



**To:** Sally Bagshaw, Chair of Parks and Neighborhoods Committee

**From:** Christopher Williams, Acting Superintendent

**Re:** **2013 Budget Proviso for Structured Teen Programming**  
*Response to Green Sheet 107-1-C-2*

**Date:** **March 19, 2013**

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### Summary

The 2013-2014 Adopted Budget included a City Council budget proviso as follows:

“Of the appropriation in the 2013 budget for the Department of Parks and Recreation’s (DPR’s) Recreation Facilities and Programs BCL, \$176,091 is appropriated (and of the amount endorsed for 2014, \$184,555 is expected to be appropriated) solely for structured programming for teens and may be spent for no other purpose. Furthermore, none of the money so appropriated in 2013 may be spent until authorized by future ordinance. The Council anticipates that such authority will not be granted until DPR reports to the Council Parks and Neighborhoods Committee describing the teen structured programming proposed to be implemented.”

The report to City Council’s Parks and Neighborhoods Committee is to describe how these provisoed funds would be used for structured programming. Specifically, City Council requested Parks to include in the report:

- Which programs DPR considered for these funds. This could include existing or new programs;
- The effectiveness of all of the considered programs;
- An explanation on why DPR chose particular programs;
- The expected outcomes of the program(s) implemented;
- The location and hours where chosen programs will take place;
- A detailed spending plan of the funding, including percentage used for staffing needs.

In response to this proviso, Parks considered different program options to add structured teen programming. The Department focused on the programs in the Teen Unit, which is a unit in the Recreation Division. This division manages six teen programs that provide a diverse range of services that draw youth from throughout the city. These six programs include: Outdoor Opportunities (O2), Youth Employment and Service Learning (YESL), Teen Life Centers (TLC), Latenight, and Seattle Youth Violence Prevention Initiative (SYVPI). Details of each program are included as Attachment 1 to this report.

## **Recommendation**

Parks is recommending that provided funds be used to establish a pilot Youth Career Training Program (YCTP) in 2013. The Department will evaluate whether or not to continue the pilot as part of the 2014 budget process. The pilot program will engage teens, aged 14 to 19, in a variety of structured and stipend based workforce preparedness experiences that incorporate job, life, and leadership skills training. YCTP will help increase the number of youth employment opportunities, address the need for workforce development, and support financial independence for youth in 2013. The program also aligns with the Mayor's Jobs Plan, specifically on the investment in Seattle's youth and young adults.

This program was chosen based on the immediate need to expand employment pathways for our youth. It's harder than ever for young adults in Seattle-King County—and across the country—to get jobs. Unemployment for youth 16-24 years old has doubled with the recession. In Washington state, more than 75,000 young adults (18-24) are neither working nor in school<sup>1</sup>.

Seattle, in particular, has one of the highest youth unemployment rates in the country and state. According to the Bureau of Labor Statistics, in 2011, the annual unemployment rate for teens ages 16 to 19 in the Seattle, Bellevue and Tacoma area was 32.4 percent compared to the state average of 30.4 percent and national average of 24.5 percent. Almost a quarter of the state's young people are in Seattle-King County, translating into thousands of disconnected and unemployed youth. For example, of the 88,808 youth 16-19 years old in King County, 3,907 are not enrolled in school and did not graduate from high school. Of these, 1,789 are not in the labor force.

There is little work in the 21st century for young adults without a high school diploma and limited work that is sufficient to support a family for those who lack at least some post-secondary schooling or training. The bottom line is education attainment makes workers more employable and businesses more competitive.

Recognizing the need to provide employment opportunities for youth, Parks will create additional youth employment capacity through the pilot YCTP program. YCTP will consist of employment training followed by stipend-based work-like experiences modeled after the Youth Employment/Services Learning (YESL) programs. The program differs from YESL in a few ways. First, YCTP will expand the number and types of employment readiness/service learning opportunities provided internally by providing new work experiences in Parks Shops and through the Late Night program. These types of opportunities are not available through YESL. YCTP will also place a stronger emphasis on leadership and life skills by offering trainings in ropes course, financial accountability, and teen advocacy. Finally, YCTP will also specifically target youth of color (i.e. African American, Hispanic/Latino, etc.) and immigrant/refugee youth 14 – 19 years of age.

### ***How the Program Works***

YCTP will utilize the experiential learning methodology which applies newly attained job training and leadership and life skills (through the training we will offer) to real life situations (through the work experience we will offer).

The job training and leadership and life skills element will emphasize programming in the areas of pre-employment certification, youth teen advocacy, aquatics and tennis training, urban design and

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<sup>1</sup> Seattle Jobs Initiative's analyses of American Community Survey, 2009

environmental learning, and education and college prep. Some examples of the above programming would include lifeguard training for youth, first aid training, teaching forest restoration skills, GED courses, and college prep courses. YCTP may also provide technology training and web support training to assist in the design and update of a new Teen Web portal (described in the “Budget and Staffing” section). Additional examples of the types of job training and leadership and life skills that will be offered can be found in *Table 2: Detailed Budget*.

The employment element of the YCTP program will include community center front desk and Late Night support, pre-apprenticeship with Parks shops (carpentry, electrical, metal, paint, and plumbing), grounds maintenance support, truck crews support, ropes course facilitation, tennis and aquatic instruction, and trail restoration support.

YCTP work experiences will share a similar structure to YESL programs offering 144 total program hours (25% training and 75% application) over six weeks during the summer or twelve weeks during the school year. YCTP participants will need to complete a minimum of 120 program hours to be eligible for the \$599 stipend and create a reflection project about their experience. Table 1 summarizes the types of work experiences that will be offered by location and available hours.

**Table 1: 2013 YCTP Work Experiences**

Work Experience	Description	Job Specific Training	Estimated Number of Youth Served	Locations	Available Hours
Community Center Front Desk	Support recreation attendants, reception, customer service, rental assistance, program set up and take down, answer phone	Yes We Can!, Office equipment training (multi phone, fax, copy machine), emergency preparedness	52	26 Community Centers	Summer: Monday-Saturday, 9 am-6 pm, School year: Monday-Friday, 3 pm-8 pm Varied on Saturdays
			10	10 Latenight sites	Year round: Friday-Saturday, 7 pm-9 pm
			12	3 Teen Life Centers	Year round: Tuesday-Saturday, 3 pm-9 pm
Pre-Apprenticeship with Shops	Shadow shops staff, organize equipment and tools before dispatch (carpentry, plumbing, paint and metal, electrical trades)	Tool and equipment identification, safety protocol, Trade specific practices	6	Westbridge, job sites	Summer Only: Monday-Friday, 7 am-3 pm Year round on Saturdays
Maintenance Laborer Assistant	Support maintenance laborer, gardener, lead in restoration and maintenance of parks, green spaces and natural spaces, prep tools	Plant identification, best management practices for stewarding land, safety protocol	36	Densmore, Ravenna Barn, Westbridge, Genessee, Nickerson, various other park locations	Summer Only: Monday-Friday, 7 am-3 pm
Truck Crew Assistant	Assist truck crew staff in organizing, loading and unloading equipment requests, set up for special events	Safety protocol	10	Westbridge / specific job sites	Summer Only: Monday-Friday, 7 am-3 pm Year round on Saturdays

Work Experience	Description	Job Specific Training	Estimated Number of Youth Served	Locations	Available Hours
Ropes Course Facilitator	Assist in facilitating portable and low ropes course elements for groups visiting at Camp Long	Portable elements, low ropes course training	12	Camp Long	Summer: Monday-Friday, 9 am-5 pm School year: Monday-Friday, 3 pm-7 pm
Tennis Instructor/ Coach	Help coach Quick Start teens program	How to play tennis, how to coach, program logistics	12	Amy Yee Tennis Center	Summer: Monday-Friday, 9 am-9 pm School year: Monday-Friday, 3 pm-7 pm Year round on Saturdays
Aquatics Instructor	Provide aquatics safety training	Lifeguard training, first aid, and CPR	8	8 Indoor Pools and Summer Beaches	Summer: Monday-Sunday, 9 am-5 pm School year: Monday-Sunday, 3 pm-7 pm
<b>Total Youth Served</b>			<b>150</b>		

The YCTP will allow us to directly serve an additional 150 youth/teens in 2013. Currently, Parks serves approximately 364 youth/teens through the Youth Employment/Service Learning Unit (YESL). The YCTP program will increase the number of youth served to an estimated 514 youth in 2013.

If this proposal is approved, the kickoff event will take place during the school spring break from April 15-19 and center around Youth Appreciation Week with a fun event for the entire family. At this event we will introduce the pilot YCTP program and allow youth accompanied with parents or guardians to sign up for all upcoming programs and stipend related jobs.

***Program Performance***

The Department will evaluate the program’s success by establishing the following goals and performance measures. The performance measures are sourced from the federal Workforce Investment Improvement Act which provides a set of standard goals for measuring youth employment programs. Each type of goal that is identified is equally important to the development of the individual, the effectiveness of the program for the individual, and the overall performance of the program.

***Goals:***

- The program will provide for the attainment of basic skills, work readiness or occupational skills. All youth who are determined basic skills deficient must have a basic skill goal.
- The programs will provide for the attainment of secondary school diplomas and their recognized equivalents (e.g., HSED, GED) before exiting the program.
- The program will provide for the placement and retention in post-secondary education, advanced training, military service employment, or qualified apprenticeships.

***Performance Measures:***

- **Skill Attainment Rate:** measures the attainment of basic, work readiness or occupational skills while receiving services
  - Total number of basic skill goals + number of work readiness skills + number of

occupational skills.

- **Diploma or Equivalent Attainment Rate:** of those who enter without a diploma or equivalent, measures the number of youth who receive one by the time they leave services. In-school youth that leave services and are still in school are excluded from this measure.
  - Number of youth who attained a secondary diploma or equivalent within 6 months after completing the program.
  
- **Retention Rate:** measures the proportion of youth that are in the following activities 6 months after they leave services:
  - Post secondary education
  - Advanced training
  - Employment
  - Military service
  - Qualified apprenticeships

### ***Budget and Staffing***

The total YCPT budget is estimated at \$183,000 in 2013. If Council approves the pilot YCPT program, Parks will absorb the cost difference between estimated cost of \$183,000 and the provided funds of \$176,091. Parks will also use existing staff to administer this program by increasing two existing part time positions to full time including a 0.5 FTE Recreation Leader and a 0.5 FTE IT Specialist.

The major cost categories required to implement YCTP include the program stipends and the associated training courses that will be offered, equipment and supplies, and staffing costs. The program stipends will be offered at \$599 and will serve 150 youth in 2013 for a total of \$89,850. Note that Parks will use salary savings to provide 40 more stipends in 2013 for a total of 150 stipends based on an April start date of the program. If the program continues into 2014, 110 stipends will be awarded. The training programs that connect with the youth employment stipends are estimated at \$26,500, which will cover the cost for the instructors.

The budgeted amount for equipment and supplies is \$14,495, which includes snacks and meals for participants and transportation for programs. The transportation piece is needed as an incentive to get teens to the programs conveniently. The program will also offer bus tokens.

The staffing budget includes an increase in two existing part time positions to full time including a 0.5 FTE Recreation Leader and a 0.5 FTE IT Specialist. In addition, funding is earmarked for two AmeriCorps staff. There is no new position authority is being requested as part of this report. The Recreation Leader will provide direct oversight of YCTP, including the training services and the stipend program. The IT Specialist will implement the Teen Web Portal and serve as an assistant web developer working closely with the Communication Unit. The position will develop and maintain content for the Teen Web Portal, and administer the website to support coordination of programs and resources. This position will also have the overall responsibility of promoting youth education through various web based applications to better market the program and encourage participation, specifically from youth of color. Finally, Parks will hire two AmeriCorps staff to provide case management and program support for youth enrolled in the YCTP program. The costs for the YCTP program are detailed in the following table.

**Table 2: Detailed Budget**

Category	2013	Program Description
<b>Direct Youth Services</b>		
<i>Youth Employment</i>		
Employment Stipends	\$89,850	Stipends for workforce preparedness and job specific training and skill building.
Pre-Employment Certification Classes	\$6,000	First Aid/CPR, Food Workers Permit, flagger certification, safety training, etc.
<i>Leadership Development</i>		
Youth Advocacy Training	\$3,000	Leadership development programs like 7 Habits for Highly Effective Teens, etc.
<i>Life Skills Development</i>		
Urban Design/Environmental Learning Training	\$3,500	Teaching youth urban design and forest restoration skills. Ropes Course Training.
Aquatics Training and Tennis Training	\$10,000	Programs will include lifeguarding, swimming lessons, and tennis lessons
Education and College Prep Courses	\$4,000	Programs will include college prep courses, resume writing, entrepreneurial courses, financial responsibility courses, GED courses
<b>Subtotal Direct Youth Services</b>	<b>\$116,350</b>	
<b>Equipment/Supplies</b>		
Nutrition & Equipment	\$5,000	Snacks and meals for program participants
Bus Tokens and Van Rental	\$7,245	Transportation for programs. Includes bus tokens for stipend positions.
General Admin Supplies	\$2,250	Copying, binding, poster board, general supplies for additional program support
<b>Subtotal Equipment Supplies</b>	<b>\$14,495</b>	
<b>Staffing:</b>		
Program Management: 0.5FTE Recreation Leader	\$21,788	Staff will provide direct oversight to stipend based projects and training.
Case Management and Program Support: 2 AmeriCorps Staff	\$6,750	AmeriCorps staff will provide a level of case management and program support for youth enrolled in the YCTP. They will supplement the staff efforts.
Communication and Outreach: 0.5FTE IT Specialist Support	\$23,299	YCTP Media Program will promote education and increase participation through improved web based applications.
<b>Subtotal Staffing</b>	<b>\$51,836</b>	
<b>Total Budget</b>	<b>\$182,681</b>	

**Conclusion**

Seattle Parks and Recreation staff reach our youth in the “hope stages” of their development; where young people can realize their full potential, dream large and work diligently to find their place and purpose. Once youth are engaged with us, we guide them and help them to develop a sense of belonging and purpose. We know that we need to provide opportunities that are relevant to them and offer them a secure environment and experiences that challenge them, leading to self-exploration, self-discovery, and self-

development. We have also learned that incentivizing our programs helps give youth that extra push into a productive learning opportunity that increases the economic independence of young people, develops their self-confidence and fosters optimism towards their future.

This pilot Youth Career Training Program helps us to build a strong foundation for all youth and teen programs that we can emulate throughout our parks and recreation system. By focusing on these outcomes; enhancing opportunities for target youth of color (i.e. African American, Hispanic/Latino, etc.) and immigrant/refugee youth 14 – 19 years of age; civic leadership, experiential and environmental responsibility; and increasing the physical, social and emotional well-being of participants, we can help build a solid future for more young people. For some youth and teens, the Youth Career Training Program may be their best opportunity to find their passion in life and help them to build the skills and competencies that allow them to function and contribute in their communities.

## ***Attachment 1: Existing Teen Programs***

**Outdoor Opportunities (O2):** the O2 program is an outdoor recreation program designed to expose diverse teens 15 to 19 years of age to environmental education, conservation and stewardship opportunities. The program takes place at the Discovery Park and Camp Long Environmental Learning Centers. Each O2 facility hosts weekly environmental education workshops and monthly outdoor recreation overnight events and service projects. Examples of weekly workshop topics include: college preparation, a host of career development subjects, sense of community, conservation careers, and green-industries. Examples of overnight events and associated outdoor recreation activities include: backpacking, canoeing, biking, kayaking, sailing, rock climbing, snow camping and rafting. The O2 program effectively utilizes outdoor recreation as a vehicle for education. Each of our O2 locations actively recruits and enrolls at least 100 new O2 participants each year. These O2 participants engage in the weekly and monthly events at no cost. O2 participants are also able to complete the 60 hour service learning requirement for graduation with the Seattle School District.

The program aims to serve teen participants at program capacity, to efficiently manage our program budget, to run all O2 programs with few to no accidents or injuries, and to continue to serve at least 80% under-represented youth. Based on these management goals, the programs have had a consistently high success rate. For example, in 2012, 80% of the programs ran at capacity, the program budget was not exceeded, no serious accidents or injuries were reported, and approximately 85% of the participants were under-represented youth.

**Youth Employment/Service Learning (YESL):** The Youth Employment and Service Learning Unit (YESL) develops and administers youth pre-employment and leadership programs rooted in experiential learning practices. There are five main programs including Summer of Service (SOS), Youth Engaged in Service (YES), Student Teen Employment Preparation (STEP), Teen Intern Program (TIP), and The Able Teens (TAT). All programs incorporate a service element like workforce preparedness training or leadership skill development. YESL programs serve youth ages 12 to 21 and provide summer and school year opportunities. Outreach emphasis is placed on typically under-represented populations and city-wide initiatives including SYVPI, Immigrant and Refugee Initiative, Southeast Seattle Action Agenda and South Park Action Agenda. As an incentive, most programs offer a stipend and/or service hours after successful completion of program requirements. These service hours can be used towards the high school volunteer hour's graduation requirement. YESL programs have increased the number of youth served every year since 2005 with a dramatic jump in 2010 after the grant-funded program SOS was introduced and after the expansion of after school programs.

The Department is in the process of establishing evaluation tools for YESL programs. Currently, YESL utilizes pre- and post participant surveys and youth and staff interviews. Information gathered has helped with continuous quality assurance. YESL programs have had an extremely high average of completion rate of above 90% over the last 10 years. The program served a total of 364 youth in 2012 which represents a 70% increase over 2011.

**Teen Life Centers:** The three Teen Life Centers provide an environment for middle school and high school aged participants to develop lifelong learning through recreation and enrichment activities. The program places an emphasis on expanding parks and recreation opportunities for youth during out of school hours, exploring youth employment, including paid internships and career shadowing, aligning activities with



school readiness and academic success and partnering with communities to develop services and activities that are culturally relevant. The TLCs offer programs that focus on physical, social and emotional well-being of youth and teens to explore through experiential learning. The programs enhance opportunities for City of Seattle youth through increased partnerships with youth-serving organizations and community development agencies.

These programs are located at Garfield Teen Life Center, Meadowbrook Teen Life Center and Southwest Teen Life Center. These locations each serve approximately 110 youth daily through recreation, social and enrichment programs.

The Teen Life Centers is based on four core goals. These goals include enhancing opportunities for underserved populations (low income, ethnic minorities, immigrant/refugee); increasing civic leadership; teaching environmental responsibility; and increasing the physical, social and emotional well-being of participants.

**Late Night:** Late Night Recreation provides a safe, supervised, environment for teens ages 13-19 on Friday and Saturday evenings to socialize with friends, interact with staff and participate in a variety of formal and informal recreation and learning opportunities that build capacity and strengthen the developmental assets of participants. Late Night Recreation operates year-round at 10 facilities including Bitter Lake Community Center, Delridge Community Center, Garfield Teen Life Center, High Point Community Center, Meadowbrook Teen Life Center, Rainier Beach Community Center, Rainier Community Center, South Park Community Center, Southwest Teen Life Center and Van Asselt Community Center.

The Late Night program centers on the youth's ability to engage in ongoing programs and activities that develop applied skills and achievement through participation and decision making. The Late Night programs are an extension of Teen Life Centers and share similar outcomes.

**Seattle Youth Violence Prevention Initiative (SYVPI):** The SYVPI program offers healthy pathways for youth to achieve goals, pursue careers, and become productive citizens. These opportunities for youth placed at risk for violence establishes sustainable options for positive social, educational, recreation and creative experiences. The program takes a lead role in providing pro-social, pre-employment pathways and civic engagement opportunities through various recreation programs and services within the geographical boundaries of SYVPI. Since 2009, SYVPI has an annual target to serve 400 initiative enrolled youth that meet the eligibility criteria; convicted of a crime, arrested but not detained, suspended or at-risk of suspension due to truancy or victim/perpetrator of violent crime(s). The program focuses on increasing program participation; maintaining program participation throughout the year, and involvement in academic, literacy and enrichment programs.

The Park Youth Violence Prevention Initiative is based on four established indicators on youth engagement in recreation based services at the community centers. These indicators are specific to a population of youth directly impacted by violence in our communities. The benchmarks include youth completing programs; increased attendance in multiple programming; continued program participation throughout the year; and youth involvement in academic, literacy and enrichment programs/opportunities. Parks served a total of 587 out of the total 1100 initiative enrolled youth in 2012.