



**Countywide Plan  
for Elevating the Arts as a  
Criminal Justice Reform Strategy**

**Submitted to the Board of Supervisors  
September 13, 2019**

# **Countywide Plan for Elevating the Arts as a Criminal Justice Reform Strategy**

## **Plan Overview: Goals and Strategies**

### **I. Establish Countywide Leadership and Coordination**

We will guide, support, align and help coordinate arts-based strategies within and across County departments, offices and commissions in order to strengthen justice reform efforts while maximizing and leveraging the use of County assets and resources.

1. Promote and Lead the Integration of the Arts Across County Agencies
2. Guide and Support the Integration of the Arts Within County Agencies

### **II. Expand Prevention Strategies that Support Individuals and Communities At Risk**

We will collaborate with community-based organizations, artists and other County agencies to implement arts-based, data-informed strategies that reduce justice system contact and increase individual resiliency, family cohesion and community vibrancy.

1. Invest in Direct Services to Constituents
2. Invest in Cultural Resources in Communities
3. Expand Learning and Employment Opportunities in the Creative Economy
4. Promote Narrative Change and Community Healing

### **III. Strengthen and Sustain Supports for Justice-Involved Youth and Families**

We will collaborate with community-based organizations, artists and other County agencies to deepen our support of youth and families impacted by the justice system through developmentally appropriate, rehabilitative arts strategies that focus on healing and growth.

1. Provide Arts Education for All Youth in Detention
2. Provide Arts-Based Reentry and Aftercare Support Services

### **IV. Identify and Apply Successful Strategies to Support Justice-Involved Adults**

We will draw upon lessons learned and successes realized in supporting system-involved youth to develop and implement strategies for supporting justice-involved adults.

1. Provide Arts Education for Adults in Detention
2. Provide Arts-Based Reentry and Aftercare Support Services

### **V. Elevate the Role of the Arts through Expanded External Partnerships**

We will cultivate collaboration with external partners, including but not limited to philanthropy, that can help to initiate or advance innovative systems reform efforts.

1. Increase Awareness of the Arts as an Effective Justice Reform Strategy
2. Engage Philanthropic Expertise and Resources

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*In memory of Nancy Aspaturian, former Justice Deputy to Supervisor Sheila Kuehl.*

## Introduction

In December 2018, Supervisors Mark Ridley-Thomas and Sheila Kuehl advanced a motion, unanimously passed by the Board of Supervisors, focusing on [Investing in Justice Involved Individuals Through the Arts](#) and calling for the creation of a Countywide Plan for elevating the arts as a criminal justice reform strategy. As directed, this Countywide Plan for Elevating the Arts as a Criminal Justice Reform Strategy (Plan) provides recommendations for developing a Countywide infrastructure to support expanded arts-based programs and services for those impacted – or at risk of becoming impacted – by the criminal justice system.

This proposed Plan draws on the strengths and subject matter expertise of the Department of Arts and Culture (Department), which includes: fluency in cultural policy, arts administration, arts education, civic art, and public and philanthropic funding for the arts; knowledge of the County's cultural community; and five years of practice in partnering with community-based organizations and other County agencies to provide arts-based services for incarcerated and at-risk youth. It also builds on the recent expansion of these efforts made possible through a grant from the national Art for Justice Fund. Further, it incorporates feedback from partner agencies named in the motion, and it takes direction and insights provided through a series of community engagement events that involved the general public, community-based organizations, and staff from other County departments, special offices and commissions.

The strategies described in this Plan provide broad perspective on the potential for the arts to support young people, families, and adults touched by County systems. Core components of the Plan center on prevention, community development, diversion, custodial care and re-entry strategies. Research demonstrates the best outcomes for decreasing justice system involvement are achieved through individual and community development efforts along with opportunities for job placement. Further, these strategies tend to be much more cost-effective than the alternative of long-term custody and care<sup>1</sup>. In accord with findings like these and in response to community and stakeholder input, this Plan's most ambitious expansions focus on preventing system involvement in the first place using arts-based strategies. We propose to build from, and improve upon, current programming, staffing, training, and partnerships to establish a Countywide organizational infrastructure for supporting arts-based justice reform strategies that can be phased in, scaled and sustained over time.

The arts are a vital aspect of well-being and human development, and can strengthen individual resilience, bolster self-awareness, increase positive community involvement, and open pathways to careers in the region's vibrant creative economy. Additionally, the presence of cultural resources in communities have been significantly correlated with positive social well-being indicators including health, educational attainment, and public safety, especially in low-income communities<sup>1</sup>. Finally, the arts can play a unique role in supporting narrative change and cultural inclusion. Stories shape history and inform human experience, and many communities have had their stories eclipsed by dominant culture. In the criminal justice context, incarcerated and formerly incarcerated individuals suffer additional trauma and isolation as a result of societal stigma. Narrative change through the arts brings forward the stories, experiences and emotions of those affected by the justice system to be heard, felt and embraced by the broader community. As such, we view arts and culture not only as having intrinsic value in and of themselves, but as a holistic part of thriving communities – with equitable access to cultural resources as a key strategy in addressing justice involvement and its related issues and root causes.

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<sup>1</sup> For examples of recent studies supporting these findings, please refer to the Research on Supporting the Role of the Arts in Justice Reform section of this report.

While the arts alone will not resolve the many challenges inherent in the County's justice system, they do provide important tools that can be used in cross-sector efforts to fortify much-needed reforms. We are confident that the outcomes from this work will stand in sharp contrast to the isolating, punitive, and stigmatizing practices that for too long were perpetuated in the justice system.

### Community Input

From May through August 2019, the Department engaged in multiple outreach efforts to various community groups and stakeholders. Input from the following convenings informs this Plan:

- Ten Community Forums held across the County (two per Supervisory District) provided public input on the role the arts should play in helping to develop healthy children, healthy families and thriving communities.
- Three convenings of the LA County Regional Plan for Arts Education Advisory Workgroup provided opportunities to frame objectives for, and review findings from, the Community Forums. Participants included representatives from community-based arts organizations, the six County cultural institutions, Arts Commissioners, staff from County Departments, cultural leaders, funders and arts educators.
- The 23 LA County Arts Education Collective Youth Advisory Council members attended community forums, participated in the Advisory Workgroup and provided direct input on the expansion of regional arts-based strategies.
- The inter-agency youth arts task force, with 62 representatives from 37 County departments, agencies, commissions, and offices, met three times to surface strategies to embed the arts within County services that support youth and families.
- Representatives from 24 community-based organizations with expertise in youth development and youth justice were invited to discuss current programs and resources, identify gaps and needs, and offer suggestions for how LA County can best elevate and implement the arts as a criminal justice reform strategy.

The investments proposed in this Plan build upon four themes that uplift the benefits of arts and culture, and were identified by participants in these convenings:

- **Well-being:** Arts and culture are integral to individual and community well-being. The arts can help County Departments address issues of mental health, emotional regulation, stability, and the social-emotional well-being of clients/stakeholders. The arts can also support the self-care and wellness of LA County staff who directly serve system-involved populations.
- **Empowerment:** Arts and culture create a sense of ownership and pride in communities. They offer ways to connect creative voice and self-determination, to mentor and inspire system-involved individuals, and may be used as an alternative to punitive practices.
- **Empathy:** Arts and culture build empathy within and between individuals, families, and community members, and promote values of compassion, kindness, and service.
- **Inclusion:** Arts and culture provide opportunities to include, engage, celebrate, gather and educate diverse audiences, groups and individuals.

## The Role of the Department of Arts and Culture

On July 1, 2019, the Los Angeles County Arts Commission transitioned into the Los Angeles County Department of Arts and Culture (Department). The new Department's mission is to advance arts, culture, and creativity throughout Los Angeles County, envisioning the County as a region in which arts, culture and creativity are integral to every aspect of civic life for all people and communities. The Department's work is framed by the values of Collaboration; Creative Expression; Economic Vitality; Education; Equity, Diversity, Access, and Inclusion; Innovation; Integrity; Research and Evaluation; Social Impact; and Stewardship as well as the guiding principles of the [LA County Cultural Equity and Inclusion Initiative](#).

The County now has an opportunity to position the Department in a leadership role in developing, guiding, supporting, aligning and helping to coordinate arts-based programs and services both within and across other County departments and agencies. In this role, the Department would work in alignment with the County Strategic Plan to foster inter-Departmental and cross-sector collaboration that measurably improves the quality of life for the people and communities of Los Angeles County.

Finally, the Board's August 13, 2019 motion, [Restructuring the Juvenile Justice System: Building a Health-Focused Model](#), aims to transform the County's juvenile justice system into a rehabilitative and health-focused model of care. Because the arts contribute to the education and positive social emotional development in young people, the Department is committed to collaborating with any new or standing County agency charged with overseeing the restructuring of the County's juvenile justice system into a model of care focused on well-being.

### Countywide Infrastructure

Over the past several years, the Department has used grants and other short-term revenue streams to initiate multiple strategies included in this Plan. However, the Department currently is not adequately staffed to sustain or expand strategies for serving youth impacted by the justice system. Prior to advancing any new or additional strategies identified in this Plan, the County would need to provide sustainable, core staffing and funding to fully establish ongoing programming and services for this population (see [Immediate Priority](#) references in the Phased Implementation Plan, Phased Budget Plan, and Staffing Implications sections of this report).

Once established, a Countywide infrastructure for supporting the arts in criminal justice reform efforts would strategically embed arts-based practices across the County's systems of care, maximize resources and define shared measures of success. The inter-agency youth arts task force (which convened to inform this Plan) would evolve into an arts and justice workgroup including representatives from all agencies using the arts to improve services for youth, adults, families and communities. The workgroup would convene regularly to establish a common agenda informed by research from the field, community input and the practices and results from ongoing efforts undertaken in diverse settings and contexts across the County.

Further, the Department would provide a continuum of supportive services to several agencies per year which would advance each agency's efforts to initiate or deepen the use of arts-based, healing-informed strategies in their respective mission-driven activities. This engagement would begin with a team of representatives from the Department supporting strategic planning efforts of the agency. A coach would facilitate a strategic planning process, a creative strategist would inject an artists' perspective, and a staff liaison would ensure continued support throughout the planning process and into implementation following adoption of the agency's strategic arts plan.

The Department will also foster a strong field of locally-rooted practitioners and organizations providing arts-based, healing informed services across the County. Drawing on experience cultivating and nurturing the field of artists, nonprofits and school districts that receive grant funding, professional development and technical assistance, the Department will encourage professional learning and maintain a master list of community-based organizations qualified to undertake this work on behalf of agencies across the County.

### Expanding Support for Adult Populations

While the Department of Arts and Culture has been building programs for justice-involved youth for several years, we have yet to develop programs for serving justice-involved adults. However, this Plan does address the potential for expanding and adapting arts-based strategies for adult populations (see Goal 4).

The following proposed strategies would apply lessons learned and promising practices developed within the juvenile context, as well as draw upon expertise in the field, to expand programs and services for adult populations as follows:

- Provide year-round arts instruction for residents in the County's jail system;
- Develop arts-based activities that promote family healing and reunification;
- Provide incarcerated and formerly incarcerated adults with job training that can lead to careers in the creative economy; and
- Connect formerly incarcerated adults to opportunities for individual or group arts practice in their own communities as part of re-entry/ aftercare support systems.

Exploratory work with adult populations will launch later this fall as part of services provided at the LA County Probation Department's Reentry Opportunity Center, which opened on June 28, 2019 as a "one-stop shop" for community and County service providers to connect formerly incarcerated adults with housing, job, and education opportunities as well as legal and mental health services. This new facility also serves families, youth and local residents, and it houses the Developing Opportunities Offering Reentry Solutions Center (DOORS), which provides on-site services through several community-based organizations and the County departments of Mental Health, Probation, Public Health, Public Social Services, and Workforce Development, Aging and Community Services. In addition to commissioning 19 murals by artist Olalekan Jeyifous that appear throughout the facility, the Department is contracting with Somos LA Arte - Homeboy Art Academy to serve as the arts organization-in-residence, which will help to embed arts-based strategies into all re-entry and after-care services provided at DOORS.

### Public-Private Partnership

The Department of Arts and Culture has built relationships with philanthropy for nearly two decades. This includes cultivating robust membership in a Funders Council that supports the LA County Arts Education Collective, a public-private partnership that works to advance arts education across the region. In considering whether existing relationships with arts funders might be leveraged for increased partnership, as well as to identify new grant opportunities, the Department consulted with the County's Center for Strategic Partnerships (Center).

The Center recognizes that there is potential for private-sector investment in this initiative, and that it may be of interest to several different types of funders, including those who focus on youth and families, youth development, youth justice and criminal justice issues, foster and transitional age youth, education, career and workforce development, community wellness, and the arts. Over the past few years, the Center has built trust, collaboration, and partnership between private philanthropy and County departments, and therefore offers the following considerations for including philanthropy as an important partner in moving this work forward:

- Philanthropy can offer catalytic or seed funding to help launch or advance an initiative but should not be expected to serve as a sustainable funding source. Funders often prefer to make one-time investments, using private-sector dollars to either get projects started or push the County to think outside the box, and ultimately leverage these investments to prompt ongoing, sustainable County funding.
- As planning and implementation of this work evolves, private philanthropy should be engaged as thought partners in addition to serving as potential funding partners for some components of this work. The Center suggests inviting philanthropy to collaboratively think through initiatives, share wisdom and insights, and work together to craft possible solutions.
- Acknowledging the scale of public resources, funders are typically interested in providing financial support only when public funding is not available.
- Elements of any proposed plan should be based in some body of evidence for success, such that they reflect best practices and support in similar settings or other cities; and
- Our partners in philanthropy like to collaborate with the County but need assurances that there is clear communication of expectations amongst all County and community-based partners who are involved in an initiative.

Finally, the Center can play a role in helping to develop new cross-sector, joint initiatives that leverage County resources and support the collaborative work of multiple County departments, including but not limited to the Departments of Mental Health, Public Health, Public Social Services, Children and Family Services, Probation, Arts and Culture, and the Office of Youth Diversion and Development.

In addition to partnerships with philanthropy, this Plan calls for robust collaboration and partnership with arts, cultural and community-based organizations to support implementation of this work, as described in the pages that follow.

## **Plan Detail: Goals, Strategies, and Objectives**

### **Goal I: Establish Countywide Leadership and Coordination**

We will guide, support, align and help coordinate arts-based strategies within and across County departments, offices and commissions in order to strengthen justice reform efforts while maximizing and leveraging the use of County assets and resources.

#### Strategy I.1: Promote and Lead the Integration of the Arts Across County Agencies

- I.1.1: Implement a forum for ongoing collaboration across County systems that maximizes resources and service delivery through cross-sector partnership.
- I.1.2: Share models between agencies; and design and implement integrated youth, adult and community development strategies.
- I.1.3: Establish and maintain a robust list of community-based organizations and artists that can deliver services to youth, families and adults in alignment with healing-centered, systems of care in the County.
- I.1.4: Develop shared methodologies for research and evaluation that reflect the values, intentions and vision of this new approach to elevate the arts as a criminal justice prevention strategy.

#### Strategy I.2: Guide and Support the Integration of the Arts Within County Agencies

- I.2.1: Support other County agencies in building the organizational infrastructure to embed the arts into mission-driven services that support vulnerable populations.
- I.2.2: Establish mission- and constituent-specific arts plans within County agencies utilizing support from a strategic planning coach, a creative strategist and staff from the Department of Arts and Culture.
- I.2.3: Support the implementation of County agency's arts plans by contracting with community-based organizations and artists to provide arts-based, healing-informed services in alignment with the County's justice reform goals.
- I.2.4: Provide professional development for County staff—including but not limited to employees from the LA County Development Authority, Office of Education, Parks, Probation, Youth Development and Diversion, and Workforce Development Aging and Community Services—that builds awareness and capacity to work from an arts-based, trauma-informed perspective. Where appropriate, these trainings would also include non-County personnel and partners.
- I.2.5: Establish a continuum of support for departments and agencies Countywide that includes ongoing technical assistance, as well as arts-based healing and self-care workshops for employees.

## **Goal II: Expand Prevention Strategies that Support Individuals and Communities At Risk**

We will collaborate with community-based organizations, artists and other County agencies to implement arts-based, data-informed strategies that reduce justice system contact and increase individual resiliency, family cohesion and community vibrancy.

These strategies will be undertaken in the most vulnerable areas of the County and with individuals and communities at greatest risk of being impacted by the justice system.<sup>2</sup>

### Strategy II.1: Invest in Direct Services to Constituents

- II.1.1: Scaling from current efforts, implement arts education and engagement opportunities for youth, families and adults at County facilities (including but not limited to parks, public housing, libraries, etc.) located in priority areas of the County disproportionately impacted by the justice system.
- II.1.2: In support of the County's goal of diverting 80% of all alleged youth offenses from contact with the criminal justice system, develop and test arts-based strategies as a component of diversion services offered in lieu of arrest or citation.

### Strategy II.2: Invest in Cultural Resources in Communities

- II.2.1: Strengthen community identity and improve social outcomes through investments in creating, restoring and sustaining neighborhood-based cultural assets located in the identified priority areas of the County.
- II.2.2: Increase grant funding for nonprofit organizations located, working and/or culturally rooted in priority communities to support their role as cultural anchors, community assets, and program providers. Extend arts and cultural funding to small-budget and fiscally sponsored organizations, collectives, traditional and folk artists, and individual artists, especially those from communities that are under-represented in the arts.<sup>3</sup>
- II.2.3: Support free or low-cost community arts engagement, education and cultural activities. Feature regional artists and organizations whose work resonates with local residents year-round at County facilities (e.g. parks, public housing, libraries) in priority communities lacking equitable access to high-quality arts programming.<sup>4</sup>
- II.2.4: Build capacity within community-based organizations and artists by providing technical assistance and professional development. This work will focus on organizational skills, such as grant writing and building staff, as well as specific training in adopting arts-based, healing-informed practices to support client well-being and personal social emotional health.

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<sup>2</sup> We will work with Regional Planning and other relevant County Departments to identify vulnerable communities using datasets reflecting items such as high levels of policing, arrests, foster youth, and trauma, as well as criteria for "struggling" and "precarious" communities identified in Measure for America's Portrait of LA County. Throughout this Plan, we have used the terms vulnerable and priority interchangeably to describe areas designated for investment.

<sup>3</sup> Builds from Recommendation No. 6 in LA County's Cultural Equity and Inclusion Initiative (CEII) report.

<sup>4</sup> Builds from Recommendation No. 10 in LA County's CEII report.

## **Goal II: Expand Prevention Strategies that Support Individuals and Communities At Risk**

### Strategy II.3: Expand Learning and Employment Opportunities in the Creative Economy

- II.3.1: Collaborate with employers and training program providers to broaden pathways to careers in the region's creative economy. These efforts center on youth and adults who are often overlooked or excluded from these opportunities, including those from historically marginalized communities, those without access to specialized training programs, foster youth and those involved in the justice system.
- II.3.2: Connect youth at risk of becoming system-involved to internships or paid job training opportunities at County sites delivering arts programming or instruction.
- II.3.3: Support the employment of youth as paid interns, assistants or apprentices in the design, coordination and production of community engagement events and public art.
- II.3.4: Establish Creative Workforce Development Centers, strategically located in different areas of the County, where clients can learn about career opportunities in the creative industries and get referrals to training programs as well as supportive services.<sup>5</sup>

### Strategy II.4: Promote Narrative Change and Community Healing

- II.4.1: Engage local youth, constituents and those with lived experience to participate in artistic and creative efforts to share their stories, change perceptions, uplift communities and reduce stigma using a strengths-based approach.
- II.4.2: Commission and recognize works of art by artists and those with lived experience which promote narrative change pertaining to involvement in the justice system and encourage community healing.
- II.4.3: Engage youth, elders, formerly justice-involved individuals and community leaders to help identify cultural assets located in their neighborhood and select arts programs and services to be offered at County facilities.
- II.4.4: Engage artists and cultural organizations in violence prevention and awareness campaigns.

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<sup>5</sup> Builds from Recommendation No. 5 in LA County's CEII report, as well as from Recommendation No. 18 in the *Building Creative Career Pathways for Youth: A Field Scan for Los Angeles County* report.

### **Goal III: Strengthen and Sustain Supports for Justice-Involved Youth and Families**

We will collaborate with community-based organizations, artists and other County agencies to deepen our support of youth and families impacted by the justice system through developmentally appropriate, rehabilitative arts strategies that focus on healing and growth.

#### **Strategy III.1: Provide Arts Education for All Youth in Detention**

- III.1.1: Sustain and expand year-round arts instruction to serve all youth in all County probation camps, juvenile halls, and juvenile day reporting centers.
- III.1.2: Align in-school and after-school arts instruction to promote interdisciplinary, project-based learning that extends beyond the classroom setting.
- III.1.3: Increase opportunities for youth to experience arts and cultural activities at museums, theaters and other creative spaces located in different communities across the County.
- III.1.4: Design, field-test and implement arts-based approaches for family healing and reunification, both in juvenile detention centers and in local communities.
- III.1.5: Place Arts Facilitators at all juvenile detention facilities to coordinate arts-based programs and services for youth and families, support staff training, promote staff well-being and provide case management for youth.

#### **Strategy III.2: Provide Arts-Based Reentry and Aftercare Support Services**

- III.2.1: Establish systems to connect aftercare service providers with artists and arts organizations that can support successful reentry through opportunities for continued arts practice in local communities.
- III.2.2: Provide professional development for aftercare service providers, artists and arts organizations that builds awareness and shared capacity to provide arts-based, trauma-informed support services.
- III.2.3: Develop career readiness through paid job training opportunities in the arts for formerly-incarcerated youth.
- III.2.4: As described in II.4.2, commission and recognize works of art by formerly-incarcerated youth that promote narrative change and encourage healing.
- III.2.5: As described in II.4.3, support the participation of formerly-incarcerated youth in identifying cultural assets located in their neighborhood, and in selecting arts programs and services to be offered at local County facilities.
- III.2.6: Apply arts-based reentry strategies that emerge and are refined through early work with the LA County Probation Department Reentry Opportunity Center and the Developing Opportunities Offering Reentry Solutions (DOORS) center, to youth populations.

## **Goal IV: Identify and Apply Successful Strategies to Support Justice-Involved Adults**

We will draw upon lessons learned and successes realized in supporting system-involved youth to develop and implement strategies for supporting justice-involved adults.

### **Strategy IV.1: Provide Arts Education for Adults in Detention**

- IV.1.1: Develop and implement year-round arts instruction to serve both short-term and extended-stay populations within the County's adult detention centers.
- IV.1.2: Design, field test and implement arts-based approaches for family healing and reunification, both in adult detention centers and in local communities.
- IV.1.3: Place Arts Facilitators at all adult detention centers to coordinate arts-based programs and services for residents and families, support staff training, promote staff well-being, and provide case management for residents.

### **Strategy IV.2: Provide Arts-Based Reentry and Aftercare Support Services**

- IV.2.1: Develop, refine and replicate arts-based strategies that emerge through work with the LA County Probation Department Reentry Opportunity Center and the Developing Opportunities Offering Reentry Solutions (DOORS) center.
- IV.2.2 Connect formerly incarcerated adults to opportunities for individual or group arts practice in their own communities as part of re-entry/ aftercare support systems.
- IV.2.3: Build career readiness through paid job training opportunities that lead to careers in LA County's creative economy.
- IV.2.4 As described in II.4.2, commission and recognize works of art by formerly-incarcerated adults that promote narrative change and encourage healing.
- IV.2.5: As described in II.4.3, support the participation of formerly-incarcerated adults in identifying cultural assets located in their neighborhood, and in selecting arts programs and services to be offered at local County facilities.

## **Goal V: Elevate the Role of the Arts through Expanded External Partnerships**

We will cultivate collaboration with external partners, including but not limited to philanthropy, that can help to initiate or advance innovative systems-reform efforts.

### **Strategy V.1: Increase Awareness of the Arts as an Effective Justice Reform Strategy**

- V.1.1: Make the efforts, contributions, and successes of constituents, local artists, community-based organizations and the County visible to the broader public to support narrative change and help heal communities.
- V.1.2: Share with local, regional and national stakeholders to disseminate learning, successful models and sustainable practices.

### **Strategy V.2: Engage Philanthropic Expertise and Resources**

- V.2.1: Build on the Department of Arts and Culture's existing relationships as a public funder and convener of the County arts philanthropy sector to cultivate philanthropic leaders as thought partners in designing and refining arts-based strategies and implementation models.
- V.2.2 Work with the Center for Strategic Partnerships and other County departments to engage additional philanthropic partners that support innovative systems-change efforts across a wide spectrum of issues and approaches (e.g. youth and families, youth development, youth justice/criminal justice, foster and transitional age youth, education, career and workforce development, community wellness, etc.)
- V.2.3 Cultivate joint initiatives that leverage the expertise and resources of philanthropy, community-based organizations and County departments and pursue collaborative, multi-benefit grant opportunities.
- V.2.4 Collaborate with philanthropic partners with expertise across a variety of systems-change efforts to refine approaches for public-private investment that aim to leverage resources and address gaps using innovative models and practices.

## Phased Implementation Plan

The Department proposes to roll out the above goals, strategies and objectives over three phases that would span five years.

As mentioned earlier in this report, the Department has used grants and other short-term revenue streams over the past several years to launch arts-based strategies that support justice-involved youth. However, the Department currently is not adequately staffed to sustain or expand programs and services already in place. Prior to advancing any new or additional strategies identified in this Plan, the County would need to provide sustainable, core staffing and funding to fully establish ongoing programming and services for this population.

Therefore, the Immediate Priority is to establish a more stable and sustainable funding and staffing infrastructure. This Immediate Priority precedes any phased expansion.

The Department then proposes three phases for growth over which it will build capacity to carry out the work described in this Plan. Over the course of the three phases, the Department would partner with a minimum of 12 County agencies to help them establish plans for integrating arts-based, healing-centered practices into programs and services that support youth and families. Then, the Department would help launch and support implementation of strategies and activities identified in these agency-specific strategic plans.

Drawing from findings gathered in the interagency youth arts task force, the Department has identified a preliminary list of agencies as high priority allies for launching this work:

- Department of Children and Family Services
- Department of Health Services (and/or Office of Diversion and Reentry)
- Department of Mental Health
- Department of Parks and Recreation
- Department of Public Health (and/or Office of Violence Prevention)
- LA County Development Authority
- Probation, and/or any agency assigned to build a health-focused model for juveniles
- Sheriff
- Workforce Development, Aging and Community Services

This is not yet a complete, fixed or prioritized list. The list of agencies with which the Department will partner during the execution of this Plan will be refined after budget capacity is determined.

## Phase One

If staffing and funding were provided, the Department could begin work on the following activities before June 30, 2020:

### Goal I – Countywide Coordination

- Establish and convene a forum for ongoing collaboration across County agencies
- Identify target communities based on data
- Develop a plan for ongoing research and evaluation
- Establish arts-based, healing-informed professional development for County staff
- Launch strategic planning in the arts, prototyping and staff training with two County agencies

### Goal II – Prevention

- Launch implementation of arts plans within two County agencies
- Connect youth to internships or paid job training opportunities in the creative economy

### Goal III – Justice-Involved Youth

- Launch arts-based family engagement activities for youth already involved in the justice system
- Initiate re-entry support services for youth involved in the justice system

### Goal IV – Justice-Involved Adults

- Develop a strategic plan in the arts with the Sheriff Department
- Prototype arts-based programs and services in County adult detention centers
- Initiate implementation of arts plan

### Goal V – External Partnerships

- Cultivate philanthropic partners to guide and support the initiative

## Phase Two

If staffing and funding were provided, the Department could begin work on the following new activities during the 2020-2021 fiscal year:

### Goal I – Countywide Coordination

- Launch strategic planning in the arts, prototyping and staff training with four additional County agencies

### Goal II – Prevention

- Launch implementation of arts plans within four new County agencies
- Increase grant funding for non-profit organizations located, working and/or culturally rooted in priority communities
- Provide professional development in arts-based, healing-informed practices to artists, community-based organizations, and other partners
- Expand internships and paid job training opportunities for youth that lead to careers in the creative economy
- Commission and recognize works of art to promote narrative change and healing

### Goal III – Justice-Involved Youth

- Expand arts-based family engagement for youth involved in the justice system
- Expand re-entry support services for youth involved in the justice system
- Provide paid job training opportunities in the arts for formerly-incarcerated youth

### Goal IV – Justice-Involved Adults

- Sustain co-location of a community-based arts organization at the Probation Department's Developing Opportunities Offering Reentry Solutions Center (DOORS)

### Goal V – External Partnerships

- Cultivate communications partners to increase visibility and support for the initiative

### Phase Three

If staffing and funding were provided, the Department could realize full implementation in subsequent years through the following new activities:

#### Goal I – Countywide Coordination

- Launch strategic planning in the arts, prototyping and staff training with five additional County agencies
- Institute ongoing staff training in arts-based strategies for County employees

#### Goal II – Prevention

- Launch implementation of arts plans within five new County agencies
- Add new grant funding for small and mid-sized non-profit arts organizations located, working and/or culturally rooted in priority communities
- Provide professional development and technical assistance to support the sustainability of small and mid-sized non-profit arts organizations
- Establish community-based Arts Navigators to connect youth to paid job training opportunities in the creative economy

#### Goal III – Justice-Involved Youth

- Expand arts-based family engagement for youth involved in the justice system

#### Goal IV – Justice-Involved Adults

- Expand the arts-based re-entry model developed at the Probation Department's Developing Opportunities Offering Reentry Solutions Center (DOORS) to serve constituents in four other regions of the County
- Establish ongoing, paid job training opportunities in the arts for formerly-incarcerated adults

## Phased Budget Plan

As described in the prior section of this report, the Department proposes to roll out this Plan in three phases. The optimal timeline for realizing full expansion would be five years with \$5M in start-up costs, followed by additional investments of \$11M per year over the four subsequent years.

The budget summary below provides an overview of Unmet Need by phase:

	<b>Immediate Priority</b>	<b>Phase One</b> launch by June 2020	<b>Phase Two</b> proposed launch in FY 2020-21	<b>Phase Three</b> full expansion	<b>Totals</b>
Unmet Need (Ongoing)	\$1,570,000	\$5,785,000	\$9,879,000	\$11,428,000	\$28,662,000
Unmet Need (One-Time)	-	478,000	636,000	796,000	1,910,000
Unmet Need (Funding from Other County Agencies*)	3,700,000	3,751,000	5,000,000	6,251,000	18,702,000
<b>TOTAL Unmet Need</b>	<b>\$5,270,000</b>	<b>\$10,014,000</b>	<b>\$15,515,000</b>	<b>\$18,475,000</b>	<b>\$49,274,000</b>

### **County General Fund:**

To realize full expansion of the Plan, the Department would need 100% of Ongoing and One-Time costs illustrated in the chart above.

### **\*Anticipated/ Matching Funds from Other County Agencies:**

It is anticipated that nearly 40% of the total \$49M estimated for this work could come from matching funds to be identified by other County agencies. It is possible that County agencies could request additional general fund support to cover these investments; however, we also know that there are federal, state, and other grant revenue streams available to several agencies that could be allocated to advance this work. We also expect variance in the capacity of different departments to provide matching funds, and therefore matching amounts represented are only estimates. The ability to contribute funding toward implementation would not be a requirement for partnership but would allow the work to progress further and faster.

### *Support for Community-Based Organizations*

With the clear recognition that cultural and community organizations will be key partners in the implementation of this Plan, more than half of the total \$49M projected cost increases would be directed toward artists and community-based organizations to provide programs and services that build strong, healthy communities.

	<b>Full Implementation (Unmet Need)</b>	<b>Anticipated Proportion Directed to Artists and Community-Based Organizations</b>	<b>Anticipated Amount Directed to Artists and Community-Based Organizations</b>
Goal I: Countywide Coordination	\$ 4,107,000	36%	\$1,458,000
Goal II: Prevention	37,802,000	57%	21,450,000
Goal III: Justice-Involved Youth	2,647,000	77%	2,035,000
Goal IV: Justice-Involved Adults	3,889,000	68%	2,634,000
Goal V: External Partnerships	829,000	0%	-
<b>TOTAL Unmet Need</b>	<b>\$ 49,274,000</b>	<b>56%</b>	<b>27,352,000</b>

## Staffing Implications

The Plan calls for a total of 29 new positions to coordinate and manage work outlined in the goals, strategies and objectives. The following staffing implementation strategy provides four steps for building the County's capacity to sustain this work.

### *Immediate Priority*

To ensure sustainability of current programs launched using grant or short-term funding, the Department must assign work currently undertaken by contractors to County personnel in new full-time positions.

### *Phase One*

Beyond immediate priority staffing, additional personnel hired in the 2019-20 fiscal year would support strategic planning in three County agencies and seize upon current opportunities to deepen and broaden this work.

### *Phase Two*

This intermediate growth phase, proposed for 2020-21, will involve building staff capacity to initiate strategic planning with four new agencies, while continuing to support three agencies that developed strategic plans in Phase One. Additional staff will also be hired to support prevention strategies and to expand justice-involved youth's connections to creative careers.

### *Phase Three*

This summative growth phase will position the Department to work at scale as a County entity coordinating programming across multiple departments and agencies, and across priority communities through relationships with artists and organizations. Staff added in this phase will initiate strategic planning with five new agencies, identify and engage new community-based organizations in priority communities, and launch creative career pathways efforts for adults involved in the justice system.

<b>Phased Staffing Plan – Number of New Positions/ Unmet Need</b>					
	<b>Immediate Priority</b>	<b>Phase One</b> launch by June 2020	<b>Phase Two</b> proposed launch in FY 2020-21	<b>Phase Three</b> full expansion	<b>Totals</b>
Goal I: Countywide Coordination	1	1	5	4	11
Goal II: Prevention	2	3	3	3	11
Goal III: Justice-Involved Youth	1	-	1	-	2
Goal IV: Justice-Involved Adults	-	1	-	1	2
Goal V: External Partnerships	3	-	-	-	3
<b>TOTAL Staffing Unmet Need (Ongoing)</b>	<b>\$1,258,000</b>	<b>\$880,000</b>	<b>\$1,567,000</b>	<b>\$1,408,000</b>	<b>\$5,113,000</b>
<b>Total # of New Positions</b>	<b>7</b>	<b>5</b>	<b>9</b>	<b>8</b>	<b>29</b>

## Research and Evaluation

### Proposed Approach for Coordinated, Developmental Evaluation

As LA County moves from a punishment-based model to a trauma-informed/ healing-centered approach, it will be critical to set new goals and outcome measures that reflect this understanding of treatment and interventions. Traditional outcome measures used by criminal justice agencies track only a limited range of outcomes for individuals, such as recidivism rates. The County will therefore need to develop a new methodology for evaluating the impact of its programming built on other outcomes for participants, including risk and protective factors, mental health outcomes, and attainment of soft skills. Evaluation that tracks cohorts rather than individuals could have the effect of encouraging participants to support each other in their programmatic and treatment communities.

Creation of this new evaluation methodology should begin with a developmental evaluation of a subset of the most-ready programs for justice-involved individuals that involve arts, culture and/or creativity across several key departments. This evaluation should combine quantitative and qualitative measures and should include an ongoing feedback loop that allows evaluators to share findings with staff throughout the process, so that program improvements can take place in real time. This developmental evaluation would have three main goals:

- 1) improve the implementation of programs for justice-involved individuals provided by the County;
- 2) develop minimal data collection tools the County can use across all programs that help the County aggregate basic data about these programs without putting participants at-risk; and
- 3) help to build an evidence base for a trauma-informed and healing-centered approach to addressing the needs of justice-involved and at-risk youth.

### Landscape Analysis of Youth Arts Programming in LA County

The Department of Arts and Culture's Research and Evaluation Unit undertook first steps in creating an inventory of youth arts programming by hiring Populous Consulting to identify arts-based services provided by County agencies. This involved outreach to 44 separate LA County departments, special offices and commissions. An interview process with 42 agencies yielded information on 37 programs that incorporate arts and creativity outside of services for youth provided by the Department of Arts and Culture. (Since the inventory is intended to inform collaboration with other County departments, programs currently supported by the Department of Arts and Culture were not included in the inventory.)

According to the research consultant, interviewees from County departments consistently expressed:

- High regard for the Department of Arts and Culture;
- Belief in the value of arts and culture;
- Desire to continue existing arts programming;
- Interest in expanding arts-based services; and
- Support for the arts being used more often to help youth who are at-risk or experiencing trauma or adversity.

Although nearly all departments contacted for participation did contribute to the study, the researchers determined that more interviews would need to be conducted, and more key informants identified, to surface additional programs that likely exist beyond those included in this inventory.

Despite the limitations of this initial inventory, it was discovered that most County programs that surfaced serve school age youth, suggesting a need to build additional programming that specifically targets younger children (ages 2-5), opportunity youth (ages 14-24) who are not enrolled in school, and transitional age youth (ages 16-25). These findings relate to and reinforce those discussed in the *Building Creative Career Pathways for Youth: A Field Scan for Los Angeles County* and the *Los Angeles County Arts Education Profile: Report on Public Schools* reports published by the Department of Arts and Culture over the last two years.

Finally, while a significant number of programs serve young people in areas defined as “struggling” or “precarious” in Measure for America’s *A Portrait of LA County*, County programs tend to cluster in more central areas of the region. Outlying communities, like Pomona and the Antelope Valley—which also have areas designated as struggling and precarious—reportedly receive little or no services, suggesting an additional opportunity for expansion.

A key challenge for the County that emerged from this research is that each division of County government that serves justice-involved youth and adults, or those at-risk, measures success differently, uses different methods to achieve success, defines the populations they serve differently, and serves a different mix of youth and adult populations. Many programs do not *intentionally* serve justice-involved individuals, but know they are likely to be included among their participants. Therefore, it would be nearly impossible for the County to track the total breadth of services to justice-involved participants across all agencies, or to know the total number of individuals served. This is true not only for programs that involve arts, culture and creativity, but for all programs. As a result, it would be extremely difficult, if not impossible, for the County to fully map and evaluate the impact of its programs and services across all agencies in a comprehensive way.

One approach to addressing this problem would be for a centralized body, like the proposed arts and justice workgroup, to develop a standardized way of categorizing programs and services that includes a common taxonomy for defining participants served by age and other demographic factors as well as any specific categories of interest. This will not be an easy or straightforward task, as findings from the inventory show. Moreover, several legal and ethical issues related to protection of human subjects would need to be considered before embarking on creation of a data collection system, especially for programs serving youth.

### Research Supporting the Role of the Arts in Justice Reform

Much of what is known about the impact of arts programs on adults and youth comes from evaluation of programs provided in prisons and youth corrections facilities. The benefits of arts programs found in these studies generally fall into four categories: therapeutic, educational, quality of life management, and societal (community involvement) (Johnson, 2008). Arts and culture programs give participants opportunities to engage in positive self-expression and opportunities for self-reflection. This may be particularly true for individuals who are in prison, on probation, or at risk of becoming involved in the justice system. In the context of risk and protective factors, for example, arts programs appear to be particularly well-suited to build individual-level protective factors needed in adolescence, such as emotional self-regulation, self-esteem, engagement with culture (Interagency Working Group on Youth Programs, n.d.).

One of the more extensive series of studies has been the periodic evaluations of the Arts-in-Corrections (AIC) program in California prisons. In the first study in 1983, Brewster found that AIC participants had fewer disciplinary actions during the program, saving administrators both time and money (Brewster, 1983). Following up with the same group of AIC participants 25 years later, he found that former participants reported increased self-discipline, self-esteem, sense of purpose, and reconnection with family as a result of the program (Brewster, 2010). A follow up evaluation of AIC found participation in the program to be associated with reduced

disciplinary actions (Brewster, 2014). In fact, participants in the 2014 study reported that AIC gave them greater confidence and self-discipline to pursue other academic and vocational opportunities, with longer participation in the program associated with better outcomes. This may be particularly important, as employment and education programs for inmates have been found to be inadequate to meet demand (Mauldin, 2016). Looking at data for AIC participants, the California Department of Education reported in 1987 they had more favorable outcomes while on parole than all parolees overall, and that over time, the gap between participants and non-participants widened. In other words, the long-term positive effects of arts programming were even greater than their short-term effects.

Many arts program evaluations find positive outcomes related to protective factors such as improving relationships with peers and authority figures (Cleveland, 1992), increasing self-esteem and a sense of group responsibility (Cohen, 2012), and developing better socialization skills (Gussak, 2004). It should be noted that some studies have found no relationship between arts programs and protective factors such as sense of well-being or emotional stability (Cohen, 2009). That said, arts programs in prisons have also been found to be associated with positive educational and societal outcomes, such as pursuing a GED (Halperin, Kessler, and Braunschweiger, 2012; Melnick, 1984) and reduced recidivism (Hassett, n.d.; Jarjoura & Krumholz, 1998; St. Pierre, n.d.)

Arts programs for youth offenders see similar positive outcomes on protective factors such as self-esteem and self-control (Baker and Homan, 2007; Kennedy, 2002; Lazzari, Amundson, and Jackson, 2005). They have also been found to lead to positive outcomes in education (Cleveland, 2001), and recidivism (Clawson and Coolbaugh, 2001).

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## **Conclusion**

Should the Board wish to expand the role of the arts in criminal justice reform and prevention and move forward with the recommendations in the Plan outlined above, implementation would require budget allocation for staffing, programmatic costs, and infrastructure needs. Drawing on the Department's success in public-private partnership, additional funding from private philanthropy and other sources would be sought to leverage County investment.