door regardless of their eligibility for funded programs. They note they have a food pantry, clothes and diapers, and a large referral network.

Luke (a pseudonym), the P3 program director, was the center's first staffer in 2006 and worked part time. He is now the fulltime program director for P3 and a major figure in the Center. He supervises four case workers who manage the P3 participants enrolled in WIOA. Luke is very experienced with government programs and the community. In the past he was a senior staffer for an elected official. He is cheerful, energetic and self-confident. He is very committed to serving the youth who pass through the center. He asks youth who complete a degree or certificate to give him a copy of the document. One whole wall of his office is taken up with certificates and diplomas. Luke notes that: "When I am frustrated or having a bad day I look at the wall and reminds me why I am here."

As noted before the center operates seven programs and houses others. The City WIOA Youth Grant/ P3 program is the largest program. The Center has 10 staff, some are dedicated to a single program while others work on multiple programs.

## Initial Views of P3

Luke is enthusiastic about P3 but also willing to be critical. As a city unit the Center seems to understand the purpose of the program well. At the initial training we observed there was skepticism – the City YSC staff did not see it as big change from the past WIOA Youth program and their other work. Overall this Center seems to understand the P3 design and is compliant.



Luke believes: “the city should have brought in partners sooner.” He also thinks that the data sharing issue with partners had not really been resolved when the program launched. He is frustrated that he can’t enroll county youth. He notes they are near county territory and he hates turning youth away. Luke notes that since the Center houses multiple programs some not funded by the city, they have always had many informal collaborations. He gives us the example of a counselor who is paid by a foundation to help foster youth with mental health issues and is housed in the Center. If staff identify a P3 youth with a mental health issue they will send him or her to the counselor who will help the youth whether they are foster or not, since “we’re all here to help youth”.

The staff largely share Luke’s views. They are city employees and conscientious about implementing the P3 model as they understand it. We note that this center entered non-WIOA P3 clients into the program database, more than most other centers. Clearly, they tried to follow the model. As Luke put it “We try to embrace the Department’s concept of P3”.

### Initial Process and How it Evolved

City center staff took the process designed by the city and created a version that fit with their experience and resources. As time went by and staff became more experienced with the program they tweaked the process to improve it. In the figures below we show the process at the beginning of the year, in summer 2016, and then how it was at the end of year one in June 2017. As the figure shows, there were a few significant changes. More outreach was added to the process to enroll more youth from the target populations. Flexibility was added to the information and intake sessions to avoid losing clients in the process, and follow-up efforts were made with youth who did not return after the information session. An effort was made to try and make sure non-WIOA youth were effectively referred.

*Figure 4. P3 Process initially and at the end of the Year*

Step	Initial Process	Process at Year End
<b>Outreach and Recruitment</b>	Walk ins. Referrals from schools. Word-of-mouth in community. PSA counselor mails a list of LAUSD students who are behind in credits.	Added a paid youth ambassador who was just beginning to go out and meet youth and inform them about P3.
<b>Information Sessions</b>	Held twice a week Tuesdays and Thursdays (see description in text box). Luke explains all the programs at the center and their eligibility requirements with a set of	In addition to information sessions, staff explain program to walk ins if they can’t come back for information sessions

Step	Initial Process	Process at Year End
<b>Immediate Triage</b>	<p>power point slides. Youth complete a basic P3 information sheet in session.</p> <p>The PSA counselor talks personally with each youth to see if they have immediate needs such as being homeless or in some type of crisis after information session. If there is an immediate need a referral is made.</p>	Practice continues but find youth are not very self-revealing.
<b>Meeting with PSA Counselor</b>	PSA counselor will see youth immediately after information session. PSA counselor does not administer the mental health assessment designed for P3.	Turns out immediate meetings are not always possible. Some youth may not stay. There may not be enough time to get to every youth to see PSA counselor the same day. WIOA eligible youth get priority for same day meeting with PSA counselor. Realistically, Luke follows up with youth and tries to get them into see PSA counselor within 48 hours. Mental health assessment still not in use.
<b>Youth Referred to Case Workers</b>	After information session, Luke assigns each youth to case worker. The goal is to get all youth back in for an appointment in 48 hours.	Not all youth return, and some do not get an academic assessment because of this. If youth don't return the case is returned to Luke who tries to get them in before giving up.
<b>Initial Meeting with Case Workers</b>	Case worker uncovers youth goals and determines which program they may be eligible for. If interested and eligible will start WIOA enrollment. If not WIOA eligible they are given a referral, and if willing see the PSA counselor.	Since Non-WIOA P3 clients are not assigned to a case manager, Luke keeps track of them in a spreadsheet he maintains. He tries to get the non-WIOA youth in to see the PSA counselor and hopefully returned to school if that is needed. County residents are recorded as non-WIOA P3.

Step	Initial Process	Process at Year End
<b>Clients entered into CalJobs</b>	Once WIOA eligibility is established clients are entered into CalJobs. Non-WIOA clients are entered into CalJobs in separate module, if they complete initial P3 form.	No Change
<b>Program Services</b>	<p>WIOA clients receive a variety of program services and on-going case management. Most clients will get in this order:</p> <ul style="list-style-type: none"> <li>• Academic Assessment</li> <li>• Innersight Workshop</li> <li>• Financial Literacy and Work readiness training</li> <li>• Placement in paid internship</li> </ul> <p>Non-WIOA P3 not served after initial referral.</p>	No Change
<b>Client Exited</b>	<p>When service plan is complete WIOA clients, are followed up for outcomes and then are formally exited by case manager.</p> <p>Non-WIOA clients are not followed up and will be exited from CalJobs automatically after 90 days of no service</p>	No Change

#### A Note on Referrals

At City YouthSource Center referrals are done at multiple points in the process by various people. At the beginning of the process the PSA counselor will make an educational referral and follow through if a youth needs an educational placement. Mostly these are to institutions the counselor has worked with before so they go fairly smoothly. After that case managers may make referrals to a variety of services such as temporary shelter, or other specialized programs as they uncover a need. The actual mechanics of a referral usually involve a phone call from the case manager to the program to tell them to expect the client (this is the “warm hand-off”) and directions for getting to the program to the client. Referrals to programs such as the art program that is part of the Gang Reduction Program are much easier as the program

is in the building and youth can literally walk into the program. Housing referrals were viewed by case managers as more difficult as there are only few resources nearby and they can often be full.

Non-WIOA youth referrals, other than educational referrals, are usually handled by Luke as he oversees all the non-WIOA clients. There appears to be very limited follow up on these referrals, but an effort is made to connect the youth to some service that meets the need they presented when they enrolled. In the section below on actual services delivered we discuss the specific services recorded for WIOA and non-WIOA clients.

### Intake Session

A key step in the P3 process is the information sessions. YSCs are expected to hold Information Sessions twice a week. At City YSC sessions are scheduled regularly on Tuesday and Thursday. Youth who walk in on other days are encouraged to return for one of the sessions. If they walk in on the day of the session they are invited to join it at its scheduled time. Luke as the program director leads the sessions himself and he is joined by the PSA Counselor who meets privately and briefly with each youth after the session to see if they have any immediate needs, such as being homeless or in crisis.

In the text box below we describe one Information Session we observed.

#### *Text Box 1. City YSC Information Session*

This is a regularly scheduled information session. It is held in a large computer lab, with 24 computers in four rows, the lights are dimmed and video projector in the front of the room shows power point slides. Only two youth have signed in, a boy and girl, they sit with pens and some forms they have been given waiting for it to begin. An older woman sits at the back of the room. Luke starts by introducing himself, he does not have the youth introduce themselves, but he has a friendly informal demeanor. He starts moving briskly through power point slides which introduce the Center and its various programs. Then he turns to various documents the youth will need to enroll in WIOA or other programs. He has obviously given this explanation many times and tends to speed along.

The slides wrap up with a section called "What do we expect of you?" In it he goes over both the services they may receive and the behaviors expected of them, such as regular attendance. During the slide presentation a third youth arrives. The youth sit quietly and do not take notes but attend to the presentation.

After the slides the youth begin to fill out the standard P3 application. Luke takes them through it question by question, again in a friendly and casual manner. Questions include:

- What brought you here today?
- Legal name and preferred name?
- Gender/Sexual orientation?
- Contact information
- Housing status?  
(Luke explains what stable housing means).
- Do you receive social services?
- Are you on probation?
- Are you a ward of the court? (foster youth).
- Do you have medical insurance?

As he goes through the form Luke takes a couple of questions, he elaborates and explains as the youth do not seem familiar with all the bureaucratic terms. One youth isn't sure if he lives in the County or City territory and Luke asks: "Who patrols your street, LAPD or Sheriffs?" The youth knows. Luke asks the youth what they want to achieve. One wants to go back to school, and another wants a job and wants to go back to school. A third youth does not speak up. As the session winds down the PSA counselor appears and sits in the back of the room with a computer so she can see LAUSD transcripts as needed. She speaks quietly with each youth so others cannot hear. The woman in the back of the room, turns out to be the mother of one youth and she meets with the PSA counselor with her son. Youth leave after talking to the counselor.

### P3 From the PSA Counselor's Perspective

City YSC is fortunate to have an experienced and enthusiastic PSA counselor. Rona is experienced with LAUSD, and knowledgeable of educational alternatives in the community. She grew up in the neighborhood and has a BA in Psychology and a Master's Degree in Counseling. She has been at the Center for almost five years, and you can see she is committed to the Center and feels like part of the team there. As she describes the process she goes through with clients and how it links to P3, a complex process emerges.

According to Rona young people come in from many sources. They come in through the P3 information sessions, walk-ins off the street, referrals from PSA Counselors in local high schools, others are referred by the truancy diversion program in LAUSD.

When setting an appointment she tries to get a parent to come in with the youth, which works out about half the time according to Rona. Once a young person is in her office she follows the following process.

First, she looks at the young person's educational history. She can see LAUSD records from her computer. If they have attended elsewhere, she works with the youth to get a transcript. She quickly assesses how much progress they have made toward a high school diploma. Next, she finds out if they have an "IEP" Individual Education Plan, which indicates if they have special needs.

With this background in hand she explores with the youth why they are looking for an alternative to the regular LAUSD high school. Many students are there because they want to enroll in WIOA and find work. She notes that about half the time if they are out-of-school they will be able to enroll in WIOA.

After the discussion Rona makes a referral that she thinks will best fit the student. She considers many variables. In her view charter schools can't usually handle students with an IEP, so she will look for placements within LAUSD. Many students want to obtain a diploma as quickly as possible and she knows that LAUSD continuation schools now require students to complete the A-H (college prep) curriculum requirements. Many of her clients want to obtain a diploma as quickly as possible and want to avoid these requirements, so she looks for alternatives where the student can just complete the minimum state requirements. Similarly, she believes students need a fairly high level of reading achievement to work independently as continuation schools require. If the youth lacks the required reading skills she will refer them to a more structured setting, like the charter school on site. Finally, she will present the students a couple options and make a formal referral. Rona notes that she tries to refer to LAUSD first but she ultimately must do what is best for the youth.

Typically Rona only meets with clients twice. Rona does not do a mental health assessment as part of the process. In the past a local non-profit used to do a "psycho-social assessment" of each client and she viewed that as a worthwhile activity. Now they refer clients to this non-profit if she suspects there may be mental health issues. Rona is familiar with the CalJobs system and does enter case notes in it. Looking back over the first year of P3 Rona believes "it hasn't made much difference". "I still make the same referrals". One aspect of the new system she particularly disliked is that she is required to meet with potential P3 clients who already have a high school diploma; "That is a waste of time..." in her view.

### Who Got Served

Using data from the CalJobs system we were able to profile the basic characteristics of clients who were served by City YSC in year one of P3. We have to acknowledge that even here only a subset of youth were actually entered into the CalJobs system. CalJobs shows a total of 347 youth served, including both WIOA and non-WIOA. We know this number does not include all non-WIOA youth who received referrals or got educational assessments.

Over 40% of the youth enrolled in P3 were not enrolled in WIOA this is above the city average of 27%. Indicating that this site was more conscientious, than average, in enrolling non-WIOA youth in the CalJobs system.

Compared to other YSCs City YSC served larger proportions of some target groups. For example, City YSC served 19 foster and former foster youth, combined they account for 5.5% of all clients. This compares quite favorably to the City wide average of 6 current foster youth and former foster, or 3.0% of clients on average. Similarly, City YSC served substantially higher proportions of former offenders 9.8% of all clients compared to an average of 2.9%. This may well be because the center has a probation classroom and probation officer on site. Conversely, homeless youth were 8.9% of all clients compared to an average of 10.6%. Finally, no runaway youth were recorded. But still these target populations made up a small proportion of all youth served.

The small proportion of target youth served may be due in part to simply not recruiting and enrolling many of these youth. But, it may also be that many youth who are in the target population simply did not identify themselves, or if they were enrolled in the WIOA program were not classified as foster or former offender, because they did have the required paperwork. Table 6 also shows that the clients of City YSC were overwhelmingly Hispanic 94.7% with the balance being Asian and Black.

*Table 8: City YouthSource Center Description of Youth Served in Year 1 of P3 Compared to City Wide Averages*

<b>Youth Enrollment Type, Special Populations and Demographics<sup>1</sup></b>	<b>City Center</b>		<b>System Average</b>	
<b>Enrollment</b>	Count	%	Count	%
Total Enrolled at Site and Percent of System Enrollment	347		215	
WIOA	205	59.1%	156	72.6%
Non-WIOA	142	40.9%	59	27.4%
<b>Target Populations</b>				
Foster <sup>1</sup>	19	5.5%	6	3.0%
Homeless	31	8.9%	17	10.6%
Runaway	0	0.0%	0	0.2%
Offender	34	9.8%	6	2.9%
<b>Ethnicity</b>				
White	2	.58%	34	15.7%
Black	12	3.5%	43	27.3%
Asian	4	1.2%	3	5.1%
Hispanic	323	94.7%	134	62.2%
<b>Gender</b>				
Male	176	50.7%	101	46.9%
Female	169	48.7%	114	52.9%
<sup>1</sup> Includes those currently and previously in the foster care system.				

Education status is a key indicator of disconnection. The data in CalJobs reveals that WIOA and non-WIOA youth have very different education profiles. Over 77% of WIOA enrolled youth were out-of-school. But only 36.6% were secondary dropouts and 41.0% were high school graduates not enrolled in post-secondary education. Conversely, 66.4% of non-WIOA youth were out of school, but 51.7% of them were secondary dropouts and only 14.7% were secondary graduates not in post-secondary education. Only 17.6% of WIOA youth were currently in secondary school compared to 28.7% of non-WIOA youth. Why these two groups are so different is unclear to us. It is especially surprising that secondary dropouts were less likely to enroll in WIOA when they are a target population. It may be that it is harder to get high school dropouts to persist through the enrollment process. Or perhaps once they are returned to school they are not interested in further services.

*Table 9. City Center Educational Status, WIOA versus Non-WIOA*

Educational Status	WIOA		Non-WIOA	
	Count	% within YSC	Count	% within YSC
In-School Secondary or Less	36	17.6%	41	28.7%
In-School Alternative School	7	3.4%	1	0.7%
In-School Post-Secondary	2	1.0%	5	3.5%
Not In-School Secondary Dropout	75	36.6%	74	51.7%
Not In-School, H.S. Grad or Equivalent	84	41.0%	21	14.7%
Not In-School; Not Within Age for Compulsory Attendance	1	0.5%	1	0.7%

### Services Provided WIOA and Non-WIOA Youth

In theory whenever a client, WIOA enrolled or not, received a service it was recorded in the CalJobs data base. In practice we know not all activities and referrals are recorded. Also these data are a snap shot of activities delivered in Year 1 of the program. Many participants included here will receive additional activities as they continue to be enrolled. In analyzing the activity data recorded we found, not surprisingly, that WIOA enrolled clients received many more services, an average of 7.2 then Non-WIOA clients, average 1.9. At City YSC WIOA clients got more services than average (5.9) and non-WIOA clients received fewer service than average (2.7).



*Table 10. Average Number of Activities Performed by Code Level, WIOA and Non-WIOA compared to System Average*

Activity Performed by Code Level	WIOA		Non-WIOA	
	City Center	System Average	City Center	System Average
400 Level	7.2	5.9	1.6	2.2
100-300 Level	N/A	N/A	0.3	0.5
<b>Total Average Activities Performed</b>	<b>7.2</b>	<b>5.9</b>	<b>1.9</b>	<b>2.7</b>

Table 9 below shows all the individual services recorded for WIOA and non-WIOA youth, during the program year, ranked by the percent of WIOA youth receiving the service. In interpreting this data it is important to note, that many of these youth are still enrolled and may receive additional services in the future, so these data are a snapshot in time. Another factor affecting how services are delivered is that contractors were directed by the city that they could exit non-WIOA clients after they got three services which typically are an assessment, service plan and a referral.

As the table indicates 100% of both groups got an initial assessment. From that point the groups diverge, 100% of WIOA youth received a service strategy or plan, all most three-quarters got Career Exploration, over two-thirds got support for transportation, over 40% got pre-employment service, and one third got paid work experience and another 20% got a paid internship indicating that over half the WIOA youth got some form of paid employment, a highly valued service by most youth. Almost 30% got Occupational Skills Training, from an approved provider and 28.9% got Incentives or Bonuses which are "...payment for recognition and achievement directly tied to training activities and work experience." As the table indicates smaller groups of clients received a variety of other services. It appears from these data that referrals were mostly not recorded as only a handful of referrals are reported for WIOA enrolled clients, when from our field work we know that many more referrals were made.

Non-WIOA enrolled P3 clients received fewer services, after the initial assessment, about 37% got a service plan or strategy. The only other service recorded, for more than one client, was enrollment in alternative education about 16%. We know from field work that this is a serious undercount of services provided to non-WIOA youth. Many youth were referred to other programs, some in the YSC, but the referral and the services were never recorded.

*Table 11. City Center Activity Codes, WIOA versus Non-WIOA*

Activity, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count	%	Count	%
Objective Assessment	412	226	100.0%	143	100.0%
Develop Service Strategies (IEP/ISS/EDP)	413	228	100.0%	52	36.6%
Career Exploration	434	147	74.6%	0	0.0%
Support Service: Transportation Assistance	481	132	67.0%	0	0.0%
Pre-Employment Training/Work Maturity	401	84	42.6%	0	0.0%
Work Experience (Paid)	425	70	35.5%	0	0.0%
Youth Occupational Skills Training (Statewide Youth Provider List)	430	59	29.9%	0	0.0%
Support Service: Incentives / Bonuses	484	57	28.9%	0	0.0%
Internship (Paid)	427	41	20.8%	0	0.0%
Career Awareness	433	34	17.3%	0	0.0%
Supportive Service: Transportation	F12	33	16.8%	0	0.0%
Career Counseling/Planning	435	29	14.7%	0	0.0%
Enrolled in Alternative Secondary Education	415	27	13.7%	23	16.2%
Comprehensive Guidance and Counseling	417	26	13.2%	0	0.0%
Financial Literacy Education	407	25	12.7%	0	0.0%
Supportive Service: Tools/Clothing	487	22	11.2%	0	0.0%
Supportive Service: Educational Testing	490	16	8.1%	0	0.0%
Enrolled in Secondary School	429	14	7.1%	0	0.0%
Leadership Development Services	410	13	6.6%	0	0.0%
Enrolled Post-Secondary Education	421	13	6.6%	0	0.0%
Support Service: Other	485	11	5.6%	0	0.0%
Support Service: Counseling	486	11	5.6%	0	0.0%
Enrolled in Pre-Apprenticeship	431	10	5.1%	0	0.0%
Post-Secondary Transition Services	436	8	4.1%	0	0.0%
Career Development and Further Education Planning	F06	7	3.6%	1	0.7%
Tracking Progress on the Job	F03	6	3.0%	0	0.0%
Tutoring, Study Skills Training and Instruction	406	5	2.5%	0	0.0%
Adult Mentoring	411	5	2.5%	0	0.0%
Supportive Service: Housing Assistance	488	5	2.5%	0	0.0%
Supportive Service: Needs-Related Payments	491	5	2.5%	0	0.0%
Supportive Service: Post-Secondary Academic Materials	493	5	2.5%	0	0.0%
Supportive Service: Incentives/Bonus	F19	4	2.0%	0	0.0%
Supportive Service: Incentives/Bonus	F19	4	2.0%	0	0.0%
Youth Summer Employment	400	3	1.5%	0	0.0%
Basic Skills Training	414	3	1.5%	0	0.0%
Occupational Skills Training (Approved ETPL Provider)	416	3	1.5%	0	0.0%

Activity, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count	%	Count	%
Adult Education (GED)	418	3	1.5%	0	0.0%
Occupational Skills Training (non-WIOA Funds)	438	3	1.5%	0	0.0%
Supportive Service: Purchase Work-Related Uniform/Attire	F13	3	1.5%	0	0.0%
Incentive Payment	419	2	1.0%	0	0.0%
Support Service: Temporary Shelter	483	2	1.0%	0	0.0%
Referral to Community Resources	F01	2	1.0%	1	0.7%
Assistance Securing Better Paying Job	F05	2	1.0%	1	0.7%
Supportive Service: Linkages to Community Services	492	1	0.5%	1	0.7%
Assistance with Work-Related Problems	F07	1	0.5%	0	0.0%

### Regional Meeting

A major component of the P3 innovation is the regional meeting where YSC staff from all YSCs in the region can meet with partner agencies, including city and county agencies, related non-profits and any other group concerned about disconnected youth. For most of the first year the City supported the meetings by providing professional facilitators, either consultants or city staff, who brought a variety of strategies to promote networking and trust building among the partners. Most meetings we attended were effective and well run, but some for various reasons were not. In the text box below we describe one regional meeting which to us seemed typical. Many staff point to regional meeting as a key improvement that has been made under the P3 model.

#### *Text Box 2. Regional Meeting Textbox*

This regional meeting for City YouthSource Center service area was held at Park YouthSource Center, a few miles from City YouthSource Center in a medium sized conference room.

Thirteen individuals attend the meeting (roughly average for this region). The attendees include four caseworkers (one from City YouthSource Center and three from Park YouthSource Center, the host), the P3 program managers for Park YSC and City YSC, one EWDD representative, one Department of Children and Family Service (Youth Development Services program) representative, two Los Angeles Unified School District staff (Pupil Services and Attendance Counselors), and a Transition Age Youth (TAY) navigator from the Department of Mental Health. Finally, there are two individuals from the Los Angeles Metropolitan Transportation Authority, who were attending on a one-time basis to present on their Immediate Need Transportation Program and Reduced Fare program. Attendees sign in on a

sign-in sheet located on a table near the entrance (which was also stocked with meeting agendas, promotional materials and bottles of water).

### **Introductions**

Like all regional meetings, the meeting begins with self-introductions of the attendees who announce their name and agency. Today's meeting is facilitated by a cheerful and energetic PSA counselor who has facilitated numerous previous meetings. She begins by thanking everyone for attending past meetings, and expresses appreciation for the networking that has occurred so far, but states that it was time to move beyond networking and to begin formalizing the processes that would, "actually allow us to start working together for these youth".

### **Program Information**

An EWDD staff member was scheduled to speak next about the "Universal Referral Form" – a paper form designed by the city and P3 partners to facilitate referring youth between partner agencies. However, the facilitator announced that she had just received word that this individual was unable to make it to the meeting. In lieu of the presentation, she passed out copies of the form and asked the attendees for their feedback. The form was not well-received – some expressed that they already had such a form in place, others said they would rather relay the referral information electronically, and some felt that the nature of the questions were invasive or inappropriate.

### **The "Spotlight"**

Next came the "spotlight" – a component of nearly all regional meetings-- which consists of guest speakers raising awareness of programs that may be of interest to LAP3 partners. Meetings will sometimes have one or two spotlight presenters, and if a program is city wide, the speakers will give their presentations at all regional meetings. Past presenters have included representatives from Los Angeles DMH (Department of Mental Health), Los Angeles DPSS (Department of Public Social Services), The Village Family Services (a Los Angeles Homeless Service Authority Coordinated Entry Service Lead), among others. The presentation today is made by representatives from the Los Angeles Metropolitan Transportation Authority (LA METRO) to highlight their Immediate Need Transportation Program and Reduced Fare program. Using a power point presentation, the presenter reads the slides to the audience. When asked questions by the audience, the presenter requests that they be deferred to the end. When finished with the presentation, the speaker passes out pamphlets on the program. While the information may have been helpful, the audience appeared to be irritated with the abrupt nature of the presenter. On a whole, there has been

significant variation in the quality of the presentations made at the regional meetings. And while some “spotlights” are presented well – such as one on low-cost dental screenings – their relevance to LAP3 is questionable.

### **Round Table**

The next item on the agenda was the “Serve the Youth Round Table” – a Multi-disciplinary team (MDT) exercise designed to identify solutions to the problems of specific youth. In these discussions, participants are asked to identify a youth that has a particular difficulty accessing services. These cases generally involve youth with multiple factors complicating their case, such as past or current involvement in the justice system or foster care system, and/or a history of homelessness, drug-abuse, mental health issues or other disabilities. In lieu of the standard MDT exercise however, a youth (along with her case manager) was brought in to discuss her experiences. She was in her early 20’s, talkative and articulate. At quite some length, she spoke about the difficulty she had transitioning out of the foster youth system. She spoke about her frustration with the slew of caseworkers that she had to deal with, the lack of co-case management, and the difficulties she had obtaining housing. She felt that she had not been adequately supported upon her exit from the foster youth system. After she spoke, partners from around the room voiced their experiences dealing with foster youth, and the barriers faced when working on similar cases. This led to a larger conversation that identified some system wide deficiencies that impede services for youth in similar situations.

### **Networking**

Because of the length of the foster youth discussion, the next item on the agenda – “Network/Gather Resources” – was cut short. Instead of the typical networking activity – generally just a discussion with those sitting nearby – the facilitator simply asked participants if they had any announcements or information they would like to share regarding upcoming events; no announcements were made. The last agenda item was – “Meeting Evaluation” – the facilitator asked participants for their reflections on the day’s meeting. Particular praise revolved around the youth who was brought in to share her experiences with the foster care system, and many felt that bringing in similar youth to share their personal stories should be repeated in the future. Finally, scheduling for the next month’s meeting was discussed and the meeting was dismissed. Some individual conversations lingered afterword, and gradually the room emptied.

## Reflecting Back on the First Year of P3

In an exit interview with Luke, we asked him to assess how year one of P3 went from his perspective. His quick response is: “for the most part it ran well.” As we talked, a more nuanced perspective emerged. He remains committed to the P3 concept and sees P3 as “innovative” and “long overdue.”

Luke thought that over the course of the year they tweaked the system, as noted before, to improve the process and move youth efficiently into the program.

He seems frustrated that the vision for P3 was not fully realized. He believed that still having the standard WIOA contract meant that they could not really focus on non-WIOA youth and had to keep contract goals in the forefront. He noted “to be honest it’s still a numbers game, we’re bound by the contract.” “Everything is so measure driven, not holistic.”

He noted he had an on-going problem of getting youth who attended an information session back in for an educational assessment. He also noted that many youth, especially non-WIOA youth had many needs he could not meet. He said “it’s almost humanly impossible to provide wrap around services, they just need too much help.” He noted the housing issue particularly. He reported that they only referred a handful of youth to shelters and that even that was “tough because often there were no beds available.”

Luke said that he had little knowledge about outcomes for non-WIOA youth because they “let the system soft-exit the kids.” Meaning that after 90 days with no services recorded in CalJobs youth are automatically exited from the program.

Looking to the future, Luke is hopeful that the new contract will allow him to focus more on non-WIOA youth. He is hopeful that collaboration within the system will continue to build. He seems particularly enthusiastic about the new Youth Ambassadors (disconnected youth who have been hired to do outreach and recruitment for P3), and what they can contribute to the program.

## Valley YouthSource Center: A work in progress

### Site Description

Valley YouthSource Center (YSC), is one of three city funded centers operated by its parent organization Future of America (FOA) (not actual name) – a large non-profit agency with over 1,500 employees. It is located on a busy street on the outskirts of the San Fernando Valley, in a predominantly low income, Hispanic neighborhood. Because their main facility is undergoing an extensive remodel, Valley YSC rented a temporary facility close to their original location.

The small single-story brick building – a former medical office built in the 1970's – is a mere 3,500 square feet, and comprises of two buildings, a larger portion with offices, and separate free-standing structure in the back consisting of a single large room. There is one small parking lot in the front, with room for just over a dozen cars, and a larger parking lot in the back. The main structure looks and feels like a former medical office, with a sparsely decorated waiting area in the front with chairs and a few computers for youth to use while waiting, along with a generally unattended receptionist desk. In the center of the building is an atrium, which is circled by seven narrow rooms (former exam rooms) and three offices. While the atrium provides the building with an interesting focal point and a lot of natural light, the facility has a distinctly clinical feel. In the back is a detached structure consisting of a large single room with chairs and tables. According to staff, they expect to be in this temporary facility for well over a year.

### Agency

The center is owned and operated by its parent organization, Future of America, and is funded through public and private sources, with WIOA dollars being the largest single source of funding for the YouthSource Center. The YouthSource Center provides services to support high school graduation, postsecondary enrollment, and provide career preparation. It is also partnered with Los Angeles Unified School District and charter schools to operate afterschool and supplemental educational tutoring services. The Center also has an in-house mental health counselor who provides one-on-one and family therapy two days a week.

### History

The organization to which Valley Center belongs – Future of America – has roots in the Kennedy administration and the formation of the President's Committee on Youth Delinquency and Juvenile Crime. After the program ended in the mid-sixties, the former program director of the committee, created a new organization as a national anti-poverty program based on a community action approach, in which local organizations could operate federally funded programs with community input. Future of America also became active in researching youth and education policy, and created youth policy related newsletters and training programs.

After incorporating as a nonprofit in 1983, FOA's shifted to national planning and community development consulting. In the 1990's FOA began creating service centers – with its Valley center being its first service hub in the Los Angeles area. Services included early childhood education (Even Start and preschool services), parenting services, college preparation, and computer technology (the Family Technology Project, a Neighborhood Network Center, and dozens of Public Computer Centers). Other resources included a Full Service Community School program that unified multiple community services at each school, as well as physical education and nutrition services.

FOA worked with families to provide financial literacy, case management and support with basic needs, as well as job training in high demand fields such as Health Careers. FOA also provided education and employment services, such as summer youth employment, tutoring, and career preparation. In 2003 and 2005, they opened two middle schools, first in the Valley with a Charter School, and then in the Central City with a different Charter School. In 2010, FOA opened an LA City funded FamilySource center in the Central City as well. FOA currently operates a \$41 million budget and employs more than 1,200 staff. FOA now serves more than 100,000 youth and adults annually at a total of 125 program sites throughout high need Los Angeles neighborhoods.

### Initial Views of P3

To gain an understanding of staff's initial views, we conducted interviews with several key staff, including the center director, program director, senior case manager, and two case managers, and visited the center on several occasions. Overall, it seems that the Valley center had a good understanding of the goals and potential benefits of P3. Specifically, they noted benefits of providing initial assessment and connection to resources for all youth. The center understands the general goals of P3 and its overall purpose, but some ambiguity existed at the beginning regarding the waivers, resources, and process.

The Center staff created a process based on the process designed and materials provided by the City. However, there was some uncertainty about how some of the tasks would be accomplished given their current workload. It was unclear who was supposed to do the additional case work, data entry, etc. for non-WIOA clients. Also, although they understood that the program would benefit youth by creating partnerships across agencies, how the partnerships were to be built was unclear. The city did not seem to create these partnerships and there was still limited communication or commitment to collaboration by partner agencies. Further, the partners also have limited resources and are often unable to provide services to referred Youth. This is especially an issue with housing services, as local shelters have a waiting list.

Despite these challenges, the Center is extremely committed to serving youth anyway they can, even without resources.

### Initial Process and How it Evolved

Valley center staff used a modified version of the P3 process design. Initially, the process was confusing to the staff, who felt that the added tasks – particularly the intake and orientation process, and the increased data burden – detracted from their ability to provide services to the youth. As time progressed, they were able to integrate them more into the process, and shifted from being a disruption to “a new way of doing things”. In the figures below we show the process at the beginning of the year, in summer 2016, and then how it was at the end of year one in June 2017.



In general, the center was highly compliant in implementing P3. Here we will describe the steps in the process and how it changed over the course of the year.

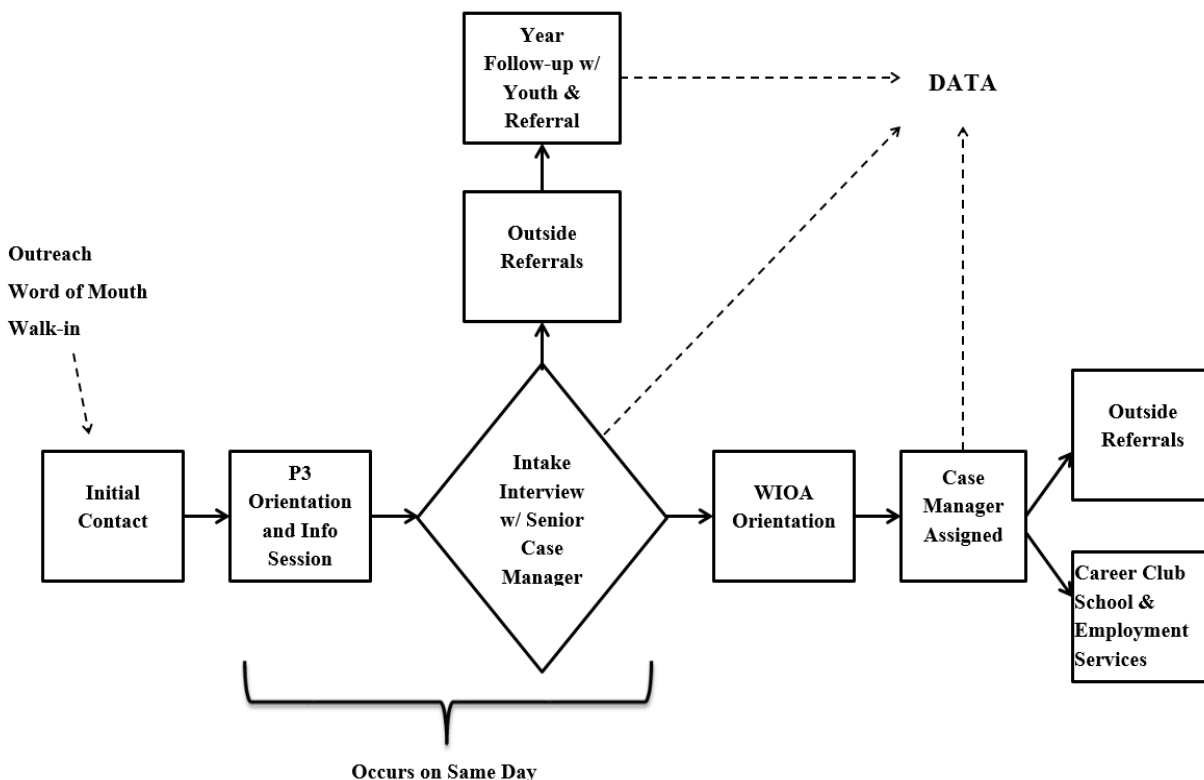
*Figure 5. P3 Process Initially and at the end of the Year*

Step	Initial Process	Process at Year End
<b>Outreach and Recruitment</b>	Walk ins. Referrals from schools. Word-of-mouth in community. PSA counselor mails a list of LAUSD students who are behind in credits.	No significant change in recruitment efforts. The Center staff notes that it is getting more and more difficult to find disconnected youth. Although partnerships should help identify disconnected youth by engaging in reciprocal referrals, this is not happening. The most significant change was the addition of a paid youth ambassador to raise awareness of the center's services.
<b>Information Sessions</b>	Held twice a week on Tuesday and Thursdays. Information sessions include information about all programs provided by the center and their eligibility requirements. Youth complete a basic P3 information sheet in session. PSA counselor does not administer mental health assessment, and staff express uneasiness about administering the assessment due to the nature of the questions, especially questions related to youth's sexual orientation.	Staff hold information sessions with walk-ins so that they do not run the risk of the Youth not returning during the scheduled sessions and in order to meet the immediate needs of Youth. Scheduled information sessions were frequently cancelled due to lack of youth attendance.
<b>Immediate Triage</b>	The Senior Case Manager or PSA counselor talks personally with each youth to see if they have immediate needs such as being homeless or in some type of crisis. If there is an immediate need a referral is made.	No change, but sometimes have difficulty getting Youth to open up right away. They tailor their questions based on the Youth and information provided in the application.

Step	Initial Process	Process at Year End
<b>Meeting with PSA Counselor</b>	After P3 orientation (which covers services of center and those provided by partners), youth fill out application before having the mental assessment interview. The PSA counselor is supposed to see youth immediately after information session. In some cases the senior case manager or program manager perform a mental health assessments, they use the instrument designed for P3 as a guideline.	Senior Case Manager and PSA counselor do most of the interviews, but the Program Manger fills in occasionally. They do not follow the assessment designed for P3 perfectly. The interview includes some of the private questions, but also focuses on asking Youth openly about their needs. They tailor the assessment based on the application; staff dig deeper into any possible issues and have Youth elaborate when needed to get information about home life, previous trauma, etc. They also focus more on identifying how Youths feel about themselves to gauge their self-esteem, which leads to mental health-related follow-up questions.
<b>Youth Referred to Case Workers</b>	After information session, WIOA eligible Youth are assigned to a case worker. The senior case manager handles all non-WIOA Youth. He follows up with them to see if they have received referral services	The case manager continues to follow-up with non-WIOA P3 Youth after they are referred. However, since the case management is not as intensive with non-WIOA P3 Youth. There are no incentives for youth to stay involved or to get them to come back, so they often do not return, even though this may be in the Youth's best interest.
<b>Initial Meeting with Case Workers</b>	For those that are WIOA eligible, the case manager works with youth to determine their goals and impediments to these goals. If interested, the youth will start WIOA enrollment. Non-WIOA eligible youth meet with the senior case manager immediately after the orientation session and are given a referral (if applicable), and if needed, they are seen by the PSA counselor.	No change.

Step	Initial Process	Process at Year End
<b>Clients entered into CalJobs</b>	Once WIOA eligibility is established, clients are entered into CalJobs database. Non-WIOA clients are also entered but their funding status is marked as P3 funded.	No change. However, several Youth are already enrolled in CalJobs and have cases open with other providers. These are not entered in to system. Though these Youth are referred back to their original case managers, the YSC still tries to meet their immediate needs and provide services.
<b>Program Services</b>	<p>WIOA clients receive a variety of program services and on-going case management.</p> <p>Most clients will get in this order:</p> <ul style="list-style-type: none"> <li>• Academic Assessment</li> <li>• Innersight Workshop</li> <li>• Financial Literacy and Work readiness training</li> <li>• Placement in paid internship</li> </ul> <p>Non-WIOA P3 are not served after initial referral, but may be eligible for programs that are not WIOA funded. Non-WIOA P3 services is primarily assessment and if relevant, referral.</p>	<p>In addition to referring non-WIOA P3 to partner services, the Center also works one-on-one with youth to help with resumes, send relevant job postings, and help them complete job applications online. Non-WIOA Youth are also invited to attend workshops at the YSC. The case manager also follows up with non-WIOA Youth to make sure needs are being met after initial referral. However, some Youth cannot get services (e.g., waiting period for housing close-by), and following through with Youth over the age of 18 is challenging, as the law requires that all information come from the youth - the YSC is not able to get information on whether youth followed through on referrals to mental health, housing, etc. from the service provider.</p>
<b>Client Exited</b>	When a service plan is complete WIOA clients, are followed up for outcomes and then are formally exited by a case manager. Non-WIOA client are not followed up and will be exited from CalJobs automatically after 90 days of no service.	No change.

Figure 6. Process Map of Current P3 Process



### Information/Orientation Session

As part of the P3 program design, YSCs are expected to hold Information Sessions twice a week. At Valley YSC these sessions are scheduled regularly on Tuesday and Thursday, but were subject to cancellation if attendance was insufficient. If youth happen to walk in or new youth are at the center for another event, staff encouraged them to attend. However, staff often held information sessions with walk-ins immediately so that they do not run the risk of the Youth not returning during the scheduled sessions and in order to meet the immediate needs of Youth. The Senior Case Manager or Program Directors led the sessions, and then either they or the PSA Counselor met privately and briefly with each youth after the session to see if they have any immediate needs, such as being homeless or in crisis. Due to the frequent cancellation of the sessions, we were unable to observe an information session despite eight visits.

### Who Got Served

The table below shows the P3 enrollments at Valley Center by WIOA status, special population and demographics compared to the system wide averages. As the table illustrates, total enrollments for Valley were slightly above average, with 228 enrollments compared to an average of 215. Of these 228 enrollments, a somewhat greater than average proportion were non-WIOA, comprising 34.2% of the clients served (compared to an average of 27.4% across the system), suggesting that Valley Center may have been more active in reaching clients that were not previously eligible for services.

When compared to system wide averages, Valley Center served lower proportions of foster, homeless, runaway and offender youth. For example, Valley Center served nearly half the average proportion of foster youth, with 1.8% of clients compared to the average of 3.0%. Homeless youth were served in particularly low proportions, consisting of only 0.9% compared to the system average of 10.6%. And while none of Valley's clients were designated as runaway youth, the system recorded very few runaway clients (0.2%), most of which were encountered by only a few centers.

The center also served less than half the proportion of offender youth than average, comprising 1.3% of their clients compared to the average of 2.9%, however the number of offender youth were not evenly distributed across the system, with a few centers seeing significantly higher than average proportions of offender youth.

The table also illustrates that Valley Center serves about the average proportion of males and females, with a significantly higher proportion of Hispanic clients (82.0% versus the system average of 62.2%) and a far smaller proportion of Black clients (2.6% of youth versus an average of 27.3%), likely reflecting the demographics of the surrounding area.

Though the small proportion of target youth served may be due in part to insufficient outreach to these groups, it may also reflect the quality of the relationships the center has with organizations and agencies that refer youth from these target groups, such as foster care agencies and those that provide services to homeless youth. It may also reflect a youth's unwillingness to self-identify, or the lack of documentation or incentive for a case worker to identify a youth as belonging to one of the target populations.

*Table 12. Valley YouthSource Center Description of Youth Served in Year 1 of P3 Compared to City Wide Averages*

Youth Enrollment Type, Special Populations and Demographics <sup>1</sup>	Valley Center		Average Per Center	
	Count	%	Count	%
<b>Total Enrolled at Site And System Average</b>	228		215	
WIOA	150	65.8%	156	72.6%
Non-WIOA	78	34.2%	59	27.4%
<b>Target Populations</b>				
Foster <sup>1</sup>	4	1.8%	6	3.0%
Homeless	2	0.9%	17	10.6%
Runaway	0	0.0%	0	0.2%
Offender	3	1.3%	6	2.9%
<b>Ethnicity</b>				
White	32	14.0%	34	15.7%
Black	6	2.6%	43	27.3%

Asian	1	0.4%	3	5.1%
Hispanic	187	82.0%	134	62.2%
<b>Gender</b>				
Male	101	44.3%	101	46.9%
Female	127	55.7%	114	52.9%
<sup>1</sup> Includes those current currently and previously in the foster care system.				

Similar to other sites, the CalJobs data revealed differences in education profiles for WIOA and non-WIOA youth. While a significant majority (69.4%) of WIOA enrolled youth were out-of-school, the vast majority (91.1%) of non-WIOA youth reported being out of school. Nearly 55% percent of WIOA youth were secondary dropouts, compared to almost 81% for Non-WIOA youth. Roughly similar proportions of WIOA and Non-WIOA youth were secondary school graduates (12.7% versus 10.3%). Of those in school, a far greater proportion of WIOA youth were enrolled in secondary school compared to non-WIOA youth (29.3% versus 7.7%). Enrollment in post-secondary education was very low for both WIOA and non-WIOA groups, comprising only .7% and 1.3%, respectively. While the causes of these differences is somewhat unclear, the larger proportion of out of school non-WIOA youth may stem from differences in recruitment, since WIOA youth are recruited heavily from secondary schools (comprising about 30% of WIOA enrollees).

*Table 13. Education State for WIOA and Non-WIOA*

Educational Status	WIOA		Non-WIOA	
	Count	% within YSC	Count	% within YSC
In-School Secondary or Less	44	29.3%	6	7.7%
In-School Alternative School	1	0.7%	0	0.0%
In-School Post-Secondary	1	0.7%	1	1.3%
Not In-School Secondary Dropout	82	54.7%	63	80.8%
Not In-School, H.S. Grad or Equivalent	19	12.7%	8	10.3%
Not In-School; Not Within Age for Compulsory Attendance	3	2.0%	0	0.0%

### Services Provided WIOA and Non-WIOA Youth

Part of the innovation of LAP3 is the extension of services to youth that were previously ineligible to receive services. Before LAP3, services were contingent upon WIOA eligibility as federal funding was only offered to individuals eligible under the Workforce Innovation and Opportunity Act. While loosely defined, YouthSource Centers were issued a directive that required for a minimum of the services to be delivered for individuals not eligible to receive WIOA funded activities. The table below compares the average number of services for Valley Center compared to the system averages for WIOA and non-WIOA youth. While activities for WIOA youth are only recorded in CalJobs in the 400 level category (see below), activities for

non-WIOA youth are recorded either in the 100-300 level codes, or in the 400 level category, and occasionally, both. Average activities for WIOA youth at Valley Center were somewhat higher than the system average, with 6.5 activities performed compared to 5.9. Total activities for non-WIOA youth at Valley Center reflected the system average at 2.8 activities compared to 2.7 for the system as a whole.

*Table 14. Average Activities for WIOA and Non-WIOA*

Activity Performed by Code Level	WIOA		Non-WIOA	
	Valley Center	System Average <sup>1</sup>	Valley Center	System Average
400 Level	6.5	5.9	2.7	2.2
100-300 Level	N/A	N/A	0.1	0.5
Total Average Activities Performed	6.5	5.9	2.8	2.7

The table below shows specific services recorded for WIOA and non-WIOA youth at Valley Center in a one year period, ranked by the percent of WIOA youth receiving the service. As seen below, virtually all individuals, regardless of WIOA status, received an objective assessment and a service strategy. After this point, 59% of non-WIOA enrollees were “enrolled in alternative secondary education” not surprising given the large percent of this group who were high school dropouts. Few other services were received by the non-WIOA clients. Not surprisingly, federal funding allows for a greater number of services for WIOA youth, resulting in five activities performed for at least half of all enrollees, and nine activities received by at least a quarter of youth, along with a host of other activities provided for a small number of enrollees. Apart from the objective assessment and service strategy received by virtually all WIOA participants, activity codes such as pre-employment training/work maturity, tutoring/study skills training, career exploration and internships (paid) occurred with the highest frequency, at 65.3%, 64%, 58% and 47.3% respectively.

*Table 15. Valley Center Activities Performed, WIOA compared to Non-WIOA*

Activity, by WIOA Frequency	Code	WIOA		Non-WIOA	
		Count	%	Count	%
Objective Assessment	412	151	100.0%	78	100.0%
Develop Service Strategies (IEP/ISS/EDP)	413	149	99.3%	75	96.2%
Pre-Employment Training/Work Maturity	401	98	65.3%	1	1.3%
Tutoring, Study Skills Training and Instruction	406	96	64.0%	0	0.0%
Career Exploration	434	87	58.0%	0	0.0%
Internship (Paid)	427	71	47.3%	0	0.0%
Career Counseling/Planning	435	63	42.0%	0	0.0%
Support Service: Transportation Assistance	481	52	34.7%	0	0.0%

Case Management	420	37	24.7%	0	0.0%
Enrolled Post-Secondary Education	421	30	20.0%	0	0.0%
Enrolled in Alternative Secondary Education	415	24	16.0%	46	59.0%
Supportive Service: Utilities	489	23	15.3%	0	0.0%
Support Service: Other	485	15	10.0%	0	0.0%
Support Service: Incentives / Bonuses	484	14	9.3%	0	0.0%
Financial Literacy Education	407	9	6.0%	0	0.0%
Supportive Service: Post-Secondary Academic Materials	493	9	6.0%	0	0.0%
Supportive Service: Tools/Clothing	487	8	5.3%	0	0.0%
Supportive Service: Transportation	F12	8	5.3%	0	0.0%
Enrolled in Pre-Apprenticeship	431	6	4.0%	0	0.0%
Work Experience (Paid)	425	3	2.0%	0	0.0%
Post-Secondary Transition Services	436	3	2.0%	0	0.0%
Supportive Service: Educational Testing	490	3	2.0%	0	0.0%
Youth Summer Employment	400	2	1.3%	0	0.0%
Adult Education (GED)	418	2	1.3%	0	0.0%
Career Awareness	433	2	1.3%	0	0.0%
Supportive Service: Purchase Work-Related Uniform/Attire	F13	2	1.3%	0	0.0%
Incentive Payment	419	1	0.7%	0	0.0%
Enrolled in Secondary School	429	1	0.7%	5	6.4%
Occupational Skills Training (non-WIOA Funds)	438	1	0.7%	0	0.0%
Supportive Service: Incentives/Bonus	F19	1	0.7%	0	0.0%
Other Youth Services	402	0	0.0%	2	2.6%
Adult Mentoring	411	0	0.0%	2	2.6%
Occupational Skills Training (Approved ETPL Provider)	416	0	0.0%	2	2.6%
Tracking Progress on the Job	F03	0	0.0%	1	1.3%

## Regional Meeting

A major component of the P3 innovation is regional meeting where YSC staff from all YSCs in the region can meet with partner agencies, including city and county agencies, related non-profits and any other group concerned about disconnected youth. For most of the first year the City supported the meetings by providing professional facilitators, either consultants or city staff, who brought a variety of strategies to promote networking and trust building among the partners. Most meetings we attended were effective and well run, but some for various reasons were not. In the text box below we describe one regional meeting. Many staff point to regional meeting as a key improvement that has been made under the P3 model.



### *Text Box 3. Regional Meeting Textbox*

Though not the usual meeting location, today's regional meeting was hosted by the Coalition for Youth Empowerment – a nearby partner agency that offers employment and workforce development services for adults. By the entrance of the large room was a table with a sign-in sheet, handouts, along with boxes of pastries and coffee. This meeting was attended by seventeen individuals (slightly above average for meetings held in this region), with three of those attendees arriving after the meeting had begun. Attendees of the meeting included representatives from Valley Center, the Employment and Workforce Development Department, the Department of Children and Family Services (Youth Development Services program), Los Angeles Unified School District staff (Pupil Services and Attendance Counselors), a Transition Age Youth (TAY) navigator from the Department of Mental Health, a representative from a LGBTQ advocacy group (focused specifically on Hispanic LGBTQ youth), an individual from a large LGBTQ non-profit, as well as two individuals who later gave a presentation on behalf of their organization, The Coalition For A Better Tomorrow.

#### **“Introductions”**

The meeting was facilitated once again by Maria – a warm and energetic individual who has facilitated many of the meetings across the various regions. She began by thanking the group for their attendance and for their, “continued dedication to the mission of LAP3”. She then prompted the group to begin the process of self-introductions common to all regional meetings, where attendees go around the room and announce their name and agency. Maria then informed that because of an activity she had planned for the day, the meeting would consist of only one presentation (most, but not all meetings, feature two presentations). She then asked the group if anyone had news or updates they'd like to share, after which she called up the individual who was to give the presentation on behalf of the Coalition for A Better Tomorrow.

#### **“The Spotlight”**

This meeting's presentation – referred to as “the spotlight” on all regional meeting agendas – took a format common to most of the presentations given at the regional meetings, consisting of a 15-20 minute power point slide presentation followed by a brief Q&A session. In the presentation, the representative of the Coalition for a Better Tomorrow – a direct service provider that offers a variety of youth focused programs – described the history of the agency, its objectives and the programs it offers. Afterwards, a few questions were fielded by the presenter, and the facilitator directed the group towards the next item on the agenda, a “speed networking” activity.

### **“Speed Networking”**

The activity that followed was a “speed networking” exercise. The facilitator explained that she had decided to conduct the exercise in response to some criticism she had received from some attendees regarding the lack of networking opportunities at the meetings. While meetings have time allotted at the end for informal networking, it is unstructured and contingent on the willingness of the participants to engage with one another.

During these 15 minutes, some attendees actively walk around the room to hand out cards and introduce themselves, others might choose to engage their immediate neighbor or to utilize the time to check emails on their phone or devices. As a response, the facilitator decided to hold a structured networking activity, and given the size of the group and the time constraints, she felt that a “speed networking” activity would be most efficient. The tables were then formed into a U-shape configuration, and chairs were placed on both sides. Half of the attendees were instructed to remain seated, while the other half were instructed to move down one chair after two minutes had passed. A form was provided to help the participants organize the information collected during the exercise.

Initially, the process generated quite a bit of confusion and frustration. In the two minutes allotted, the participants scrambled to fill their form as quickly as possible, not allowing time for meaningful connections to be made. While the participants improved in their ability to utilize the two minutes, many appeared frustrated and annoyed by the exercise.

After concluding the exercise, the facilitator asked the group for feedback on the exercise, and though some liked the idea, the consensus was that more time was needed. Since time had run out for a formal close of the meeting, the facilitator apologized for the frustration that the exercise had caused, thanked the group for participating, and dismissed the meeting.

### **Reflecting Back on the First Year of P3**

In order to get insight on lessons learned, ongoing challenges, and recommendations, we conducted exit interviews with the Center Director, Program Director, Senior Case Manager, and the PSA Counselor. Below we outline key findings based on the data we collected. Based on our discussion with Valley Center’s staff, the main issues included the following:

#### *Limited support to help non-WIOA P3 Youth*

All three staff agreed that the goal of P3 is to connect non-WIOA youth to services, there also needs to be funding and more support for non-WIOA Youth. They believed they needed

resources for support services, such as bus tokens and interview attire, for all youth. Support Services are shared with all individuals in the information session but then some youth find out they do not qualify. Further, there should be resources spent incentivizing non-WIOA Youth to maintain a relationship with the Center, as currently maintaining connection with non-WIOA P3 youth is more challenging than with WIOA youth. Since the case management is not as intensive with non-WIOA P3 Youth and there are no incentives for youth to stay involved, additional funding is needed to hire qualified staff to help manage non-WIOA P3 youth and build partnerships. Although the Center received a youth ambassador which was helpful, there was not enough money to hire the caliber of person needed with job-related skills that can help youth.

#### *Lack of support linking the center to potential partners*

This site thinks the city should have brought in partners. Apart from inviting partners to regional meetings, the city has yet to make connections between the P3 sites and supporting partners. The city should have facilitated introductions between the P3 case managers and their specific counterparts at partner sites. They think there are still problems sharing data with partners. Further, the city has not yet supported the extra work assumed by the center (e.g., data entry, outreach to partners, etc.).

One suggestion was that regional collaboration could do a better job with cross referral and cross case management. In the regional meetings, new partners are always coming to the meetings, so the meetings just end up being a re-sharing of information rather than building the bond needs for reciprocal referral. Although partnerships should help identify disconnected youth by engaging in reciprocal referrals, this is not happening. For example, if housing is an immediate need and a youth is referred to shelter, once that youth gets to the point where employment or education services are needed, the shelter should refer the youth back to the center.

#### *Limited availability of local partners*

The Center is sometimes unable to meet the immediate housing needs of Youth. Some Youth cannot get services; for example, there is still a waiting period for housing close-by, and even then, it is temporary. LA Family housing and the local shelter have a waitlist, so they must send youth to the downtown shelter. This is very far for youth (it could easily take well over 2 hours on public transit) and some youth have never left the Valley in all their lives – asking them to go Downtown is scary and leaves them feeling discouraged. Despite these challenges, the Center is extremely committed to serving youth anyway they can, even without resources.

#### *Lack of partner engagement in P3*

*Data Entry:* Partners were included in CalJobs training, but that has not impacted their behavior. LAUSD is the only partner that enters data; the Center does not recall even one instance of another partner entering data. The Center notes that the process for entering data could be simplified.

*Reciprocal Referrals:* Although partnerships should help identify disconnected youth by engaging in reciprocal referrals, this is not happening. For example, if housing is an immediate need and a youth is referred to shelter, once that youth gets to the point where employment or education services are needed, the shelter should refer the youth back to the center.

*Mental Health:* Following through on mental health is a challenge with youth over 18 because of HIPPA, which requires that all information come from youth. The YSC is not able to get information on whether youth followed through on referrals to mental health, housing, etc. from the service provider, and must only rely on youth instead, who are sometimes non-responsive.

### *City Support of Program*

To fully support P3, outcomes for non-WIOA Youth should be counted towards performance indicators. The Center wants to track youth for P3 and whether they enrolled in school, graduated, got jobs, etc., but this data does not count towards performance indicators – only WIOA data counts. Overall, the performance outcomes on which each Center is evaluated do not capture the effort that Centers put toward supporting P3.

### *Experiences with Non-WIOA Youth*

Sixty percent of P3 youth do not qualify for WIOA, and some Youth start the process but become discouraged because they cannot have access to all services and receive the help they need (e.g., enrolled in college and need job, but cannot get all employment services). The center helps non-WIOA P3 youth in every way they can and refers many youth to partner services. Following-up with youth as part of the LAP3 Initiative has been beneficial, because referrals do not always work out. Most youth do not qualify for WIOA and come to the center for help with school or education. The Center staff spoke with heart-felt emotion about how incredible it was to see non-WIOA P3 participants graduate. They felt that the youth would not have gotten into the school program without P3. Another benefit of P3 is that the youth are actively participating in workshops available. Having more youth participate in workshops has improved the workshops by making them more dynamic.

Additionally, there are 5% of youth that are undocumented, so they do not qualify for WIOA. Although the workshops are helpful, they need much more help, and there is a need for more connections with partners that help non-documented youth (e.g., legal help, employment).

### *Difficulty in serving Foster Youth*

Recruiting foster youth is an ongoing challenge because high schools cannot tell the YSC which kids are foster youth. The YSC has tried to reach out to foster youth by meeting with school counselors at many schools (they listed between 6 and 7 schools), but have yet to receive one single referral from them. They also have made presentations to the DCFS but have not received referrals from them either.

There needs to be more awareness across the city so that foster youth are referred to services. One recommendation is to have a Foster Youth only event with local youth services to help build trust and meet the specific needs of Foster Youth.

## **Palm Center: The Simplest System Works Best**

### **The Site**

The PALM Center YSC is located on the busy intersection of two major avenues and near a metro station. The center is located on the 10th floor of an office building. The building is surrounded by coffee shops and restaurants and is easy to identify. At first, the building feels like a corporate business center and an unusual place to house a youth center.

The center has an interesting set up with three separate entrances. The front entrance takes you to the reception where a friendly receptionist or staff member will greet you and ask if you need any help or assistance. When a youth walks into the center, the receptionist is the first person that they encounter. This area is quite comfortable with office chairs and a fair sized boardroom table. The wall behind the boardroom table has few announcements, career planning info, and student contest posters. The cubicles of the data entry staff are located far behind the reception desk.

In our visits we did not see any youth in the reception area. We did meet quite a few youth in the student lounge area. The student lounge is located on the far right corner of the center and has its own door. In the student lounge we observed some youth who were chatting with each other or a staff member, reading books or walking around the lounge area. The lounge is cozy with a few couches and three study tables. The student area is equipped with two classrooms and fresh water. The wall of one of the classrooms was decorated with educational posters, workshop, and other announcements. Outside the classroom, the receptionist proudly showed us the wall with pictures of some of their talented youth. One youth told us that she finds the center welcoming and the location easily accessible, despite its high floor and corporate feel.

The hallway to the far left of the main entrance door has a computer lab with around 20 computers. This is a large room with windows in the back. When a youth walks in for the first time they are usually taken to this room for orientation where they are introduced to the YSC and the services provided. On one visit we ran into one of the instructors who was delighted to welcome us and told us about the center history and the youth they have helped and assisted.

The center director's office is located close to the student lounge and reception area. The offices of the P3 program director, LAUSD- Pupil Services and Attendance (PSA) counselor, and the case coordinators are located on the far left of the reception area. The offices are large and spacious with a breath-taking view of some nearby iconic historic buildings.

## The Palm Organization

PALM is a non-sectarian program which is part of a larger religious organization and is a non-profit corporation with a mission to serve those in need, regardless of their race, ethnicity, gender, or religious belief. They have multiple locations around the city, and the Center operates many different programs and has multiple funding sources, including partnerships with non-profit and for profit companies with youth employment programs. Programs include:

- WIA Youth Program/P3
- Summer work programs
- A comprehensive range of employment services for at-risk youth, such as workforce preparation, classroom training, mentoring, occupational training, job placement, work based learning, and paid internships.
- 

## History

PALM has operated federally funded job training programs since 1965 and each year serves over 2,000 less-privileged youth with job training, educational and career services. It has funding from a variety of source. An additional 1,500 young people receive referral and job placement assistance through an extensive network of employers and community organizations.

PALM has partnerships with many firms such as Bank of America, FedEx, and the Automobile Club of Southern California. They also have partnerships with many local educational and community organizations. These community organizations provide an array of youth services including classrooms and lecture halls, thus enabling PALM to leverage public funds with private resources.

In addition, PALM collaborates with workforce training and educational organizations such as Los Angeles Trade Tech College, Los Angeles Unified School District (LAUSD), Bresee Foundation, Covenant House, Marriott Foundation, and the University of Southern California. These partnerships allow PALM to share information and resources to promote a comprehensive youth delivery system.

## Initial view of P3

When we interviewed staff at the beginning of the program year all of our interviewees highlighted the fact that they perceived P3 to be nothing but additional paperwork and bureaucracy. They reported that they lacked in-depth information of P3 and its benefits. They felt unprepared as most of them only attended the P3 launch workshop. Most staff held the opinion that they are already doing what P3 asks them to do: referring youth and working with various partners/agencies. They see P3 as an additional two pages of paperwork that they have to complete for each youth and then enter that data into the CalJobs system, a task for which they were not adequately prepared. They mentioned that they are asked to do more

work without any additional resources. In addition, they pointed out that it is too early for them to give details about P3 benefits.

### **P3 Process Map and How It Evolved**

As we noted before, P3 at PALM Center is seen as nothing but additional paperwork. A youth walks in to the center, meets a case coordinator, is given an orientation, and then taken to the PSA counselor and asked about their high school or other academic standing. The PSA counselor or the case coordinator at this point asks for the additional two pages of questions related to P3. Most of these questions are seen as repetitive and an unnecessary addition to something they were already doing before. Once this process is finished, the youth is provided the needed services: referred for mental health, housing, or enrolled in school, etc.

PALM has a LAUSD PSA counselor on site who sits along with other case coordinators. In our interviews with the program and center director we learned that PALM has provided services, especially work experience, academic and housing related services to their youth for over 50 years. They take pride in their PSA counselor and other case managers and seem fully engaged in training and work place assistance programs. For instance, they have collaborations with Homeboy Industries, Los Angeles Trade Tech College, Los Angeles Unified School District (LAUSD), Bresee Foundation, Covenant House, Marriott Foundation, and the University of Southern California. They see these programs as vital in helping young people prepare for America's future workforce.

Other services the center provides to whoever needs them:

- Housing services: Staff proudly told us the story of a teenage youth he found sleeping in his car or crashing at friend's couches. The center has helped this youth and many others find safe housing services
- Training for work readiness, job interviewing, etc.
- Their website has many useful resources for both youth and the businesses interested in partnering with them.

As with most YSCs the P3 process evolved over the course of the first year, although here we could identify only one substantial change in the process, which deals with how the intake form is completed. In figure 7 below we describe the process at the beginning of the year and how it changed over the course of the year.

*Figure 7. Initial Process and Process at the End of the Year*

<b>Step</b>	<b>Initial Process</b>	<b>Process at Year End</b>
<b>Outreach and Recruitment</b>	Walk ins. Referrals from schools. On-site recruitment at schools.	No change



<b>Step</b>	<b>Initial Process</b>	<b>Process at Year End</b>
	Word-of-mouth in community.	
<b>Information Sessions</b>	Held twice a week Tuesdays and Thursdays. A staff member explains all the programs at the center and their eligibility requirements with a set of PowerPoint slides. Youth complete a basic P3 information sheet in-session with assistance from YSC staff or the PSA counselor.	No change
<b>Meeting with PSA Counselor</b>	PSA counselor will see youth immediately after information session. They fill out their forms with the youth. The PSA counselor may offer immediate assistance if the youth expresses need.	Since some questions are seen as duplicates of the P3 questionnaire, the PSA counselor transfers over some information from the P3 questionnaire to their forms.
<b>Document collection</b>	Youth must turn in forms of identification for WIOA with questionnaire. If the youth has copies of some documents but not all, they are asked to turn them in when they have all documents.	No change
<b>Initial Meeting with Case Workers</b>	Case manager uncovers youth's goals and determines which program they may be eligible for. If youth is interested an eligible counselor will start WIOA enrollment. If not WIOA eligible, they see if the youth fits into any of the other	No change



Step	Initial Process	Process at Year End
	programs the Center offers. If they need services outside of the Center, they help connect the youth to them.	
<b>Clients entered into CalJobs</b>	Data entry person enters youth into system, though may not be immediate.	No change
<b>Program Services</b>	<p>The Center offers services in the following areas:</p> <ul style="list-style-type: none"> <li>• Job training programs</li> <li>• HS diploma and GED assistance</li> <li>• Paid internship opportunities</li> <li>• InnerSight</li> <li>• Job placement assistance</li> <li>• Resume/cover letter/job application/interview workshops</li> </ul>	No change

We were able to observe a typical intake session which is described in the Text box below.

*Box 4: Intake Session at Palm YSC*

When youth come in for an information session at this YouthSource Center, they are directed to wait in the youth lounge, a room with comfortable couches, magazines, and a table for studying. A staff member sits behind a desk at the front of the lounge to check-in youth. PALM holds information sessions twice a week on Tuesday and Thursday afternoons, provided youth are in attendance, and for this session, there are two youth, a young man and a young woman, both appear to be in their late teens. The staff member walks them out into the hallway to the computer lab. The computer lab is a long, narrow room with rows of two computers on each side, all facing a projection screen toward the front of the room.

This session is led by the program director, with the PSA counselor at the front with him. The program director introduces himself and gives a brief explanation of why they are at the information session before starting the PowerPoint presentation. He introduces the center and gives their mission statement, emphasizing their goal to help youth looking for employment. He explains the WIOA program and its purpose and goes over the eligibility requirements. He says the YouthSource Center offers internships and assistance with finding work. The program director highlights the incentives they provide, if the youth completes a program, they can receive a \$25 gift card for things like Starbucks or iTunes. The two youth in attendance appear interested in this. He explains other programs and training that the Center provides that are not part of WIOA, for example customer service training at a community college and an internship program in partnership with a retail store.

Next, the program director gives an overview of InnerSight, calling it an “online inventory to identify what you like and what kinds of careers would be good for you.” At this point, he asks the two youth in the session what they are interested in for potential jobs and their careers. One says she wants to be a veterinary technician; the other youth says he wants to work in business or marketing. The program director then explains his own experience with InnerSight, citing how it suggested a career for him that he had not considered before.

After this, the presentation is coming to an end so the PSA counselor introduces herself and explains her role. She says that each of the youth will meet with her. The program director asks if they have any questions, which they do not. He then explains that they do not have to fill out the application for WIOA to determine eligibility, but he tells them that they will need their birth certificate, a form of identification, and their Social Security card when they apply.

At this point, they hand out the P3 questionnaire, and the PSA counselor and the program director each helps a youth to fill it out. Afterwards, the PSA counselor transfers some answers from the P3 questionnaire to her PSA counselor forms.

When she meets with the male youth, he expresses the need for health insurance. She says that she has fliers for him and gives him her business card. She asks the youth when he is coming back and explains to him what he needs to bring. The male youth says that he has his ID and his birth certificate with him, and the program director takes them to make copies for him. However, he does not have his Social Security card, so the PSA counselor asks him if he would come to her office for information on health insurance and how to get a copy of his Social Security card.

At her office, she explains to the youth what he needs to do to get a copy of his Social Security card and details how to get there by bus. She tells him to keep the copies of his forms of identification with his WIOA application and to turn it all in at the same time. Once he does, he will have a meeting with the program director. She then explains to him how to apply for medical insurance. He says that he had previously tried but was told that he had to be 19 years old to do that without a parent. The PSA counselor then explains other options like free clinics and free services at the clinic across the street from the YouthSource Center. She then asks the youth to tell him which option he is choosing before he leaves.

### Who Got Served in Year 1

The table below shows who got served and recorded in the CalJobs system in year one at PALM YouthSource Center compared to the overall system. With 380 total enrolled youth at PALM, this center is above the city-wide average of 215. Over 40% of the youth in P3 were not enrolled in WIOA, well above the city-wide average of 27.4%, showing that PALM was more active in enrolling non-WIOA youth compared to other YSCs.

Generally, enrollment for target populations of P3 fell short of the overall average. PALM did not record any youth currently in foster care or any runaway youth. Homeless youth at 5.8% was below the average of 10.6%, and youth previously in foster care at 0.5% is below the average of 1.5%. Offenders at 1.3% is below the average of 2.9%. The data could indicate that enrolling target populations for P3 may not have been a priority for PALM. However, it is possible that youth may not have self-identified under these statuses, consequentially affecting the data recorded in CalJobs.

Regarding ethnicity of P3 youth, three-quarters of those served are Hispanic. In terms of gender, PALM served slightly more female youth (52.4%) than male participants.

*Table 16. PALM YouthSource Center Youth Characteristics, WIOA and Non-WIOA*

Youth Enrollment Type, Special Populations and Demographics <sup>1</sup>	PALM YouthSource PALM Center		Average Per YouthSource Center	
	N	Percent	N	Percent
Enrollment				
Total Enrolled	380		215	
WIOA	223	58.7%	156	72.6%
Non-WIOA	157	41.3%	59	27.4%
Target Populations				
In Foster care	0	0.0%	3	1.5%

Previously in Fostercare	2	0.5%	3	1.5%
Homeless	22	5.8%	17	10.6%
Runaway	0	0.0%	0	0.2%
Offender	5	1.3%	6	2.9%
Ethnicity				
White	20	8.6%	34	15.7%
Black	15	6.5%	43	27.3%
Asian	25	10.8%	3	5.1%
Hispanic	172	74.1%	134	62.2%
Gender				
Male	176	47.6%	101	47.0%
Female	194	52.4%	114	53.0%

The table below shows the education status of WIOA and non-WIOA youth served at PALM YSC. Overall the data show PALM did target out-of-school youth, but most of those had completed high school. Approximately 80% of WIOA enrollees were out of school, but most of them (70.9%) had completed secondary school, only 7.6% were high school dropouts. Conversely, only 18% of non-WIOA P3 youth were out of school; 54.14% of non-WIOA youth were in school, secondary or less, and 17.2% were in post-secondary school. Of the WIOA youth that were in school, most were in secondary school or less at 19.7%.

*Table 17. Palm YouthSource Center Participants by Education Statues and Enrollment*

Educational Status	WIOA		Non-WIOA	
	Count	% within YSC	Count	% within YSC
In-School Secondary or Less	44	19.7%	85	54.1%
In-School Alternative School	2	0.9%	17	10.8%
In-School Post-Secondary	1	0.4%	27	17.2%
Not In-School Secondary Dropout	17	7.6%	8	5.1%
Not In-School, H.S. Grad or Equivalent	158	70.9%	20	12.7%
Not In-School; Not Within Age for Compulsory Attendance	1	0.4%	0	0.0%

The tables below indicate the number of activities WIOA and non-WIOA youth received from PALM Center compared to the system average and the activity counts arranged by frequency, respectively. The total average activities performed for WIOA were higher than the system averages (7.9 compared to 5.9), and only slightly higher for non-WIOA (3 compared to. 2.7). It

should be noted that 100-300 level activity codes were allowable for describing activities for non-WIOA youth, and PALM did not use any.

Additionally, all non-WIOA youth received the same three activities: the objective assessment, a service plan, and comprehensive guidance and counseling, which is defined as:

*“A Youth participant was provided activities leading to secondary school diploma attainment, or its equivalent; preparation for post-secondary and training opportunities; strong linkages between academic instruction and occupational education that lead to the attainment of recognized post-secondary credentials; preparation for unsubsidized employment opportunities; and effective connections to employers, including small employers, in in-demand industry sectors and occupations within the Youth's local and regional labor markets”.*

This definition also includes, drug and alcohol abuse counseling, mental health counseling, and referral to partner programs as appropriate. If referring a Youth to necessary counseling that cannot be provided by the local Youth program or its service providers, the local youth program must coordinate with the organization it refers to, in order to ensure continuity of service. The code appears to be interpreted as a “catch-all” to describe a number of activities including a referral. Since 100% of non-WIOA participants received this activity, it is possible this code may have been used to soft-exit the non-WIOA participants after three activities.

Most WIOA participants received these four activities: objective assessment, a service plan, basic skills training, and pre-employment training/work maturity. Almost half, 47%, of WIOA youth received paid internships and 24% received paid work experience, possibly from PALM’s other programs, including one in partnership with a retail store.

*Table 18. Average Number of Activities Performed by Code Level at PALM Center, WIOA and Non-WIOA compared to System Average*

Activity Performed by Code Level	WIOA		Non-WIOA	
	PALM Center	System Average <sup>1</sup>	PALM Center	System Average
400 Level	7.9	5.9	3	2.2
100-300 Level	N/A	N/A	0	0.5
Total Average Activities Performed	7.9	5.9	3	2.7

*Table 19. PALM YouthSource Center Activity Codes, WIOA versus Non-WIOA*

Activity, by WIOA Frequency	Activity Code	WIOA		Non-WIOA	
		Count	%	Count	%
Pre-Employment Training/Work Maturity	401	176	99%	0	0%
Develop Service Strategies (IEP/ISS/EDP)	413	176	99%	160	100%
Objective Assessment	412	175	98%	160	100%
Basic Skills Training	414	175	98%	0	0%
Objective Assessment	412	86	48%	0	0%
Develop Service Strategies (IEP/ISS/EDP)	413	85	48%	0	0%
Internship (Paid)	427	83	47%	0	0%
Pre-Employment Training/Work Maturity	401	80	45%	0	0%
Basic Skills Training	414	67	38%	0	0%
Support Service: Transportation Assistance	481	54	30%	0	0%
Occupational Skills Training (Approved ETPL Provider)	416	46	26%	0	0%
Support Service: Transportation Assistance	481	43	24%	0	0%
Support Service: Incentives / Bonuses	484	43	24%	0	0%
Work Experience (Paid)	425	43	24%	0	0%
Supportive Service: Tools/Clothing	487	23	13%	0	0%
Youth Occupational Skills Training (Statewide Youth Provider List)	430	21	12%	0	0%
Adult Education (GED)	418	14	8%	0	0%
Support Service: Child/Dependent Care	480	4	2%	0	0%
Internship (Paid)	427	2	1%	0	0%
Supportive Service: Educational Testing	490	2	1%	0	0%
Work Experience (Paid)	425	1	1%	0	0%

Activity, by WIOA Frequency	Activity Code	WIOA		Non-WIOA	
		Count	%	Count	%
Support Service: Other	485	1	1%	0	0%
Youth Summer Employment	400	1	1%	0	0%
Support Service: Other	485	1	1%	0	0%
Tutoring	F09	1	1%	0	0%
Comprehensive Guidance and Counseling	417	0	0%	160	100%

### Regional Meetings

Managers and staff at PALM YSC saw the regional meeting as the most valuable innovation to come out of P3. Through meeting they thought they had made additional connections that improved their program. In the following text box we describe in detail a regional meeting in which PALM's staff participated.

#### *Box 5. Regional Meeting*

The regional meeting for PALM's service area is at another YouthSource Center's location. This YouthSource Center has hosted regional meetings before; PALM has not hosted any meetings, citing issues with space since the regional meetings require large rooms to accommodate all the attendees. The space at today's meeting is arranged like a classroom, with tables lined up to face the front where a small projection screen is set up in front of a dry erase board. This meeting has around 20 attendees, which is a few more than usual because some of the attendees, who do not usually attend, work at the meeting's location. PALM was represented by a case manager and the site's PSA counselor. Pastries and coffee were laid out at the door along with the sign-in sheet, copies of the agenda, and various fliers for events and programs.

The meeting is led by a case manager from the host YouthSource Center along with an EWDD employee and a PSA counselor, and it is the second meeting the case manager has lead. The meeting begins like all others for the region with attendees stating their name and agency for introductions. Sometimes this is accompanied with something extra like giving a reason for attending, but introductions are kept simple. A recap of the previous meeting comes at the end of the introductions, with the PSA counselor pointing out that both presenters from the previous meeting are attending. There is also some discussion of the LAP3 strategic plan, which was discussed in the previous meeting, and this

sparks a short conversation over the definition of “disconnected youth”. The case manager who brought it up believes that the “disconnected youth” population is larger than most people believe and focus of the strategic plan should be more inclusive.

The meeting moves on to “P3 Quick Reports”. This segment was introduced a couple of meetings prior to give an opportunity for meeting attendees to present information and make announcements regarding the four P3 Focus Areas: education, employment, mental health and well-being, and housing. “It’s an opportunity to bring information, to make participants more aware of local impacts and needs, and have key agencies provide relevant data,” explains the leading PSA counselor. For education, she explains that all PSA counselors are designated to fill out a form for homeless youth, so they can take the high school equivalency and proficiency tests for free. For employment, the case managers of the attending YouthSource Centers explain the programs their centers offer, including CalWorks and WIOA. Because of the timing of this meeting, this causes a discussion of the WIOA bidding process and the prospect of a new group of YouthSource centers. Regarding mental health and well-being, the TAY (mental health) navigator who usually attends could not make it to the meeting so another TAY navigator, who has been to this region’s meeting before, has come in his place, explains that some previously closed service area drop-in centers are open now. There is no news regarding housing presented, only a reminder of the Youth Coordinated Entry System (Youth CES) for placing youth into housing.

Next, there is a presentation for software and a mobile app that is being developed to help case managers. The presenter describes her company’s software, its functionality, and what it could mean for case managers. She explains that the hosting center is engaged in a pilot program with her company and asks for those interested to contact her. She answers many questions from attendees, who seem generally skeptical of another app for disconnected youth (“There are so many apps out there, maybe too many.”) but still hopeful that the app could help them if done correctly. The case managers are especially concerned about information security, citing pressure put on them to safeguard their clients’ private information. The presentation and subsequent questions last about 30 minutes, double the time allotted.

The next activity is a case study identified as “Co-Case Managing/Case Conferencing”. At previous meetings, this type of activity involved a case manager presenting the description of a young person they encountered so the group can help troubleshoot the youth’s needs. According to the meeting’s



agenda, this provides “a real-time learning experience about how to collaborate across agencies and identify our existing collaboration barriers.” At today’s meeting, the moderators of the meeting ask if anyone has a case they would like to present, but if no one does, they have a case prepared. No one volunteers a case, so a moderator sticks a poster-sized paper on the white board. On it is a description of a fictional person and his situation with blank boxes surrounding it. The meeting moderators explain that this person has just walked into a YouthSource Center, and the goal of the exercise is to determine possible agencies he is already linked to based on the description.

For the next five minutes, meeting attendees offer up the names of agencies and explain their reasoning, and the PSA counselor fills out the boxes, circling and underlining the parts of the description that had helped them come to their conclusion. However, the activity stalls when an individual asks, “Who is the case carrying person?” She wonders why they would be trying to determine if this person is connected to all these agencies, and if he already has cases with them, who would be the primary case manager. Another attendee answers that since he walked into a YouthSource Center, they should be helping him connect with those agencies instead of worrying about who is in charge of his case. The leading PSA counselor further explains, “It’s part of the collaborative. Agencies are not connected, but that doesn’t mean that we can’t help connect him.” This prompts another question from the same individual: “What’s the secret to getting as many partners committed?” and she cites the fact that certain agencies have never had a representative at the meeting. Several people in the room respond with answers like “It’s this process here” and “We have a resource list now.” The individual, sounding doubtful, says, “Supposedly partners have signed on,” to which people in the room respond, “It’s not going to happen overnight,” “We have to start somewhere,” “Invite people you know to meetings,” and “Work on some type of co-location.” One attendee states that she works in the same office as another agency, so she offers to walk down there if people are having trouble getting ahold of someone in that office.

At this point, the meeting is reaching its end time so the moderators wrap up the activity. They ask if anyone has any other news to share, and a PSA counselor announces they can issue work permits for minors. The meeting concludes with announcing the date for the next meeting and calls for presenters and agencies to host it.

### Reflection on First Year

We asked two program managers to reflect back on the first year of P3. Their immediate response is: “P3 got off to a late start and introduced a four page in-take form that comes on the heels of a system that is already stretched. We were promised an intern and it never came

through.” As the discussion continued, the views became more nuanced and balanced, but the skepticism of the program and its benefits remained.

### Issues with P3 Effectiveness

There was a lot of discussion about how P3 was initially rolled out. The managers believed that the training was not enough, they were not given full information or access to resources, and they were steam rolled into P3. They view P3 as unnecessary paper work that is nothing but useless bureaucracy. One staff member said, “I want to spend my time helping youth and not filling out this two-page paper work that leads to nothing. We have always been integrating and providing client oriented services. I don’t see the value of P3 as of now. It is too soon for me to say anything”. They know P3 is about integration of services, but the interviewees mentioned that they have been doing this for years. It’s interesting to note that these managers do not see the presence of the PSA counselor, which they highly value, as part of P3, probably because the counselor arrived before P3’s launch.

They are quick to note that P3 brought additional requirements and work but no additional funding. But they do acknowledge that the P3 focus on “building connectivity is good”. They remarked that there were many problems with counting the target populations of homeless, ex-offender and youth with mental health issues. They observed that many youth who are marginally housed such as those couch surfing or living in shelters tend not to self-report as homeless. Similarly, they thought that many youth who were on probation or who had been on probation are unwilling to say so on intake paper work. They also thought foster youth do not always identify themselves. They noted that, in County’s LACYJ program (a subsidized work experience program), they have a goal for enrolling foster youth, so they work harder to identify them and get them into the database, but they have no such goal for P3.

The managers reported that they had put every youth who completed the P3 form into the CalJobs database; the higher than average number of non-WIOA P3 youth supports this. But they noted that they did not believe any of their partners had put any data in to the CalJobs database, so that the database under reported the amount of service youth received. In general, they believe: “CalJobs is not user friendly and you get massive resistance from the partners when it comes to using it.” Further, he noted that most of his partners do not attend regional meetings and had not bought into the system, so they do not share case notes. When asked about the mental health assessment and if it was administered regularly, the program director said he never heard of any standardized mental health assessment for P3. In general, though, he believed P3 needed a more in-depth assessment, that youth had “many issues with the law and substance abuse that do not surface now.” He points out that in another program PALM runs, 10 of 22 youth had substance abuse issues.

They also noted they had a logistical problem getting every youth seen by the PSA counselor. PALM does recruitments at various locations and the PSA counselor does not always attend.

Some youth who attend the information session do not return for an educational assessment. Even when youth have an information session at the main site, not all are willing to wait to see the PSA counselor. The program director estimates that, of 20 youth at an information session, 10 may end up enrolled and not all of them see the PSA counselor. In discussing referrals, the managers noted they did not use the standard referral form developed for P3. They said they make most of their referrals “in-house” and hence do not record them in CalJobs.

Interestingly, this center did assign non-WIOA youth to case managers, which is not required by the model. Each case manager has a non-WIOA case load, but they confessed that the case management was unstructured. In general they let the CalJobs system “soft exit” the non-WIOA clients after no activities were reported for the mandated period.

### P3 Successes

Despite their issues with the P3 model, both managers saw some successes for the first year. They agreed that “we are talking more with our partners, the monthly meetings help us to know each other and are useful.” They particularly noted that they developed a stronger partnership with their local FamilySource program. They thought they would have developed even better relationships with the large Departments like DPSS or Mental Health if there had been continuity in who attended the regional meetings from the departments.

### Recommendations

The managers offered a number of ideas for improving the P3 model. The first was to redefine the PSA counselor’s role to make her responsible for getting all youth to complete P3 registration. In addition, they saw the required meeting with the PSA counselor as a bottleneck in the process. They wanted to be able to complete enrollment without the educational assessment.

Second, they suggested providing funding to support case management for non-WIOA youth. This would incent the agency to open activities and record referrals for non-WIOA youth. Next, in their view, the only way to create seamlessness in the system is to co-locate more services within the YSCs. They noted that they had satellite locations at community colleges, and because of that they smooth referrals back and forth with them. Finally, they argued that making CalJobs more user friendly would greatly improve reporting. Summarizing his experience, one manager said: “The simplest system works the best, and P3 is not simple!”

### Final Note

We have to note that at the end of the 16-17 program year the YouthSource Center contracts were rebid, and PALM was not awarded a new contract for this location.

## Edwards Community College YouthSource Center: Where Are the Youth?

### The Site

The Edwards Community College YouthSource Center (YSC) is located in the Administration building on the north end of the Edwards Community College (ECC) campus. The Administration building houses a few of the college's administrative offices (e.g., Financial Aid and Career Center). The building features a lobby with a tall ceiling and a large wall of windows facing south toward the rest of the campus. The lobby has seating and small tables for students belonging to different groups and organizations.

The ECC YouthSource Center, located down the east wing of the building and off of the lobby area, has two main, un-connected, adjacent offices, each with its own entrance. As you enter through the left entrance, there are long tables with computers against the right wall. On a smaller table sit two computers against the rear wall of windows that face the front door to this area. The interior windows provide a view of another smaller office where the outreach coordinator, Natasha, works. The computer area is neat, but flyers and posters hang on the walls and windows. The office of the center director is through a door to the left of this lounge/computer room. The uncluttered office has a north-facing window, and a few scattered recognition plaques hang on the walls. The center's second entrance has a glass door and surrounding floor-to-ceiling windows, on which a small plaque reads "YouthSource Center, 145". Above the plaque is a sign that reads "Edwards Community College YouthSource Center." Inside are four office desks for case managers, chairs along the transparent wall, two smaller offices, and an assortment of flyers on a rack towards the back. This entrance is where youth typically come in for the first time.

The two main offices are often quiet. On each of our visits, we saw and met with YSC staff members. However, we never saw a youth, nor were we able to observe a P3 information or orientation session. When we visited the center, we always entered through the right-hand office, but there is no main reception desk. Instead, as noted above, there are multiple staff members at their own individual desks. Because of this, it is difficult to know whom to approach first upon entering the YSC.

### The ECC YSC Organization

During our tour of the ECC campus on our first visit, Alex, the program director at the time, emphasized that the college and the YSC are intertwined, such that the YSC has access to several campus resources even if youth are not enrolled at the college. Some of these resources include the library, which has tutoring services, the health center, which also includes mental health care services, and a learning resource center. Youth at the YSC who are not students can obtain access to these and other services by being issued an identification number with a letter designating they are not a student. Youth are then assigned a case manager who can facilitate access to these services. Because YSC youth have access to so many campus resources, Alex felt a tour of the campus would be beneficial. He added that being housed in the Administration building is useful because of the proximity to other

offices; YSC staff members can, for example, easily hand off youth to Financial Aid. There are a few different ways that youth hear about the YSC, which include, but are not limited to, staff going out into the community for outreach, referrals from working with partner agencies, principals at surrounding schools reporting youth who have not graduated, and walk-ins. Walk-ins, however, do not constitute a major source of incoming youth. As the only YSC in the region, the services and programs it offers include:

- High school equivalency preparation
- Financial assistance
- Academic counseling and assistance (high school and college)
- College preparation
- Job preparation and paid internships

An on-campus Child Development Center is also available to students, faculty, employees, and the broader community. Despite its proximity though, it is rare for the YSC to leverage the childcare center because according to Alex, most of the youth served by this YSC already have child care available; but this is a good option if youth are students of the college. There is also an on-campus CalWorks Center available to YSC youth in need of public services. During the tour, Alex pointed out the college's nursing program, which is associated with a hospital nearby. This program is considered to be strong and highly competitive; YSC youth often express interest in it. The YSC also partners with the college's extension program to help youth pursue various educational programs. A well-known on-campus cafeteria boasts gourmet food options prepared by the college's culinary arts students.

## History

The community college, that hosts the YSC, a fixture in the area, aims to serve the community's workforce and educational needs. "Folks know to come to here" no matter what they the need. According to Alex, although the area has experienced a lot of population change, people in the surrounding neighborhoods tend to start here when they need services.

The YSC opened approximately five years ago. The college's then president wanted to help serve youth in the community, so he worked to acquire the contract that funds the YSC. The YSC is able to leverage campus services, but there is a different flow of youth relative to other YSCs. This center usually sees college-going youth aged 18-25, whereas community-based agencies reach younger youth. It is not surprising that education is this YSC's main priority, specifically preparing youth for and transitioning them into higher education.

## Initial View of P3

Before delving into this center's initial view of P3, we briefly introduce the individuals with whom we spoke during our first visit. First though, it is important to note a few things that seem out of the ordinary. Aside from the program director, for example, all YSC employees are part-time. We are not familiar with any other YouthSource Centers in which all employees are

part-time. It is possible that without the continuity and consistency of full-time staff, implementing new initiatives and processes becomes even more challenging. Second, around February of 2017, half-way through the program year, a new program director was appointed at this YSC. As we have noted elsewhere in this evaluation report, organizational change is only successful to the extent that leaders are consistent in their messaging and emphasis on the change. Replacing the director midway through the program year may have interrupted the messaging, and as a result, this YSC was not able to implement P3 to its fullest extent. We now introduce the individuals with whom we spoke.

Alex, the program director at the time of our first two visits, works under the college's Department of Economic and Workforce Development; he is an employee of the college, not the city. People in his position at the college usually have a number of programs to manage, like the YSC in this case. It appears that he 'runs a tight ship' and likes to know everything going on at this center.

Veronica is one of the case managers. With a BA in Women's Gender and Sex studies, she is a graduate student and wants to work in a school setting with school-aged youth. She was attracted to this part-time position because she likes to help out-of-school youth. As it turns out, all case managers here are graduate students, some in social work. Veronica is the main point of contact for incoming youth, someone for them to communicate with when they need to do something. Some youth, for example, do not have stable housing, so she links them with outside resources. In general, she makes sure that the youths' goals are set and achieved. Her main goal for the youth is to reach a desirable outcome typically focused on education (e.g., earning a high school diploma or GED, enrolling in college, etc.).

Mark, the center's PSA counselor, has a BA in Psychology, an MSW, and a Child Welfare and Attendance credential. In addition to completing internships at schools and working at a private practice clinic, he has also worked at a group home for at-risk youth and in a boarding care center for adults with mental health issues. At the time of our initial visit, Mark had been the PSA counselor for two months. In that time, he met with students who did not attend an orientation and filled out the P3 intake form with them. With access to the LAUSD system, he can see LAUSD transcripts to help get an idea of where youth are in their education and what their academic goals can be. With this knowledge, he helps youth explore their options and funnels them into the YSC if they are a good fit. Mark had been shadowing a previous counselor, who explained P3 to him. His understanding is that it is a new initiative to broaden services available to youth and capture students who do not meet requirements for WIOA. He had also attended a city-led P3 training for CalJobs.

As mentioned above, a new program director was appointed midway through the program year. After Alex's departure, Elizabeth became the acting program director. She has a background in counseling services and was a case manager at this YSC since 2012. Because of this, she has firsthand experience working with youth and P3.

When we conducted interviews with the program director and other staff members, we learned a lot about their perspectives on P3 and what it means to them. The prevailing view was that the overall intent of the LA P3 Initiative is to serve youth and connect them to different types of services they can leverage. The idea is not a new concept to this YSC since they have been doing something along these lines since the center's inception. What was new, however, was the formalization of the process. This YSC had never put so much thought into formalizing the entire process with the partners, and they had not used such a detailed intake application form. Likewise, the data collection/input process into CalJobs was also new. Prior to P3, case managers did not collect all of the "P3 intake information" if youth were not "fully enrolled". Now, the case managers endeavor to do it right away. Before P3, case managers just referred the non-enrolled youth to outside partners (if there were any) and sent them on their way.

At the time of our initial two visits, the referral process was not yet fully developed. It is safe to say that as of November of 2016 (our first visit), the YSC employees did not really grasp what P3 was and how it was supposed to work. Initial reactions of P3 held by the program director, the PSA counselor, and the lead case manager were generally negative, and they all felt that related communications were either too sparse, uninformative, incomplete, or a combination thereof. They also all agreed that more than anything, P3 seemed to simply mean more work for everyone. Other notable comments by the PSA counselor and case manager were that the YSC did not yet have a well-formulated network of partners outside of the college that could be leveraged by P3 youth and that the P3 application seemed overly intrusive. Because of this, the case manager mentioned that she did not ask P3 youth all of the questions on the P3 intake form.

Because we were unable to observe youth at the center or attend an information session, Veronica walked us through the PowerPoint presentation that is shared with youth. We summarized this information and present it in the text box below.

*Text Box 6: PowerPoint That is Shared with Youth*

**Who Are We? Who Can We Service?**

- Geography: this lists the zip codes served by the YSC (a case manager will determine this by asking questions about where youth live)
- Qualifications
- For undocumented youth: if they have DACA, they are eligible, and case managers can refer them on how to get on it
- WIOA is their source of funding
- Program services: focused on education and transitioning to college

**Drop-In Services**

- Job board in office



- Truancy director
- Off campus resources like partner agencies and occupational centers
- 2-phase program: Provide case management and services up to one year. One year of follow up after that, case manager is not as consistent, and the YSC cannot pay for services the second year, but a case manager will still see them.
- Focus on outcome and placement

#### **Enrollment Process and Next Steps**

- Usually youth already has met with PSA counselor
- CASAS assessment – reading and math
- Intake – documents they need
- Meet counselors – set goals
- Innersight - gives them an idea for their educational plan

### **P3 Process Map and How It Evolved**

After assimilating all of the information we gathered on our site visits, we came to a firm understanding of how the staff executed P3 and how the implementation changed over time. Despite visiting the center several times, however, we did not see a single youth. From what we were able to glean (without opportunities to speak directly with any youth), it is important to note that the process at the beginning of P3 seemed nearly identical to the process at year's end. More specifically, the process at the beginning was straightforward: a youth walked in through the main office on the right and was greeted by one of the center's four case managers. The case manager had a conversation with the youth about how he/she heard about this YouthSource Center, and together, they filled out the P3 intake form. If the case manager or PSA counselor was available, they started the intake process; an appointment was made if the case manager was not available. According to the case managers and PSA counselor, from time to time, it was hard to get youth to return for another visit.

The youth needed several documents for enrollment in WIOA. If the youth was interested in receiving services but not enrolled in WIOA, the P3 referral process was activated. If the youth was not enrolled in WIOA, only a completed P3 application was needed. The case managers and/or the PSA counselor asked probing questions to determine P3 eligibility and whether the youth lives in the city of Los Angeles (or in LA County, but not the city of LA). The center's staff knew the city and county zip codes, and staff members verified where the youth live if they end up transitioning to WIOA enrollment. If the youth were not going to be WIOA enrolled, then staff members would typically not request this type of information. It is also important to note that as part of P3, there was supposed to be an added focus on mental health and mental health assessments. We inquired a few times about whether this center used the P3 mental health assessment. The response we received each time was that no one at this center received any information about the mental health assessment. According to the center's staff members, while there are mental health services on the college campus, the youth have not needed to use them.



*Figure 8. Initial Process and Process at the End of the Year*

<b>Step</b>	<b>Initial Process</b>	<b>Process at Year End</b>
<b>Outreach &amp; Recruitment</b>	<ul style="list-style-type: none"> <li>• Staff go out into the community, but dedicated outreach person does not do outreach. She plans the regional meetings. PSA counselor does outreach.</li> <li>• Referrals from working with partner agencies</li> <li>• Principals at nearby schools report youth who have not graduated</li> <li>• Walk-ins (not a major source)</li> </ul>	No change
<b>Information Sessions</b>	Held once a week. A staff member explains all the programs at the center and their eligibility requirements with a set of PowerPoint slides. Youth complete a basic P3 information sheet with assistance from YSC staff or the PSA counselor.	We are not sure because despite our multiple visits, we did not observe an information session, an orientation, or a youth for that matter.
<b>Meeting with PSA Counselor</b>	PSA counselor will see youth if available during first visit of youth. The PSA counselor may offer immediate assistance if the youth expresses need.	No change
<b>Document collection</b>	Youth must turn in forms of identification for WIOA with questionnaire. If the youth has copies of some documents but not all, they are asked to turn them in when they have all documents. Case managers and/or PSA counselor try to help with this process.	No change
<b>Initial Meeting with Case Managers</b>	Case manager fills out P3 application with youth, tries to uncover youth goals, and determines which program they may be eligible for. If interested and eligible, will start WIOA enrollment. If not WIOA eligible, they see if the youth fits into any of the other programs the Center offers. If	No change

Step	Initial Process	Process at Year End
	they need services outside of the Center, they help connect the youth to them. Referral process though does not seem to be very effective.	
<b>Clients Entered into CalJobs</b>	Dedicated data entry person is a case manager and she enters youth into system, though may not be immediate.	Some of her days are filled up with just data entry. She tended to fall behind quite a bit. But, even after a year, she still has questions about what to enter into the system and has trouble resolving some inconsistencies.
<b>Program Services</b>	This YSC offers the following services: <ul style="list-style-type: none"> <li>• High school equivalency preparation</li> <li>• Financial assistance</li> <li>• Academic counseling and assistance (high school and college)</li> <li>• College preparation</li> <li>• Job preparation and paid internships</li> </ul>	No change

### Who Got Served: Analysis of Data for Year 1

Table 19 below shows who got served and recorded in the CalJobs system in year one at ECC YSC compared to the overall system. With 285 total enrolled youth at the ECC YSC, this center is above the city-wide average of 215. Exactly 40% of the P3 youth at this YSC were not enrolled in WIOA, which is quite a bit higher than the city-wide average of 27.4%. Accordingly, this YSC also had a smaller proportion of WIOA youth (60%) relative to other YSCs in the city (72.6%). It is possible that this YSC's focus on education rather than employment may affect this proportion. Youth seeking employment but not education opportunities may be referred to the occupational center in the region instead of enrolled in WIOA. As Elizabeth explained, "[For] some youth, their goal is to find employment, but we're not an employment agency." Overall, relative to city-wide averages, the ECC YSC served more youth and served a higher percentage of non-WIOA youth.

The ECC YSC also served fewer foster youth, than other YSCs in the city. Specifically, the ECC YSC only served five current or previous foster youth, compared to the system average of six. During one of our later visits, we spoke to the center director and two case managers regarding the low number of foster youth served at this YSC. They mentioned that despite help from the PSA counselor in recruiting foster youth, most were out of the area. While a

waiver was granted to address this issue, the challenge was finding transportation for the youth to get to the ECC YSC. Because of this, there were almost no walk-in foster youth. With regard to homeless and runaway youth, this YSC only served two homeless youth and one runaway youth, compared to the system averages of 17 and zero, respectively. The ECC YSC did, however, serve a higher number of youth offenders as the city average of six. In general, the relatively low number of youth from target populations may reflect the impact of being on a college campus, which may seem like a less welcoming environment for youth than a community-based organization.

The youth at this center were far more likely to be Hispanic relative to youth at other centers; other YSCs served a youth population that was substantially more ethnically diverse. This finding is perhaps not surprising because of the location of the ECC YSC – the surrounding areas are largely Hispanic as well. For the most part, youth at the ECC YSC were evenly split by gender, yielding a similar proportion of males and females relative to other YSCs in the city. These data reveal that, by and large, the ECC YSC served fewer WIOA youth who were primarily Hispanic and were generally not members of the special P3 target populations.

*Table 19. Youth Served at ECC YSC in Year 1 of P3 Compared to City-Wide Averages*

<b>Youth Enrollment Type, Special Populations and Demographics<sup>1</sup></b>	<b>ECC</b>		<b>Average Per Center</b>	
	Count	%	Count	%
<b>Enrollment</b>				
<b>Total Enrolled at Site and Percent of System Enrollment</b>	285		215	
WIOA	171	60.0%	156	72.6%
Non-WIOA	114	40.0%	59	27.4%
<b>Target Populations</b>				
Foster <sup>1</sup>	5	1.8%	6	3.0%
Homeless	2	0.7%	17	10.6%
Runaway	1	0.4%	0	0.2%
Offender	8	2.8%	6	2.9%
<b>Ethnicity</b>				
White	17	6.4%	34	15.7%
Black	11	4.1%	43	27.3%
Asian	0	0.0%	3	5.1%
Hispanic	239	89.5%	134	62.2%
<b>Gender</b>				
Male	142	49.8%	101	46.9%
Female	141	49.5%	114	52.9%

<sup>1</sup> Includes those current currently and previously in the foster care system.

The table below shows the education status of Youth served at this YSC with their WIOA/non-WIOA status. This center served a very high proportion of high school dropouts 85.4% of WIOA enrolled youth and 70.2% of non-WIOA youth. Given this center's focus on getting youth back into school, it is not surprising that they enrolled mostly out of school P3 youth.

*Table 20. ECC YouthSource Center Education Status, WIOA versus Non-WIOA*

Educational Status	WIOA		Non-WIOA	
	Count	% within YSC	Count	% within YSC
In-School Secondary or Less	5	2.9%	18	15.8%
In-School Alternative School	9	5.3%	8	7.0%
In-School Post-Secondary	0	0.0%	2	1.8%
Not In-School Secondary Dropout	146	85.4%	80	70.2%
Not In-School, H.S. Grad or Equivalent	9	5.3%	0	0.0%
Not In-School; Not Within Age for Compulsory Attendance	2	1.2%	6	5.3%

The tables below indicates the number of activities WIOA and non-WIOA youth received at ECC YSC compared to the system average and the activity counts arranged by frequency. The total average activities performed for WIOA and non-WIOA youth were slightly higher than the system averages. It should be noted that 100-300 level activity codes were allowable for describing activities for non-WIOA youth, and this center did not use any. Additionally, all non-WIOA youth received the same 3 activities: the objective assessment, a service plan, and leadership development services, which is defined as:

*"A Youth participated in leadership development opportunities that encourages leadership development that may include community service and peer mentoring and tutoring; foster responsibility and other positive social and civic behaviors; organizational and team work training; decision-making training, as appropriate; citizenship training, including life skills training such as parenting and work behavior training; civic engagement activities that promote the quality of life in a community; and other leadership roles that place Youth in leadership roles."*

Since 100% of non-WIOA participants received this broadly-defined activity, it is possible this may be the code for any type of referral or activity so that the non-WIOA youth can be soft-exited after 3 activities.

*Table 21. Edwards YouthSource Center Average Number of Activities Performed by Code Level, YSC WIOA and Non-WIOA compared to System Average*

Activity Performed by Code Level	WIOA		Non-WIOA	
	ECC YSC Average	System Average <sup>1</sup>	ECC YSC Average	System Average
400 Level	6.7	5.9	3	2.2
100-300 Level	N/A	N/A	0	0.5
Total Average Activities Performed	6.7	5.9	3	2.7

<sup>1</sup>Fifty-eight individuals were categorized as both WIOA and Non-WIOA

Aside from the objective assessment and the service plan that nearly all youth received, the next most frequent activity given to ECC YSC WIOA youth was high school equivalency certificate programs, not surprising given that 85.4% of WIOA enrolled were high school dropouts. Again, this is consistent with ECC's focus on education and enrollment of mostly youth who are not attending school or are secondary school dropouts. Many enrollee (21.6%) received paid work experience. This center's preference of offering education over employment services is reflected in the activity code counts for WIOA.

*Table 22. Edwards YouthSource Center Activity Codes Performed, WIOA versus Non-WIOA*

Activity, by WIOA Frequency <sup>1</sup>	Code	WIOA		Non-WIOA	
		Count	%	Count	%
Objective Assessment	412	181	100.0%	114	100.0%
Develop Service Strategies (IEP/ISS/EDP)	413	180	100.0%	114	100.0%
Adult Education (GED)	418	160	93.6%	0	0.0%
Basic Skills Training	414	112	65.5%	0	0.0%
Adult Mentoring	411	90	52.6%	0	0.0%
Career Awareness	433	57	33.3%	0	0.0%
Post-Secondary Transition Services	436	52	30.4%	0	0.0%
Support Service: Incentives / Bonuses	484	49	28.7%	0	0.0%
Incentive Payment	419	43	25.1%	0	0.0%
Tutoring, Study Skills Training and Instruction	406	42	24.6%	0	0.0%
Work Experience (Paid)	425	37	21.6%	0	0.0%
Supportive Service: Educational Testing	490	35	20.5%	0	0.0%
Career Counseling/Planning	435	28	16.4%	0	0.0%
Career Exploration	434	21	12.3%	0	0.0%
Financial Literacy Education	407	21	12.3%	0	0.0%
Case Management	420	15	8.8%	0	0.0%

Activity, by WIOA Frequency <sup>1</sup>	Code	WIOA		Non-WIOA	
		Count	%	Count	%
Support Service: Transportation Assistance	481	15	8.8%	0	0.0%
Leadership Development Services	410	12	7.0%	114	100.0%

In addition to quantitatively and qualitatively tracking the incoming youth, we also sought to take careful note of what activities, events, and workshops were actually going on in the center. Orientations were generally on a walk-in basis, but according to staff members, they did have scheduled orientation sessions three times a week. We tried to schedule nearly all of our visits at a time of a scheduled orientation, but as mentioned above, we were unsuccessful in observing any orientation sessions. Staff also mentioned that they conducted Innersight sessions with youth, but we were not able to observe any of those either. This site also hosted career awareness (33.3% of WIOA youth), financial literacy (12.3% of WIOA youth), and basic skills workshops (65.5% of WIOA youth).

Case managers worked with youth to obtain on-campus internships, involved youth in graduation ceremonies, and took youth on field trips to other college campuses once a semester. We did not observe any of these activities either. ECC YSC staff members used stipends and gas cards to recruit youth to these events, although for Innersight, participation was required for WIOA enrolled participants.

### Regional Meetings

Every month, ECC hosts the regional meeting for their service area, and their outreach coordinator Natasha organizes the meeting, puts together and distributes the agenda, reserves the space, coordinates with parking services on campus, and schedules presentations. From speaking with Elizabeth, it seems that some staff at this center felt they were obligated to host each month, as opposed to other regional meetings where hosting rotated on a volunteer system. Elizabeth said that hosting each month “takes a toll” since it diverts resources away from other functions. For example, Natasha spent her time organizing the meetings instead of doing outreach in the community. In the following textbox we describe in detail a regional meeting in which ECC YSC staff participated.

#### *Text Box 6: Regional Meeting*

The regional meeting for this service area is typically held on the ECC campus since the YouthSource Center hosts it each month. The YSC arranges for free parking on campus for the morning to accommodate those coming from outside the college.

Outside the meeting room is a table with a sign-in sheet, copies of the agenda and other meeting documents, and flyers for various programs and events in the region. Being on a community college campus allows for use of a large conference room where PowerPoint presentations can be shown on three large screens above the speaker at a podium. The meeting usually has around 20-35 attendees, and despite very heavy rain during today's meeting, attendance is still within this range. Most attendees are partners, and at this particular meeting, the only representative from this YSC is their outreach coordinator who typically organizes the meetings. A PSA counselor from outside the YSC is moderating while the outreach coordinator interjects occasionally. The meeting begins with introductions as each person around the room says their name, agency, and what they hope to get out of the meeting. Many attendees say that they are hoping to network and hear about other organizations' services.

The first activity on the agenda is "Regional Resource Mapping". The PSA counselor comments that they are "trying to find out how to expand from networking to actually working together" and will eventually formalize the process. She holds up a document on youth needs in the area, like child care and jobs, and asks the room if there is anything on the needs list for which their agency provides services. Some participants provide ideas, like the occupational center offering job training as a way to fulfill the "jobs" need on the list, but the PSA counselor points out that the need refers to actual employment and not just training. Another person in the room suggests an agency to address the LGBTQ services need on the list, and the PSA counselor says that there has not been a representative from that agency attending the regional meetings, but she can reach out to them and invite them. She brings up the contact list, which has been distributed through email, and asks those in attendance to check if there are errors. She explains that they would also like to identify funding sources and that the list is ongoing.

Next, instead of a case study exercise that is typical of these meetings, where case managers can bring an example of a youth with needs to the group, the PSA counselor explains that they will be checking in with the previous case studies to get an update. The person who provided a case of a pregnant youth with a history of running away during the previous meeting explains that though several services were offered, he was unable to get in contact with the youth and found out from family members that she had run away again. He gave the list of services the group had provided with phone numbers to the youth's mother, but that was all he could do.

Addressing the room to try to generate discussion, the PSA counselor says, "How do we connect with young adults who are in many ways unstable?"

However, she does not receive a response. She continues, “The purpose of these meetings is to build relationships but also to bring up challenges we are facing when helping youth.” She explains that they need to document the challenges so that change can occur. She asks for feedback on challenges they face and what their needs are. Someone in the room comments that some property owners involved in housing programs have set up financial challenges for youth. The outreach coordinator for the host YSC suggests speaking with the primary housing partner in the region, who is not there this meeting possibly due to the rain but usually attends, because they would want to know about these issues so they can correct them.

The meeting moves on to “Partnership Presentations”. The first presentation is regarding fare subsidy programs for public transportation. Many participants take notes and a few ask questions. The next presentation is for a non-profit, community-based organization that serves the area. It becomes evident that about 10 of the meeting’s participants are from this organization, and they go up to the front of the room to stand with the presenter. He explains the organization’s three core areas: youth, family, and gang prevention and intervention. The third presentation is on the community college’s culinary arts program. The presenter is a dean involved with the program, and she explains that while it is a fulltime program with a huge time commitment, students can obtain useful skills to help with employment. She also explains a program that can allow recent LAUSD graduates to attend free for the first year. At the end of the presentations, the YSC outreach coordinator says that links to the speakers’ websites will be on the regional meeting’s site.

After the presentations is networking time. The PSA counselor points out a binder with the resource list of contact information. Many of the meeting’s participants seem to be getting ready to leave at this point, but some are still networking with the people around them. At the end of the allotted networking time, about half the participants are still there. The PSA counselor takes a few minutes to talk about the universal referral form, explaining how using it can help track the referral. She asks for feedback on how people are using it. As the meeting winds down, she asks for news on upcoming and current events in the community that participants want to announce, and the group offers up 5 or 6 events happening in the area. Finally, the PSA counselor asks, “Is there anything this group would like to cover next time?” She receives no answer again while asking for feedback. The date for the next meeting is announced, and the meeting comes to a close.

Though ECC YSC staff members noted that they did not have a good network of partners, the regional meetings they hosted attracted many partner agencies in the region. However,



attendance and participation at the regional meetings by YSC staff was limited to the PSA counselor Mark and Natasha as an organizer of the meeting. Most case managers did not attend or only attended once or twice in the time we observed these meetings. Below, we summarize the perspectives and insights of other staff members we interviewed during interviews throughout the year.

### Issues with P3 Effectiveness

One staff member described the P3 Initiative as “confusing since the beginning”. A case manager explained that the staff reactions were initially negative because they felt there was not enough information communicated to them, and they did not know what was required. They only knew that they were going to have more work, but no additional funding. Even after a year, Elizabeth felt they had not received enough support and direction, saying, “We’re still lost.”

Staff at ECC YSC took issue with the P3 questionnaire/intake form. Because youth fill out the questionnaire on their first visit, they felt it asked too many personal questions up front without yet having a rapport with the youth. One staff member called it “invasive”, citing the sexual orientation and gender identity questions, and another staff member said she was uncomfortable enough about it that she brought it to the attention of a EWDD staff member. Additionally, they cited issues with getting a pseudo Social Security number for undocumented youth at first, saying it was initially a confusing process.

Regarding partnerships and referrals, staff felt there was no change. A case manager explained midway through the first year, “We were told that P3 was going to be establishing a network of agencies and that they would have access to CalJobs to input as well, but that has not happened. They have no access.” Elizabeth stated toward the end of the year that they have not received referrals.

### P3 Successes

Despite issues with P3, Elizabeth cited the regional meetings as helping to build rapport with the community and providing more partnership opportunities. Since they host each month, the different agencies in the area become familiar with their center and campus, and they learn about the different programs and events in their service area.

### Reflection on First Year

Though Elizabeth was not the center director for the entire first year of P3, she was a case manager as well as acting director, so she was able to provide insights based on her experience with P3 in both capacities. She provided insight into how she and her staff viewed P3 over the past year. She highlighted the fact that overall, P3 translated into more work for her staff in that they had to make sure that all incoming youth filled out the P3 intake application form, inputted relevant and required youth data into CalJobs, and regularly plan monthly regional meetings. She also noted that her center was short-staffed, since there are

no full-time employees. The capacity to handle any additional work, therefore, was often quite difficult. Furthermore, this center did not receive any referrals from agencies (e.g., DPSS or DHS – whom they generally do not work with).

During our interview, she recommended a few changes that she thought would help her center better implement P3. A few of her recommendations are included below:

- Hire a P3-dedicated staff member, she is referring to staff to serve non-WIOA participants.
- Change regional meetings to once per quarter, in part because they do not need to go outside to the community to get youth more services, since they already have access to so many services on campus. We believe her point here was that while the regional meetings were effective for meeting staff from other agencies and partners, the ECC YSC was unique in that they did not have the need for as many relationships with outside agencies.
- Train partners to use CalJobs.
- Create a detailed procedure for how the P3 referral process actually should work (e.g., implement a better system for how YSCs, agencies, and partners refer youth to each other).
- Make sure that P3 intake forms match the fields in CalJobs.
- Revise the P3 intake form to ask fewer “intrusive” questions (i.e., because there are questions that may make youth feel uncomfortable). This center, for example, does not have any LGBT centers, so when case managers ask questions about sexual preferences, it might create some difficulty.
- Make intake forms relative to each service area.

### Final Note

We have to note that at the end of the 2016-17 program year the YSC contracts were rebid, and the ECC YSC was not awarded a new contract for this location.

## V Conclusions

In this section, we bring together our analysis of the four case studies, the CalJobs data, and our observations about P3 implementation to draw conclusions about the first Year of P3 implementation. We divide the conclusions into two sections: (1) P3’s Year 1 accomplishments, and (2) the challenges that emerged as the P3 model was implemented.

### Accomplishments at the Policy Level

The P3 Initiative targets changes at both the policy level and the operational level. Here, we present our conclusions about accomplishments at the policy level.

*1. Relevant agencies from the City, County, and non-profit sectors are more engaged with each other around the problem of disconnected youth more than ever before.*

Los Angeles is a complex context in which to execute this project. Key service providers for disconnected youth are spread across county and city governments, located in a largely autonomous local school district, and scattered across a vast array of non-profit agencies. The most dramatic example of this new collaborative spirit and engagement is the LAP3 Strategic Plan.<sup>3</sup> Many public and private agencies inside the City and around the County were involved in the planning process. When the plan was complete, it was formally endorsed by many groups including: the LA Community College Board, the California State University 5 (CSU 5), the Los Angeles City Council, the County Board of Supervisors, and the Los Angeles Unified School District, among others. This type of public commitment to collaborate around the issue of disconnected youth is without precedent in the region.

At the program level, most of the YSC program managers and center directors we spoke with agreed that the P3 pilot has created many more opportunities for agencies to learn about each other, share information and begin to collaborate. They also agreed there was a long way to go. But given the complexity of the context, the progress in the year we studied was substantial.

Finally, the creation of the Reconnecting L.A. Youth (ReLAY) Institute is a major step towards institutionalizing the collaborations that started with LAP3. The ReLAY Institute, which is already chartered and has initial funding, will serve as a platform for expanding and institutionalizing the cooperation begun here.

*2. The identification and award of waivers has added flexibility to the system and the discussion about waivers has helped identify barriers to serving disconnected youth.*

The P3 program has generated 16 waiver requests to a variety of federal agencies. Two requests have been granted. One from the Department of Labor to allow foster, homeless, and runaway youth who are in school to be counted in the 75% of youth who are required to be out-of-school in the WIOA program. The second, to be able to use funds for refreshments and snacks or receive resources from the CalFresh program for healthy snacks during orientation. Ten other waiver requests are pending, and four waiver requests were denied (see Appendices B and C for a complete list of requested waivers).

Perhaps more valuable than the waivers themselves is the process wherein city staff and service providers identified rules and practices that restricted them from better serving

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<sup>3</sup>Los Angeles Performance Partnership Pilot (P3): 2017-2020 Strategic Plan Serving Disconnected Youth. (2017, July 14). Retrieved [http://ewddlacity.com/images/reports/p3/071417\\_P3\\_StrategicPlan\\_OPTIMIZED.pdf](http://ewddlacity.com/images/reports/p3/071417_P3_StrategicPlan_OPTIMIZED.pdf)

disconnected youth. The process also helped engender an attitude that such barriers can be overcome.

*3. P3 has attracted some new resources to YouthSource Centers to serve disconnected youth.*

We observe the LAP3 Initiative has begun to bring additional resources into the YSCs to reach disconnected youth. For example, the pay of PSA counselors comes from even split between LAUSD and the WIOA budget. Similarly, we observed that other programs, such as a gang intervention program, and a specialized foundation funded program for foster youth have been located inside a YSC. As the case studies show, this progress is uneven across the centers, but the successful cases do show that it can be done. The challenge will be to maintain the momentum in the future and continue bring other programs under the roof of the YSCs, especially those that can serve non-WIOA youth.

## Accomplishments at the Operational Level

*1. If more agencies are located under the roof of the YSC, collaboration is more likely to happen and be more effective.*

In our field research, we found that the agencies with more programs physically under the roof of the YSC were better able to coordinate services and particularly to deliver services to non-WIOA youth. Placing a PSA counselor in each center had a very positive impact on serving out-of-school youth and provided valuable expertise to the YSCs in many different ways, as documented in the cases. Similarly, we observed that when mental health services were available on site, it appeared that more youth received those services, although we could not corroborate this with the CalJobs data.

*2. Regional meetings served as catalysts for creating collaboration among an array of partners.*

We heard repeatedly in our field work that the regional meetings were a valuable resource and one of the first things most people pointed to when asked about the LAP3 Initiative. Participants valued the opportunity to learn about services that may be available to their clients, to exchange best practices, and to network with other professionals in the field. Cross-training at regional meetings with large County agencies and others was often cited by YSC staff and others as a particularly helpful outcome of the meeting. As the case studies show, the quality of meetings varied over time and across locations. But overall, the regional meetings were viewed a useful innovation.

*3. The LAP3 model is reaching more youth than the previous YSC model.*

In 2015-16, the LA City WIOA program served 2,765 youth, in 2016-17 – including both WIOA enrolled and non-WIOA enrolled – it served 3,6493 , a 32% increase. The program saw comparable increases in special populations such as foster youth, probation youth, and

homeless youth. While YSC staff members were quick to point out that they were not given additional resources to serve non-WIOA youth, the number of youth served did increase. We do note that many youth appear to have received a limited number of services, especially non-WIOA youth.

*4. Through trial and error, YSCs have found ways to speed up the intake process and keep youth engaged.*

We analyzed the LAP3 service process at the beginning of the program and at the end of the first year of service at all four of our case study sites. In every case, we found that service providers made changes to the original process to speed up the intake process and retain more youth. Most notably, YSC staff conducted one-on-one information sessions so youth did not have to wait to get initial information about the program. We also found that some sites created informal tracking systems to follow up on non-WIOA youth and to try and make sure that referrals lead to service.

*5. The Youth Ambassador Program shows promise in reaching hard-to-reach disconnected youth.*

Finding youth and motivating them to come into the YSCs for service has been a challenge for many centers. The Youth Ambassador Program, which hires formerly disconnected youth to be outreach workers, was just beginning at the end of our study period. It appears to us that this innovation has great potential to reach high-barrier youth, as youth are more likely to connect with their peers.

## Challenges at the Policy Level

*1. The LAP3 vision has been launched but is still not broadly understood by all partner agencies, including many YSC staff and managers. Commitment to the model is limited in some YSCs.*

In our field work, we found that many staff and program managers lacked a clear understanding of the LAP3 vision and how it differed from earlier versions of the WIOA Youth Program. Our interviewees could point to some specific changes like the regional meetings, but they could not articulate the programs vision. This is probably in part due to the fact the launch of the LAP3 program was focused on the practical aspects of launching the new model, rather than the vision behind it. As change guru John Kotter has pointed out many times, when managing change, communicating the vision is critical and it takes a tremendous effort over time to embed a new vision in an organization.

The launch of the new strategic plan addresses this issue in part and provides an opportunity to communicate the new vision and engage service providers. But change of this magnitude is a multi-year undertaking and continuing efforts will be needed, especially to reach partner agencies.

*2. Partnerships have been identified and initial collaboration is underway, but stronger, more permanent collaborations still need to be developed.*

The emerging collaborations with City and County agencies have begun but are not yet well-established. Many YSC staff and managers are more aware of these agencies and their programs, and have established some initial personal connections, but much more work is needed before these relationships become fully established and work efficiently. The collaboration with LAUSD through the PSA counselors is a model of a strong ongoing collaboration that has improved services. It can stand as model for collaboration with other agencies.

A key related issue raised repeatedly by YSC directors, managers, and staff is the lack of funding to serve non-WIOA youth. One way to create these resources is to relocate some partner staff into YSCs, as PSA counselors are, even if only on a part-time basis. We discuss this issue at more length in the recommendations.

*3. Goals are needed for services to non-WIOA youth that YSCs and their partners accept and act on.*

Analysis of CalJobs data showed that most non-WIOA clients received few services. This can be explained by the lack of funding for these services and by the fact that the YSCs did not have any goals for the number of non-WIOA youth to be served or for the number of services that were to be received. As our analyses show, the number of non-WIOA youth served varied widely across the YSCs. We do note that EWDD recognized this problem. In the new contracts for year two of LAP3, the YSCs have a goal of serving 416 non-WIOA youth.

### Challenges at the Operational Level

*1. Only a limited number of youth in the target populations of probation, foster, homeless and runaway have been reached.*

As our analysis of the CalJobs data indicated, the first year of LAP3 reached a limited number of the targeted population of probation, foster, homeless and run-away youth. Part of the problem is that youth in these groups do not always reveal their status, and we know there was an underreporting of these special populations in CalJobs. Even considering these constraints, results show that greater effort will be needed to reach these youth and engage them in the program.

*2. Partners are not using the CalJobs data system to share information. Even YSC contractors are not entering all youth served or recording all services delivered.*

Partner agencies were unwilling to open their data systems to other organizations, so EWDD decided that they would open the CalJobs system to case managers in partner agencies so that data about individual youth could be shared in a secure environment. Training on CalJobs was provided to staff from partner agencies. In our field work we found that partners very rarely

used CalJobs, and almost no data on partner services was added to the system. Ultimately integrating services will require sharing data.

We also found in our field work that not all non-WIOA clients were entered into CalJobs in the YSCs. Many youth attended orientations, received an educational assessment from the PSA counselor but did not get recorded in CalJobs. This means that there is no official documentation of the services these youth received, and no outcome measures will be recorded as well.

This problem has limited our ability to document the volume of services actually produced in the first year, especially for non-WIOA youth, as we noted in the analysis section. It will also limit our ability to assess the impact of the LAP3 intervention.

### *3. Partnerships are uneven across the system.*

Los Angeles is a complex city and different parts of the city have different resources within them. Thus, the services available from partners varies based each YSC's unique referral network and what is available in the local area. A second issue is that referrals between YSCs and partners are not always reciprocal. One YSC director pointed out that while they regularly referred youth with housing needs to a local nonprofit, that agency did not refer its clients who needed employment services back to them.

### *4. Use of mental health screening protocol appears to be very limited.*

A mental health screening tool was developed to assess each youth when they met with the PSA counselor at the beginning of the process. We found at the four sites we studied that the tool was simply not used. Rather if the PSA or a staff member thought a youth was in distress, they would make a mental health referral, but the instrument was not used. Similarly, the goal at the beginning of the year was to add an activity code for a "mental health referral". This code was not added to the system, and thus the outcome of measuring an increase in mental health services for year on cannot be done.

## VI Recommendations

The LAP3 is still a dynamic and emerging innovation. Much has been accomplished in the first year, while a number of challenges have emerged. The new LAP3 strategic plan<sup>4</sup> addresses many of the challenges identified in our conclusions. Here we present our recommendations for moving LAP3 forward and note where our recommendations align with the strategic plan.

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<sup>4</sup> Los Angeles Performance Partnership Pilot (LAP3) 2017-20 Strategic Plan Serving Disconnected Youth: Improving Education, Employment, Housing and Well-being for Los Angeles Disconnected Youth. July 1, 2017 available at: [http://clkrep.lacity.org/online/docs/2017/17-0737\\_misc\\_06-26-2017.pdf](http://clkrep.lacity.org/online/docs/2017/17-0737_misc_06-26-2017.pdf)



### *1. Develop and disseminate best practices that emerged in year 1 of P3.*

Many new ideas and innovations emerged in different parts of the P3 system in the first year. We recommend methodically identifying and disseminating these innovations across the system.

The new strategic plan calls for the creation of the Reconnecting Los Angeles Youth (ReLAY) Institute in partnership with the five California State University Campuses in metro-LA (CSU-5). The ReLAY Institute, which is chartered and initially funded, aims to disseminate best practices and serve as a professional training development academy for LAP3 partners and their staff members. In November of 2017, the CSUN team hosted a working meeting focused on how the ReLAY Institute could become a best-in-class disseminator of innovation and training academy. We echo a few of those recommendations here. Ideas for identifying and disseminating best practices include:

- Organize and host an annual conference where staff from YSCs and partners form panels share innovations developed in implementing P3 on a day-to-day basis.
- Support monthly regional networking events at which P3 service providers have the opportunity to meet each other and exchange ideas.
- Develop and host a dynamic online platform to circulate knowledge and ideas related to P3 that have emerged from various P3-related events, meetings, training initiatives, and workshops.
- Provide a listing of and access to relevant open-source material.
- Utilize a learning management system (e.g., Canvas, Moodle, etc.) to administer, document, track, report, and deliver P3-related educational courses and training programs.
- Aggregate existing relevant research and best practices and develop training and technical assistance framework to bring innovations into the P3 system.

### *2. Take regional meetings to the next level to develop strong networks within each region.*

Regional meetings where YSC staff, partners, and other service providers convene monthly to discuss the needs and challenges they face, share resources, and network are a hallmark of the LAP3 innovation. However, this accomplishment is at risk if EWDD support for the meetings is reduced or withdrawn. Volunteers from the YSCs may not have the time or skills to sustain effective meetings. Participants may become disengaged if meetings are no longer productive.

Currently, EWDD is working to expand regional meetings into County areas outside the City. The LAP3 Strategic Plan focuses on expanding regional meetings in quantity, we recommend supporting regional meetings to increase the value to those who attend, as well. As noted in this report, effective facilitation and planning is the key to ensuring productive regional meetings. Therefore, we recommend the following:



- EWDD should find the resources to pay for professional facilitation of regional meetings. Professional facilitation will keep meetings productive, and attendees will feel that their time is well spent.
- EWDD must continue to provide resources for planning meetings. This includes ensuring agencies who have committed on a policy level (DCFS, probation, etc.) are encouraged to attend.
- YouthSource Centers should support meetings by providing all staff members the opportunity to participate. At times, YSC representation is uneven, with some YSCs only sending the PSA counselor and no case managers. Such scenarios limit the network building and information dissemination that regional meetings are intended to achieve.
- Provide opportunities for meeting attendees to work together on substantive projects rather than just hear presentations. This draws from the multidisciplinary team (MDT) exercise that is a popular feature of regional meetings. Creating a platform for service providers to work together will encourage future collaboration and take networking from the theoretical to the practical.
- Use the ReLAY Institute website to disseminate the results of regional meetings.

### *3. Redesign the intake process to retain more participants and make referrals (especially mental health) more effective.*

In our field work we found that many youth who initially inquire about the program don't complete the intake process. Individually YSCs have worked to reform the process to increase persistence. Since this is a common problem, we recommend that EWDD form a team of YSC leaders to reengineer the intake process to increase persistence. Below are our ideas for improving the process:

#### **Current System**

Currently, the system-wide intake process is designed in the following form.

- Outreach identifies youth interested in services.
- Youth are scheduled for an information session (performed twice weekly).
- A one-on-one session with a PSA counselor, consisting of an educational and mental health assessment (which is seldom actually done).
- A program manager or a case worker, performs a needs assessment to identify any issues that may require referral to a partner agency (housing, etc.). Then, eligibility and interest in WIOA enrollment is determined.
- After this point, those who are not interested in or eligible to receive WIOA services may or may not receive a service plan, be entered into CalJobs and if necessary, referred to a partner for additional services.
- Those who are WIOA eligible and interested in enrolling are enrolled and then provided with WIOA funded services, and referred to partners if additional services are needed.

#### 4. *Bring in more youth from target groups by setting specific goals for the system and individual YSCs.*

In the new LAP3 strategic plan, EWDD has planned specific efforts to increase enrollments of probation, foster, teen parent and homeless youth. While we believe these efforts are a good start, we recommend that such plans be accompanied with numerical targets for both the system and the individual YSCs to create a greater sense of urgency to serve these populations. Though initial steps have been taken to strengthen partnerships with agencies such as the Probation Department and LAUSD, we recommend that EWDD take steps to establish similar links with other agencies who serve large numbers of youth in the target groups (such as DMH, LAHSA, DPPS, etc.).

Encouraging individual YSCs to improve outreach to agencies that serve the target groups (foster care providers, homeless service providers, etc.) to generate referrals to YSCs can also increase the enrollment of these target populations. EWDD has hired “youth ambassadors” – former YSC clients hired to spread awareness about YSC services to their peers – in an effort to improve outreach, but we believe more targeted efforts like this are needed.

#### 5. *Use the mental health assessment.*

Research suggests that approximately 20% of adolescents, up to 50% of homeless, and 67-70% of justice-involved youth have a diagnosable mental health disorder. This makes mental health a critical step in the P3 process<sup>5</sup>. We believe it is important that YSCs administer some form of mental health assessment to determine if a youth would benefit from a referral to mental health services. In our fieldwork, we observed that the existing mental health assessment was not used with any regularity, and in the cases in which they were used, they were not performed by the PSA counselor (as per the original process design). To address this issue, we suggest city staff investigate why centers fail to perform the mental health assessment. Specifically, we suggest that EWDD collect feedback from both the PSA counselors and other staff charged with performing youth intake to understand why they seem reluctant to perform the assessment, and to determine why staff other than the PSA counselors, in some cases, have elected to perform the assessment. This insight will be critical

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<sup>5</sup> Kessler, R. C.; Berglund, P.; Demler, O.; Jin, R.; Walters, E. E. 2005. Life-time Prevalence and Age-of-onset Distribution of DSM-IV Disorders in the National Co-morbidity Survey Replication. *Archives of General Psychiatry* 62: 593-602.

Robertson, M. J.; Toro, P. A. 1999. Homeless Youth: Research, Intervention, and Policy, from *Practical Lessons: The 1998 National Symposium on Homelessness Research*, L.B. Fosburg; D. B. Dennis (eds.). Washington, DC: U.S. Department of Housing and Urban Development, p. 3-1–3-32.

Skowrya, K. R.; Coccozza, J. J. 2006. Blueprint for Change: A Comprehensive Model for the Identification and Treatment of Youth with Mental Health Needs in Contact with the Juvenile Justice System. Delmar, NY: The National Center for Mental Health and Juvenile Justice and Policy Research Associates, Inc.

to understanding how to increase the number of youth receiving a mental health screening, and to receive feedback about how the assessment tool could be revised. We also recommend that EWDD add mental health activity codes to CalJobs, as it currently not possible to record a mental health screening or referral to mental health services with a standard code.

#### *6. Standardize the referral system.*

A major aim of the LAP3 innovation is to facilitate the smooth referral of youth between the YSCs and their partner agencies. Currently, if a case manager believes a youth may benefit from the services of a partner agency, a paper referral form is filled out that identifies the receiving agency, and the needs of the youth being referred. The case manager generally calls the point-of-contact at the partner agency to discuss the next steps; this is the planned “warm hand-off”. After this, it becomes unclear what occurs next. In some cases, details of the referral and its outcomes may be recorded in case notes, but diligence in doing so varies significantly by case manager. P3 referral codes or codes pertaining to outcomes of the referral (for example, “Received Supportive Housing”) are not currently available in CalJobs, and as a result, it is impossible to systematically track referrals (or even count the frequency of their occurrence).

While the city has recognized the need to standardize the referral process in their strategic plan implementation matrix, the item lacks the action steps, metrics, and lead champions seen in other implementation items. We recommend that EWDD develop more specific plans to standardize the referral process (i.e., formulate action steps, define outcome metrics and assign lead champions). We also recommend that EWDD seek for the inclusion of P3 specific referral codes to CalJobs.

Currently, no database is available to YouthSource staff that lists all partner agencies and their points-of-contact. As such, in the event that a youth needs a referral to a partner agency (such as DMH), the case manager may not have information needed to facilitate a “warm hand-off”. Under the ReLAY Institute, plans are underway for including the Opportunity Youth Collaborative database, which includes an extensive list of service providers by region, although it is not comprehensive for the whole city. As part of the ReLAY Institute’s professional development academy, we recommend holding a “referral workshop” to provide YouthSource Center staff with uniform guidance on how to go about the referral process, and how to utilize the ReLAY partner database.

#### *7. Build more effective reciprocal partnerships. Link people formally across agencies and build strong relationships that will facilitate collaboration.*

Though some steps were taken to connect Youth service providers (e.g., YSCs, Probation, Housing) in each regional area to facilitate referrals, our analysis revealed, that strong relationships between YSC and service partners continue to be rare. Barriers to partnerships include:

- not directly introducing and connecting YSC staff to their counterparts at partner agencies at staff level,
- availability of service partners in specific regions, not every region has an engaged service provided from each partner agency,
- low engagement of and/or communication from service partners,
- limited resources of service partners (e.g., youth shelters filled to capacity and have waitlist and there are no other local housing options).

We suggest the following steps to create and strengthen the connections between Youth service providers and generate more reciprocal partnerships:

- To improve the effectiveness of referrals (as noted in recommendation 3), it is important for each case manager to have an established point of contact, who is engaged and with whom he or she has a relationship, so they can call directly when a Youth needs to be referred. This can be done by:
  - Create and disseminate a P3 service provider, key contacts chart for each region, which would include: (1) the names and contact information of relevant staff from each Youth service provider, and (2) distinct links between specific YSC staff and their counterparts at each service partner.
  - Continue to make introductions between YSC case managers and their counterparts at local service providers at a regional meeting.
  - Create opportunities for relationship building by having YCS staff interact directly with each counterpart through activities that could require them to get to know one another, share experiences (e.g., with Youth, limited resources, etc.), or problem solve.
- In addition to making these initial connections, it is important that these relationships are strengthened and aligned with P3 objectives, so that they evolve into effective partnerships focused on better serving Youth. This can be accomplished by having YSCs and their counterparts together: (1) brainstorm ways to overcome barriers and (2) routinely examine their experiences with select Youth who needed to be referred as case studies (this can be done through establishing norms for collaboration, role modeling, best practices at regular regional meetings). In addition to creating stronger working partnerships, it is likely to increase each staff member's knowledge of what resources the other can provide, availability of other local resources (e.g., housing solutions), and possible alternatives to serve Youth when barriers arise.
- The regional collaboratives need to improve cross referral and cross case management. For example, if housing is an immediate need and a youth is referred to a shelter, once that youth gets to point where employment or education services are needed, the shelter should refer the youth back to the YSC. Effective partnerships should engender reciprocal referrals between service providers and YSCs. Rather than

the more typical, one-way relationship where it is predominantly YSCs who refer Youth. To increase the propensity for partners to engage in reciprocal referrals, we suggest EWDD:

- adopt the previous recommendation to create strategically aligned, close partnerships, to prompt two-way referrals, and
  - provide more recognition for service providers who do build close partnerships with their counterparts, either via public acknowledgement (e.g., email, newsletter), also documenting and promoting how two-way referrals have benefitted Youth, as part of best practice and training efforts. This would provide some additional incentives for partners, who tend to have high job demands and limited resources, but whose number one priority is serving Youth.
- Increase City support of YSCs' and partners' efforts toward supporting P3, by counting outcomes for non-WIOA Youth toward performance indicators. Currently, efforts made to support P3 are not rewarded, as data on whether non-WIOA P3 youth enrolled in school, graduated, got jobs, etc. is not a component of performance. There needs to be recognition for YSCs and partners who are committed and engaged in serving all P3 Youth (both non-WIOA and WIOA).

#### *8. Improve the use of the CalJobs data system.*

As noted in the findings the original idea that all partners would share data through the CalJobs system has not worked. A related problem is that contractors have not entered all non-WIOA youth served by the system into the data system. Finally, the data system does not accommodate some key P3 activities and services such as mental health assessments and referrals, physical health referrals and assessments, or housing referrals, all of which relate directly to P3's intended outcomes. We recommend the following actions to improve the use and value of the data system:

- Create incentives through contract goals and program reviews for contractors to enter all non-WIOA youth who are served in the system.
- Work with EDD at the state level to add codes that will allow staff to adequately document all P3 services, with mental health, physical health and housing activities as priority.
- Getting partners to enter data into P3 is a major hurdle. We recommend that P3 start by working with PSA counselors who are in the centers to get them to use the system regularly, then move on to other partners after that practice is established.

#### *9. Help YSCs develop internal TQM systems for continuous improvement.*

The efficacy of LAP3 will eventually rest upon both the quality of services delivered to disconnected youth and the extent to which P3 practices, processes, and procedures are sustained over time. Achieving lasting change – especially when the change involves

coordination between multiple institutions – is neither simple nor guaranteed. Successful change requires an integrative approach that is driven by top management and involves all organizational members. One such approach is Total Quality Management (TQM). In a TQM effort, all members of an organization participate in enhancing processes, products, services, and the culture in which they work. At the core of TQM are several key principles that collectively define the philosophy. The principles relevant to LAP3 are included below.

- **Customer-Focused:** Quality of service and performance are determined by the customer, in this case the youth served.
- **Total Employee Involvement:** All employees participate in working toward common goals; success relies upon wide-spread employee commitment and empowerment.
- **Process-Centered:** A focus on process thinking for turning inputs into outputs; continually monitor performance measures to identify performance gaps.
- **Integrated System:** All employees must know and understand the mission and vision.
- **Strategic and Systematic Approach:** Service quality must be explicitly emphasized in and incorporated into the strategic plan, the LAP3 Strategic Plan provides a good starting point for this.
- **Continual Improvement:** Analytical tools and creative thinking are used to improve efficiency and effectiveness.
- **Communications:** A well-defined and unambiguous communications strategy and approach characterized by accuracy, efficiency, and timeliness.

The ReLAY Institute is designed to have the capacity to deliver a TQM style intervention. We suggest that as part of a TQM initiative, each YSC and key partners designate one individual to be the resident P3 champion, primary liaison, and expert. As a P3 champion, this individual should promote the TQM effort and support his or her peers in the execution of TQM principles and practices. As a liaison, this individual will serve as the primary link between his or her own organization and other organizations in all P3 matters. For example, the liaison may regularly engage with the ReLAY Institute's LAP3 Innovation Hive. By facilitating collaborations between researchers, evaluators, and practitioners from the field, the Hive will serve as P3's hub for idea generation, knowledge sharing, exploration and analysis. After engaging with researchers and evaluators at the Hive, the liaison will educate his or her peers back at the home organization and build connections with potential partner institutions. In this way, this individual communicates with other liaisons and coordinates P3-related activities with partner organizations.

As noted above, the ultimate success P3 hinges upon the wide-spread adoption of the TQM principles by P3 service providers and partners. First, however, EWDD's senior leadership and its entire staff must commit to providing these institutions with dependable guidance and support. Collectively, these operational recommendations offer a path for P3 to realize its inherent value.

#### *10. Increase services for non-WIOA youth.*

As we reported above, it is hard to know authoritatively what services non-WIOA youth actually received through P3 due to the limits of the CalJobs system. But based on the available data, and our field observations, it seems that most non-WIOA youth receive only three services, an information session, an assessment and some referral. Since many of these youth fall in to high needs groups, such as Foster Youth, or out of school youth, they need more services. To increase the services delivered to non-WIOA youth, we recommend the following:

- Co-locate more partners in YSCs. If more partners are physically co-located in the YSCs we believe more non-WIOA youth will actually receive services and it will be easier to record those services. This is a long-term strategy, but work should begin now.
- EWDD should seek funding through special grants or philanthropy to fund at least one case worker in each YSC to case manage non-WIOA youth. The primary work of this case manager will be to make sure that referrals for non-WIOA youth lead to actual services and that those services get recorded in CalJobs. In addition, this person could work with agencies who are now co-located in YSCs to better coordinate services.

## Appendix A: Comparison of WIOA and non-WIOA Clients

### A.1: Enrollments by Gender

			P3Type		Total
			Non-WIOA	WIOA	
Gender	Not Recorded	Count	0	3	3
		% not recorded	0.0%	100.0%	100.0%
		% within P3Type	0.0%	0.2%	0.2%
	Female	Count	107	930	1037
		% Female	10.3%	89.7%	100.0%
		% within P3Type	50.2%	55.1%	54.5%
	Male	Count	106	756	862
		% Male	12.3%	87.7%	100.0%
		% within P3Type	49.8%	44.8%	45.3%
Total		Count, both genders	213	1689	1902
		% of Total	11.1%	88.9%	100.0%

### A.2: Foster Care Enrollments

			P3 Type		Total
			Non-WIOA	WIOA	
Foster Care	Not Recorded	Count	207	1647	1854
		% within P3 Type	97.2%	97.5%	97.5%
	In Foster Care	Count	6	35	41
		% by P3 type	14.6%	85.4%	100.0%
		% within P3 Type	2.8%	2.1%	2.1%
	Not in Foster Care	Count	0	7	7
		% by P3 type	0.0%	100.0%	100.0%
		% within P3 Type	0.0%	0.4%	0.4%



### A.3 Homeless Enrollments

			P3Type		Total
			Non-WIOA	WIOA	
Homeless	Not	Count	200	1621	1821
	Homeless	% by P3 Type	93.9%	96.0%	95.8%
	Homeless	Count	13	68	81
		% by P3 type	6.1%	4.0%	4.2%

### A.4 Probation Enrollments

			P3Type		Total
			Non-WIOA	WIOA	
Probation	Not	Count	204	1656	1860
	Recorded	% by P3Type	95.8%	98.0%	97.8%
	Probation	Count	6	32	38
		% within P3Type	2.8%	1.9%	2.0%
	Non-	Count	3	1	4
	Probation	% within P3Type	1.4%	0.1%	0.2%

### A.5 Runaway Enrollments

			P3Type		Total
			Non-WIOA	WIOA	
Runaway	Not	Count	213	1686	1899
	Runaway	% within P3Type	100.0%	99.8%	99.8%
	Runaway	Count	0	3	3
		% within P3Type	0.0%	0.2%	0.2%

## A.6 TANF Household Enrollments

			P3Type		Total
			Non-WIOA	WIOA	
TANF	Not Recorded	Count	141	867	1008
		% within P3Type	66.2%	51.3%	53.0%
	Non-TANF	Count	64	717	781
		% within P3Type	30.0%	42.5%	41.1%
	TANF	Count	8	105	113
		% within P3Type	3.8%	6.2%	5.9%

## A.7 Food Stamp Household

			P3Type		Total
			Non-WIOA	WIOA	
Food Stamp Household	Not Recorded	Count	141	867	1008
		% within P3Type	66.2%	51.3%	53.0%
	Non-Food Stamp	Count	65	661	726
		% within P3Type	30.5%	39.1%	38.2%
	Food Stamp	Count	7	161	168
		% within P3Type	3.3%	9.5%	8.8%

## Appendix B: Federal Waivers

	<b>Policy and Waiver Requested</b>	<b>Justification for Request</b>	<b>Local Non Federal Agencies Impacted</b>	<b>LAP3 Outcome Impacted</b>	<b>Status</b>	<b>Next Steps</b>
1.	Waiver request to U.S. Department of Education	Change the age requirements for eligible youth under Title 1, Part D: Prevention and Intervention Programs for Children and Youth Who are Neglected, Delinquent, or At-Risk, to align with WIOA (up to 24 years of age)	Title 1, Part D: Prevention and Intervention Programs for Children and Youth Who are Neglected, Delinquent, or At-Risk states eligible youth must: <ul style="list-style-type: none"> <li>▪ To participate in the SA's N or D program, a child or youth must be:</li> <li>▪ 21 years of age or younger;</li> <li>▪ Entitled to free public education up to grade 12; and</li> <li>▪ Enrolled in a regular program of instruction at either an eligible institution or community day program for the required length of time (20 hours per week if in an institution or community day program for youth who are N or D; 15 hours per week if in an adult correctional institution).</li> <li>▪ This becomes a barrier as P3 and WIOA has an eligibility requirement of 24 or younger.</li> </ul>	LAUSD	Education  Employment	
2.	Waiver request directed	All students with prior convictions	Currently, students that have a conviction for the possession or sale of	LAUSD	Education	

(statutory or legislative)	to US Department of Education	related to possession of illegal drugs or firearms to be eligible to receive federal financial aid.	illegal drugs for an offense that occurred while were receiving federal student aid (such as grants, work-study, or loans) are ineligible to receive federal financial aid. A significant number of students that are identified as disconnect youth have interacted with the juvenile/adult justice systems because of such offenses. Not being eligible for federal financial aid can become a significant barrier for their pursuit of postsecondary education.		Employment	
3.	Waiver request directed to U.S. Health and Human Services	Provide a waiver for a family member to not be penalized on the current dollar amount of CalWORKs that families are receiving due to student now receiving income (which in many times if very little and limited).	Many families will not take advantage of these types of programs due to fear of losing the CalWORKs benefits, if their student is receiving income. In particular, parenting, older youth (age 18-24) that could greatly benefit from subsidized work experience do not engage for fear of losing their benefits.	DPSS	Employment	▪
4.	U.S. Citizenship and Immigration Services	Instead of presumptive eligibly for DACA, fees for DACA application (\$465) could be waived and create a streamlined			Education  Employment  Health and Well Being	▪  ▪

	application process.			Housing Stability		
5. US Health and Human Services	Allow Chafee-funded Independent Living Program (ILP) providers to serve youth up to age 24. Currently, the program eligibility serves youth, ages 18-21, who have exited foster care or probation. With Extended Foster Care in CA, through AB12 approximately 75% of youth are staying in care until age 21.	Local data indicates that many youth trying to access ILP are at least 20 years old, which leaves little time to be served in the program. Extending age eligibility would allow programs to serve youth until age 24.				
6. Internal Revenue Services	Allow formerly homeless TAY who are living in permanent supportive housing buildings funded with Low Income Housing Tax Credits to go to school full time	A recent evaluation of PSH for TAY in Los Angeles found that a small number of youth in PSH had not completed their high school diploma. Youth that entered PSH with a high school diploma expressed being discouraged that they were not able to go back to school full time after they had stabilized in PSH. Interviews with youth in the evaluation identified education as a barrier for youth in PSH to attaining employment with career	DCFS	Housing Stability  Education	▪	▪

pathways. Many youth are able to move on from PSH, but still with limited income. Waiving this LIHTC policy would allow youth to go back to school, after being out of school and on the streets, to quickly complete or attain educational goals, thereby optimizing the time that youth have while in PSH to ensure their longer-term economic self-sufficiency.

7.	US Housing Urban Development	Allow HUD COC Transitional Housing for Youth to be excluded from existing HUD COC performance measures and use the project to develop specific performance measures that are specific to programs serving youth.	Youth specific performance measures continue to be a concern for providers serving homeless youth in Los Angeles, but also nationally. The Los Angeles Homeless Services Authority (LAHSA) is the lead agency for the Continuum of Care in LA County, and is engaged in discussions with local and regional providers to explore what performance measures across the homeless youth housing programs would be appropriate to the youth population being served.	Housing Stability	■	■
8.	US Health and Human Services	To ensure ILP-youth who have not aged out of Foster Care and have returned home receive Full Scope Medi-Cal	Currently, Full Scope Medi-Cal only serves ILP youth 18-26 whose suitable placement order terminates at, or after, the age of 18 AND where the youth was NOT returned home or to a guardian.	Health and Well-Being	■	■

benefits, with no share of cost or out of pocket expenses, any income from the ILP child, parent or caretaker relative should be exempt.

Therefore, there are numerous youth rendered ineligible for the same medical services despite being ILP eligible, i.e. youth returned home or to a guardian at any age, 16 through 20. The implications are tragic in that numerous youth are unable to receive medical/mental health services or treatment. An otherwise ILP eligible youth faced with a medical or mental health condition or emergency is at greater risk of losing housing, employment, school attendance, etc. as a result of the unavailability of health coverage. Broadening the eligible population definition to include these remaining youth will ensure access to those in need of the array of services offered through Full Scope Medi-Cal.

9.	US Department of Agriculture and California Department of Social Services	Allow AB 212 Youth to be fully eligible for CalFresh benefits by exempting all foster youth income, including foster care payments from monthly CalFresh Program eligibility determination and calculation of benefit amount.	Per CalFresh policy, foster youth's income is calculated in the determination of the monthly CalFresh benefits. Request to waive income for AB 212 youth (non-minor dependents).	DPSS	Health and Well Being	▪	▪
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10. US Department of Labor	Foster and Probation youth would be given a waiver on DoL's employment sustainability metrics.		DCFS Probation	Employment	▪	▪
11. Waiver request to U.S. Department of Education and U.S. Department of Health and Human Services	<p>Allow the Los Angeles County Department of Children and Family Services, Los Angeles County Office of Education and the California public systems of higher education (California Community College, California State University and University of California) to share data in order to identify current and former foster youth who are enrolled in college for the purposes of</p> <ul style="list-style-type: none"> <li>individualized outreach to ensure that foster youth are aware of all services for which they</li> </ul>	<p><u>Department of Education</u> Section 444(b) of the General Education Provisions Act (20 U.S.C. 1232g(b)) (commonly known as the "Family Educational Rights and Privacy Act of 1974") describes the circumstances under which educational agencies or institutions may share educational records.</p> <p>Under state law (California Education Code Section 42923(b)(2)(A)(vi)(I)), in order to gauge the effectiveness of educational services for foster youth, county offices of education are</p>	<p>DCFS</p> <p>LACOE</p> <p>LACCD</p> <p>CSU</p>			

- are eligible and

• Aggregate tracking of outcome indicators in order to gauge effectiveness of interventions.

required to track the number of pupils in foster care participating in foster youth services coordinating programs who successfully transition to postsecondary education.

According to guidance issued by the Department of Education (issued May 27, 2014), post-secondary institutions are allowed to share information for students currently in foster care with the child welfare agency. No mechanism exists however to allow postsecondary educational institutions to share information with a county office of education so that it may comply with this requirement and refine practices in order to improve rates of successful college transition.

Department of  
Health and  
Human Services

Currently 42 U.S.C.A. § 5106a(b)(2)(B)(viii)-(x) governs the disclosure of information by child welfare agencies. These provisions do not currently provide for data sharing between a child welfare agency and post-secondary institution in order to enable post-secondary institutions to target support services or identify foster youth in order to track aggregate outcomes. Data sharing that enables post-secondary institutions to identify current and former foster youth attending their institution would allow those institutions to inform those students about services for which they may be eligible and to monitor aggregate outcomes for this distinct student subpopulation.

It is important that both current and former foster youth be identified because most resources available at the post-secondary level do not require current foster care involvement.

12. US Departme	Allow other academic	Youth often OVER assessed at various	LAUSD	Educatio n	•	•
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nt of Labor/ Education	assessment tools to be utilized in addition to CASAS	educational institutions, ie. TABE or community college placement tests, which can be very discouraging and/or frustrating. YouthSource centers currently partner with adult schools as well as community colleges to assist youth in achieving high school diploma/equivalency, but have to administer CASAS even though youth has already assessed at other academic institution. Ability to utilize current assessment scores from adult school and or community college would facilitate enrollment process	LACCD  LA City Youthsour ce System			
13. US Departme nt of Education	Foster youth age limit increased to 24	Currently, federal govt. funds foster services through age 21, but many youth do not come into the CC system until they are 22/24... and by then, there are no services for them.	LACCD	Educatio n	•	•
14. Departme nt of Labor, HHS and Agricultu re	Waiver to utilize funds to be used toward refreshments for youth and or receive resources from calfresh to provide healthy snacks during program orientation meetings	Youth are often hungry during 3 hour YSC intake meetings. Lite refreshments will not only fulfill an immediate need for youth but make their visit pleasant. This is also cultural sensitive and may	LACCD  LA City EWDD Youthsour ce centers	Educatio n	•	•

## Appendix C: Non-federal waivers

Non Federal Agency Targeted	Policy and Waiver Requested	Justification for Request	Local Non Federal Agencies Impacted	LAP3 Outcome Impacted
1. Waiver request directed to CA Department of Education	Allow LCFF Targeted Student Populations (TSP) funding to help support some of the needs of Disconnected Youths via YouthSource Centers.	Currently, LCFF provides a supplemental grant equal to 20 percent of the adjusted base grant multiplied by ADA and the unduplicated percentage of targeted disadvantages pupils. Targeted pupils are those classified as English Learners (EL), meet income requirements to receive to receive a free or reduced-price meal (FRPM), foster youth, or any combination of these factors (unduplicated count).	LAUSD LA City	▪ Education
2. Coordination of systems within P3 partners.	Assign a contact for families at DPSS office who can get the proof of CalWORKs paper signed. Or redesign the process by which proof of CalWORKs is obtained. Create a process for PSA Counselors assigned at YSC to obtain this proof and expedite the	Currently the program stipulates that when students apply for CalWORKs they must fill out an application, provide proof of residency, birth certificate, social security card, ID, and proof of CalWORKs. The proof of CalWORKs is obtained by researching the students name on DPSS system, if the student is not in the system the parent is required to	DPSS	▪ Employment ▪ Education

process for  
program  
approval.

take a letter to the  
DPSS office and having  
the DPSS worker sign  
off on the form. The  
barrier is found when  
parents must take this  
form to DPSS worker  
(either walking  
in/scheduling an  
appointment). The  
overcrowding of DPSS  
offices throughout the  
county of LA have  
made this process  
extremely difficult for  
families and DPSS  
workers. Families have  
no contact person at  
DPSS offices or have  
extremely long waiting  
times. Many families  
become frustrated with  
the process and end up  
not taking advantage of  
the employment  
opportunity being  
offered through  
programs like this.

3. MOU  
request directed  
to LAUSD and  
DCFS

Develop an MOU  
between LAUSD  
and DCFS  
regarding  
ownership of  
clients' mental  
health and  
custodial needs.

Currently, the lines in  
delineating  
responsibility and  
communication are  
blurry. Once piece of  
communication that  
has been lacking is  
clarity on who the  
educational rights  
holders are for DCFS  
clients. Schools are  
often informed as to  
who the custodial  
rights holder is, but not  
the educational rights

LAUSD  
DCFS

▪ Educatio  
n

		holder and they may be different.			
4. Wavier requested to CA Department of Education	Facilitating added support for students that have low scores (TABE, basic academic skills, IEP type (Special Day), reading levels, English Language Learners) to help with job and/or education outcomes.  Perhaps, utilizing resources provided through AB 86 to provide planning and implementation grants to regional consortia of community college districts and school districts for the purpose of developing regional plans to better serve the educational needs of adults.	Currently, there is not much support for individuals that have low scores on different assessments. Enabling YouthSource centers to provide some of these added supports, such as, GED prep classes in languages other than English and direct instruction vs. independent studies, would help facilitate the process of connecting these youths to work or educational opportunities.	LAUSD	▪	Education
5. LA County Registrar and recorders Office	Provide free copy of birth certificates for youth	Youth need to provide various legal documents for enrollment in school, employment, etc. and often obtaining	LAUSD  LACCD  Adult schools	•  •  •	Education  Employment

			duplicate copy is a barrier due to cost			
6.	Department of Motor Vehicles	Provide free CA Identification cards	Youth need to provide various legal documents for enrollment in school, employment, etc. and often obtaining duplicate copy is a barrier due to cost (DMH Tay Navigators already get some vouchers, can we get more?)	LAUSD LACCD Adult schools	<ul style="list-style-type: none"> <li>• Education</li> <li>• Employment</li> </ul>	
7.	LAP3 System Partners	Set a timeline of 3 years and request that all City and County Departments synchronize their data systems	Data silos exists and this complicates the service provision for disconnected youth.	City of LA LAUSD LA County LACCD	<ul style="list-style-type: none"> <li>• Education</li> <li>• Employment</li> <li>• Health and Well Being</li> <li>• Housing</li> </ul>	
8.	Probation	Create a MOU Between the Probation Department and LACOE that allows information	LACOE does not have access to probation data for the youth they serve in the camp once they exit the camp. For example, LACOE has the address of the	LACOE Probation	<ul style="list-style-type: none"> <li>• Education</li> </ul>	



sharing to include home evaluation address and health care information.

youth when they entered the camps but many of these youth move when they return because this population is transient. The probation department does a home evaluation prior to release and therefore has the new address but they do not share this with LACOE. Once released, LACOE sends letters with resources and support services to the youth's homes but they get 75% of the letters back because they do not have the new addresses.

9.	LACOE	Create MOUs between LACOE and existing LACOE-contracted organizations that are already providing services in the camps and also provide reentry services.	The 18-24 year old population exiting the probation camps is released from the camps without a host of wrap around services waiting for them. This is a HUGE missed opportunity. Specifically for incarcerated youth who are already graduated who literally just sit in the camps waiting to be released (This included 52 youth in 2016) LACOE contracts many organizations in the Probation camps to provide services but	LA County Probation Department, LACOE	<ul style="list-style-type: none"> <li>• Education</li> <li>• Employment</li> <li>• Health and Well Being</li> <li>• Housing</li> </ul>
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the those organizations are not given access to the youth once released. An information sharing MOU could help transiton the youth back into the community by giving organizations access to the youth they served inside once released from camp to community (ex: this can help New Earth and the LA Chamber to better support the wrap around) LACOE has a need for transition case managers and the CBO's can support their lack of transition case managers and support youth's transition from camp to community. (Current LACOE transition case manager case load is about 150:1)

10.	State of CA DOE	More Detail Needed	LACOE has to be able to serve youth across districts Under LCFF, LACOE has to bill student's home districts for the ADA, even if they are no longer serving them or if they expelled them. Funds would follow the youth to the provider/LACOE. This will allow the service	LACOE Probation Local Districts LAUSD	•
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provider (LACOE) to be reimbursed for the services they are providing and give LACOE additional funds they can use for case managers, etc. (Note, once a youth is 18, the state stops paying ADA unless the youth is special-ed in which case, the ADA extends to age 24. )

11.	State of CA DOE	More Detail Needed	<ul style="list-style-type: none"> <li>• LACOE does not have programming or funding for the youth in camps who are graduated but still in camp. (this included 52 youth in 2016) This is partially due to the fact that LACOE gets no ADA for youth over 18. AB216- allows students to graduate with less units (130 units (but this does not include extra-curricular) with their cohorts.</li> <li>• In 2016 LACOE's camp numbers were:</li> </ul>	LACOE	•
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- 2016  
had  
largest  
graduat  
ing  
class:  
537
- of those  
244  
were  
AB216  
kids
- of  
those,  
226  
were  
over 18  
and  
over
- of those  
52  
stayed  
in  
camps  
post-  
graduat  
ion  
with  
nothing  
to do

12. Probation More Detail  
Needed

If youth/young adult  
on probation/parole  
has no address that is  
considered a violation.  
What if they are  
homeless? Can they use  
a temporary shelter  
address?

Probation •

13.	Probation	More Detail Needed	<p>Due to HIPAA- Probation or mental health/public health, do not share medical history of youth with LACOE Teachers and Special Education Department. LACOE's Special Ed Dept. needs to know the case history including their Mental and medical diagnosis/meds/etc. in order to properly educate student, diagnose, identify student as a 504, or know that a student is acting out as a result of their diagnosis, drugs, etc. For example, at Glen Rocky or Dorothy Kirby, most students are on psychotropic drugs and then, while in school, some teachers expel them if they are sleeping, acting out, being violent-- but what if they are just over medicated, having a psychotic break, etc.? LACOE teachers and SPED dept. need to know the case history in order to properly educate youth.</p>	<p>DMH Probation LACOE</p>	<ul style="list-style-type: none"> <li>• Health and Well Being</li> <li>• Education</li> </ul>
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14.	DPSS	Amend enrollment and eligibility for DPSS Programs	<p>Is it possible to have youth who enroll in DPSS cache (Low income) to instantly be enrolled in all DPSS's host of services/programs. Why do we expect people to have to research what they are eligible for. When we do this, we block out the most disconnected individuals.</p> <p>Also, if youth are enrolled in YSC's WIOA Program or EDD's YEOP, can they immediately get enrolled in DPSS programs since their WIOA inclusion proves they are low income?</p>	<p>DPSS EDD LA City EWDD</p>	<ul style="list-style-type: none"> <li>• Health and Well Being</li> <li>• Housing</li> </ul>
15.	DPSS	Amend enrollment and eligibility for DPSS Programs	<p>Calfresh ad MediCAL has too many artificial barriers and eligibility is a huge barrier)(These barriers were created by DPSS not Federally). Therefore, it is difficult to retain families. For Ex: If denied Cal FRESH, you have to do a state hearing to content it, also, some youth who are enrolled in YSC lose their DPSS</p>	<p>DPSS LA City</p>	<ul style="list-style-type: none"> <li>• Health and Well Being</li> </ul>

			cache or are deemed ineligible for GROW/GAIN because they are not working full time. But they are in YSC program which is not a full 40 hours.		
16.	DPSS	Amend wait times for DPSS CalWorks and CalFresh	<p>Long wait times for DPSS programs create more paperwork and an unnecessary strain on those awaiting services. Shorten wait times for DPSS programs to ASAP.</p> <ul style="list-style-type: none"> <li>○ Calworks (30 days to wait for Cache/ EBT)</li> <li>○ CalFresh- 3 days</li> </ul>		<ul style="list-style-type: none"> <li>• Health and Well Being</li> </ul>
17.	DPSS	MOU between EWDD and DPSS to collaborate	<p>One of DPSS's goals is to reduce lobby traffic and enroll more people into their programs through their online portal- through YBN(Your Benefits Now). They currently leave money on the table every year because they do not enroll enough people in GROW, GAIN, calFRESH, etc. If DPSS has a formalized</p>	LA City EWDD, DPSS	<ul style="list-style-type: none"> <li>• Health and Well Being</li> <li>•</li> </ul>

partnership with EWDD, they can train Family Source Center staff, Youth Source Center staff ( and possibly other County entities, etc.) to enroll youth through YBN(Your Benefits Now website) and determine eligibility in Cal Fresh, Medical, and Cash so they can funnel more eligible families to DPSS.

18.	CA Department of Education	More Detail Needed	LAUSD has access to the database of out of school youth, but is not able to share this list with City agencies who serve that population and spend a lot of time looking for them. (Most YSC and GRYD agencies have said that they have a difficult time finding this population. Meanwhile, LAUSD as said that they need help reengaging these youth.) An information sharing MOU can help ensure that these youth do not fall through the cracks.	LAUSD, LA City	<ul style="list-style-type: none"> <li>• Education</li> <li>• Health and Well Being</li> </ul>
19.	EDD	MOU between EDD and LAUSD	LAUSD wishes they could still serve the in school non-probation youth with WIOA funds. Meanwhile, EDD	LAUSD, EDD,	<ul style="list-style-type: none"> <li>•</li> </ul>



			has a program that is underutilized for youth who are in school (The creation of an MOU between the LAUSD,EDD, and FSC's to refer their in-school youth?		
20.	LA County	MOU and colocation Between LA County CSS, LA City EWDD	LA County's CSS oversees the County's youth centers while the City's EWDD oversees the YSC's The YSC's are limited to serving youth with the City's Boundaries. If the County colocated a Youth Representative in each of the City's Youth Source Centers, more youth would be served	LA County CSS, LA City EWDD	<ul style="list-style-type: none"> <li>• Education</li> <li>• Employment</li> <li>• Health and Well Being</li> <li>• Housing</li> </ul>
21.	YMCA	Contract between LA County and YMCA?	YMCA opens some of their centers to provide free showers to homeless in the Valley. The YMCA wants to "get into real youth development " and serve disconnected youth. Perhaps the County or City can contract them to provide service for the homeless from 6-8AM before their centers are open to the public. YMCA's can also create a kiosk of information and resources near the		<ul style="list-style-type: none"> <li>• Health and Well Being</li> </ul>

showers or even have  
collocated services  
available during the  
homeless-open time.

22.	EDD	More Detail Needed	<p>EDD has had a lot of funding cuts in recent years so their case managers are maxed out with 50 youth each. (Despite bylaws stating that they should have 12-25 max/case specialist). They still serve all youth but once their case managers have a full case load those youth do not get a case manager. Can EDD co- enroll their youth with A YSC case manager? EDD recently lost all Downtown LA offices (must be located in a seismically sound building with ADA Compliance. ( they would love to be in a building with: youth, vets, department of rehab, DPSS)</p> <p>Meanwhile, since YSC raised the eligibility age to 24, YSC get a lot of older high school grads who want support. YSC therefore need alternative</p>	LA CITY EDD	•
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resources for High School grads who are going back to school or need work. EDD wants to serve more mid-20's aged people. EDD's YEOP program is state funded and mostly serves 11<sup>th</sup> and 12<sup>th</sup> graders. They do not get many homeless youth or 20 year olds.

23.	DPSS	More Detail Needed	DPSS 10 day hotel voucher cuts into their cache for the first month so youth do not want to use it. (Waiver?)	DPSS LAHSA		Housing
24.	LAHSA	Extended contract period	LAHSA Contracts give providers 90 days with the youth. This is a barrier. In 90 days, the youth barely have time to get settled, get their docs,	LAHSA	•	Housing
25.	EDD	More Detail Needed	In order to get EDD services, people must have a SS card and a CA ID. This prohibits service provision to many youth who are documented but disconnected as well as undocumented.	EDD	•	Employment

