

# A CALL TO ACTION: PREVENT AND END YOUTH HOMELESSNESS IN CALIFORNIA



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#### Vision Statement

Youth Homelessness is solvable. Through statewide coordination and real investments in proven models of care, California can achieve what other states are actively working toward: communities where youth homelessness is rare, brief, and non-recurring.

#### **Executive Summary**

California is in the midst of a homelessness crisis among youth and young adults under age 25. More than one in four of the nation's youth and young adults experiencing homelessness reside in California, and 78% of those young people are unsheltered with little or no access to the services they need to make a permanent transition off the streets, out of poverty, and into stable adulthood. Moreover, solving youth homelessness is a critical part of ending California's larger homelessness crisis, because young people who experience homelessness are five times more likely than their peers to become homeless adults.

Youth homelessness is solvable, and there is an ambitious Federal plan to do so with specific recommendations to support proven models of care. States like Colorado, Minnesota, and Washington are leading efforts to coordinate statewide responses that align with the Federal plan, best practices, and a strong evidence base. This work is showing demonstrable progress toward the ultimate goal of preventing and ending youth homelessness.

California's current efforts to address youth homelessness aren't enough, and we now have a model to change course that will move the needle for these young people. California must implement a statewide framework and a structure to prevent and end youth homelessness. Specifically, California needs an Office of Youth Homelessness charged with and held accountable for coordinating stakeholders, policies, and funding streams that will make the work of ending youth homelessness focused, intentional, and effective. Using newly available Proposition 64 funds, California can and must fund the establishment of a new Office of Homelessness and provide resources to each county for prevention and early intervention support services, low barrier and diverse housing opportunities, and post-housing and follow-up services.

Youth homelessness is unacceptable; no young person should have to choose between school and the streets or between meaningful work and the street economy. No young person should be sleeping on a city bus or camping on a sidewalk. It is imperative that California take action now to put an end to this crisis. Our proposed statewide framework with governance and oversight functions will move the needle from decentralized and fragmented service system to a big-picture structure capable of replicating solutions across geographic regions and creating viable paths out of poverty for all young Californians experiencing homelessness.

# **SCOPE OF THE PROBLEM**

#### **Nationally**

- 32% of the homeless population is young people under age 24 (AHAR, 2015).
- Homeless youth are 5 times more likely than their peers to become homeless adults (ACF, 2016).
- 39% of youth experiencing homelessness report that they are not using government assistance (ASR, 2015).
- 88% report experiencing physical, emotional, or sexual abuse prior to becoming homeless (ACF, 2016).



- 50% of chronically homeless adults were homeless during the ages of 18 to 24 (Johnson, 2013).
- For a 16-year-old opportunity youth, the total taxpayer burden is \$258,240 and the total social burden is \$755,900 (Belfield, Levin, & Rosen, 2012).
- 40% to 71% of young people have met diagnostic criteria for substance use disorders, and many of these young people often meet diagnostic criteria for both drug and alcohol dependence (Slesnick, 2005; Kipke, 1997; Johnson, 2005).
- Homeless youth tend to have started using drugs at a younger age, often before age 15. Early drug use and abuse is predictive of serious adult addiction problems and long-term homelessness (Burt, 2007).
- About 50 percent of street youth have had a pregnancy experience compared to about 33 percent living in shelters. Less than 10 percent of household youth have had a pregnancy experience (NN4Y, N.D.).

#### California

- 31% of the youth experiencing homelessness in the US are in California, amounting to about 11,222 unaccompanied youth on a single night (AHAR, 2016).
- 78% of homeless youth in CA are unsheltered (AHAR, 2016).



# RECOMMENDED MODEL OF CARE

The following represents the continuum of services needed to make youth homelessness rare, brief, and non-recurring. This model is based on current research and it represents the consolidated recommendations of recognized experts including the National Network for Youth, the United States Interagency Council on Homelessness, A Way Home America, and the National Alliance to End Homelessness.

- 1. Prevention and outreach to connect youth to services;
- 2. Drop-in centers to engage youth and link them to community resources;
- 3. Shelter to provide an important first step off the street;
- 4. Family engagement and reunification interventions when safe and appropriate;
- 5. Youth-appropriate housing programs to build independent living skills;
- 6. Case management to improve wellness and decision-making;
- 7. Connection to education to increase future incomeearning capability;
- 8. Workforce development to enable youth to compete in the job market;
- 9. Culturally competent services; and,
- 10. Services that respond to survivors of human trafficking.



In 2011, as a result of SB 123 (Liu) failing to pass out of the Senate Appropriations Committee, Senator Carol Liu sent a letter to the Senate Office of Research requesting an overview of actions other states had taken to prevent and end youth homelessness. This memo (linked below) identified 25 states that specifically addressed youth in their state plans to address homelessness.

 $http://cahomelessyouth.library.ca.gov/docs/pdf/AddressingYouthHomelessnessAStatePolicyPerspective.\\pdf$ 

The following table highlights notable state legislation culled from Senator Liu's memo that California must consider in tandem with the recommended model of care:



# **STATE**

# **LEGISLATION**



Defines homeless youth as children aged 11–21. Allows host family homes to provide services to homeless youth and outlines requirements the homes must meet. Requires the shelter or facility to notify the county when a homeless youth is admitted. Allows referrals for additional services. Provides that family foster homes shall not accept a homeless youth if foster children are in the home.



Requires the Department of Children and Families to review and monitor placement of out-of-state, runaway, and homeless youth and to issue an annual report to the General Assembly regarding these placements.



Requires the Department of Health and Human Services to implement a comprehensive program for homeless youth and runaways through performance-based contracts with organizations and agencies licensed by the department to provide street and community outreach, drop-in programs, emergency shelter, and transitional living services.



Defines a homeless youth as a person age 21 or younger who lacks a fixed, regular, or adequate nighttime residence. Requires the commissioner of Human Services to report on homeless youth, youth at risk of homelessness, and runaways.



Authorizes Affordable Housing Trust Fund assistance to programs benefiting homeless youth.



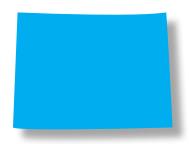
Transfers all duties, functions, and powers relating to runaway and homeless youth from the State Commission on Children and Families to the Department of Human Services.

In response, advocates sought to create a California Office of the Homeless Youth Advocate, modeled after Colorado in AB 2547 (Blumenfield, 2012); however, this bill was held in the Senate Appropriations Committee. The Department of Finance analysis stated that the efforts were unnecessary and appeared duplicative of the efforts being fulfilled by the California Child Welfare Council. While the Child Welfare Council does not address the needs of non-system youth, the California Coalition for Youth was added to the Counsel to help raise awareness of the needs of homeless youth in this context.

Despite failed efforts to create a coordinated statewide response to youth homelessness, California has done a good job of utilizing legislation to eliminate systemic barriers, including making it easier for homeless youth to enroll in school, providing partial credit, and making them eligible for priority enrollment and fee waivers at community colleges. California also allows homeless individuals, including youth, to obtain their birth certificates and state IDs at no cost.

### **MODEL STATE PROGRAMS**

The following three states represent particularly successful examples of statewide leadership and resource coordination making a demonstrable difference in preventing and ending youth homelessness.



**Colorado** created the Office of Homeless Youth Services in 2002 (first administered in the Department of Public Health and Environment, and now in Department of Local Affairs); adopted the Federal strategic plan, Opening Doors; and has identified and followed four key steps toward the goal of ending youth homelessness:

- 1. Identify and remove barriers to youth getting services;
- 2. Improve quality of services provided to homeless youth via an Advisory Council on Homeless Youth that coordinates goals between youth service providers and stakeholders;
- 3. Reduce needless expenditures caused by the provision of overlapping services via coordinating systems; and,
- 4. Identify funding resources available to entities serving homeless youth by sharing resources as they become available via support to each Continuum of Care.

For more information, please refer to the following resource: https://drive.google.com/file/d/0B-vz6H4k4SESbW43bXRCc3hfODg/view



**Minnesota** passed the Runaway and Homeless Youth Act in 2006 with initial funding of \$1 million. In 2013, the name was changed to the Homeless Youth Act and funding increased to \$4.2 million. Today, funding has grown to \$8.2 million for the 2016-17 biennium to address the estimated 6,000 unaccompanied youth in the state.

- 1. Funding is distributed to 35 communities statewide based on a competitive Request for Proposals process.
- 2. Funding is allocated to measure demographic and outcome data through the Homeless Management Information System.

For more information, please refer to the following resource: https://mn.gov/dhs/assets/2017-02-homeless-youth-act-report\_tcm1053-280441.pdf



**Washington** created the Office of Homeless Youth Prevention and Protection Programs (OHY) in 2015, and receives \$11.7 million in funds to coordinate stakeholders, policies, and funding streams in five priority service areas:

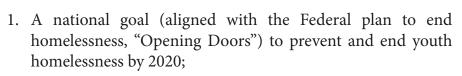
- 1. Stable Housing;
- 2. Family Reconciliation;
- 3. Permanent Connections;
- 4. Education and Employment; and,
- 5. Social and Emotional Well-Being.

For more information, please refer to the following resource: http://www.commerce.wa.gov/serving-communities/homelessness/office-of-youth-homelessness/

# **NATIONAL EFFORTS**

At the Federal level, momentum around preventing and ending youth homelessness through collaboration and coordination has never been stronger. The following comprise examples of key national efforts.

**United States Interagency Council on Homelessness:** Leads efforts to increase collaboration among federal agencies and between the governmental and locally driven efforts to end homelessness among unaccompanied youth under age 25 through a formal plan entitled "Preventing and Ending Youth Homelessness, A Coordinated Community Response." Key components of the plan include:





- 2. Better systems to identify youth experiencing homelessness through improved Point-in-Time counts and integration of the Runaway and Homeless Youth Management Information System (RHYMIS) into the Homeless Management Information System (HMIS);
- 3. Special attention to the factors that contribute most to youth homelessness, particularly among those who are most vulnerable (LGBTQ, trafficked youth, and youth of color); and,
- 4. A defined model of care that includes:
  - Prevention, Identification and Early Intervention,
  - Coordinated Entry and Assessment,
  - Emergency and Crisis Response, and
  - Tailored Services and Housing Solutions.

For more information, please refer to the following resource: https://www.usich.gov/resources/uploads/asset\_library/Youth\_Homelessness\_Coordinated\_Response.pdf



A Way Home America and Rapid Results Institute's 100 Day Challenge: A Way Home America (AWHA) is a national initiative to build the movement to prevent and end homelessness among young people. AWHA partnered with Rapid Results Institute (RRI) to fund three pilot 100 Day Challenge projects in 2016 and three more in 2017 based on RRI's proven model that demonstrates how a limited time frame provides a critical sense of urgency and "permission" from system leaders, as well as space for front-line staff to innovate.

Notable findings from the three 100 Day Challenge communities (Austin, Cleveland, and Los Angeles) during the fall of 2016 include:

- 1. Each community exceeded its goal for moving youth into housing during the 100-day time frame;
- 2. Communication and coordination was critical to the success in each community, where the focus was on a system-wide rather than siloed response; and,
- 3. Youth engagement was equally critical to success; youth input into the strategies ensured that all efforts strategies were fully responsive to what young people needed and wanted.



Building on the success of these three projects, AWHA announced that Baltimore (MD), Columbus (OH), Hennepin County (MN), Palm Beach County (FL), and Louisville (KY) would launch 100-Day Challenges to accelerate efforts to end youth homelessness in their communities during summer 2017.



**Youth Homelessness Demonstration Projects (YHDP):** In January 2017, the U.S. Department of Housing and Urban Development (HUD) announced the availability of \$33 million to be awarded through a competitive RFP process to build systems intended to end youth homelessness in ten local communities. Key components of each YHDP community include:

- 1. Close involvement of youth with lived experience with homelessness;
- 2. A collaborative, system-wide approach with a broad array of partners;
- 3. Development of a coordinated community plan to prevent and end youth homelessness; and,
- 4. Program evaluation to inform the federal effort to prevent and end youth homelessness going forward.

The ten selected communities will serve as leaders in the nation on the work of ending homelessness among young people. Two California communities were selected for the inaugural cohort of YHDP grantees, San Francisco, and Santa Cruz/Watsonville.

Voices of Youth Count: Voices of Youth Count (VoYC) is a national initiative led by Chapin Hall at

the University of Chicago designed to fill gaps in the nation's knowledge about the scope and scale of youth homelessness as well as the life circumstances and experiences of runaway, unaccompanied homeless and unstably housed youth between the ages of 13 and 25 years old. The long-term goal of VoYC is to contribute to preventing and ending youth homelessness in the



United States by building new knowledge, linking it with existing evidence and data, and connecting it to those who shape policy, design programs and deliver services. Its approach is to integrate findings from six research activities:

- 1. Youth counts that improve on best practices;
- 2. Youth, provider and household surveys;
- 3. In-depth youth interviews;
- 4. Analysis of existing data;
- 5. Review of the policy and fiscal landscape; and,
- 6. Review of the evidence base for programs that serve runaway, homeless and at-risk youth.

## **CALIFORNIA'S CURRENT MODEL**

California has a meager and under-resourced set of funded programs in place to directly (see items 1 - 2) and indirectly (see items 3 - 5) support youth experiencing homelessness. These programs consist of the following:

- 1. Homeless Youth and Exploitation Program (HYEP): The Homeless Youth Act of 1985 (AB 1596, Chapter 1445, Statutes of 1985) established pilot projects to develop a network of youth services in San Francisco and Los Angeles, and it required the state to collect data on runaway youth in Santa Clara and San Diego counties. Today, the Homeless Youth and Exploitation Program is administered by the Office of Emergency Services (OES) and provides a total of \$1.1 million split among four agencies representing the counties noted above. HYEP provides for the immediate needs of homeless youth on the street, with funds supporting shelter and drop-in services, outreach, food, clothing, physical and mental health services, drug abuse education, and sexual exploitation support. In the 2016-17 budget, \$10 million in one-time funds were appropriated to support four new new pilot projects in San Bernardino, Fresno, El Dorado, and Orange counties over 5 years. In the 2017-18 budget, another \$10 million in one-time funds were appropriated for the original four counties to support service expansions including housing and wrap-around supports.
- **2.** California Youth Crisis Line (CYCL): In an effort to provide a free and welcoming resource for youth who have run away from home or who have become homeless, the Legislature passed AB 3075 (Chacon) Chapter 1614, Statutes of 1984. This measure established the Youth Emergency



Telephone Referral Project to connect runaway and homeless youth with local services, such as a shelter, counseling, access to a warm meal, and/or a way to communicate with their parent or guardian. Today, the California Youth Crisis Line is the only 24-hour statewide, toll-free comprehensive source for referrals, information, and crisis counseling for youth, parents, law enforcement, and community members concerned about the youth of California. Professionally-trained staff and volunteer counselors respond to approximately 26,000 calls annually. In 2016, funding was provided by the Legislature to expand into chat-to-text counseling services. A total of \$626,800 is available for the program in 2017-18.

- 3. State Interagency Team on Children and Youth (SIT): Established in 2003, the SIT is an informal group of state agencies that serve children, youth, and their families. It was created to enhance collaboration and eliminate duplicative efforts. Chaired by the Department of Social Services (DSS), it includes representatives from the Departments of Education, Health Services, Alcohol and Drug Programs, Developmental Services and Employment Development, as well as the Attorney General's Office, the California Children and Families Commission, and the California Workforce Investment Board. The SIT does not provide direct services, rather it works to streamline the provision of programs and services its departments already deliver.
- **4. Child Welfare Council:** Established by the Child Welfare Leadership and Accountability Act of 2006 (AB 2216, Chapter 384, Statutes of 2006), the council serves as an advisory body responsible for improving the collaboration and processes of the multiple agencies and the courts that serve the children in the child welfare system.

**5.** Homeless Coordinating and Financing Council: Created by SB 1380 (Mitchell) Chapter 847, Statutes of 2016, the council oversees implementation of Housing First regulations among any state-funded agency or program, and identifies resources, benefits, and services to prevent and end homelessness in California.

# A PROPOSED SYSTEM TO PREVENT AND END HOMELESS YOUTH IN CALIFORNIA

#### Service Model

Youth experience homelessness in every one of California's counties; yet targeted, youth-specific resources are meager at best, and non-existent for many. All youth deserve the opportunity to permanently exit homelessness, and California's communities need a continuum of programs and services that will make this vision a reality.

Current research points to the need for a diverse, multi-pronged approach to meet youth needs. Diverse housing opportunities; intensive case management; educational and economic stability and mobility services; open-access programs; relational, social, and emotional wellness services; mental and physical health services; and family treatment programs must be available in some form in all communities. Necessary programs and the funding levels required to support them are:

#### 1. Prevention and Early Intervention Support Services (\$25M):

- Family Support and Reunification Services: Communities must offer low-barrier access to crisis support for families experiencing dysfunction to reduce the instances of runaway activity and/ or family rejection leading to homelessness. Interventions may include short-term residential respite for families paired with clinical, family-focused supports, and family-finding services when safe and appropriate for youth with minimal social support networks.
- Street and Community Outreach Programs and Drop-In (Open-Access) Centers: Peer advocates and others identify youth in need to build trust, provide them with and/or link them to services (i.e., drop-in center and/or shelter referrals), and help prevent abuse/exploitation. Drop-in centers offer immediate services to unaccompanied homeless youth and young adults, such as food, clothing, showers, laundry, bus tokens, and personal hygiene supplies. Case management services should be available at drop-in centers to help assess strengths and barriers, as well as connect youth to appropriate mental health, substance use, educational, employment, and social and emotional wellness services. In communities where such resources are scarce, these support services should be co-located and provided at the centers. Low-barrier, community-based outreach and drop-in programs are the first step towards engaging homeless youth in more intensive services, connecting them to the supports they need to realize their full potential.

#### 2. Low Barrier and Diverse Housing Opportunities (\$60M):

- Expand the HYEP model should be expanded to every California county:
  - 1. Runaway and Homeless Youth Shelters: Provide licensed crisis stabilization through temporary residence, assessment, case management, referrals and transition planning for youth under the age of 18. These programs should assist youth with reunification and family crisis treatment services with the family or legal guardian when in the best interest of the youth. Programs should be licensed by the Department of Social Services (Health & Safety Code 1502.35) and provide for up to 21 consecutive days of care (or up to 30 consecutive days, following a recommended statutory change).
  - 2. Homeless Young Adult Shelters: Provide crisis stabilization through temporary residence, assessment, case management, referrals, and transition-planning for young adults ages 18 through 24. No regulatory cap exists on the length of stay; however, youth shelter residents should be transitioned to Homeless Young Adult Housing Programs as quickly as their case management plans permit.
- Homeless Young Adult Housing Programs: Provide resources for housing and case management for young adults ages 18 through 24. For homeless young adults, there is no one-size-fits-all model for youth housing. Types of housing to be funded under this program include: rental assistance; non-time-limited supportive housing; transitional housing; post-transitional housing assistance; rapid re-housing (or rapid housing, where youth will be independently housed for the first time in their lives); and flexible rental subsidies. Housing programs must be accompanied by a rich and flexible service package.
- 3. Post-Housing and Follow-Up Services (\$15M): Programs must continue to support youth who transition out of housing programs and other service programs in a manner that supports their continued self-sufficiency and maintenance of safe and stable housing. Such aftercare or moving-on services need to include short-term rental vouchers, follow-up services to support critical educational and employment needs, mental and physical health services, parenting supports, and other basic needs.

#### Framework, Structure, and Accountability

Office of Homeless Youth and Young Adults (OHYYA) (approx. \$1M): California must create an Office to coordinate the funding and services listed above. Additionally, the Office will provide technical assistance and program development support to increase capacity among new and existing service providers to best meet statewide needs, particularly in areas where services for homeless youth and young adults have not been established. The Office will coordinate among appropriate state agencies and departments and stakeholders and be responsible for administration of and reporting on all grant funds, with access to statewide HMIS data. This Office could be housed within the Office of Emergency Services, which already administers the HYEP and CYCL, performs grants management functions, and interacts with various state agencies and departments, as well as serves as a representative on the Homeless Coordinating and Financing Council. The Office must be responsible for setting statewide goals to prevent and end youth homelessness, evaluating the effectiveness of programs toward reaching that goal, and supporting communities in building capacity to make evidence-informed and data-driven decisions. Youth voice via an oversight committee must be incorporated into the work of the proposed Office and its funded programs.

#### Approach

Programs need to build from a positive youth development model that is culturally and linguistically competent, takes a trauma-informed, harm reduction approach, and honors youth choice. All funded programs must accept youth in accordance with their gender identity and implement culturally competent services. Successful approaches will have low barriers to entry, along with a rich service package that is time-limited and includes viable exit options. Any program funded must be required to monitor the effectiveness of services and participate in continuous quality improvement activities with the support and oversight of the OHYYA.

A diverse service structure based on community need must include open-access programs, prevention and early intervention services, housing opportunities, and follow-up services. Developmentally appropriate services that meet the educational, employment, permanent connections, and overall health needs of young people experiencing homelessness are critical to preventing future homelessness and creating sustainable pathways out of poverty. Supportive services available across all programs will include:

- Early childhood services, for pregnant and parenting youth;
- Intensive case management;
- Medical care;
- Mental health care and stabilization services;
- Mentoring;
- Family support services, including family reunification when safe and appropriate, as well as family-finding services to identify additional safe and stable family members;
- Legal services;
- School-based services:
- Educational and vocational services;
- Independent living skill development and practice;
- Economic stability and mobility services;
- Aftercare and follow-up services;
- Social-emotional wellness services (self-regulation, skill development, relational wellness, etc.);
- Mental health stabilization and maintenance services;
- Substance use services; and,
- Culturally sensitive services for especially vulnerable populations (including LGBTQ youth, human trafficking and sexual exploitation survivors, and pregnant and parenting youth).

#### Coordination

The Continuum of Care (CoC) Program is designed to promote community-wide commitment to the goal of ending homelessness; to provide funding for efforts by nonprofit providers, as well as State and local governments, to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused by homelessness; to promote access to and affect utilization of mainstream programs by homeless individuals and families; and to optimize self-sufficiency among individuals and families experiencing homelessness.

Each CoC must use a Homeless Management Information System (HMIS), which is a local information technology system used to collect individual-level data and data on the provision of housing and services to homeless individuals and families, as well as people at risk of homelessness. Each CoC is responsible for selecting an HMIS software solution in accordance with HUD's data collection, management, and reporting standards. Additionally, each CoC is required to implement a coordinated entry system that covers the geographic area of their CoC. Coordinated entry is required for all housing programs receiving HUD CoC and Emergency Solutions Grants (ESG) funding. We recommend that all communities develop a youth-focused coordinated entry system including a system-wide assessment tool alongside standardized outreach, assessment, prioritization, and referral procedures to facilitate access to youth-specific housing and services.

Programs funded under the new OHYYA, will need to participate in their local CoC, submit data in HMIS, and participate in developing youth-centered coordinated entry systems at the local level.

# **HOW TO FUND THIS SYSTEM**

Proposition 64, the Adult Use of Marijuana Act, creates the Youth Education, Prevention, Early Intervention and Treatment Account. Per the Act, this Account is intended to support the following types of programs:

- Grants to programs for outreach, education, and treatment for homeless youth and out-of-school youth with substance use disorders;
- Youth-focused substance use disorder treatment programs that are culturally and gender competent, trauma-informed, evidence-based and provide a continuum of care that includes: screening and assessment (substance use disorder as well as mental health), early intervention, active treatment, family involvement, case management, overdose prevention, prevention of communicable diseases related to substance use, relapse management for substance use and other co-occurring behavioral health disorders, vocational services, literacy services, parenting classes, family therapy and counseling services, medication-assisted treatments, psychiatric medication and psychotherapy; and,
- Construction of community-based youth treatment facilities.

Utilizing this new funding source, the Governor and Legislature should establish a new Office of Homeless Youth and Young Adults and provide sufficient funding so that each county/community has an array of programs (identified above) to meet the needs of their homeless youth and young adult population.

HUD and the State's ESG program both provide funding for coordinated entry system development. The OHYYA could provide technical support to CoCs to ensure that youth-focused coordinated entry systems are built in collaboration with programs serving homeless youth and young adults and other relevant stakeholders.

# **CONCLUSION**

Youth homelessness is a solvable crisis in California. There is a Federal model and national goal to prevent and end youth homelessness, and other states are implementing systems that work. Proposition 64 represents a designated funding source to support key investments into a coordinated system, under the purview of a new Office of Homeless Youth and Young Adults. We must use the lessons learned by other states to change course in California so that experiences of homelessness among California's young people are rare, brief, and non-recurring.

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