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Accounting for Opportunity

A Fiscal Scan of Funding
for New Orleans
Opportunity Youth

An initiative of
**Baptist Community Ministries,
The Forum for Youth Investment,
& The Cowen Institute**



About BCM



Baptist Community Ministries (BCM) is a health conversion foundation committed to improving the physical, mental, spiritual and social lives of people living in the greater New Orleans region. From our founding as Southern Baptist Hospital in 1924, to the sale of two hospitals and our conversion to a foundation, our work touches lives in many ways - through grantmaking to nonprofit organizations and charities, and through direct services in settings such as hospitals, churches, and other community institutions. Specifically, BCM focuses grantmaking within four strategic zones - health, education, public safety, and governmental oversight and has invested more than \$140 million since its inception. As one of the largest private foundations in Louisiana, BCM has been a leader in drawing attention to the needs of opportunity youth in New Orleans and resourcing efforts to address those needs.

About the Authors



The Forum for Youth Investment is a nonprofit, nonpartisan action tank dedicated to helping communities and the nation make sure all young people are ready by 21 – ready for college, work and life. Informed by rigorous research and practical experience, the Forum forges innovative ideas, strategies and partnerships to strengthen solutions for young people and those who care about them. Founded in 1998 by Karen Pittman and Merita Irby, two of the country's top leaders on youth issues and youth policy, the Forum is a trusted resource for policymakers, advocates, researchers and practitioners. The Forum provides youth and adult leaders with the information, connections and tools they need to create greater opportunities and outcomes for young people.



The mission of the **Cowen Institute** is to advance public education and youth success in New Orleans and beyond. Launched in 2007, we inform relevant stakeholders, decision makers, and the public at large on issues related to K-12 public education, opportunity youth, and college and career readiness. We promote the practical application of data and analysis to improve education and career pathways for youth. We also proactively develop, incubate, and operate innovative initiatives that support students and young adults. Based at Tulane University, a national research and regional anchor institution, we strive to positively impact our community and strengthen the local and regional economy.

Acknowledgments

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In 2012, Baptist Community Ministries (BCM) and The Finance Project released Job Training and Education of Disconnected Young Adults in New Orleans: Preliminary Analysis of Federal Funding Streams. The report examined how city and state agencies expended federal funds that could potentially be used to support opportunity youth in New Orleans and recommended that Louisiana improve its coordination of support services, from transportation to health services, to better support opportunity youth and to ensure maximum utility from every federal dollar.

This report, developed by the Forum for Youth Investment, the Cowen Institute, and BCM, builds on the 2012 report and includes both fiscal and policy analyses of federal funding and programs in major systems that have an impact on opportunity youth – Workforce, Education, and Human Services – and includes more limited analysis of funds from Justice, Housing, and Defense, among others. Attempts were also made to identify any state or locally derived public funding sources being used to support this population.

The funding charts and discussion of funds provide the best available data from review of local, state, and federal budgets and programmatic information, as well as interviews and communications, with local and state budget holders.

Table of Contents

Page.01 | Introduction & Recommendations

Page.05 New Orleans Opportunity Youth

Page.07 How have other communities used fiscal scans?

Page.09 How This Fiscal Scan Will Help New Orleans Help Opportunity Youth

Page.15 | Funding Sources Summary Charts

Page.17 | Detailed Findings

Page.17 Workforce Development: Connecting Opportunity Youth to Jobs

Page.23 *Plus: Changes Coming to WIA as it Becomes WIOA*

Page.24 *Plus: Portland, Oregon: Workforce & Education Systems
Responding to the Opportunity Youth Challenge*

Page.25 Education: Connecting Opportunity Youth to Degrees

Page.27 Human Services: Connecting Opportunity Youth to Essential Supports

Page.31 *Plus: Denver Mayor's Office: Action Plan for Opportunity Youth*

Page.33 Justice, Housing & Defense: Connecting Opportunity Youth to Targeted Supports

Page.35 | Relevant Federal Funding Streams

Page.35 Table: Federal Funding Streams That Can Be Used for Opportunity Youth

Page.36 Summary of Other Potential Federal Grant Opportunities Not Being Utilized in New Orleans

Page.37 | Endnotes

Introduction

Finding the Dollars to Reconnect Our Opportunity Youth

The Obama administration has placed a national spotlight on the challenges facing the 5.6 million young people from 16 to 24 years old who are out of school and out of work.¹ In 2011, the White House Council on Community Solutions adopted the term “opportunity youth” for these young people as a means of signaling both the requests for opportunities these young people are making of their communities and for the losses – or opportunity costs – communities suffer when these youth are not engaged.

As communities and policymakers have begun to understand the magnitude of the problem, the conversations have quickly shifted from “What is it going to take to actually address this challenge?” to “Do we have the commitment and resources to make a difference?”

Public policies and funding streams are important parts of the picture. Federal and state funds are available to target this population, whether they are guaranteed by need (formula grants) or awarded through competition (discretionary grants), and other funding streams can be applied to this population. In order for policymakers and service providers to support opportunity youth in New Orleans, it is essential to know from which federal programs the state draws funding from, what federal funds Orleans Parish receives directly, and what state-generated funds are available.

These questions are always much easier to ask than to answer, especially so for opportunity youth. The needs of opportunity youth are particularly diverse – spanning everything from childcare and transportation, to navigating transitions out of the juvenile justice or foster care systems, to education and employment remediation, reconnection, and retention. The federal programs that address these needs cut across multiple agencies. Complicating things further, the funding streams and programs that can address these challenges have often been designed to serve either children (often 18 and under) or adults. The opportunity youth population straddles these two groups. A number of federal programs that specifically target disadvantaged or disconnected youth and young adults are particularly relevant for opportunity youth. However, the programs available to the broader age ranges – for children or for adults – should not be discounted since they often have larger budgets and could be tapped to better serve this population.

This report provides the results of interviews, budget analyses, and reviews of official government documentation focused on current and possible funding streams relevant for opportunity youth. Based on this research, the report offers a number of recommendations to better link existing funds to opportunity youth.



Recommendations

ENSURE EXISTING FUNDING IS TRANSPARENT AND WELL-UTILIZED. BUILD ON WHAT'S WORKING. EXPLORE NEW FINANCING OPTIONS. PRIORITIZE OPPORTUNITY YOUTH. PURSUE FEDERAL DOLLARS. FIND AND USE FLEXIBILITY. ACT LOCALLY, AND LEARN FROM OTHER LOCALITIES. RETHINK USES OF FUNDS. UTILIZE COALITIONS TO BUILD A COMPREHENSIVE SYSTEM. ADVOCATE.

Ensure existing funding is transparent and well-utilized.

Neither the state of Louisiana nor the city of New Orleans has a centralized entity or data system for tracking and monitoring the public funding available to support its residents, particularly opportunity youth. Because federal, state, and local dollars do not follow a consistent path, it is difficult, without such a centralized data system, to discern whether a community has appropriate resources to meet the needs of its residents. A centralized data collection entity could assist in tracking educational and other funds. Some fundamental investments should be made in strengthening the management information systems used to track public dollars. Better tracking of funding streams, grant recipients, target populations, and performance measures is critically needed. Services and their outcomes are dramatically underreported by state agencies. For increased public transparency, a coordinated accountability system is needed. New Orleans is uniquely positioned to demonstrate the value add of such coordination and information-sharing around funding and programming, which would place it at the vanguard of this work nationally.

Build on what's working.

Building on successful individual programs to increase their capacity, and allow others to learn from them should be a priority. Examples such as Goodwill's Reintegration of Ex-Offenders (RExO) program should be highlighted as local models of success, and future funding opportunities should capitalize on such local capacity. Successful programs like the one at Goodwill should be supported by opportunity youth advocates and funders in seeking additional dollars to continue their work. Importantly, discretionary funds are not automatically renewable; if positive results are achieved, stakeholders should work together to identify new funding streams to continue those efforts. Alternative public or private funding sources should be identified and coordinated to support continuity of efforts.

Explore new financing options.

If real tangible results are tracked, there are opportunities to explore new financing models, which are being incentivized by the federal government. Pay for Success² and Social Impact Bonds have emerged as mechanisms for increasing investments in social interventions that focus on results by changing the way government allocates and invests its resources. These types of contracts, in which a commitment is made to pay for improved social outcomes that result in public sector savings, are being utilized or explored in social issues from recidivism to foster care, homelessness, and workforce development.

Prioritize opportunity youth.

Stakeholders must ensure that opportunity youth are a central consideration as New Orleans strengthens its workforce development infrastructure. If New Orleans can use its Workforce Investment Fund (WIF) planning resources to incorporate strategies that target opportunity youth as an important subset of the potential workforce, opportunity youth funds can be leveraged against that infrastructure. Additionally, where possible, providing input for the formation and future development of that infrastructure so that it is adequately responsive to the needs of opportunity youth presents a great opportunity.

Pursue federal dollars.

Policymakers should pursue all appropriate federal funding opportunities that currently are not used in New Orleans, particularly, Youth Build dollars. New Orleans is an ideal setting for a robust Youth Build program and should have one. Exploring other federal Human Services funding should also be a priority. Louisiana broadly, and New Orleans specifically, do not appear to be taking full advantage of these funds. Local opportunity youth advocates should work together on a coordinated grant application strategy. One idea would be to partner to pursue grants rather than compete, thus bringing organizational strengths to the forefront.

Find and use flexibility.

Many opportunity youth require education and workforce training that looks different from traditional models. The funding to support the re-engagement of opportunity youth will likely have to come, at least in part, from education dollars – a category of public funds that is far larger than funding in other areas. Use of these dollars, when there is flexibility, can provide a significant boost to overall efforts to re-engage young people in school and work. In addition, the federal government is encouraging communities to braid together and leverage various funding sources to support a comprehensive effort that serves a range of opportunity youth needs. There is likely to be a second round application process for the federal Performance Partnership Pilots, an innovative opportunity to strengthen local partnerships and apply for waivers to streamline funding for opportunity youth.

Act locally, and learn from other localities.

While identifying federal funding remains essential, several cities and states are bolstering their efforts by articulating policies that proactively support the success of opportunity youth. Boston has created pathways for youth up to age 24 to achieve their high school credentials, using a competency-based credits approach for re-entering students who are over age for their grades. At the state level, Washington has created legislation to establish an “open doors” policy to ease re-entry into high school credential programs and workforce skills programs. New Orleans policymakers should study how other localities have worked to align their workforce and education systems, a critical step toward maximizing opportunities for opportunity youth.

Rethink uses of funds.

Political leaders in New Orleans and at the state level should consider where there are opportunities to shift funds to a more explicit focus on opportunity youth. Shifting funding from one population or purpose to another is no easy task, but weighing the potential return on investment that can be gained through re-engaging opportunity youth should be a lens for thoughtful decision-making about the current use of funding. For example, the purpose of TANF in Louisiana seems to be diluted by being so thinly spread across a range of intended outcomes and systems.

Utilize coalitions to build a comprehensive system.

Siloed systems at the state and local level should be encouraged to collaborate more intentionally on developing effective programming and funding across systems. Joining together through efforts like the EMPLOY Collaborative for effective cross-system conversations on funding can enable New Orleans to access additional funds in the future.

Advocate.

Opportunity youth advocates should work to build allies at the state level, encouraging the state to give priority to funding for this population and encouraging local policymakers to identify new funding to support it. An advocacy agenda to raise awareness of the great economic cost of doing nothing for this population, as well as a clear agenda for how to raise funds and how to use them to achieve outcomes, should be top priorities.



New Orleans Opportunity Youth

Though many cities across the country are facing the challenges of connecting opportunity youth to career and academic pathways, the situation in New Orleans and Louisiana is particularly dire. In the greater New Orleans metro area, 26,234 (18.2 percent) of 16- to 24-year-olds are considered opportunity youth. Of the 50 largest metropolitan areas in the nation, New Orleans has the third-highest percentage of opportunity youth, behind only Memphis and Las Vegas. And the situation is even worse in the state of Louisiana, which has an opportunity youth rate of 19.8 percent.

The early disconnection of opportunity youth from education and employment has implications across their lifetimes. Opportunity youth experience higher poverty rates and unemployment as adults. Yet, it would be a mistake to view opportunity youth as a homogenous group. The educational experience of opportunity youth varies: nationally, 28.5 percent have dropped out of high school, but 23.7 percent have some college education. Additionally, 33.4 percent have worked in the past year.³ Nationally, 25-to-28-year-old men who were disconnected in their young adult years were more than twice as likely to be unemployed.⁴ This lifetime of depressed employment and earnings results in significant taxpayer and social costs, as well as lower longer-term economic growth. Annually, New Orleans' opportunity youth cost taxpayers \$360M and Louisiana's opportunity youth cost \$1.7 billion each year.⁵

Addressing the reasons for disconnection is challenging. Nationally, young men who meet the criteria for opportunity youth are more likely than all 16- to 24-year olds to have come from lower income households, be high school dropouts, have a disability, and be uninsured.⁶ They are more likely than average to have families who are poor (35 percent), poorly educated (45 percent), or receiving welfare (26 percent).⁷

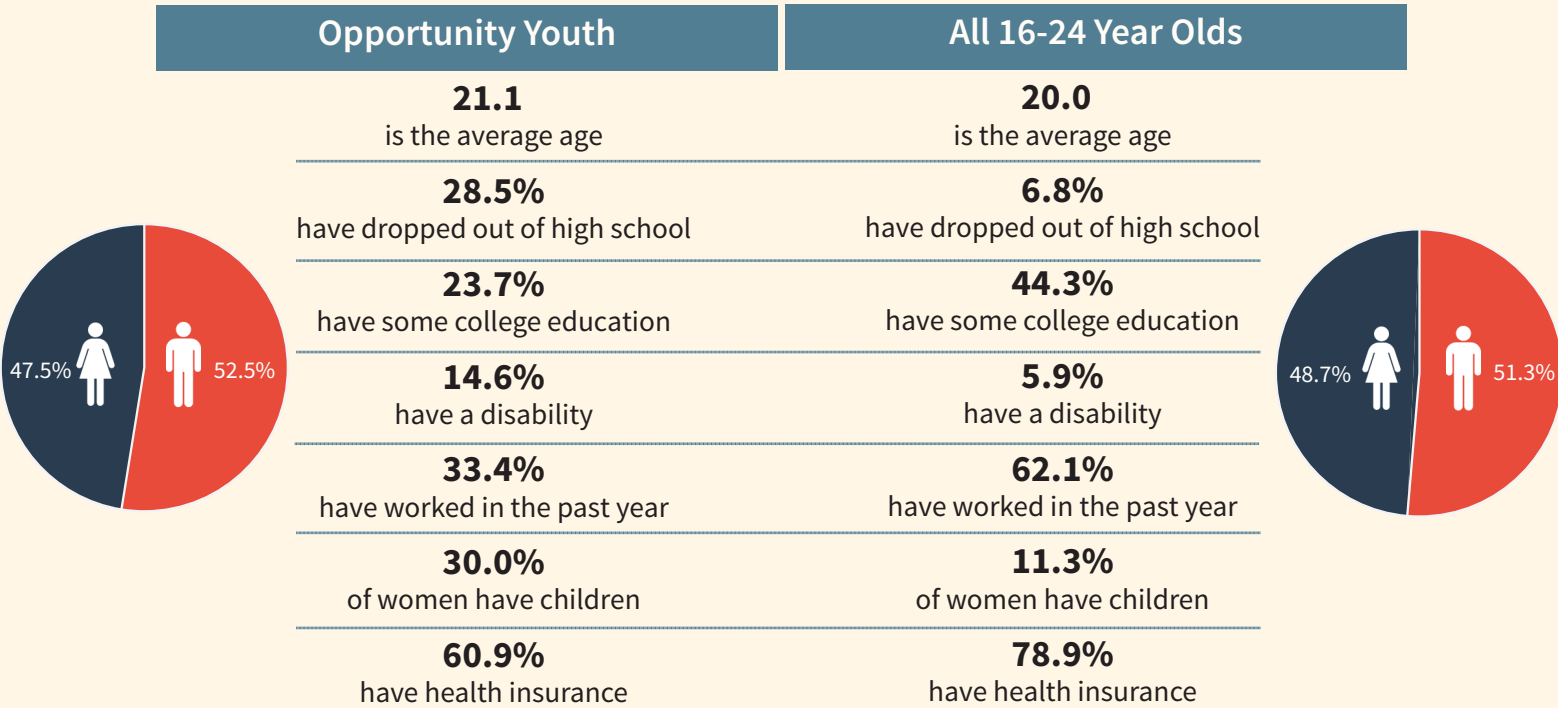
But the reasons for disconnection are multifaceted. First and foremost is disconnection from high school. In 2013, the graduation rate in Orleans Parish was 73 percent.⁸ A 2014 report by the Cowen Institute at Tulane University, *High School Disconnection: Insights from the Inside*, found that the reasons for youth disconnection from school in New Orleans were varied and complex, ranging from academics and school culture, to a lack of adequate mental and physical health services, and under-resourced community support organizations.



Yet, disconnection from school is only a part of the problem. In New Orleans, over 50 percent of opportunity youth have earned at least a high school credential and yet are not employed. Lack of connection to the labor force has a ripple effect on young people’s lives, making it difficult for them to afford housing, transportation, childcare and other essential services. It is for these reasons that the Civic Enterprises’ report – The National Roadmap for Opportunity Youth⁹ – suggests seven strategies to facilitate reconnection:

- » Provide pathways to secondary and postsecondary education.
- » Create opportunities for service and mentorship.
- » Ensure basic supports – housing, child care, income supports, transportation, food.
- » Engage employers as part of the solution.
- » Collaborate and align efforts across stakeholders.
- » Collect data, and improve quality and accountability.
- » Identify flexibility in policies to meet local need.

Who are the nation’s 5,526,942 opportunity youth?



Rate of Opportunity Youth by Race/Ethnicity in the U.S.[†]

White 11.3%	African-American 21.6%	Asian-American 7.9%	Hispanic 16.3%	Other 15.3%
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[†]The rate of all 16-24 year olds of that race/ethnicity that are opportunity youth.

Source: The Cowen Institute, *Reconnecting Opportunity Youth: A Data Guide* 2015.



How have other communities used fiscal scans?

Cities have an increasing need to become ever more transparent in how public funds are being spent, savvy about capturing and leveraging publicly available funds to address growing needs, and clearer about how well their investments reached and affected intended populations. Fiscal scans can help cities understand how to increase the amount of public funds they capture and focus the dollars they do capture on the right investments.

New Orleans is not unique in attempting to conduct this type of analysis. Here are just some of the recent ways communities have examined their funding and taken action to reorganize:

- » **Tapping into New Funding Streams.** Hennepin County, Minnesota's fiscal map explored the broad set of resources that could be applied to teen pregnancy prevention. It revealed that there were more funding streams available for healthy youth development efforts than leaders realized. They are exploring how to tap into those funds more effectively and direct them toward tackling the teen pregnancy issue through more comprehensive healthy youth development programs and services.
- » **Realigning to Goals.** In Nashville, Tennessee, a fiscal map found a disconnect between funding intent and use: Some organizations receiving funding to support families to improve child and youth outcomes instead used the funds on programming for adults. The city used its results to reevaluate funding ratios and its funding priorities, such as investing more in prevention over intervention.
- » **Ensuring a baseline of funding.** For more than two decades, San Francisco has tracked children's funding and its purposes in all city departments that fund children's services to ensure that a baseline of funding is in place. By law, the baseline requirement must be met and must remain in place. It must increase as the city's general fund increases; it can decrease when the general fund decreases. It is essentially a maintenance of effort policy, and prevents supplantation. This safeguard is a condition related to the Children's Fund approved by voters in 1991 and renewed in 2014 that supports children, youth and their families in a whole range of programs and services.



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How This Fiscal Scan Will Help New Orleans Help Opportunity Youth

Reconnecting opportunity youth requires coordinated efforts to provide them with the right mix of services and opportunities that can help them onto the path of education and employment. Mapping the dollars dedicated to or potentially available to be used to support opportunity youth is not in itself sufficient to change outcomes. But funding maps can be used to identify revenues, expenditures, and gaps in information. This information, in turn, can help propel communities to discuss priorities and strategies to improve the systems, programs, and services needed to safeguard against disconnection or accelerate reconnection.

This fiscal and policy scan was undertaken to identify federal and state funding streams that could support New Orleans opportunity youth. Relatively few state-initiated funding streams were found. The report, therefore, primarily examines the federal funding that New Orleans and Louisiana receive, their current allocations, and funding streams not being accessed by either. By establishing funding baselines, this report hopes to provide information to legislators, politicians, policymakers, service providers, philanthropists, and advocates – including parents and young people – to facilitate the development of sound solutions to the chronic issues confronting opportunity youth.

The scan significantly expands on the ten federal funding streams identified in the National Roadmap report, which included the seven comprehensive employment and education programs (e.g., Job Corps, Youth Build, AmeriCorps and the National Guard Challenge Program) plus three less time intensive programs (Adult Secondary Education, Chafee Education and Training Vouchers, and Workforce Investment Act [WIA]).

Fifty-one federal funding streams were identified that can be used to serve opportunity youth (see Table A on page 34). Of these:

- » Fifteen of these are managed by the Department of Labor, 11 by the Department of Education, and 14 by the Department of Health and Human Services. The remaining 11 span four departments.
- » Twenty-five funding streams are highlighted in this scan. Sixteen are formula grants, meaning that the proportional funds flow from the federal government through the state to Orleans Parish. Nine are discretionary grants, meaning that the city or the state has to apply and compete for limited dollars.
- » Six of those not currently tapped into are highlighted for future consideration (see page 35).

While not unique to New Orleans, efforts to track the dollars used or potentially available for use with opportunity youth generated less specific information, for two reasons:

- » Programs designed to serve a broader population that includes opportunity youth do not disaggregate data by sub-population, making it difficult to estimate whether opportunity youth are proportionally underserved.
- » State agencies were able to confirm that funds were passed through to Orleans Parish, but sometimes were not willing or able to share the exact amount of funds flowing to the parish.

This summary of funds available attempts to be a snapshot in time, but it is a blurry snapshot at best. In every case, attempts were made to secure information for the most recent fiscal, or programmatic year, but due to the varying availability of information, it was difficult to provide a consistent picture. Each number listed, however, includes a notation as to what year is being referenced.

Even with these limitations, the fiscal scan:

- » Confirms that Orleans Parish, overall, is drawing down on its proportional share of available federal formula funds that flow through the state.
- » Documents that Orleans Parish is taking initiative to apply for discretionary funds.
- » Identifies additional discretionary funding streams that could be pursued.
- » Demonstrates the need for coordination of data within and across governmental agencies and the need for better coding to track opportunity youth across systems.



Funding Overview

The chart on the following page provides an “at a glance” view of the funding programs discussed in this report. The four columns reflect the fact that the federal and state programs reviewed range from very targeted to very broad.

- » The outer two columns summarize the broad programs that often have large budgets but also serve broad age groups: All children (column on left) or all adults or adults with families (column on right). The funding amounts associated with these programs are not summarized in this chart. They would present a misleading picture given that only small and, for the most part, unknown percentages of these funds are currently being used by or could potentially be directed towards opportunity youth.
- » The middle two columns, highlighted within the box, are targeted programs designed to address the needs of one or more sub-groups within the opportunity youth population or address the needs of specific populations that are at high risk of becoming opportunity youth. The best available information (i.e. the most recent fiscal year found, either state or local) are listed for illustrative purposes. The total amount of funding flowing to Orleans Parish is under \$15 million. If Orleans Parish drew down 10 percent of the state funds (the parish’s population is around seven percent of the state’s total population, but has a younger population than the rest of the state), the total funding would increase by about \$500,000.¹⁰

The four rows reflect the funding sources and correspond with the four summary funding charts that follow and the four sections of the report. Each row tells a different story.

- » There are federal **workforce programs** that target the opportunity youth population. This population is a priority for the Federal Department of Labor. These programs should be at the heart of a local opportunity youth strategy.
- » There are no federal or state **education programs** coming into the state targeting opportunity youth specifically. The community college system, while not designed exclusively for opportunity youth, is clearly designed to respond to the needs of a diverse population including first generation, low-income enrollees, parents, and under-prepared students. There are few focused sources of K-12 funding. Educational services for minors in youth and adult institutions are placed in the targeted column because of the very strong likelihood that young people coming out of these systems will not connect to a community-based educational institution.
- » There are broad **human services** programs that provide safety net services for children, families with children, and adults with mental and substance abuse needs. The most promising program, however, is associated with the Chafee Act (related to Title IV-E) and was specifically designed to help young people transitioning out of foster care (up to age 21) develop the skills, training, and support systems they need to succeed. While small, this is a targeted program that should stem the flow of young people from foster care into further disconnection. It should be noted, however, that transition funds could be only part of the picture. The larger pool of Title IV-E funds can be used to support young people beyond age 18 if a state so chooses. While Louisiana had at one point opted to extend use of funds up to age 21, Governor Jindal reversed that decision in 2013.¹¹
- » There are **justice and other programs** focused on prevention or helping incarcerated youth and adults get a second chance. The potentially most promising in terms of relevance for opportunity youth is the ChalleNge program funded by the National Guard. This program is similar to Job Corps, providing out-of-school, drug-free 16- to 18-year-olds with intensive, residential training, and leadership development services.

Funding Overview Chart

	All Children	At-Risk Youth (Prevention Focus)	Recent YR (Ms)	Targeting OY	Recent Yr (Ms)	All Adults or Families
Workforce				WIA: Workforce Investment Act - Youth	\$1,150,000	WIA - Adult
		WIA: Workforce Investment Act Youth	\$1,150,000	Job Corps	\$7,200,000	CSBG Summer Jobs Workforce Innovation
				Face Forward 2 - court involved youth	\$1,480,000	TAACCCT (Trade Adjustment Assistance Community College & Career Training)
Education		Perkins Career Tech Education	\$745,000			Adult Ed & Family Literacy
		Homeless Student Support Services	\$130,000	Ed Services for <18 in Youth & Adult Institutions	\$1,610,000 State	Perkins Community College Career Tech Grant State Community & Tech Colleges System
Human Serv.	Child Welfare Title IV B services for children in foster care up to age 21	Teen Pregnancy Prevention	\$1,400,000	Child Welfare IV-E Independence & Training (transition out of care)	\$2,000,000 State	TANF Program
		Jobs for America's Graduates	\$2,560,000			TANF Special Grants Substance Abuse & Mental Health Grants
Justice & Other		Delinquency Prevention	\$560,000	ChalleNGe National Guard		Second Chance Grants
		Interagency Coordination (JABG eliminated FY14)	\$26,000 State			Justice Assistance Grant
		NOLA for Life	\$220,000			Community Development Block Grants

Funding Sources Summary Charts

Workforce Development Funds (See Page 16 for Workforce Detail)

Orleans Parish receives funding from eight federal funding streams that support workforce development. Two of these are through the Workforce Investment Act (WIA), which proportionally allocates funds to all states. The remaining six are discretionary funds. Job Corps is the largest of these, and New Orleans is the site of one of three Job Corps centers in the state. The remaining grants were applied for and won directly by Orleans Parish.

Three of the eight funding streams target opportunity youth specifically: Job Corps, WIA Youth, and Face Forward 2. Combined, they have brought \$9.5M into Orleans Parish. The Job Corps Center, however, is a time-intensive residential program that serves youth in and beyond the metro area and graduates under 100 students per year. The remaining programs serve adults.

Funding Title	Source // Type	Purpose	Year	State	New Orleans
Workforce Investment Act - Youth	Federal Dept. of Labor (DOL) // Formula	To assist low-income youth ages 14-21 in achieving their work and school goals.	FY14	\$18,148,438*	\$1,149,349
Workforce Investment Act - Adult	Federal DOL // Formula	To provide employment and training services to those 18 and over.	FY14	\$15,260,015*	\$1,115,566
Community Services Block Grant ¹²	Federal Dept. of Health and Human Services // Formula	The Louisiana Workforce Commission receives these funds and distributes them to Community Action Agencies to support a wide range of activities.	FY13	\$14,068,510	\$1,281,845
Job Corps ¹³	Federal DOL // Discretionary	A residential education and job-training program for at-risk youth, ages 16-24. Private companies, unions, and state and federal agencies recruit young people who can train for and be placed in jobs.	FY13	\$19,978,838 <i>3 sites; run through private companies</i>	\$7,198,039
Face Forward 2	Federal DOL // Discretionary	Volunteers of America of Greater New Orleans received this grant to address barriers to employment for court-involved youth.	FY14	n/a	\$1,477,317
Workforce Innovation Fund ¹⁴	Federal DOL // Discretionary	The City of New Orleans received this Summer Career Pathways Grant to establish a cross-sector pipeline for low-skilled, underemployed hospital-ity workers to transition to careers in advanced manufacturing and the energy sector.	FY14	n/a	\$5,812,485
Trade Adjustment Assistance Community College & Career Training Grants Program (TAACCCT)	Federal DOL // Discretionary	Delgado Community College received this grant to provide competency-based, accelerated manufacturing and energy sector training and career pathways; includes wraparound services and articulation to four-year institutions.	FY14	n/a	\$2,498,457
<i>Reintegration of Ex-Offenders (RExO) Adult Generation 5</i>	Federal DOL // Discretionary	Goodwill Industries of Southeastern Louisiana received this grant in 2012 to support a workforce re-entry for ex-offenders program focused on training and job opportunities with a full spectrum of support services and a mentoring component.	FY12 <i>ended as of 2015</i>	n/a	\$1,025,858

KEY: black = federal | † = state | *italics* = discontinued | FY = fiscal year | * = includes carryover | n/a = state total not in scan

Education Funds (See Page 22 for Education Detail)

The major education funding for opportunity youth comes through the Louisiana Community and Technical College System, which has three community colleges in the greater New Orleans metro area with combined budgets of over \$100M. Two more targeted federal funding streams are a part of this picture – the Adult Education and Family Literacy Act and the Perkins Career and Technical Funds.

For secondary school students that are at risk of becoming disconnected, a number of smaller federal funding streams are available. They are targeted toward a range of issues – homelessness, neglect, abuse, or incarceration – but combined they only account for about \$1M in annual funding for the young people of New Orleans.

Funding Title	Source // Type	Purpose	Year	State	New Orleans
K-12 Funding					
Carl D. Perkins Career and Technical Funds ¹⁵	Federal Education Dept. (ED) // Formula	The purpose of this program is to provide vocational-technical education programs and services to youth and adults, allotted in accordance with an approved state plan for use of the funds.	FY14	\$9,429,076 <i>secondary portion</i>	\$743,371 <i>secondary portion</i>
Prevention for Neglected and Delinquent Youth	Federal ED // Formula	This program provides grants to states to assist with education services for children and youth who are in state-run institutions for juveniles or adult correctional institutions.	FY14	\$1,606,182	Unable to identify local portion.
Education for Homeless Children and Youth	Federal ED // Formula	This program provides grants to states with the goal of ensuring that homeless youth have access to educational opportunities and wrap-around services that address transportation needs, immunization, residency, and other documentation requirements, and guardianship issues.	FY14	\$962,180	\$129,800
Adult & Continuing Education Funding					
Louisiana Community and Technical College System [†]	Federal, State, & Self-Generated Funds [†]	The Louisiana Community and Technical College System (LCTCS) consists of seven community colleges, four technical and community colleges, one technical college, and the LCTCS Online portal. The schools in LCTCS offer the main avenue for adult education, vocational & technical training in the state. [†]	FY14 [†]	\$294,452,458 [†] <i>May include funds below</i>	\$106,127,240 [†]
Adult Education & Family Literacy Act State Grant	Federal ED // Formula	This grant is for basic education and literacy programs for adults who lack basic skills, a high school diploma or proficiency in English.	FY14	\$8,692,617	Unable to identify local portion.
Carl D. Perkins Career and Technical Funds ¹⁶	Federal ED // Formula	The program provides vocational-technical education programs and services to youth and adults, allotted in accordance with an approved state plan for use of the funds. (\$7.08 for career and technical education; \$1.78 from reserve fund for college and career transition activities)	FY14	\$8,860,000	Unable to identify local portion.

KEY: black = federal | † = state | *italics* = discontinued | FY = fiscal year | * = includes carryover | n/a = state total not in scan

Human Services Funds (See Page 25 for Human Services Detail)

Three major federal programs weave the basic safety net for child and family services: Temporary Assistance for Needy Families (TANF), Title IV-B and IV-E Child Welfare, and Substance Abuse and Mental Health Block Grants. Title IV-E funding is specifically to support youth transitioning out of foster care. In terms of discretionary grants, Orleans Parish directly applied for and received \$1.4M for teen pregnancy prevention programming. Orleans Parish also received \$1.5M in competitive Substance Abuse and Mental Health Services Administration funds in 2014.

Funding Title	Source // Type	Purpose	Year	State	New Orleans
Temporary Assistance to Needy Families (TANF)	Federal Dept. of Health and Human Services (HHS) // Formula	The four purposes of the TANF program are: 1) to provide cash assistance to needy families; 2) to end dependence of needy parents by promoting job preparation, work and marriage; 3) to prevent and reduce out-of-wedlock pregnancies; and 4) to encourage the formation and maintenance of two-parent families. Many different individual programs are supported with these dollars (see chart on p. 28)	FY14	\$102,699,900	Unable to identify local portion.
TANF "Maintenance of Effort" Funds ^{17†}	Louisiana Dept. of Children and Family Services [†]	For children cared for in own homes or in the homes of relatives; to end dependence of needy parents on government benefits by promoting job preparation, work and marriage; to prevent/reduce the incidence of out-of-wedlock pregnancies ; to encourage the formation and maintenance of two-parent families. [†]	FY14 [†]	\$102,587,484 [†]	Unable to identify local portion. [†]
Office of Family Assistance	Federal HHS // Discretionary	A small number of discretionary grants are associated with TANF funding. Of these, Shreveport received a Responsible Fatherhood grant and Monroe a Health Professionals Opportunity grant.	FY14	\$3,519,573	\$0
Chafee Foster Care Independence Program – Title IV- E	Federal HHS // Formula <i>Includes 20% State Match</i>	This grant provides support for youth transitioning from foster care, including maintenance payment, housing subsidies and other supports.	FY14	\$ 1,455,821 ¹⁸ <i>Includes 20% State Match</i>	Unable to identify local portion.
Education and Training Vouchers Program (ETV) – Title IV-E	Federal HHS // Formula <i>Includes 20% State Match</i>	This grant provides Education and Training Vouchers Program (ETV) for youth aging out of foster care.	FY14	\$485,432 ¹⁹ <i>Includes 20% State Match</i>	
Substance Abuse and Prevention and Treatment Block Grant ²⁰	Federal HHS // Formula and Louisiana Dept. of Health & Hospitals	This grant to the Louisiana Department of Health and Hospitals Office of Behavioral Health is to help plan, implement and evaluate activities that prevent and treat substance abuse.	FY14	\$25,341,257 (Federal) \$28,738,650 (State) ²¹	Unable to identify local portion.
Substance Abuse and Mental Health Services Admin.	Federal HHS // Discretionary	New Orleans agencies received five different grants to support mental health, substance abuse treatment and prevention efforts. (See table on p. 29.)	FY14	\$9,257,161	\$1,489,368
Teen Pregnancy Prevention ²²	Federal HHS Office of Adolescent Health // Discretionary	Grant to the Louisiana Public Health Institute to reduce the incidence of and behavioral risk factors for teen pregnancy among Orleans Parish youth, in multiple sites	FY14	n/a	\$1,397,752

KEY: black = federal | † = state | *italics* = discontinued | FY = fiscal year | * = includes carryover | n/a = state total not in scan

Justice, Housing & Defense Fund (See Page 31 for Detail)

There are two grants focused specifically on youth: Title II Part B from the Department of Justice focuses on violence and delinquency prevention and the National Guard ChalleNGe from the Department of Defense provides military-based training and work experience for young people. The Department of Justice also has a competitive grant – Second Chance – for individuals transitioning out of correctional facilities. Block grants from the Department of Justice and the Department of Housing and Urban Development also include funds that could be used for prevention and education efforts working with opportunity youth.

Funding Title	Source // Type	Purpose	Year	State	New Orleans
Edward Byrne Memorial Justice Assistance Grant	Federal Dept. of Justice (DOJ) // Formula	The grant is intended to cover a wide range of program areas, including law enforcement, prosecution and court programs, drug treatment and enforcement, and crime victim and witness initiatives, as well as prevention and education programs.	FY14	\$3,506,064	\$238,520
Title II Part B Formula Grant	Federal DOJ // Formula	This grant supports state and local delinquency prevention and intervention efforts, as well as juvenile justice system improvement.	FY14	\$562,799	Unable to identify local portion.
Second Chance Grant	Federal DOJ // Competitive	This grant is focused on Baton Rouge and New Orleans to help to ensure that the transition individuals make from prison, jail or juvenile residential facilities to the community is successful and promotes public safety.	FY14	\$599,460	Unable to identify local portion.
Includes Job Challenge, Starbase, Youth Challenge, & National Guard ChalleNGe ²³	Office of the Governor // Military Affairs [†]	A small portion of the \$27M budget for military affairs goes toward this program to use the National Guard to provide military-based training, including supervised work experience in community service and conservation projects, to civilian youth who cease to attend postsecondary school after graduating so as to improve the life skills and employment potential of such youth.	FY14	<i>a portion of</i>	Unable to identify local portion.
	Federal Department of Defense // Formula			\$7,101,564 (State) [†] \$20,114,061 (Federal)	
Community Development Block Grant ²⁴	Federal Dept. of Housing and Urban Development // Formula	Louisiana's Office of Community Development awards grants to local government to develop and preserve decent affordable housing, to provide services to the most vulnerable in its communities, and to create and retain jobs.	FY14	\$20,491,516	No local portion.
		Orleans Parish is an entitlement jurisdiction. Funds come directly to Total Community Action, the local anti-poverty agency.		None.	\$11,326,874
Continuum of Care	Federal Dept. of Housing and Urban Development // Formula	Continuum of Care provides funding direct to Orleans Parish for permanent housing, transitional housing, supportive services, Homeless Management Information System (HMIS), and homelessness prevention.	FY14	None.	\$16,779,545

KEY: black = federal | † = state | *italics* = discontinued | FY = fiscal year | * = includes carryover | n/a = state total not in scan

Detailed Findings

Workforce Development Funds - Connecting Opportunity Youth to Jobs

Orleans Parish receives funding from seven federal funding streams that support workforce development. No state-generated funding streams targeted at workforce development for opportunity youth were identified. Two of the federal funding streams come through the Workforce Investment Act (WIA), which is proportionally allocated to all states. The remaining six are discretionary funds. Job Corps, the largest of these discretionary grants, supports three residential training centers in the state and is one of three funding streams that targets youth specifically.

Orleans Parish captures its fair share of available federal monies for workforce development that pass through the state. However, this is primarily due to New Orleans drawing down on more than one-third of the state funds available for its Job Corps site.²⁶

With more than \$7M in 2013, Job Corps is by far the largest of the three federal funding streams that are explicitly designed to connect non-college-bound young people to employment opportunities and training. The other two programs are WIA Youth, targeting low-income 14- to 21-year-olds, and Face Forward 2, targeting court-involved youth. Combined, these three programs bring \$9.5M into Orleans Parish. The Job Corps Center, however, serves small numbers of youth, some of whom probably reside outside the New Orleans metro area. Job Corps is an intensive residential program that enrolls youth for a recommended minimum of one year to get their high school equivalency degrees, if needed, and build job skills and social skills needed to succeed after graduation. Forty-five students graduated from the program in 2014.

In addition to these three targeted programs, there are four funding streams that serve broader populations but may also include opportunity youth within their purview. The total amount of funding available for these programs is \$11.4M. There is no easy way to unpack the exact amount spent on opportunity youth in this larger pool of funds available for workforce development and related services.

A conservative estimate of the total amount of federal funds for opportunity youth for workforce development is approximately \$11.2M (based on \$9.5M in more targeted funds plus a conservative assumption of 15 percent of the \$11.4M funds available for a broader population – or an additional \$1.7M). Combined with the other non-Job Corps funding (\$2.5M), this is roughly \$4.2M for nonresidential employment services.

Following is a more detailed description of each funding stream and how it maps onto the landscape of funding in New Orleans, including details on who administers or receives the funds locally. This workforce development section concludes with a discussion of barriers and flexibility in current funding.

Formula Funds. The most recognizably targeted funding streams available to reconnect youth to school and work come from Department of Labor formula funds provided through the **Workforce Investment Act (WIA)**. The WIA dollars are considered “formula” funds – noncompetitive awards administered through states based on a predetermined formula, in this case based on a state’s relative percentage of specific populations (e.g., share of excess unemployed). They are divided into two buckets: one targeted at youth (previously defined as 14- to 21-year-olds) and the other at adults. This Act recently changed and will have wide-reaching implications. On July 1, it becomes the Workforce Innovation and Opportunity Act (WIOA) and will not only prioritize out-of-school youth but also change the upper end of the range from 21 to 24 years of age– redrawing eligibility to ensure a sharper focus on opportunity youth. (See Changes Coming to WIA as it Becomes WIOA on page 22.)

Federal Funding Streams	7
Likely Focused on Opportunity Youth	3
Possible for Opportunity Youth	4
ESTIMATED NOLA FUNDS	
Likely for Opportunity Youth	\$9.6M
Workforce Investment Act: Youth	\$1.1M
Job Corps	\$7M+
Face Forward 2	\$1.5M
Including Opportunity Youth & Others	\$11.4M
Workforce Investment Act: Adult	\$1.1M
Community Services Block Grant	\$2M
Workforce Innovation Fund	\$5.8M
Trade Adjustment Assistance Community College & Career Training	\$2.5M



The Workforce Investment Act (WIA) may be one of the most recognized funding streams, but it is not maximized in Louisiana, at least not at the state level. In 2014, the state's workforce agency, Louisiana Workforce Commission, was allocated \$18.1M to assist 14- to 21-year-old low-income youth in achieving their work and school goals. The commission reports that the state spent only 39 percent of this allocation, serving only 2,066 youth (1,340 out-of-school youth, 726 in-school youth). While states are required to secure an exception if they carry over more than 20 percent,²⁷ unfortunately, we were not able to get an explanation for this underspending during interviews. The average amount spent per youth served (\$5,000), however, is generous, especially compared to the average amount spent on WIA adults (\$33).²⁸ This considerable difference is probably explained by the more intensive opportunities, including employment stipends and alternative school classes that can be covered by WIA youth funding.

Opportunity

Examine reasons for large carryover amounts and ensure maximum usage of all available WIA funds.

At the city level, JOB1 is responsible for administering WIA funds. JOB1, a partnership of more than 30 public and private workforce development agencies, is convened by the New Orleans Workforce Investment Board, which also works closely with the Mayor's Office. JOB1 youth services cover a broad range of workforce development programming. Service includes tutoring, study skills, alternative secondary school, summer employment, paid and unpaid work experience, free occupational skills training, leadership development, supportive services, follow-up services, and comprehensive counseling. According to the Mayor's 2014 budget, approximately 1,200 young people obtained summer jobs through JOB1. The program cost \$800,000, all of which came from the City's general fund.^{29 30}

For 2014, JOB1 received \$1.15M in WIA Youth funds, and records show that 226 young people were served by JOB1. While the number of participants served is small compared to the city's need, the level of resources per individual is similar to the state average -- about \$5,000 per young person.

One other source of workforce development funds that encourages flexibility is the **Community Services Block Grant**. Administered by the Louisiana Workforce Commission, the CSBG program works closely with community action agencies to offer a range of wraparound services.³¹ These can include assistance with transportation, housing, income management, energy costs, nutrition, health care, emergency food and shelter, employment and training. State CSBG offices are encouraged to provide flexibility to allow local eligible entities to adjust current service plans, where appropriate, to facilitate involvement in summer jobs for youth.³² However, Total Community Action, the city's anti-poverty agency, which operates CSBG in New Orleans, does not specifically target opportunity youth, but does offer services to them.³³



Opportunity

Explore the range of other sources that can be drawn on to provide basic services so that the flexible Community Service Block Grant funds can be targeted toward training and employment.

Discretionary Funds. A range of additional federal Department of Labor grants was captured by a variety of organizations and agencies in Orleans Parish. Many of these funds were originally awarded to support innovative approaches to the design and delivery of employment and training services. Because these funds are competitive, they are not automatically awarded, and are referred to as discretionary grants.

Job Corps' mission is to serve economically at-risk youth, ages 16 to 24, who have significant barriers to employment and education due to school disruption, low basic skills, runaway or foster care status, among others.³⁴ Job Corps centers are operated for the U.S. Department of Labor's Office of the Assistant Secretary for Administration and Management (OASAM) by private companies through competitive contracting processes, and by other federal agencies through interagency agreements.

The New Orleans Job Corps Center is overseen by the Dallas Regional Office of Job Corps and is operated by Career Systems Development Corp. In addition to academic training, New Orleans Job Corps provides career technical training in traditional vocational trades such as construction, automotive and advanced manufacturing, and trades such as the culinary arts, health occupations, and technology. The center has recently added training in green jobs to its roster.³⁵ Unfortunately, attempts to gather specifics about the percentage of youth enrolled in Job Corps New Orleans Center that are from the metro area were not successful. Given the per-student value of this intensive program, this is important information to gather to make sure New Orleans is generating a strong pool of applicants to take full advantage of this resource.

2014 Grant Applications

- ☒ Face Forward
- ☒ Workforce Innovation Fund
- ☒ TAACCCT
- ☐ YouthBuild
- ☐ H1 Ready to Work Partnership Grants
- ☐ H1 B Technical Skills Training Grants
- ☐ Serving Young Adult Ex-Offenders through Training and Service Learning
- ☐ Training to Work 2 – Adult Re-entry
- ☐ Face Forward 2 – Intermediary & Community Grants
- ☐ Trade Adjustment Assistance Community College and Career Training Grants Program
- ☐ Susan Harwood Training Grant
- ☐ Add Us In Initiative

Opportunity

Since the local Job Corps program is one of three sites that draw applicants from across the state, opportunity youth advocates should work to identify and support a strong pool of local candidates so that New Orleans is well represented in the Job Corps program. They should also find ways to engage the Job Corps administrators in the larger opportunity youth networks in the area in order to coordinate more effectively around delivery of services and programming to this target population.

Job Corps is the largest discretionary funding stream, but it is not the only one. New Orleans entities applied for funding from nine other Department of Labor discretionary grants in 2014 and were awarded three. Together, the three successful applications—Face Forward, TAACCCT and the Workforce Innovation Fund – represent nearly \$10M in federal funds for New Orleans.

YouthBuild is a well-regarded national model to support opportunity youth through intensive, nonresidential education, leadership and career training. The failure to secure a YouthBuild grant was seen as a major loss by several of those interviewed. (For other funds applied for and not received, see Table A on page 34.)

The successful applications are all focused on career pathways that connect participants to local growth industries, including:

- » **Face Forward 2:** Volunteers of America of Greater New Orleans received the Face Forward 2 grant, which is specifically aimed at addressing barriers to employment for court-involved youth. While it is reasonable to assume that a significant proportion of young people served by the Face Forward 2 grant are opportunity youth, specific demographic data tracked against this definition were not available. This training program focuses on the industries demonstrated as having current needs and projected areas of growth, including credentials in building and construction trades, computer and automation technology, culinary arts, and hospitality.
- » **Workforce Innovation Fund:** The City of New Orleans was the recipient of a five-year Workforce Innovation Fund grant to support the Summer Career Pathways program. Summer Career Pathways dollars are to be used to establish a cross-sector pipeline for low-skilled, underemployed hospitality workers to transition to careers in advanced manufacturing and the energy sector. According to the project description, the grant will be used to take advantage of a natural lull in the tourism industry during the summer months by providing interested low-skilled hospitality workers training in industries that will lead to family-supporting wages. The cross-sector job pipeline addresses three major innovations: implementation of comprehensive career pathways, integration of adult basic education with occupational skills training, and development of partnerships between government and nongovernment entities to improve outcomes for workers and employers.
- » **Trade Adjustment Assistance Community College and Career Training:** Delgado Community College is operating the Scale-Up SELA program with the Trade Adjustment Assistance Community College and Career Training (TAACCCT) grant. It provides competency-based, accelerated manufacturing and energy sector training through the use of hybrid and online technologies, utilization of I-BEST for delivery of instruction, career pathway development with articulation to four-year institutions, credit for prior learning, and strategic alignment with workforce systems and other stakeholders. Participants are provided with the wrap-around supportive services needed to increase completion as well as opportunities for experience in real work settings and to gain national certifications recognized by industry.

Opportunity

The first year of this five-year Workforce Innovation Fund I grant is to be used for planning. This provides an opportunity for the city to develop an innovative approach to providing career pathways to opportunity youth. The city should engage service providers for their input on how to design the most effective pathways and what services and supports are necessary to address critical needs.

Orleans Parish was also the recipient of a grant that recently ended: the **Reintegration of Ex-Offenders Adult Generation 5 (RExO)** grant, which was awarded in 2012 to Goodwill Industries of Southeastern Louisiana. While these funds to support workforce re-entry for ex-offenders were directed at adult-aged populations, it is unclear how many of those ex-offenders were youth ages 16 to 24. What is clear is that Goodwill Industries provided an employment-centered program focused on training and job opportunities, with a full spectrum of support services and a mentoring component to 400 area ex-offenders. Encouragingly, the RExO recidivism rate was a fraction of the national average. One year after release, recidivism for individuals in the RExO program was just seven percent, compared to a national average of 45 percent.³⁶ However, the RExO grant ended in 2015, so monies under that funding stream will not be available going forward. Goodwill is building from that success to continue its own workforce re-entry program.

Opportunity

Build on what is already working. Identify funds to continue the support of successful programs that have been seeded with federal funds, like the RExO program.



Barriers and Flexibility in Current Workforce Funding

As is the case with most grants, the various sources of workforce dollars come with constraints, but also allow some level of flexibility. This flexibility can be related to a range of grant criteria that may make it possible for the dollars to support opportunity youth, including which activities are allowed, what populations are eligible, or what reporting is required. But while the technical language in a grant may provide opportunities for innovation, there is little evidence to suggest that most systems and organizations are leveraging these to get the most out of their workforce dollars.

Another method for securing flexibility is to request a formal waiver that allows for flexibility. In the past year, Louisiana received a waiver to consolidate the lists of eligible training providers used by Local Workforce Investment Boards (LWIBs) to serve older youth, out-of-school youth, and youth 16 to 17 years old into one list. This simple waiver allowed a greater number of participants to receive training in a faster and more efficient manner, while providing positive, individualized options for youth, a benefit that was difficult to achieve in the traditional program. In the 2013-2014 program year, 11 LWIBs used the waiver to put 121 older youth, out-of-school, and 16- to 17-year-old youth participants into training.³⁷

Opportunity →

The New Orleans Workforce Investment Board should explore ways to increase awareness and information sharing about how to become an eligible training provider.

Changes Coming to WIA as It Becomes WIOA

As reported by CLASP in a report “Unpacking WIOA”

The President signed the Workforce Innovation and Opportunity Act (WIOA) into law on July 22, 2014. It provides the nation’s primary funding streams to support employment, education, training, and support services for job seekers to succeed in the labor market. This is the first time the workforce system has been revised in 15 years. WIOA replaces the Workforce Investment Act of 1998 and amends the Adult Education and Family Literacy Act, the Wagner-Peyser Act, and the Rehabilitation Act of 1973. It took effect on July 1, 2015, and requires a number of changes noted below.

Prioritization of Out-of-School Youth

- » Title I – Youth Workforce Investment Activities: Seventy-five percent of available state-wide funds and 75 percent of funds available to local areas must be spent on workforce investment services for out-of-school youth. This is an increase from 30 percent under WIA.
- » Title II – Adult Education: New requirements for state and local adult education providers must ensure services are provided to individuals with the lowest skill levels.

Broadens Youth Eligibility

- » Raises the out-of-school youth eligibility age from 16-21 to 16-24.
- » Adds youth “living in a high-poverty area” to the low-income criterion for youth activities funding and services.
- » Expands the in-school youth eligibility to include low-income individuals ages 14 to 21 who are English language learners and those who have a disability.

Expands Education and Training Options

- » Formally eliminates the sequence of service provision for the Title I adult program.
- » Clarifies that WIOA training funds can be used for individuals who are unable to obtain Pell grants.
- » Pay-for-Performance contracts are allowable (up to 10 percent of youth funds).
- » Encourages Integrated Education and Training.
- » Encourages Implementation of Career Pathways.
- » Expands Required Youth Elements and requires at least 20 percent of Youth Formula Funds be spent on paid and unpaid work experiences.

Clarifies Governance and Planning

- » WIOA no longer requires a Youth Council; the local board may have a youth subcommittee.
- » Requires four-year unified state plan for all core programs.
- » Can combine one or more additional programs, such as CTE, TANF, and SNAP E&T into unified plan.
- » State/local plans must include youth and adults with barriers in their analysis, needs, vision and goals.

Performance and Accountability

- » Establishes common performance measures for the core programs (with variation for the Title I youth program).
- » Creates a credential attainment measure that includes recognized postsecondary credentials and secondary school diplomas or their recognized equivalent.
- » Creates a new progress (“skill gains”) measure that identifies individuals who are making measurable skill gains while in an education and training program.
- » Requires state and local performance expectations and levels to be adjusted based on economic conditions and participant characteristics.
- » Requires states and Workforce Investment Boards to report the number of individuals with barriers to employment served by each core program, with specific breakdowns by subpopulation.
- » Includes new requirements to report on expenditures for career and training services and on the number of participants who received career and training services.
- » Requires eligible training providers to report results for all of their students for common measures for each program of study, not just participants whose training costs were funded by WIOA.

Portland, Oregon: Workforce and Education Systems Responding to the Opportunity Youth Challenge

Worksystems represents the city of Portland, Oregon, and Multnomah and Washington counties, and staffs the Workforce Investment Board. It has worked to better align the full set of resources that put opportunity youth back on track for a meaningful education credential and living wage employment.

According to Heather Ficht, the director of Youth Workforce Services, Worksystems does not have a separate track or “product line” for opportunity youth because it does not see that as a way to create pathways to sustainable employment. Instead, it always has an eye on how to incorporate opportunity youth into the full range of their work. Of the 600 summer jobs it offers to low-income young people, about half are filled by opportunity youth and half are filled by mainstream youth.

In order to scale up its work in the region, Worksystems built upon its strong network of alternative schools and reached out to the local superintendents to create a “coalition of the willing” that brought education services to the table to co-invest with workforce dollars. This was just a first step. While the issue was already on the radar screen of some of the school districts, they could not tackle it in a way that would cover the geographic spread needed to really serve the kids. Together, the question they are tackling now is how to increase local investments in high school equivalency services across the region for opportunity youth.

Ficht notes, however, that a big challenge to navigate early on while bringing these various systems and services together was dealing with many competing interests. The first area of focus was to align with other major local workforce investments and then pull in other system players from Human Services, Education and Justice. This initial alignment resulted in a \$1.4M annual investment into Worksystems’ opportunity youth system via a HUD Community Development Block Grant and City of Portland general funds. A unique alignment of resources was achieved – partnering with the progressive city housing bureau to use the HUD Community Development Block Grant funding – curbing the need for public assistance for housing by investing in workers. Worksystems was able to make the case for workforce development dollars and made an agreement that the funding should flow through the WIB. A small portion is from the city general fund, but the rest of the funding is from HUD. Portland also draws on local government, TANF, school district, foundation, and private sector resources to support youth in summer jobs. It is particularly important for a state that relies mostly on income tax for revenue to get as many young people to work as possible secures resources for other services.



Education - Connecting Opportunity Youth to Degrees

K-12 and post-secondary education systems play a significant role in supporting opportunity youth by implementing targeted dropout prevention and dropout recovery efforts. Throughout the New Orleans metro area, public schools have made a commitment to reducing the dropout rate and, over the past few years, have seen a stabilized graduation rate that is near the state average.³⁸ A number of alternative high school options also help with dropout recovery efforts, providing re-entry pathways to the education.

Federal funding, in general, makes up a small proportion of local K-12 education budgets. Title I, supplemental supports for disadvantaged students, makes up the bulk of that funding, but due to the broad population it covers, those dollars were not included in this scan. There are several smaller federal funding streams that are more on target for opportunity youth as they are designated for student populations at high risk for disconnection because of homelessness, neglect, abuse, or incarceration, or they provide funding for career and technical education. These funding streams combined, however, only accounted for about \$1M for New Orleans in 2014.

The lion's share of education funding that could benefit opportunity youth comes not from the federal government but from the state, which invests almost \$300M in the Louisiana Community and Technical College System. The budgets for the three community colleges in the New Orleans area (Delgado, Louisiana Community and Technical, and Workready U) total \$106M.

Successfully reconnecting opportunity youth with education through enrollment in the community college system requires careful assessments to ensure that youth have the academic, financial and social supports they need, as well as access to transportation, housing and part-time employment and child care, if needed. This underscores the need for coordination between the community college system and service providers.

K-12 Education

Federal K-12 education and career and technical education (CTE) funds are generally awarded to individual educational institutions and schools. The proportion of funds awarded to New Orleans-based schools varies by funding source, but overall, it appears to be relatively equal to the percentage of the state's population that lives in Orleans Parish.

The Carl D. Perkins Career and Technical grant provides funding for workforce training and education of opportunity youth and is the primary federal source of funding for career and technical education (CTE) programs. States receive Perkins funds and then have discretion on how to distribute those dollars between secondary and postsecondary institutions. In FY2014, the Louisiana Department of Education (LDOE) distributed a total of \$9M in Perkins allocations to secondary institutions, \$743,371 of which went to Orleans Parish, Recovery School District-LDS, and Recovery School District Charter schools.

The Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At Risk grants to states assist with education services for children and youth under the age of 18 who are in state-run institutions for juveniles and adult correctional institutions. Of the \$1.6M Neglected Delinquent fund Louisiana received in FY2014, \$969,066, \$329,081, and \$308,035 were distributed to the Louisiana Department of Public Safety and Correction, the Office of Juvenile Justice, and the state's Special School District, respectively. Incarcerated youth must be provided with 20 hours a week of instruction if they are in a youth facility and 15 hours if they are in an adult institution.

Federal Funding Streams	7
Likely Focused on Opportunity Youth	0
Possible for Opportunity Youth (K-12)	3
Possible for Opportunity Youth (Adult Ed)	4
ESTIMATED NOLA FUNDS	
Including Opportunity Youth (K-12)	\$873,000
Carl D. Perkins Career & Technical Funds	\$743,000
Prevention for Neglected & Delinquent Youth	Unknown*
Education for Homeless Children & Youth	\$130,000
Including Opportunity Youth (Adult Ed)	
Adult Education & Family Literacy Act	Unknown*
Carl D. Perkins Career & Technical Funds	Unknown*
Carl D. Perkins - Reserve Funds	Unknown*
<i>*Unable to identify local portion of state allocation.</i>	
ADDITIONAL POTENTIAL STATE FUNDS	
Possible for Opportunity Youth (Adult Ed)	
Louisiana Community & Technical College System	\$106M

The Education for Homeless Children and Youth grants ensure that homeless youth up to age 18 have access to educational opportunities. Schools or districts receive funding from their state allocation to collaborate and coordinate with other local partners to provide wrap-around services to homeless youth and their families. These services address transportation needs, immunization, residency and other documentation requirements, and guardianship issues. In FY2014, Louisiana received \$962,180, of which \$129,800 went to New Orleans and was used for awards to the Orleans Parish School Board (\$80,300), Dwight D. Eisenhower Elementary School (\$26,300), the NET Charter High School (\$7,500), Success Preparatory Academy (\$5,900), Dr. Martin Luther King Charter School for Science and Technology (\$5,700), and Joseph A. Craig Charter School (\$4,100).

Adult, Vocational and Technical Education

The Louisiana Community and Technical College System (LCTCS) consists of seven community colleges, four technical and community colleges, one technical college and the LCTCS Online portal. The schools in LCTCS offer the main avenue for adult education, vocational and technical training in the state. Economic development is a main tenet of LCTCS, with the goal of training students of all ages with the skills that meet the needs of regional and state employers.

Adult Basic Education Grants and the Adult Education and Family Literacy Act (AEFLA) are combined with federal, state and self-generated funds to support the budget for LCTCS, which was \$294.5M in FY2014.

The three community colleges in the New Orleans area provide programs that opportunity youth could take advantage of: Delgado Community College, Nunez Community College, and the Workready U system offered through the LCTCS Board offices. The budgets for these three campuses total \$106M, though all of that funding is not directed nor intended for opportunity youth exclusively. Delgado Community College is the oldest and largest campus with the largest budget (\$81,533,700), the most comprehensive programming, and a commitment to affordable tuition, open enrollment and an array of services to meet the diverse needs of its students including child care, health services, and Single Stop (a coordinated service that helps students apply for eligible public funding to meet any of their needs). Nunez Community College (\$7,437,000) is a smaller comprehensive community college offering general education and occupational specialties. LCTCS Board/Workready U (\$17,156,540) is the state's adult education program, with a goal of connecting working-age adults without high school credentials to educational opportunities that can lead to employment.³⁹

Opportunity

Explore ways to develop “Single Stop” approaches that are available not just through community colleges but in other settings where opportunity youth may seek supports.

Federal funding comes in the form of The Carl D. Perkins Career and Technical grants distributed to postsecondary institutions. As noted, the division of Perkins funds between secondary and postsecondary is up to the state. In FY2014, postsecondary institutions received \$7.1M for career and technical education. The reserve fund provided another \$1.8M for college and career transition activities carried out by the college and career transition coordinators.

LCTCS also runs the *Workforce Training Rapid Response*, a grant for two-year educational institutions in Louisiana to provide accelerated training for jobseekers in high-demand industries. LCTCS also offers three workforce development training opportunities for students, including noncredit training, customized training and traditional credit training.⁴⁰

Barriers and Flexibility in Current Education Funding

The community and technical college system is a critically important system for re-engaging opportunity youth on a pathway to a living wage. New Orleans area community colleges are doing many things to accommodate the diverse needs of their students, which include the needs of many opportunity youth. New Orleans leaders should look carefully at how other sources of money can be leveraged to fill services gaps and encourage the range of public agencies and nonprofit organizations that provide those services to work together cohesively to provide the safety net to support opportunity youth's success as students.

As noted, the state has the flexibility to decide how to allocate the Perkins Career and Technical Education funding across secondary and postsecondary institutions. While there is no reason to suggest that the current allocation ratios could be improved, it is important to remember that this flexibility exists and to encourage coordination between secondary and post-secondary grant recipients.

Human Services Funding – Connecting to Critical Supports

Government human services programs provide a broad range of basic needs and personal supports to enable individuals and families to become productive and contributing members of the community. As opportunity youth face multiple challenges, they should be prime recipients of many social and human services. Research has shown however, that individuals and families who need multiple services are actually less likely to receive any services because of the complexities involved in navigating separate processes and systems.⁴¹

There are three major federal programs described here (usually referred to as entitlement programs) that are designed to ensure minimum standards for safety net services across the states: Temporary Assistance for Needy Families (TANF), Title IV-B and IV-E Child Welfare, and Substance Abuse and Mental Health Block Grants.

Federal Funding Streams	7
Possible for Opportunity Youth	7
ESTIMATED NOLA FUNDS	
Including Opportunity Youth & Others	\$2.9M
Temporary Assistance for Needy Families (TANF)	Unknown*
TANF Maintenance of Effort	Unknown*
Chafee Foster Care Independent (Title IV-E)	Unknown*
Education & Training Vouchers (Title IV-E)	Unknown*
Substance Abuse and Prevention & Treatment Block Grants	Unknown*
Substance Abuse and Mental Health Services Administration Grants	\$1.5M
Teen Pregnancy Prevention	\$1.4M
<i>*Unable to identify local portion of state allocation.</i>	

Information was not available on the proportion of federal funds spent on Orleans Parish residents. The fact that these are entitlement programs, however, puts the burden on localities to create visible and simple pathways that help eligible individuals and families apply for, receive, and maintain all appropriate supports. Combined, the state receives more than \$265M in federal funds from these three programs and contributes \$165M in matching or “maintenance of effort” funds.

In addition to these formula grants, the state is the recipient of some discretionary grants. Orleans Parish directly applied for and received \$1.4M for teen pregnancy prevention programming. Orleans Parish received a total of \$1.5M in competitive SAMHSA grants managed by the state in 2014, down from \$2.5M in 2013 (see chart on p. 26). Two programs particularly relevant for opportunity youth that were not funded again focused on supportive housing managed by Unity of Greater New Orleans, accounting for a loss of \$780,000. More detail on the reasons behind these funding changes was not readily available.

Temporary Assistance for Needy Families (TANF)

As a general rule, states must use TANF funds for eligible, needy families with a child under 18 and for one of the four purposes of the TANF program: 1) to provide cash assistance to needy families; 2) to end dependence of needy parents by promoting job preparation, work, and marriage; 3) to prevent and reduce out-of-wedlock pregnancies; and 4) to encourage the formation and maintenance of two-parent families. It is worth noting that all four of these categories could be applicable to opportunity youth, either because they are a child in a needy family, a teen or young adult wanting to prevent pregnancy, or a parent looking to strengthen their stability through employment or marriage.

States must use objective criteria for determining eligibility and benefits. However, they may decide the income and resource standards that they will use to determine eligibility, and they may set different financial eligibility criteria for different benefits or services. For example, they could limit eligibility for cash assistance to families living below poverty, but provide supportive services like childcare and transportation to working families with incomes up to 185 percent of poverty. Further, since individuals do not have an entitlement to TANF benefits, states may elect to target benefits to families with incomes below their established eligibility guidelines.

Opportunity

Advocate for reinstatement of policy that allows youth to remain in foster care through age 21. Maximize use of Chafee dollars to help young people transitioning out of foster care stay connected to school and the workforce and avoid becoming opportunity youth.

States fund their TANF programs with a combination of federal and state funds. While both are very flexible, the two sources of funds entail somewhat different rules and restrictions.

- » **Federal TANF Funds.** If states use federal funds provided through their TANF block grants to provide “assistance,” recipients are subject to work and participation requirements, a five-year limit on federal assistance, data reporting, and certain prohibitions. But these restrictions do not generally apply to other services and benefits that are not “assistance.” Also, states have broad discretion to provide a wide range of benefits and services and to set different eligibility standards for the different types of benefits.
- » **State “maintenance-of-effort” (MOE) funds.** States must spend 80 percent of whatever their historic level of expenditure was before TANF was created in FY1994. This can be reduced to 75 percent if the state meets certain performance standards. The MOE funds must be spent on “qualified state expenditures” for TANF-eligible families.⁴² Failure to meet these requirements results in a dollar-for-dollar reduction in the state’s TANF grant the following year.

Almost nine out ten TANF dollars are spent on non-direct assistance. In FY2014, federal TANF and state MOE totaled \$205,287,384. Only \$26,272,078 (12.7 percent) was spent on direct assistance, while \$179,015,306 was spent on non-assistance programs.

Louisiana is not alone in its decision to focus TANF funds on non-assistance programs. States have significant flexibility in their use of TANF funding, but many demands on the dollars. Over the years, many states have reduced the share of TANF spending on basic assistance needs for poor families. Nine states spent less than 15 percent of their TANF/MOE funds on basic assistance in 2011.⁴³

Louisiana is using a growing share of its TANF/MOE funds to support child welfare (27 percent), early learning or childcare (27 percent), and other services related to the criminal justice system or mental and behavioral health. The Jobs for America’s Graduates program, in contrast, receives only three percent of the total TANF funding.⁴⁴

It is worth noting that, in some cases, these funds may be used to replace existing state funds unrelated to basic needs, the safety net, or work opportunities.

Opportunity

Explore ways to increase portion of TANF funds focused on the work skills development.

Federal **Child and Family Services** funding encompasses a broad range of services to support safety, permanence and well-being of children and families.⁴⁵ The two major funding streams for child welfare are Title IV-B and Title IV-E. Title IV-B covers funding for services in child abuse and neglect, adoption and guardianship, foster care and other related supports for vulnerable children, but these funds are not targeted in ways that are of particular use to opportunity youth. Title IV-E, however, has the potential to be more relevant. The Administration for Children and Families gives states the option to provide Title IV-E reimbursable foster care, adoption or guardianship assistance payments to youth up to age 19, 20 or 21.

Related to the Title IV-E authorization, however, is specific funding for activities and services for youth who are transitioning (or who have already transitioned) out of the foster care system. One set of funding is through the Chafee Foster Care Independence Program and is designated for independent living services for older youth leaving the foster care system. It offers assistance to help older youth in care and former foster youth (age 18-21) acquire training and independent living skills so they can become self-sufficient. They can be used for everything from assisting youth education and employment services to financial management, housing, emotional support and other activities. Louisiana estimated expenditures of \$1,455,821 in FY14.⁴⁶ The Education and Training Vouchers Program (ETV) is also for youth aging out of foster care. ETV payments are made to states for postsecondary educational and training vouchers for youth likely to experience difficulty as they transition to adulthood after the age of 18. This program makes available vouchers of up to \$5,000 per year per youth for postsecondary education. Louisiana estimated expenditures were \$485,432 in 2014.⁴⁷

Use of Louisiana TANF Dollars	FY 14
Literacy	
LA 4 Early Childhood Program	\$38,656,588
Jobs for America’s Graduates (JAG)	\$3,950,000
Family Stability	
Child Welfare	\$38,203,204
Drug Courts	\$6,000,000
Court Appointed Special Advocates	\$4,436,500
Nurse Family Partnership	\$3,196,750
Substance Abuse	\$3,059,458
Family Violence	\$2,350,000
Abortion Alternatives	\$1,260,000
Community Supervision	\$900,000
Homeless	\$637,500
Fatherhood Initiatives	\$49,900
Total	\$102,699,900

The **Substance Abuse Prevention and Treatment Block Grant (SABG)** program's objective is to help plan, implement and evaluate activities that prevent and treat substance abuse. The SABG program targets the following populations and service areas: pregnant women and women with dependent children, intravenous drug users, tuberculosis services, early intervention services for HIV/AIDS and primary prevention services. SAMHSA requires that grantees spend no less than 20 percent of their SABG allotment on substance abuse primary prevention strategies, targeted at individuals who are not already in need of treatment.

Competitive Grants

SAMHSA issues a range of **competitive grants** each year. Each has a specific population and issue focus. In FY2015, there are projected to be a total of 30 different requests for applications, which include a range of opportunities to address areas of need in the mental health, behavioral health and substance abuse areas. Examples of grants that relate to this population are the Strategic Prevention Framework Partnerships for Success (SPF-PFS) State and Tribal Initiative (prevention priorities are under-age drinking among people between 12 and 20 and prescription drug misuse and abuse among people 12 to 25); Cooperative Agreements for State Adolescent and Transitional Aged Youth Treatment Enhancement and Dissemination Implementation, and Grants to Expand Substance Abuse Treatment Capacity in Adult and Family Drug Courts. The chart shows some of the recent grants NOLA has been awarded.⁴⁸

The federal funds available through SAMHSA are an important supplement to provide supports to opportunity youth as they pursue academic and vocational pathways. These funds focus on the mental, behavioral, and substance abuse issues that have an impact on many opportunity youth as they pursue potential academic or vocational pathways. It is important that these funds be considered an integral part of the array of support necessary to service this population.

SAMHSA Discretionary Funding to New Orleans			
Grantee	Program	FY2013	FY2014
Council on Alcohol/Drug Abuse of Greater New Orleans	Offender Re-Entry Program	\$403,116	\$430,000
Greater New Orleans Drug Demand Reduction	Drug-Free Communities to prevent & reduce youth substance abuse	n/a	\$125,000
Odyssey House Louisiana, Inc.	Targeted Capacity Expansion: Substance Use Disorder Treatment for Racial/Ethnic Minority Populations at High Risk for HIV/AIDS	\$280,000	n/a
Odyssey House Louisiana, Inc.	Targeted Capacity - HIV/AIDS	\$508,006	\$508,006
Orleans Parish Criminal District Court	Adult Drug Courts (gender specific, trauma informed, individualized treatment)	\$325,000	\$325,000
Tulane University of Louisiana	Campus Suicide Prevention 2013	\$101,978	\$101,362
Unity of Greater New Orleans	Supportive Housing	\$381,572	n/a
Unity of Greater New Orleans	Co-Op Agreement to Benefit Homeless Individuals	\$498,428	n/a
Total		\$2,498,100	\$1,489,368

A Teen Pregnancy Prevention grant was made to the Louisiana Public Health Institute to reduce the incidence of and behavioral risk factors for teen pregnancy among Orleans Parish youth, in multiple sites throughout Orleans Parish.⁴⁹ Teen pregnancy is a major risk factor for dropping out of school⁵⁰ and nearly one in five births to teens is a repeat birth.⁵¹ Female opportunity youth are nearly three times more likely to have family responsibilities than young women from the 16 to 24 population as a whole.⁵² Effective teen pregnancy prevention strategies could help reduce the number of young women dropping out of school to care for children.

Barriers and Flexibility in Current Human Services Funding

The TANF program provides significant flexibility for funding a wide variety of employment and training activities, supportive services, and benefits that will enable clients to get a job, keep a job and improve their economic circumstances. TANF funds are much more flexible than most other entitlement programs. The state is empowered to make decisions both about how much to allocate across the primary purposes of the funding, and about the criteria on which basic assistance is determined. Unfortunately, this flexibility has also given room for states to use these funds to supplant existing state efforts in other systems or to reduce the amount of TANF dollars dedicated to basic assistance to those families in need. An examination of the current Louisiana budget description of federal TANF dollars shows they are spread across a number of other systems.

Louisiana briefly extended the age for foster care services to 21, but in 2013 Governor Jindal overturned that decision. The flexibility provided by the federal law would enable providers in New Orleans to look to these funds to support young people leaving foster care but still needing the additional support before they are prepared to function on their own. Most budget and annual report information available on public sites is two to three years old. The state could provide more detailed and timely information regarding the use of federal funds. It is also difficult to ascertain the distribution of the dollars, either by sub-population or by geography of the state.





Denver Children's Cabinet: Action Plan for Opportunity Youth

Established through Executive Order 139, the Denver Children's Cabinet is responsible for coordinating and integrating services across city agencies and key partners, developing and providing policy guidance, and developing strategies to remove the barriers that stand in the way of Denver children and youth.

The overall opportunity youth rate in Denver 12.5 percent. Denver is particularly concerned about the disproportionate number of boys and young men of color in this group, as well as those in the following subgroups of young people: unmarried parents, immigrants, homeless, incarcerated, foster youth/youth transitioning out of public systems, disabled or special needs youth, and high school drop-outs.

The Denver Children's Cabinet established a goal of reducing the number of opportunity youth ages 16 to 21 in Denver to no more than eight percent in five years (by 2017). Its action plan for opportunity youth includes some of the following steps to work across systems and align basic human services with workforce and education supports:

1. Align programs, services and resources serving youth across systems; increase access and participation in programs and services that meet the basic needs of youth:
 - » Adopt common definitions and measurements for opportunity youth (16- to 21-year-olds).
 - » Use statewide data-sharing recommendations to develop Denver-specific cross-agency data sharing agreements on issues that pertain to youth.
 - » Create a common set of intake, assessment, and referral information and tools that identify at-risk youth to services across systems that serve as a point of contact for opportunity youth.
2. Increase access and participation in programs and services that support GED or high school completion; and
 - » Connect more than 3,400 youth to existing school- and community-based mental health services through Youth Commission's Help Helps campaign.
3. Increase access and participation in workforce development and career readiness programs and services.
 - » Increase the number of credentials and industry-recognized certifications for youth served with WIA youth dollars from 55 percent to 69 percent.

Denver's work to organize as a city and county around this population prepared it well to respond to the Performance Partnership Pilot federal application. Denver and El Paso counties teamed up with the state of Colorado to put together a proposal requesting federal flexibility in serving disconnected youth and connecting them to the human services, education and workforce resources that they need.

Justice, Housing & Defense – Connecting to Targeted Supports

At last count, more than 370 different federal programs that addressed the needs of disadvantaged youth were administered by almost every federal agency, from the Department of Health and Human Services to the Treasury Department. The first three sections of this scan focused on workforce development, education, and the human services supports that can help young people succeed in school and work, but also surfaced potentially relevant funding streams from other federal departments. These are outlined below.

There are two grants focused specifically on youth worth exploring. One is from the federal Department of Justice focused on violence and delinquency prevention and one funded primarily by Louisiana, with supplemental federal funding from the National Guard that provides academic, social, coping and leadership training to 16- to 18-year-old opportunity youth who are drug-free and not involved in the justice system. These small grants provide direct opportunities to identify current or potential opportunity youth, connect opportunity youth to skill-building programs, or potentially help grant recipients coordinate services.

This scan also identified three more broadly focused grants that could be used to support opportunity youth: the Edward Byrne Memorial Justice Assistance Grant from the Department of Justice; the Community Development Block Grant from the Department of Housing and Urban Development; and the Second Chance grant, also from the Department of Justice.

In addition to these funding streams, the scan found 18 other federal programs not being accessed by New Orleans. See Table A on p. 34.

Focused on Youth

Department of Justice: Title II funds are formula funds that support state and local delinquency prevention and intervention efforts as well as juvenile justice system improvement. Title II funding for Louisiana in 2014 totaled \$418,663. Title II funds are only granted directly to state agencies. The state agency then sub-grants to local agencies and units of government. However, information on how sub-grants to local entities have been administered is not publicly available.

Title II funds allow for a fair range of flexibility of use and give priority to job training (including job readiness), apprenticeships and job referrals. They also support Community Assessment Centers, which are designed to provide more integrated cross-system services for youth and their families.

Department of Defense: The Governor's Children's Budget refers to the **Job Challenge, Starbase, Youth Challenge programs**, funded through the Office of Military Affairs. A portion of the \$27M goes toward the National Guard Youth Challenge, a preventive, rather than remedial, youth-at-risk program. This program targets unemployed, drug-free youth, ages 16 to 18, not in school and not involved in the justice system. Components of the program are citizenship, academics, life-coping skills, community service, health and hygiene, skills training, leadership/followership, and physical training.

Broader Funding Streams

Department of Justice: The Edward Byrne Memorial Justice Assistance Grant (JAG) Program is intended to cover a wide range of program areas, including law enforcement, prosecution and court programs, drug treatment and enforcement, crime victim and witness initiatives, and prevention and education programs. Given the broad mandate for these dollars, dedicated funding for opportunity youth competes with other priorities. Specifically, the Department of Justice outlines five priorities for using the funds, only two of which have reasonable overlap with programs and services for opportunity youth. These two priorities are recidivism reduction/justice system realignment and evidence-based "smart" programs. A third priority, improving mental health services, might also be applied to services to support opportunity youth. The \$238,520 granted to the City of New Orleans in FY2014 was used for increased officer presence and to enhanced services provided by the Orleans Public Defender's Office.

Community Development Block Grant (CDBG) funds from the Housing and Urban Development Department are distributed to New Orleans as an entitlement community and can be distributed flexibly from the New Orleans Mayor's Office of Community Development for a variety of purposes aimed at economic development in low-income communities.⁵⁴ A portion of these dollars could be used to work in tandem with other city priorities related to workforce strengthening. Louisiana's state plan outlines priorities for spending.⁵⁵ The majority of the funding supports public facilities and existing infrastructure upkeep.



A Continuum of Care Grant from HUD is distributed directly to Unity of Greater New Orleans to align resources to maximize services to those experiencing homelessness. Youth are one of the target groups of the Housing and Services Collaborative supported with these funds.⁵⁶

The Second Chance grant supports individuals' transitions from prison, jail, or juvenile residential facilities to the community. The Second Chance Act programs are designed to help communities develop and implement comprehensive and collaborative strategies that address the challenges posed by offender re-entry and recidivism reduction. Second Chance funds support local communities in implementing or expanding treatment programs for ex-offenders with co-occurring substance abuse and mental health disorders as they are re-entering their communities. The funds are used to provide training resources and direct services for reintegration, and they support the city's effort to reach every returning citizen within 72 hours of his or her release.

The Louisiana Department of Public Safety and Corrections operates the second chance re-entry program, which targets male and female (approximately one-third female) offenders with co-occurring substance abuse and mental health disorders who will be released to the Baton Rouge and New Orleans Metropolitan Areas from Elayn Hunt Correctional Center and the Louisiana Correctional Institute for Women. A particular focus is on individuals between the ages of 16 and 30 who have a high school diploma or less. However, due to the length of prison terms, the majority of current recipients of services under this grant skew older.

Funding Sources Summary Charts

TABLE A: Federal Funding Streams That Can be Used to Serve Opportunity Youth

Coding Key

- ☑ New Orleans Funding
- ☐ Unsuccessful Application(s)
- Blue = Not in This Scan

Based, in part, on *A Bridge to Reconnection: A Review of Federal Funding Streams Reconnecting America's Opportunity Youth – A Plan for Reconnecting One Million Opportunity Youth Each Year*, by John Bridgeland and Tess Mason-Elder, Civic Enterprises in collaboration with Jobs for the Future, YouthBuild USA, and the Forum for Youth Investment. September 2012.

Department of Labor

- ☑ WIA Title I Youth Activities
- ☑ WIA Title I Adult Activities
- ☑ Job Corps
- ☐ Registered Apprenticeships
- ☑ Reintegration of Ex-Offenders Adult Generation 5
- ☐ YouthBuild**
- ☑ Workforce Innovation Fund
- ☐ H1 Ready to Work Partnership Grants**
- ☐ H1 B Technical Skills Training Grants**
- ☑ Serving Adult and Youth Ex-Offenders through Strategies Targeted to Characteristics Common to Female Ex-Offenders
- ☐ Training to Work 2– Adult Reentry **
- ☐ Face Forward Serving Juvenile Offender Grants
- ☑ Face Forward 2 – Intermediary & Community Grants**Trade Adjustment Assistance Community College and Career Training Grants Program
- ☐ Susan Harwood Training Grant**
- ☐ Add Us In**

Department of Education

- ☐ Title I - Improving The Academic Achievement Of The Disadvantaged
- ☑ Carl D. Perkins Career and Technical Funds –secondary & postsecondary
- ☑ Adult Education Basic Grants to States (Office of Vocational and Adult Education)
- ☑ Education for Homeless Children and Youth—Grants for States and Local Activities (Office of Elementary and Secondary Education Title I-D)
- ☑ Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or at Risk—Grants for States and Localities (Office of Elementary and Secondary Education Title I-D)
- ☐ Federal Work-Study (FWS) Program
- ☐ High School Graduation Initiative
- ☐ Promise Neighborhoods
- ☐ College Access Challenge Grant Program
- ☐ Gear Up
- ☐ Life Skills for State and Local Prisoners

Department of Housing & Urban Development

- ☐ Community Development Block Grant
- ☐ Choice Neighborhoods

Department of Health & Human Services

- ☑ Child Welfare – Title IV-B and Title IV-E
- ☑ Child Welfare – Title IV E (including Chafee Education and Training Vouchers) –
- ☑ Community Services Block Grant
- ☐ Family & Youth Services Bureau grants
- ☐ Health Profession Opportunity Grant (OFA/ACF)
- ☐ Healthy Marriage and Responsible Fatherhood (OFA)
- ☐ Job Opportunities for Low-Income Individuals Program (JOLI)
- ☑ Office of Family Assistance grants
- ☐ Runaway and Homeless Youth⁵⁷
- ☑ Temporary Assistance to Needy Families
- ☐ Social Services Block Grant
- ☑ Substance Abuse Prevention & Treatment Block Grant
- ☑ Substance Abuse and Mental Health Services Administration
- ☑ Teen Pregnancy Prevention (Office of Adolescent Health)

Corporation for National & Community Service

- ☐ AmeriCorps National Civilian Community Corps
- ☐ AmeriCorps State/National

Department of Justice

- ☐ Part E Developing, Testing and Demonstrating Promising New Initiatives and Programs (Office of Juvenile Justice and Delinquency Prevention)
- ☑ Title II B – State Formula Grants (Office of Juvenile Justice and Delinquency Prevention)
- ☑ Edward Byrne Memorial Justice Assistance
- ☑ Second Change Grant
- ☐ State and Community Development Invited Awards – (Office of Justice Programs)
- ☐ Title V Community Prevention Block Grants (Office of Juvenile Justice and Delinquency Prevention)

Department of Transportation / Department of Defense

- ☑ National Youth Challenge

Other Potential Federal Grant Opportunities Not Being Utilized in New Orleans

A number of federal funding streams could be high priority targets for New Orleans, including:

- » **YouthBuild.**⁵⁸ YouthBuild is a highly successful alternative education program that helps youth who are often significantly behind in basic skills with obtaining a high school diploma or GED credential. The primary target populations for YouthBuild are adjudicated youth, youth aging out of foster care, and out-of-school youth. The YouthBuild program is aligned with the Federal Interagency Youth Vision and demand-driven investments supported by WIA formula funds.
- » **The College Access Challenge Grant Program.**⁵⁹ The goal of the program is to create partnerships between philanthropic organizations and governmental entities at the federal, state, and local levels to provide matching grants that boost the number of low-income students ready to succeed in postsecondary education.
- » **GEAR UP.**⁶⁰ GEAR UP offers six-year grants to states to offer services at high-poverty middle and high schools. The funds support at-risk youth from the seventh grade until they graduate from high school, with the purpose of helping students successfully advance to postsecondary education.
- » **Life Skills for State and Local Prisoners Program.**⁶¹ Through this program, financial aid is provided to organizations that reduce recidivism and help to reintegrate adult prisoners after incarceration.
- » **Health Profession Opportunity Grant.**⁶² This grant provides education and training to TANF recipients and other low-income individuals for occupations in the health care field that pay well and are expected to either experience labor shortages or be in high demand.
- » **Healthy Marriage & Responsible Fatherhood Grant.**⁶³ This grant is intended to be used for strengthening families to improve the lives of children and parents and promote economic stability.

Of these opportunities, Louisiana was awarded one Responsible Fatherhood grant in Shreveport and one Health Professional Opportunity Grant in Monroe. None were awarded in Orleans Parish. The total funding available nationally was \$127M.

In addition to the specific grant programs noted above, a small number of discretionary grants associated with TANF funding are available from the Office of Family Assistance (OFA).⁶⁴ Also, the Family and Youth Services Bureau, part of the federal Children's Bureau in the Department of Health and Human Services, provides discretionary funding for youth homelessness, adolescent pregnancy and domestic violence. These funds are awarded based on applications submitted by communities and organizations. There are no current grants in Orleans Parish from this bureau. They could be a valuable source of support for opportunity youth for housing and transitional living.

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