



**Youth Development
Grantmaking Strategy
for New York City**

December 1, 2016

BACKGROUND

The Trust's **youth development program** was started in 1980 to support an emerging “youth empowerment” field aimed at helping poor young people develop skills and become productive adults, rather than just stopping them from engaging in risky behaviors.

In 1999, the Board approved a **revised youth development grantmaking strategy** focused on helping young people stay on a positive path to adulthood, particularly African-Americans, Latinos, and recent immigrants whose lives had been derailed by foster care and/or contact with the juvenile justice system. Currently, our grant program supports direct services, youth policy and advocacy, and youth workforce development.

This presentation:

- provides a definition of youth development;
- explains the need for youth development programs in New York City;
- describes City-administered youth development services;
- examines other foundations' and The Trust's youth development grantmaking;
- highlights issues and trends; and
- recommends a modified youth development strategy.

This document was informed by a report prepared by a consultant, and research conducted by Trust staff who:

- interviewed grantees, experts, funders, and young people;
- reviewed The Trust's youth development grantmaking over the last 17 years;
- compiled demographic information about the City's young people; and
- examined reports and data that describe salient issues relating to young people.

WHAT IS YOUTH DEVELOPMENT?

Experts agree that young people have a better chance of success in life when they have:

- guidance and positive reinforcement from parents and/or other caring adults;
- physically and emotionally safe spaces;
- access to engaging activities;
- opportunities to plan and carry out their own projects;
- opportunities to earn money; and
- stability at home, among family, and in school.

The field of youth development:

- presents a framework for adults, neighborhoods, and schools to play a positive role in the lives of young people;
- offers interventions to young people who do not have these supports or opportunities; and
- helps level the playing field for young people who face obstacles on their path to adulthood.

The principles of youth development have been incorporated into policy.

- Federal workforce policy stresses youth development as a strategy for reaching vulnerable young people in poor communities.
- The World Bank Group's Global Partnership for Youth in Development promotes the concept to help all 1.8 billion young people in the world transition to productive employment and citizenship.

In New York City, the youth development field mostly serves poor, young people up to age 24 from a range of ethnic groups (e.g., Latino, African-American, Asians, Muslims, and South Asians) who are in-school or out-of-school.

- Services for in-school youth include afterschool programs, paid internships, mentoring, and career exploration.
- Services for out-of-school young people include remedial education, paid internships, transitional jobs, and employment.

Career and technical education programs also prepare high school students for careers in expanding industries such as health care, information technology, and manufacturing.

THE FIELD OF YOUTH DEVELOPMENT

New York City is home to several hundred organizations that help young people advance and excel. These nonprofits include:

- long-established national organizations with multiple afterschool programs (e.g. YMCA and Police Athletic League);
- multi-service agencies with youth programs (e.g. Good Shepherd Services and settlement houses);
- small- to moderate-sized organizations that have built youth programs in specific communities (e.g. Man Up, Red Hook Initiative, and the Rockaway Youth Taskforce);
- about 75 organizations that combine afterschool sports and youth development (e.g. Row New York);
- public libraries, public schools, community development organizations, and churches; and
- youth employment groups that provide work-readiness, job training, and placement services (e.g. STRIVE and Per Scholas).

Since the early 2000s, youth development organizations have had to adjust to a shifting landscape.

- School facilities became the settings for many youth development activities.
- Driven by standardized testing in city schools, youth agencies made academics a central theme reducing all other activities in the process.
- Youth agencies entered a new age of accountability as funders and public agencies demanded that they document and prove outcomes.
- City spending for youth services waxed and waned.

THE OUTLOOK FOR YOUNG LOW-INCOME NEW YORKERS

Outcomes for many poor young New Yorkers have improved. Today, New York City teenagers are:

- less likely to get arrested for misbehaving in school: school suspensions are down 46 percent since 2011;¹
- less likely to become parents: teen pregnancy is down from 35 births per 1,000 young women in 2003 to 24 births in 2013;² and
- more likely to graduate high school: graduation rates have increased from 50 percent in 2005 to 70 percent in 2014.³

But many young low-income New Yorkers face serious challenges.

- Hate crimes against Muslims, Arabs, and South Asian young people surged after September 11, 2001 and continued after more recent attacks in Paris and San Bernardino in late 2015.
- Ten percent of all public high school students reported carrying a weapon at least one day in 2013.⁴
- Gang violence has grown into a huge problem in around New York City public housing developments.
- Gun violence remains the leading cause of death for young people, ages 20 to 24, even though youth gun deaths are at their lowest level since 2003.⁵

¹ New York City Department of Education, 2016.

² Bureau of Vital Statistics, New York City Department of Health and Mental Hygiene, 2014.

³ “New York City Graduation Rates, Class of 2015,” New York City Department of Education, January 2016.

⁴ “Youth Risk Behavior Survey,” Centers for Disease Control and Prevention, 2013.

⁵ “Keeping Track of New York City’s Children: 2015,” Citizens’ Committee for Children.

Since 1994, young people of color have been the target of aggressive police policies focused on uncovering weapons.

- In 2015, African-American or Latino young people under age 16 comprised 95 percent of all youngsters arrested, and 94 percent of those placed in the City’s new local juvenile detention facilities.¹
- Although the policing strategy known as “stop, question, and frisk” has declined dramatically from 685,000 stops in 2011 to 23,625 in 2015, 88 percent of stop and frisks in 2015 involved young African-American and Hispanic males.²
- New York and North Carolina are the only states that routinely prosecute 16- and 17-year-olds as adults. In New York City, this policy affects some 30,000 young people each year; the vast majority are charged with nonviolent crimes.³
- Each year, more than 75,000 New Yorkers are locked up on Rikers Island—New York City’s central jail complex. Most are young African-American or Latino men.

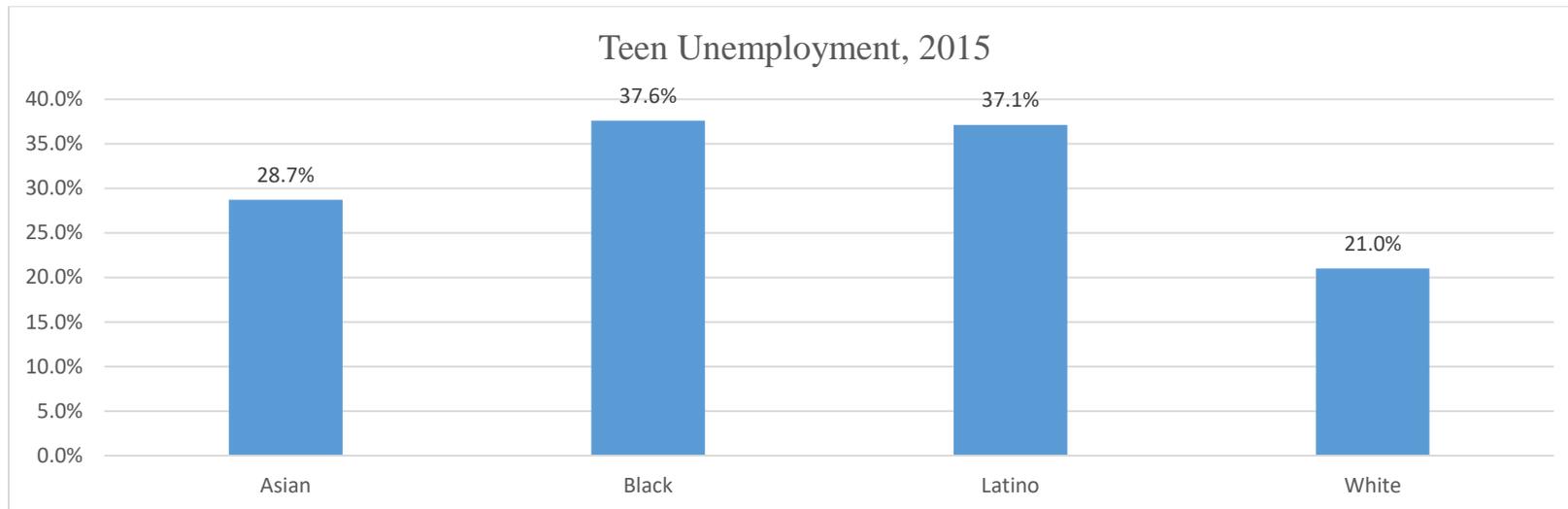
¹ “Keeping Track of New York City’s Children: 2015,” Citizens’ Committee for Children.

² New York Civil Liberties Union, 2016.

³ Correctional Association of New York, 2013.

Despite improvements in the overall labor market, unemployment among older teenagers remains stubbornly high.

- 172,000 young people, ages 18 to 24, are out of school and out of work or stuck in low wage jobs.¹
- Approximately 115,000 have not completed high school or obtained an equivalency diploma, and 86,000 live in 18 neighborhoods where workforce training is hard to come by.²
- New York City’s overall teenage unemployment rate varies considerably by race, as shown below:³



¹ “Bridging the Disconnect,” Center for an Urban Future, September 2014.

² “Barriers to Entry: the Increasing Challenges Faced by Young Adults in the U.S. Labor Market,” Community Service Society and Fiscal Policy Institute, 2013.

³ “Keeping Track of New York City’s Children: 2015,” Citizens’ Committee for Children.

Although a college degree is still important, education reforms and particular industries offer opportunities for young jobseekers who are not quite ready for college.

- Sixty percent of technology jobs do not require four- or even two-year college degrees, and typically pay 45 percent more than the citywide average of \$19 per hour for jobs with similar educational requirements.¹
- While hospitality, food, and retail pay less and offer fewer chances for advancement, they provide first job experiences for young people with low skills and those with criminal records.
- More internships, fellowships, and apprenticeships are opening up for low-income young people.
- There are more than 250 career and technical education programs in the New York City public high schools as well as 33 Pathways to Technology, (commonly called P-Tech) high schools that combine high school, career training, and two years of college in a six-year program. These schools offer young people the opportunity to earn a high school diploma while getting prepared for a job or career.

¹ “New York City’s Tech Ecosystem,” HR&A Advisors, 2014.

FUNDING FOR YOUTH AGENCIES

A number of City agencies contract with nonprofits to provide youth services. They include:

- Department of Education (and individual schools) for afterschool sports, summer camps, and internships;
- Department of Probation for mentors, educational services, and other supports to young probationers; and
- Human Resources Administration for employment services to young people who receive cash assistance.

The Department of Youth and Community Development (DYCD) is the City's major funder of youth services. It administers:

- five employment programs that served about 65,000 young people in 2016. Of these, some 60,000 participated in DYCD's signature Summer Youth Employment Program, a 14-week jobs program for young people ages 14 to 24; 5,000 participated in paid internship and vocational training programs; and
- a citywide afterschool initiative, called COMPASS, that was started in 2004 by the Bloomberg administration to provide tutoring, mentoring, field trips, recreation, and leadership services to young people living in poor neighborhoods.

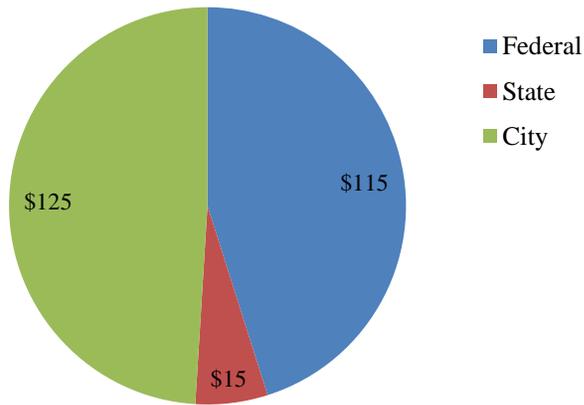
The City has made new investments in youth development.

- In 2014, the Mayor created a citywide system of youth gang violence prevention services.
- In 2015, the Mayor created the Center for Youth Employment to coordinate youth employment services.
- In 2016, the New York City Council created a Youth Employment Task Force to evaluate the Summer Youth Employment Program and consider ways to make it better. It also started an initiative for girls and young women and added millions to the budgets of City agencies to augment their youth services.
- New York City Young Men's Initiative—a cross-agency initiative to tackle disparities faced by young men of color that was started by Mayor Bloomberg in 2011 and continued by Mayor de Blasio in 2014—will invest over \$30 million in remedial education classes for unemployed young people who read below the sixth grade; mentoring; and vocational training for young people living in public housing and those who are court-involved.
- The City has dramatically expanded COMPASS, which in 2016 included 915 programs that served more than 100,000 kindergarten through high school students.

PUBLIC YOUTH DEVELOPMENT FUNDING

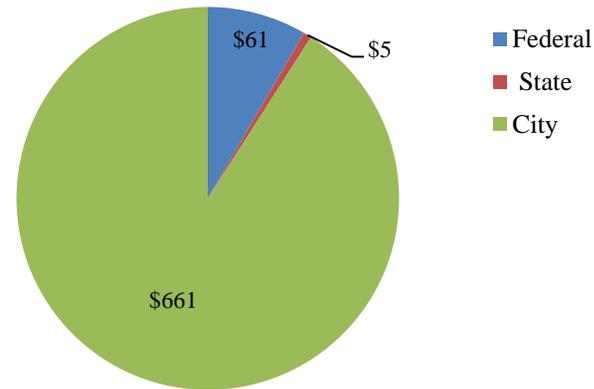
The Department of Youth and Community Development (DYCD) administers federal, State, and City funds for youth development. The City supported a larger share of the youth development budget which increased from \$125 million in FY 2004 to \$661 million in FY 2017.

Funding Sources FY 2004 - \$255 million



Dollars in millions

Funding Sources FY 2017 - \$727 million



Dollars in millions

In FY 2017, DYCD will spend about 60 percent of its budget on programs in public schools.

	Amounts in Millions	
Youth programs in public schools	432	60%
Summer youth employment	91	13%
Community development programs	66	9%
Other youth programs	51	7%
Homeless youth services	28	4%
In- and out-of-school youth employment services	23	3%
Administration	21	2%
Literacy programs	15	2%
	<u>\$ 727</u>	

Source: The City Council of New York, Reports on Fiscal Executive Budget for Department of Youth and Community Development, 2004-2016.

PRIVATE FUNDING OF YOUTH DEVELOPMENT

The top funders of youth development in New York City in 2013 were:¹

1.	Foundation to Promote Open Society	\$ 7,483,891
2.	Bloomberg Philanthropies	7,465,006
3.	Shimon ben Joseph Foundation	6,730,458
4.	Pinkerton Foundation	6,688,247
5.	JPB Foundation	6,130,000
6.	Charles Hayden Foundation	5,869,550
7.	Ford Foundation	5,185,000
8.	The New York Community Trust	5,102,275
9.	NoVo Foundation	5,099,789
10.	Edna McConnell Clark Foundation	4,947,000

The Trust is third among local funders.

1.	Pinkerton Foundation	\$ 6,688,000
2.	Charles Hayden Foundation	5,869,000
3.	The New York Community Trust	5,102,000
4.	The Edna McConnell Clark Foundation	4,947,000
5.	The Tiger Foundation	4,390,000

¹ Foundation Center, 2016.

ACCOMPLISHMENTS OF THE TRUST'S GRANTMAKING

From 2011 to 2016, The Trust awarded 222 grants, totaling \$14,365,000 for youth development. We:

- started or improved afterschool programs for tutoring, mentorship, college and test preparation; and opportunities to develop social and emotional skills through sports, the arts, technology, and other academic and recreational activities;
- launched a large-scale initiative to curb gang violence, which the City continues to support;
- now allocate about \$1.5 million annually to internship and employment programs focused on helping young people restart their educations and get training for careers in fields ranging from stone masonry to healthcare and tech; and
- supported advocacy to promote reform of New York's career and technical education system, create a more enlightened juvenile justice system, and raise the State's age of criminal responsibility to 18.

KEY FINDINGS

The City has dramatically expanded afterschool programs.

- Most are in City schools and do not appeal to young people with weak school connections.
- This expansion of school-based programs has come at the expense of other programs that could also benefit young people, including sports and youth leadership.

Youth employment programs generally fail to incorporate the most effective workforce practices to better serve 170,000 young people who are not in school and not working.

- The adult workforce development field has adapted best practices of serving dual customers by improving the way job seekers look for work, while helping employers improve job quality, career ladders, and competitiveness.
- Youth employment services are not systematically coordinated with employers.
- Youth employment services favor six-week summer jobs over year-round internships and vocational training.

Advocacy is needed to address policies that shape the lives of young New Yorkers, including:

- persistent racial disparities in the juvenile and criminal justice systems;
- local and/or State regulations that constrain career and technical education; and
- incentives to employers to hire young people.

A commitment to New York City kids means providing opportunities for them to imagine a better life for themselves.

- The preponderance of funds for school-based afterschool programs leaves little support for other important programs such as leadership development.
- Youth employment needs to be expanded and improved to provide more effective opportunities for 1) young people who are in school to learn about good jobs first-hand, and 2) less-skilled young people who are out of school to get job training.
- Young people of color need to learn approaches to racism in the systems that intersect their lives, e.g., education, criminal justice, and employment.

PROPOSED GUIDELINES

Our modified youth development grants strategy will continue to provide opportunities for young, low-income New Yorkers up to the age of 24, to overcome obstacles and succeed in life and careers. We will:

1. Expand opportunities for disadvantaged young people to exercise leadership. We will put a priority on projects that:

- have built programs in communities, or operate in a minimum of three public school campuses;
- provide hooks to keep diverse groups of young people engaged;
- work with young people over time, at least three years; and
- create a role for young people to influence public policy, promote racial equity, or achieve meaningful community improvements.

2. Support employer-driven youth workforce programs that:

- create career pathways in higher wage sectors (e.g. healthcare, technology, hospitality);
- expand internships for young people who are attending school, and those who are unemployed;
- help low-skilled youth get an education, move up, and provide training, placement, and post-placement services; and
- improve the City's career and technical education system.

3. Expand the capacity of youth development organizations by:

- supporting intermediaries that provide training, streamline services, improve industry hiring practices, or change public policies; or
- training youth workers and other staff in best practices of leadership development, employment, and nonprofit management.

4. Promote policy reforms on critical issues that affect young people, such as:

- reforming New York's juvenile and criminal justice systems to produce better outcomes for young people; or
- creating better initiatives that engage and encourage employers to hire less-skilled youth of color.

We will not make grants to stand-alone college access and preparation programs.