



## City Council Report

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**File ID:** 2017-00268

February 7, 2017

**Discussion Item 27**

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**Title:** Investing in Sacramento's Youth [To Be Delivered]

**Recommendation:** Review and comment.

**Location:** Citywide

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**Presenter:** Mike McKeever, Chief of Staff, (916) 808-5300, Office of the Mayor

**Department:** Office of the Mayor

**Attachments:**

1-Description/Analysis

2-Youth POD Summary

## Description/Analysis

**Issue Detail:** To ensure a successful future for Sacramento, it is important that our children and youth be healthy, active, civically engaged, ready to learn, and prepared to succeed in school, career and life. To achieve those objectives, the City has a long history of providing youth services. Those services were significantly reduced as a result of the past economic recession. This report and presentation will discuss the adequacy of resources, the organizational efficiency, and options for enhancement of the City's youth services programs.

The vast majority of City youth services are operated through the City Department of Parks and Recreation (DPR). Approximately 45% of the DPR's administrative budget and 66% of its employees are dedicated to the provision of youth services. The Department operates 26 major youth services programs as outlined in Attachment 1 (Youth POD Summary with FTE). In addition, units within the Police Department, Convention and Cultural Services, the Office of Gang Prevention Intervention and others provide youth services.

The Mayor's Office is pursuing several new initiatives. For example, in partnership with the California Employment Training Panel (ETP) and the Sacramento Employment and Training Agency (SETA), there is an effort to significantly increase the number of paid work experience and work-based learning opportunities available to 16 and 17-year-olds year-round. The Council's Budget and Audit Committee recommended that the City contribute \$950,000 to this effort.

The Mayor has also proposed the concept of *Beacon Centers* where the City would collaborate with school districts to develop school-based centers that operate in the afternoons and evenings, on weekends, and during school holidays and vacation periods, including summer, outside of school hours. They would provide programming and services for students, families and the community at large.

With additional investments in the Parks and Recreation Department programs such as Landscape and Learning, Prime Time Teen, Young Leaders of Tomorrow, and additional youth programming, the City is poised to launch a coordinated effort across local, state, private and non-profit sectors to greatly expand work-based learning opportunities across our City. Staff are also analyzing the benefits of adding a section to Council staff reports whereby any impacts on youth would be analyzed on major Council action items.

To further develop these programs and evaluate the City's youth services delivery system, the City Manager's office will assemble a multi-sector team to review the organizational structure, reliable and sustainable funding levels and sources, personnel needs, and potential services to ensure the city is providing sufficient, efficient and effective youth services programs. The core

team members will include City staff and staff from the Mayor and Council Offices. This core team will seek input from stakeholders, such as School Districts and Community Based Organizations as the group begins to tackle more specific program areas, such as supporting the expansion of paid internship opportunities and collaborating with school districts to create Beacon Centers.

Based on the October 13, 2016 recommendation of the Law and Legislation Committee, the presumption is that a Youth Department would be established. The pros and cons of that approach will be thoroughly examined. Alternative models, such as the restoration of the Youth Services Division in Parks and Recreation Department, or establishing a Department level authority with matrixed program management of Citywide Youth Programs in their host departments will also be examined. The analysis will focus on basic issues such as effectiveness at serving youth needs, efficiency of service delivery, and the sustainability of commitment to youth over time. In addition, the core team (along with the program-specific working groups described above when appropriate) will support the design of many, if not all, of the initiatives described below.

**Policy Considerations:** The actions discussed in this report outline short-, medium-, and long-term steps to better serve the City's youngest residents. These include 1) increasing investment in the Parks and Recreation Department's youth-serving programs; 2) working in collaboration with Sacramento's school districts to create school-based Beacon Centers in each Council district; 3) developing a process by which all major Council action items are analyzed for their impact on youth through a requirement that staff reports include this step and/or the Youth Commission; 4) analyzing the impact of the impending 40% cut to First 5 funds over the next two years on early education programs and the potential role for the City in supporting early learning; 5) increasing access to expanded learning programs; and 6) ensuring a reliable and sustainable revenue source for children and youth services. The needs of the City's youth extends beyond these initial proposals. The City will need to develop a longer-term plan that unifies its efforts towards a common vision and set of goals for what it wants for this population.

**Economic Impacts:** There is vast research demonstrating how investing in young people can have a long-term impact both on an individual's future outcomes and on the public sector. On the individual level, research shows that without access to high-quality preschool, low-income children, children of color, and English-learners enter school at a disadvantage, and those who start behind often stay behind. Evidence of this school readiness gap is apparent by age four when low-income children are already 18 months behind their more affluent peers.

When looking through the lens of government, when investments are made in young people, increased savings occur as well as increased future earnings of youth that translate into a broader tax base.

- There are hundreds of studies that show early childhood education improves student achievement and can save more than \$7 for every \$1 spent on early learning in the form of fewer students being held back a grade or getting involved in crime and heading to prison.
- For high-school-aged youth, a job that is coupled with workforce training has an enormous life-long effect with research showing that, for every year a young person works, their income in their 20s rises 14% - 16%.
- The average high school graduate earns \$290,000 more over the course of a lifetime than someone who never completes high school; pays \$100,000 more in taxes; is 20% less likely to commit a violent crime; and is 68% less likely to be on any welfare program.

**Environmental Considerations:** Not applicable.

**Sustainability:** Not applicable.

**Commission/Committee Action:** On January 24, 2017, the Budget and Audit Committee (Committee) discussed one-time opportunities for the available FY2015/16 year-end resources. The broad categories the Committee wanted to focus on included Youth, Neighborhood Services, Affordable Housing and Transportation. The Committee directed staff to prepare a separate report focused on the use of these resources and return to the Committee on February 7, 2017 for further discussion. Staff will provide Council with a verbal update on any additional recommendations or directions provided by the Committee at this meeting.

**Rationale for Recommendation:** The City's investments in youth programming and services were dramatically cut during the great recession and have not been restored. The Parks and Recreation Department's budget is over \$14 million below pre-recession levels, resulting in more than 300 FTEs lost. Moreover, First 5 Sacramento is facing budget reductions of up to 40% in the next few years that will be devastating to efforts to provide high-quality early education programming to Sacramento's four-year-old children. Due to decreased levels of external funding, staffing issues and increased costs, the number of Students Today Achieving Results for Tomorrow (START) sites supported by the City has been reduced from a high of 64 in 2008 to 23 this fiscal year.

This discussion around investing in our city's youth is not as simple as returning to pre-recession levels of funding. Rather, there is a need to identify strategic investments in our youth, which includes implementing best practices, evaluating impact, and responding to

emerging needs. In the short-term, the City should seize upon opportunities that address well-known needs and build off efforts already in motion around work-based learning and Career Technical Education. There is also a need to include youth in the City's long term vision. Such an approach could include strengthening the role of the Youth Commission to operate as a policymaking body that reviews and makes recommendation to City Council on proposed City policies and programs as well as proposes its own policies and programs to Council.

To ensure that its investments are aligned and effective, the City needs an internal structure that will be able to promote a unified framework for delivery of all children and youth services operated or funded by the City. As investments increase, the City will need to establish and monitor progress toward the City's goals for youth, cultivate partnerships with community-based organizations that work with youth, and develop clear metrics and reporting structure to monitor the quality and impact of services being provided.

**Financial Considerations:** No budget recommendations are included in this report. However, the FY2016/17 Midyear Report will recommend \$950,000 in one-time funds to match a State Employment Training Grant (ETP) grant to the City for the expansion of work-based learning opportunities for 16 and 17 year-olds and \$30,000 for the City Manager to hire a consultant to facilitate the multi-sector team referenced above. This funding will be considered by the City Council on February 7, 2017.

**Local Business Enterprise (LBE):** Not applicable.

<u>Service Category</u>	<u>Program Services</u>	<u>Expenditure</u>				<u>FTE</u>
		<u># Served</u>	<u>Budget</u>	<u>Revenue</u>	<u>Net Budget</u>	
Youth Employment/Job Training	District One Youth Parks Program	1,000	\$ 110,007	\$ -	\$ 110,007	0.00
Child Care/Youth Recreation	Permitting and Events-Community Center Fee Based	50,000	\$ 237,036	\$ 50,000	\$ 187,036	17.60
Youth Employment/Job Training	Neighborhood Services-Summer at City Hall (SACH)	80	\$ 217,470	\$ -	\$ 217,470	1.57
Youth Employment/Job Training	Neighborhood Services-Sacramento Youth Commission	22	\$ 141,869	\$ -	\$ 141,869	1.56
Gang Prevention	Neighborhood Services-Hot Spots	150	\$ 135,024	\$ -	\$ 135,024	1.81
Youth Education/Recreation	Aquatics (Recreational Swim, Swim Lessons/Leagues, Access Aquatics, and Junior Lifeguard)	51,487	\$ 1,303,454	\$ 118,813	\$ 1,184,641	62.25
Child Care/Youth Recreation	Community Recreation-Community Center Fee Based Programs: Tiny Tots and Youth Sports	1,400	\$ 50,000	\$ 50,000	\$ -	0.00
Access Leisure/Youth Recreation	Access Leisure	12	\$ 94,480	\$ 51,195	\$ 43,285	2.69
Youth Recreation	Summer Oasis-Summer Camp	600	\$ 44,981	\$ 80,277	\$ (35,296)	4.13
Youth Recreation	Children's Services/Measure U Summer Camp-Junior Giants Camp and Other Youth Sports Clinics	1,020	\$ 33,755	\$ -	\$ 33,755	1.16
Youth Recreation	Children's Services-Community Center Fee Based Programs: Youth Sports and Recreation	500	\$ 5,000	\$ 5,000	\$ -	0.00
Child care	4th "R" - Reading, Writing, Arithmetic, and Recreation	2,095	\$ 6,598,166	\$ 5,834,040	\$ 764,126	117.50
Early Education	Sacramento START (Student Today Achieving Results Tomorrow)	4,400	\$ 3,840,038	\$ 3,067,496	\$ 772,542	109.74
Youth Recreation	Didion Gym	500	\$ 28,183	\$ 2,610	\$ 25,573	0.58
Child Care/Youth Recreation	Community Centers - Camps	1,025	\$ 873,845	\$ -	\$ 873,845	24.26
Youth Recreation	Community Centers - Computer Labs	700	\$ 85,974	\$ -	\$ 85,974	3.63
Youth Recreation	Community Centers - Youth Sports	200	\$ 294,020	\$ -	\$ 294,020	6.77
Gang Prevention	Community Centers - Hot Spots	5,000	\$ 247,246	\$ -	\$ 247,246	5.31
Youth Recreation	Community Centers - Special Events / Family Nights	2,500	\$ 262,078	\$ -	\$ 262,078	7.48
Child Care/Youth Recreation	Community Center Fee Based Programs: Tiny Tots and Youth Sports	7,500	\$ 74,000	\$ -	\$ 74,000	0.00
Youth Recreation	Camp Sacramento Summer Camp	1,252	\$ 344,384	\$ 257,997	\$ 86,387	6.20
Youth Employment/Job Training	WIOA-Workforce Innovation and Opportunity Act Vocational Training	60	\$ 458,229	\$ 269,520	\$ 188,709	10.47
Youth Employment/Job Training	Landscape and Learning	204	\$ 321,837	\$ -	\$ 321,837	27.31
Youth Recreation	Teens Middle School - Sports	125	\$ 69,586	\$ -	\$ 69,586	3.39
Youth Employment/Job Training	Teen Services - Prime Time Teen	125	\$ 58,182	\$ -	\$ 58,182	1.03
Youth Education/Recreation	Teen Services - After School Programs	111	\$ 448,215	\$ 245,000	\$ 203,215	9.45
Youth Recreation	Teen Services - 28th and B Skate Park	140	\$ 164,571	\$ 41,402	\$ 123,169	4.51
Gang Prevention/Youth Recreation	Teen Services - Community Access - Rosa Parks Middle School	60	\$ 80,283	\$ -	\$ 80,283	1.75
Youth Recreation	Teens - Community Fee Based Programs: Youth Sports and Recreation	1,000	\$ 10,000	\$ -	\$ 10,000	0.00

**Total Budget \$ 16,631,913** **Total FTE 432.15**

Staff Positions by headcount/BAP:

NSD	10
Aquatics (72%)	148
4th "R"	360
START	360
Youth Employmt	315
Teens	84

**Total Youth Programs Staff 1277**

**Total Department Budget \$ 37,079,896** **Total Department Staff 1928**