

Housing for Transitional Age Youth (TAY)

Work Plan and Recommendations 2007-2012

**Transitional Age Youth Housing Work Group
City of San Francisco**

Table of Contents

I. Executive Summary

II. Introduction

III. TAY Housing Supply and Unmet Needs

A. Housing Supply in Place

1. Chart of Existing Beds/Units
2. Description of Models in Current Use
3. Funding Programs

B. Unmet Need

1. Introduction
2. Subpopulations
3. Establishing Priorities

IV. Work Group Recommendations

A. Plan to Reach Housing Goals

1. Meet the 2005 Consolidated Plan target of 150 housing units by 2010;
2. Provide \$100,000 per year for emergency housing assistance and eviction prevention; and
3. Provide an additional 250 housing units over 5 years

B. Systems Change Issues

1. Designate and/or Set Aside Youth Units
2. Expand Access
3. Make Eligibility Requirements Flexible
4. Provide Appropriate Services

V. Appendices

- A. TAY Housing Work Group Membership
- B. TAY Housing Work Group Meeting Dates and Topics
- C. TAY Housing Implementation Chart
- D. Cost Estimate of 400 Units Chart

I. Executive Summary

The Need. The need for affordable housing for transition-age youth (TAY) aged 18 to 24 far exceeds the supply: an estimated 4,500 – 6,800 such youth are homeless or marginally housed each year, with 1,600 homeless at any given time.¹ San Francisco currently provides targeted housing assistance -- housing either built or operated specifically for TAY – for only 314 TAY at any given time.

While TAY are technically adults and therefore eligible for homeless housing programs, these vulnerable young people fall through the cracks for a number of reasons:

- They are disconnected from services
- Their housing needs differ from those of older homeless adults
- They do not identify themselves as “homeless” and thus do not seek homeless services

Developing Solutions. In March 2006, Mayor Gavin Newsom established the Mayor’s Task Force on Transitional Youth and charged it with developing a set of policy recommendations to improve outcomes for the City’s most vulnerable youth age 16 through 24. With support from the Department of Children, Youth and Their Families (DCYF), Task Force committees and workgroups met on more than 60 occasions to review information and data, come to agreement on priorities, and hash out recommendations. The Mayor’s Office of Housing formed and staffed an ad hoc committee, the Transitional Age Youth Housing Work Group, which met over six months to develop a plan to achieve the following goals set out in larger Task Force’s report entitled, *Disconnected Transitional Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco’s Most Vulnerable Young Adults*, 2007:

- (1) meet the 2005 Consolidated Plan target of 150 housing units by 2010;
- (2) provide \$100,000 per year for emergency housing assistance and eviction prevention; and
- (3) provide an additional 250 housing units over 5 years (50 units per year) through scattered sites, leased units, expanding the Transitional Housing Program for Emancipated Foster/Probation program (i.e., THP-Plus), and/or using Proposition 63, General Fund or other dollars.

The group consolidated these three goals into two, and developed recommendations for their implementation.

Recommendations.

GOAL 1. Provide 400 TAY housing units for homeless and marginally housed transitional youth over 5 years, to include capital units, scattered site units, leased units, THP Plus units, and other models.

¹ Mayor’s Transitional Youth Task Force, *Disconnected Transitional Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco’s Most Vulnerable Young Adults*, 2007, p. 50.
<http://www.sfgov.org/site/frame.asp?u=http://www.dcyf.org/>

The TAY Housing Work Group identified approximately 200 units in the City affordable housing pipeline that will be complete or under development by the end of 2010, including units accessed through the Human Services Agency's Youth Referral Access Points. Approximately 130 are long-term capital units, and 70 are funded through shorter term contracts such as master-leased units with services and operating subsidies.

In order to develop the **200 additional units**, and to develop more units in subsequent years, the City may implement a variety of strategies. These will be a mix of capital permanent supportive housing units and master leased or scattered site units that can come on line more quickly. City agencies will take the lead in creating these units which will roughly consist of:

- 100 capital units – The Mayor's Office of Housing (MOH) and the San Francisco Redevelopment Agency (SFRA) will make available conventional capital funding for TAY units designated as affordable for a period of 55 years. Strategies for creating these units will include targeted Notices of Funding Availability (NOFAs) and Requests for Proposals (RFPs) for stand alone youth projects, mixed population projects (within affordable family development, for example), and innovative projects.
- 80 master-leased or scattered site units – The Department of Public Health (DPH) and Human Services Agency (HSA) will each produce 40 units for TAY by 2012, providing operating and services funding for leased units in the private market. Each agency will focus on serving its traditional target population: DPH will target homeless youth with special health needs including chronic homeless, substance abuse, mental illness, and HIV/AIDS); HSA will target homeless youth including parenting youth, LGBT, youth aging out of foster care, chronic homeless, and youth without special needs ("homeless Joe").
- 20 master leased units for youth exiting criminal justice system - This high-need population is particularly vulnerable and unconnected to critical services. Funds may be available from the State to provide transitional housing for youth in transition. More research is needed to determine the appropriate agency to lead such an effort.

Estimated Costs of Implementation.

Based on experience with recent projects, the one time capital investment cost for 100 TAY units will require approximately \$17.5 million in City funds. These funds will come through the Mayor's Office of Housing and the San Francisco Redevelopment Agency.

Ongoing operating and services for all 400 TAY units is estimated at \$5.4 million once all units are on line, based on monthly per unit subsidies of \$1,000 for operations and \$600 for supportive services. These funds will come through the Department of Public Health and the Human Services Agency.

While these costs may seem high at a time of severely limited resources, they leverage other funding from state, federal and private funding sources.

GOAL 2. Provide \$100,000 per year for emergency housing assistance and eviction prevention

II. Introduction

In March 2006, Mayor Gavin Newsom established the Mayor’s Task Force on Transitional Youth and charged it with developing a set of policy recommendations to improve outcomes for the City’s most vulnerable youth age 16 through 24. With support from the Department of Children, Youth and Their Families (DCYF), Task Force committees and workgroups met on more than 60 occasions to review information and data, come to agreement on priorities, and hash out recommendations.

In its final report, *Disconnected Youth In San Francisco: A Roadmap to Improve the Life Chances of San Francisco’s Most Vulnerable Young Adults*, the Task Force estimated that up to 10% of young adults ages 16-24, or 5,000 to 8,000 individuals, are disconnected from education, employment, and social support systems.² In focus groups, transitional age youth stated that finding affordable and safe housing was a primary concern. Without stable housing, young people face significant challenges in achieving their education and employment goals. For many youth, having a place to live is also critical to reducing their involvement and exposure to street culture, including sex work, using or selling drugs and violence.

The report made 16 recommendations in four areas – making disconnected transitional age youth a priority, enhancing service coordination, improving quality of service delivery, and increasing system capacity – including the following Recommendation 12 addressing housing:

“Expand housing opportunities for homeless or marginally housed youth.

The Mayor should charge his Office of Housing, the Human Services Agency and the Department of Public Health to develop a plan for expanding housing to homeless and marginally housed transitional age youth.”

The report stated,

“The City will commit to increase the number and variety of safe housing options for disconnected youth, including traditional transitional residential models, time-limited scattered site models with intensive services, and low-threshold housing first models. Homeless transitional age youth will have access to a continuum of housing options that provide comprehensive support services (e.g., case management and access to medical care, education and employment services) as well as those that are easy to access with minimal requirements. Housing for transitional age youth will take into account best practices identified by the Corporation for Supportive Housing, such as flexible intake and admission processes, opportunities to learn and practice independent living skills, an understanding of adolescent development incorporated into program design, and creation of venues for youth input.”

Specifically, an ad hoc committee would meet over four to six months to develop a plan to achieve the following:

² Mayor’s Transitional Youth Task Force, *Disconnected Transitional Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco’s Most Vulnerable Young Adults*, 2007.
<http://www.sfgov.org/site/frame.asp?u=http://www.dcyf.org/>

- (4) meet the 2005 Consolidated Plan target of 150 housing units by 2010;
- (5) provide \$100,000 per year for emergency housing assistance and eviction prevention; and
- (6) provide an additional 250 housing units over 5 years (50 units per year) through scattered sites, leased units, expanding the Transitional Housing Program for Emancipated Foster/Probation program (i.e., THP-Plus), and/or using Proposition 63, General Fund or other dollars.

In meetings spanning from September 2007 to January 2008, the TAY Housing Work Group, as it came to be called, developed recommendations as well a plan to achieve these goals.

III. Current TAY Housing Supply and Unmet Need

A. Housing Supply

1. Beds/Units in Place

San Francisco currently provides targeted housing assistance to 314 transitional youth aged 18 to 24. In this instance, “targeted housing assistance” is defined as housing – emergency, transitional, or permanent -- either built or operated specifically for TAY. This number does not include other publicly financed affordable housing that may serve TAY who also meet other eligibility requirements. The need for affordable housing for TAY far exceeds the supply: an estimated 4,500 – 6,800 youth are homeless or marginally housed each year, with 1,600 homeless at any given time. *See page 13 for more information on the overall need.*

a. Chart of Existing Beds/Units³

<u>PROGRAM</u>	<u>Beds</u>	<u>Avg stay (days)</u>	<u>Clients per year</u>
<i>Larkin Street Programs</i>			
Aftercare	35	122-338	38-105
Assisted Care	12	122-165	27-36
Avenues to Independence	15	222-365	15-25
Castro Youth Initiative	26	268-365	26-30
Diamond Shelter	16	15	389
Ellis Street Apartments	24	302-468	24-29
G House	20	351-365	20
Holloway House	8	351-365	8
Lark Inn	40	35	417
LEASE	50	351-365	50
The LOFT	9	102-183	18-32
Routz	18	351-365	18-19
<i>Subtotal</i>	273	NA	1050-1160
<i>Other Programs</i>			
Ark House	15	183	30
Crossroads	10	351-365	10
Huckleberry House	6	6	365
MAC	10	351-365	10
<i>Subtotal</i>	41	NA	423
<i>ALL PROGRAMS</i>	<i>314</i>	<i>NA</i>	<i>1473-1683</i>

Of the 314 beds available, only the 24 units at the Ellis Street Apartments are characterized as permanent housing, providing full tenant rights and an open-ended stay.

³ Larkin Street Youth Services, *Youth Homelessness in San Francisco: 2008 Report on Incidence and Needs*, p. 4.

b. Description of Housing Models in Current Use

These units utilize varied models for housing to match the diverse circumstances of TAY.

Permanent Supportive Housing (PSH). Many youth need supportive housing as they develop the life skills needed to successfully transition into adulthood, including education and employment support. In this model, each tenant has her own lease; typically the units are studio apartments, and the development is entirely occupied by youth. Most youth do not occupy permanent supportive housing as long as the typical adult does; the expectation is that they will transition to a more independent housing situation. Permanent supportive housing may be “single site” – concentrated at one building site, with support services available there – or “mixed” – where youth share the site with other supportive-housing tenants.

Single Site – Ellis Street Apartments, a joint project of Tenderloin Neighborhood Development Corporation and Larkin Street Youth Services, opened in 2001 to serve 24 transitional age youth. This model tends to be more cost effective and efficient, can locate services on-site, and offers a safer setting. Youth who do well in this type of setting are those who are vulnerable to exploitation, those struggling with mental health and substance abuse, and those who are trying to work and stay away from street engagement. The project offers Section 8 project-based subsidies, and received capital funding through the Mayor’s Office of Housing.

Mixed. This model combines youth and other populations such as families or chronically homeless adults, and can allow youth to age in place. Projects can achieve economies of scale for financing and construction; larger developments make it easier to provide community and service space. Challenges of this model include the logistics of maintaining designated “youth units” once tenants reach the age of 24; and the financing of adequate services for diverse tenant populations with divergent needs. The Essex Hotel, developed by Mercy Housing with supportive services and property management provided by Community Housing Partnership, provides 8 of its 84 units to TAY referred through the City’s homeless youth shelters. The TAY units are subsidized through Local Operating Subsidies provided by the City’s Human Services Agency.

Transitional Housing. Functioning as a bridge between the street/shelter and permanent housing, transitional housing provides a supportive living environment for six months to two years as well as intensive services such as education, job training and placement, substance abuse counseling, parenting classes and childcare services. Residents generally pay 30 percent of their income for services and housing.

Single Site. 538 Holloway, a former duplex in the Ingleside District, was renovated to provide transitional housing to eight young women emancipating from foster care. Financed by the Mayor’s Office of Housing, federal McKinney Act dollars and state

SHIA Funds (no longer available), this project receives services funding through the City's Human Services Agency.

Scattered Site. In this model, a nonprofit agency leases apartments or hotel rooms at market-rate for use as housing for special populations. Youth are formally or informally subtenants of these units, whose availability and affordability is a function of the housing market; unit quality can vary widely. Scattered-site units may have less of an institutional, "program" feeling; as a result, youth with mental health issues may prefer this model. Challenges: because the youth rent from a private landlord, they often need additional support for rent payment and other mainstream tenant issues; availability and quality of units is determined by housing market. Benefits: the model mirrors typical youth roommate living situations, accustoming youth to this housing type; a youth resident can take over the unit at end of the transitional rental subsidy. Due to the higher level of independence, this model has a higher threshold for entry. Larkin Street Youth Services has found scattered site units to best fit the needs of TAY in its HIV and Castro Initiative/Queer Collaborative units.

Mixed. Youth residing in mixed transitional housing may use the same services as the adult-age population. The Salvation Army's Tenderloin Housing & Community Development Center, which opened in 2008, provides 27 transitional housing units for transition-age youth leaving foster care, in a project also providing an additional 83 units of permanent housing for chronically homeless adults and transitional housing for formerly homeless veterans.

Low Threshold – Mixed. The Department of Public Health administers two low-threshold housing programs, the Homeless Outreach Team (HOT) stabilization beds and the "Direct Access to Housing" (DAH) program. These resources are meant to be available quickly with a minimum of bureaucracy; they are not intended to be permanent but often serve as the entry point to more permanent units. The HOT beds are located in City-leased residential hotels and are distributed nightly by the City's Homeless Outreach Team to stabilize homeless people who are living on the streets. Usually the beds are only available for a limited time, e.g., a week, while other resources are identified. In the past, the HOT beds have proven to be the easiest to access for many young adults. The DAH program – still characterizable as low-threshold but more long-term in nature -- leases a block of residential hotel rooms, or often an entire hotel, which are targeted at people with multiple health needs (substance abuse, mental health) who are homeless. Property management and services are provided through contracts with nonprofit providers. Depending on the site, community space may be provided.

Low threshold housing should be included as an option for youth within a large array of potential models for TAY. It is especially suited to youth with a low tolerance for bureaucracy and social services, or those with active behavioral health diagnoses. However, it must be noted that the low threshold environment leaves some youth vulnerable to exploitation and increased involvement with drug use and culture. Furthermore, these units are not intended to provide permanent housing.

HOST Family Placements. This program promotes lasting relationships with caring adults for youth emancipating foster care by allowing them to remain in their foster homes even after they reach age 18. Most youth in the HOST program continue to live with their former foster families, who receive housing subsidies to replace foster care payments.

Emergency Housing Assistance. Transition-age youth are technically adults and thus are eligible for mainstream programs providing emergency eviction prevention, back rent, and move-in assistance such as security deposits. Given that these programs are geared primarily toward families and seniors, and that many single adults are unaware of their availability, a negligible number of youth are assisted by these programs, which include:

- 1) Programs funded by the City and County through the Human Services Agency focus on families; those that serve individuals, including TAY, are Catholic Charities FEPCo (limited to those covered by \$100K in CDBG funds), RADCo (\$1500 limit per household), and Season of Sharing (disabled and seniors only). On average, each client receives \$1,000 to \$1,500 in services. Limited FEMA funds for single adults will provide one month of assistance, administered by Season of Sharing. By and large, these programs offer limited assistance to TAY unless they are disabled (with the exception of limited federal funds under RADCo and Catholic Charities), and rarely provide assistance to young people who are not leaseholders or who have roommates (with some exceptions) or who have been in their current housing for under a year. The planned targeting of funds to SF Housing Authority tenants is likely to increase the demand and use up funds earlier in the year.
- 2) HOME funds through the Mayor's Office of Housing supplement the Catholic Charities, AIDS Housing Alliance, and Hamilton Family Center programs. Of these, Catholic Charities funds serve single adults and provides move in costs as well as eviction prevention. The Eviction Defense Collaboration / AIDS Housing Alliance serves families or individuals, but cash assistance is targeted to individuals.
- 3) MHSA funds for eviction prevention for severe mentally ill youth have been released through an RFP by the Department of Public Health. We await information on the program design, the program administrator, and the perceived need among youth.

Larkin Street Youth Center provides emergency grants using private foundation funds; the program design emphasizes flexibility and understanding of the types of youth who might need move-in and eviction prevention assistance, including:

- 1) Youth living in market-rate housing, often with roommates, without legal leases.
- 2) Youth moving into stable housing after THP Plus (including nonprofit housing units).
- 3) Youth over 18 who are parents; they are eligible for existing HSA programs.
- 4) Youth under 18.
- 5) Youth whose income is inconsistent, requiring assistance more than once a year.

Foster youth up to age 21 receive housing assistance through ILSP or THP Plus and are less likely to need emergency assistance.

Emergency Shelter. Emergency shelter programs provide a resource of last resort for youth who have no other option. San Francisco's single-adult emergency shelter system serves TAY over 18; however, many TAY are unlikely to utilize them for a variety of reasons. San Francisco's

designated TAY shelter is the Lark-Inn, Larkin Street Youth Services' two-story facility that includes 40 beds, a computer lab, kitchen and dining area, laundry facilities, bathrooms, and a kennel for pets. Nearly 400 youth were housed at the Lark-Inn this past year.

c. Funding Programs

Developing and funding the operations of TAY-specific housing presents unique challenges. While TAY are adults and therefore eligible for mainstream homeless funding, they often do not present the same special needs that drive the funding for homeless housing. Furthermore, TAY tend to have different housing utilization patterns. Unlike older homeless adults, they are more likely to move more often; are more likely to have income sources that vary from month to month; and are more likely to want to live with others of their own age and culture. Their services needs may be broader and less acute; they will need a greater range of services (employment, education, health care, family resources) than a middle-aged, single homeless adult might need.

To respond to the distinct needs of transition-age youth, and in recognition of the fact that youth-specific projects are successful for many youth, government and community groups have forged programs targeting TAY housing, as follows.

Prop 1C. This state funding source offers capital funding to stand-alone youth or mixed youth projects providing permanent and transitional housing, with a minimum of five units. Youth must be between 18 and 24 years old at initial occupancy and either homeless or leaving foster care. After the program was initially undersubscribed, the state issued revised regulations in October 2007 which will hopefully result in a more feasible funding program. While this source has yet to be utilized in San Francisco, the Mayor's Office of Housing hopes to leverage this funding to create additional TAY units in 2009.

http://www.hcd.ca.gov/fa/mhp/Amendment_to_HY_NOFA.PDF

Mental Health Services Act (MHSA)

Housing Program. In August 2007, San Francisco received an initial three-year allocation from the State of \$7,714,400 to finance the capital and operating costs associated with development, acquisition, construction and/or rehabilitation of permanent supportive housing – including rental housing and shared housing -- for people with mental illness, including TAY. Funds are administered by the Department of Public Health. The City has reserved the right to prioritize projects receiving MHSA loans. Potential TAY units may come available through the Mayor's Office of Housing's Phelan Loop RFQ (6 units) and the Redevelopment Agency's Parcel U (5 units).

In addition, as of late 2008, a new 49-unit transitional housing project for TAY funded by MHSA is in development in the South of Market District; completion is expected by Summer 2009.

Support Services in Housing Program. A portion of the Mental Health Services Act (MHSA) funding serves youth from 16 – 24 years of age through permanent and

transitional residential housing. In San Francisco, these funds support 8 to 10 units of transitional residential housing for 6-24 months. Under the Full Service Partnerships, 20% of funds are linked with permanent housing, funding services including a Peer Center, where youth can access a range of services. The MHSA Housing Fund is supposed to be targeted across all age groups, and can provide capital dollars for apartments or shared housing developments.⁴

THP Plus.

The Transitional Housing Placement-Plus (THP-Plus) program was established as a statewide program by the California State Legislature in 2001 to address the needs of a growing yet largely overlooked group of at-risk young adults: those who “age out” or “emancipate” from the state’s foster care system. The THP-Plus program provides affordable housing and comprehensive supportive services for up to 24 cumulative months to help former foster care and probation youth ages 18 to 24 make a successful transition from the child welfare and probation systems to independent living. The program is administered and regulated by the State Department of Social Services, which distributes THP-Plus funds to the San Francisco Human Services Agency. SFHSA then provides these services and/or contracts for services with private, nonprofit organizations.⁵ This program provides subsidies through three different models: 1) site-based programs; 2) scattered site programs; 3) HOST program (private households, usually former care families). No youth may receive over 24 months of assistance. In 2008, San Francisco maximized its THP Plus allotment with subsidies for 150 youth, funded 100% by the state, and averaging \$2,100 per unit per month, including housing and services.⁶ In 2009, the project will add units for 10-12 youth over current levels, reducing the per/unit expense in order to expand the program. Approximately 150 San Francisco youth emancipate from Foster Care every year; given youth’s eligibility of two years of funding, plus turnover, 300-450 transition-age youth are eligible at any time (though not all are placed in San Francisco). While THP Plus represents the most comprehensive and generously funded housing program to date for TAY, it places a huge administrative and service responsibility on both nonprofit providers and SFHSA, limiting SF’s ability to expand the program.

Due to budget constraints, the future of the THP-Plus program is uncertain. The State may retreat from 100% funding, especially since all 58 California counties have prepared THP-Plus plans. Furthermore, the number of emancipating youth in San Francisco will likely decline from its peak of 150/year, reducing the amount of funds available in our community.

It is important to note that there are thousands of TAY who have been in foster care but cannot receive services through THP Plus as they left the foster care system before

⁴ Alice Gleghorn, Community Behavioral Health Services, Department of Public Health, 9/19/07.

⁵ THP-PLUS Statewide Implementation Project, Effective Practices in THP-Plus: Providing Affordable Housing and Supportive Services to Youth Formerly in the Foster Care and Juvenile Probation Systems. The John Burton Foundation for Children without Homes, Fall 2007, p. 6.

⁶ John Murray, Human Services Agency, December 5, 2007.

reaching legal transition age. These youth are especially vulnerable as they tend to lack family connections as well as connections to the foster care system.

Master Leasing.

The San Francisco Departments of Public Health and Human Services utilize General Fund dollars to lease blocks of housing units – to date, mostly in privately owned residential hotels – which they provide to needy populations including homeless people and high users of the City’s public health services (those with multiple diagnoses including mental health, HIV/AIDS, and substance abuse). Housing is complemented by an array of health and support services. As of this writing, both departments are beginning to subsidize units in buildings developed by nonprofit organizations. DPH is leasing smaller units for scattered site special-needs housing. This program has been funded using some state and federal dollars but is by and large funded through General Fund dollars. A pilot program utilizing state substance abuse dollars funded a number of units for youth in 2002; while these units were designated for youth at rent-up, they did not maintain TAY tenants over time, nor were they linked to youth-specific services.

Local capital sources.

The Mayor’s Office of Housing and Redevelopment Agency (SFRA) provide capital and sites for affordable housing. MOH periodically issues Notices of Funding Availability (NOFAs) and the SFRA issues Requests for Proposals (RFPs) to invite developers to present their projects competitively. Each agency has a community process for vetting projects. During the predevelopment phase (one to three years), City staff work with developers through a peer review process; a Citywide Loan Committee (including major city agencies) then approves, modifies, or rejects the project for funding. MOH and SFRA require developers to secure, or leverage, additional funding sources including tax credit equity, state funds, and operating subsidies.

NOFAs/RFPs often require or encourage developers to create units for a target population such as TAY. For example, San Francisco’s 10-Year Homeless Plan, completed in 2004, spurred MOH to issue NOFAs specifically for units for chronically homeless people and to work with developers on “pipeline” projects (already in predevelopment) to include units for this population. The 10 Year Plan specifically identifies the need for supportive housing for homeless youth, and these youth units will contribute to the goal of creating 3,000 units for chronically homeless by 2014.

Local Operating Subsidy Program.

San Francisco created the Local Operating Subsidy Program (LOSP) using general fund dollars to create supportive housing for formerly homeless households, recognizing that these developments cannot operate if depending on revenue from collected rents alone. Federal operating and rent subsidies are simply not available in the amounts needed to meet the demand for them. LOSP is based on standard operating costs associated with development, ownership and operation of affordable housing. Permanent supportive housing that is developed for formerly homeless youth is eligible to apply for these operating subsidies; tenants apply for housing through designated referral points, which include youth-serving agencies.

McKinney-Vento Homeless Assistance Act.

Each year, San Francisco receives an allocation of funds under the federal McKinney-Vento Homeless Assistance Act for an array of housing and services programs for San Francisco's homeless people. TAY housing programs are eligible for funding under the McKinney Act as long as tenants/clients meet the federal definition of homelessness. San Francisco's application is coordinated through a community process led by the Local Homeless Coordinating Board.

Low Income Housing Tax Credit Program.

In late July 2008, President Bush signed the Housing and Economic Recovery Act of 2008 which, for the first time, allows former foster youth who are full-time students to be housed in low income housing funded by tax credits. As of August 1st, 2008, full-time students who were previously in the foster care system will be able to reside in a tax credit unit.

Other

Department of Justice.

The STEPS Program was established through the award of a Department of Justice grant to the San Francisco Department of Public Health's Direct Access to Housing (DAH) Program. The STEPS Program provides 51 individuals exiting the criminal justice system with transitional housing, intensive case management, and the support they need to develop a stable income, build savings, locate and secure permanent housing, and access other support as needed, ranging from substance abuse treatment to vocational training. While this program was not targeted at TAY, a number of youth under 24 participated in the program. Future programs of this type could be targeted to youth.

District Attorney's Office.

The District Attorney's Reentry Unit is staffed by social workers who work with clients of the Public Defender who are in need of social services, such as placement into drug treatment, housing referrals, and counseling to maintain connections with family members, especially children. The Unit administers a program called Back on Track, which targets individuals age 18-30 who have been charged with their first adult non-violent drug felony, and provides them with transitional housing, employment training, and case management. Upon successful completion of the program, the charges are dismissed.⁷

Social Services Funding.

Many TAY require supportive services – including employment, education, mental health, substance abuse, case management, life skills – to live independently and maintain their housing. Housing developers who develop special-needs housing are often required by their funders to secure supportive services commitments in their projects. Most local funding sources, however, make single-year commitments that may be subject

⁷ City and County of San Francisco, 2007 Application for HUD McKinney-Vento Funding, May 2007, p. 43.

to budget fluctuations within departments and the City at large. Similarly, state and federal sources of services funding may change their guidelines, eligible activities, or funding levels from year to year. The lack of stable services funding is a major impediment to the development of housing for TAY and other special populations.

B. Unmet Need

1. Introduction

Of the over 80,000 youth between the ages of 16 and 24 who reside in San Francisco, at least 10% are at significant risk for not successfully transitioning into adulthood (per M. Wald). Larkin Street Youth Services estimates based on a fairly extensive review of existing data and “market survey” that there are 5,700 youth between the ages of 13–24 years who are homeless or at risk for homelessness every year. The Mayor’s Transitional Youth Task Force concurs, estimating its report 4,500 to 6,800 youth aged 12 through 24 are homeless or marginally housed annually; 1,600 of them are homeless at any given time.⁸

While youth aged 18 and over are eligible for the City’s adult homeless services, to a significant extent they do not utilize them. In its survey of the County Adult Assistance Program (CAAP) housing program, the SF Human Services Agency found that only 4%, or 25 persons, were 18-24 years old.⁹ The Department of Public Health’s Direct Access to Housing estimates that less than 1% of its program residents are 18-24 year olds.

Why don’t 18-24 year olds use mainstream homeless and housing resources? There are numerous reasons:

- San Francisco’s homeless population tends to be older; youth do not identify with this group
- TAYs don't meet eligibility criteria for senior buildings;
- TAYs are less likely to meet the Chronically Homeless Adult criteria for HUD funded sites, which includes length and severity of homelessness AND a mental health diagnosis;
- There are no setasides or earmarked TAY units in the DPH housing program or, until recently, the HSA housing program;
- TAY providers may refer through the DAH Access Points, but there might be a lack of understanding of or interest in the DAH program and resources;
- Access to HSA’s CAAP housing is through the emergency shelter system, which is also underutilized by TAY;
- Providers may not be referring TAYs to DAH because they have concerns re housing a TAY in a non-TAY and non-family environment.¹⁰

2. Subpopulations.

Transitional age youth represent a vast array of individuals with varying needs and abilities. By definition, these young people are in transition – from home to independence, from foster care to emancipation, from street culture to regular jobs, from school to employment. In its work developing this plan, the TAY Housing Work Group identified certain subpopulations of TAY, each with unique housing needs. These groups may overlap.

⁸ Mayor’s Transitional Youth Task Force, p. 18. Ibid.

⁹ Joyce Crum, Director, Housing and Homeless Programs, email, January 29, 2008.

¹⁰ Margot d. Antonetty, Deputy Director of Housing and Urban Health, Department of Public Health, email, January 25, 2008.

TAY in the Criminal Justice System: More than 800 youth enter the juvenile justice system each year; many will be on probation when they turn 18.¹¹ Approximately 200 18-24 year olds are on adult probation; nearly 300 are in the county jail at any given time.¹² These youth are among the most isolated and disconnected from services. In the first days, weeks and months after release from jail or prison, many young people are likely to make poor choices about drug use, sex, crime, and health care and their decisions have a profound influence on their health. A recent study found that in their first two weeks out of prison, former inmates have a nearly 13 times greater risk of death than the general population, mainly due to suicide, homicide and drug overdoses.¹³ These youth require supportive housing in a range of flexible models, ranging from low-threshold entry, to programs offering a full complement of intensive services.

Emancipating youth: More than 800 teenage youth are living in foster placements because their parents could not provide adequate care. Each year, over 200 of these youth turn 18 (when most youth lose services) while still in foster care.¹⁴ The Transitional Housing Program Plus (THP Plus) provides 24 months of wraparound housing and services to youth leaving care; it does not, however, serve those youth who left care before emancipation age and are already living independently.

Lesbian, Gay, Bisexual, Transgender (LGBT): It is estimated that between 20 percent and 40 percent of all homeless youth identify as lesbian, gay, bisexual or transgender (LGBT)¹⁵; this percentage is probably higher in San Francisco, which is a magnet for LGBT youth leaving communities hostile to them. These youth generally come here from across the country because they're fleeing discrimination in their schools and communities. These youth suffer from higher than average rates of mental illness, domestic abuse, and substance abuse. According to the U.S. Department of Health and Human Services, the fact that LGBT youth live in "a society that discriminates against and stigmatizes homosexuals" makes them more vulnerable to mental health issues than heterosexual youth.¹⁶ They can benefit from a range of different housing options, including scattered-site programs such as that offered by Larkin Street Youth Center's Castro Youth Initiative. Furthermore, LGBT youth in foster care are particularly vulnerable to "failed" placements, multiple rejections and frequent transitions.¹⁷

Youth of Color: African American and Latino youth are significantly more likely to leave high school without a degree and are over-represented in San Francisco's foster care, juvenile justice, homeless and adult incarcerated systems. Over half of African-American

¹¹ Mayor's Transitional Youth Task Force, p. 18. Ibid.

¹² Mayor's Transitional Youth Task Force, p. 18. Ibid.

¹³ Binswanger IA, Stern MF, Deyo RA, Heagerty PJ, Cheadle A Elmore JG, and Koepsell TD. (2007). Release from prison – A high risk of death for former inmates. *New England Journal of Medicine*, 356:157-165.

¹⁴ Mayor's Transitional Youth Task Force, p. 18. Ibid.

¹⁵ Ray, N. (2006). *Lesbian, gay, bisexual and transgender youth: An epidemic of homelessness*. New York: National Gay and Lesbian Task Force Policy Institute and the National Coalition for the Homeless, p. 1.

¹⁶ Ray, N. (2006). Ibid. p. 2.

¹⁷ Wilber, S. et al, Child welfare League of America, "Best Practice Guidelines: Serving LGBT Youth in Out-of-Home care," 2006.

males aged 18 to 24 were unemployed in 2005.¹⁸ Larkin Street Youth Services reports that their programs are serving more youth of color than in previous years.¹⁹ These youth are often overlooked when it comes to their housing needs because they do not fit the stereotypical profile of a homeless youth, and/or do not meet the definition of being “chronically homeless.”

Disabled TAY: Approximately 5,000 youth ages 14 through 24 living in San Francisco have developmental, learning, emotional/mental health and physical disabilities.

- *Mental health* More than 3,000 young men and women ages 16 through 24 seek city mental health services each year. Martha Burt’s analysis of the National Survey of Homeless Assistance Providers and Clients (NSHAPC) found that 46 percent of clients under 24 years of age suffered from mental health problems within the last year. Those percentages climbed to 50 for those under 20 years of age and 56 percent for those aged 20 to 24 years old when clients were asked about mental health problems over the course of their lifetime.²⁰

- *Substance Abuse* - More than 1,000 young men and women ages 16 through 24 seek substance abuse treatment in San Francisco each year.

Parenting youth: Approximately 500 unmarried women under 21 give birth to children each year.²¹ While parenting TAY are eligible for all mainstream family services and housing, they may be less likely to seek or successfully secure these services.

Couples: While there is no data on the number of TAY couples, service providers report that the number of couples among the TAY population is increasing.²²

HIV/AIDS: Nationwide, approximately half of all individuals newly infected with HIV are believed to be under the age of 25, with a disproportionate number of new infections occurring among young women and ethnic minorities.²³ These percentages are likely to be higher in San Francisco than in the nation at large. Homeless youth are especially vulnerable to engaging in risky sexual behaviors because their basic needs for food and shelter are not being met.²⁴

- The City’s Comprehensive HIV/AIDS Housing Plan estimated that between 80 and 160 youth (defined as 18 or younger) were homeless with HIV/AIDS; this is based on HIV testing conducted by Larkin Street Youth Services, in which 2-4% of homeless youth test positive (approximately 250 tested annually). 11% of homeless youth report that they are HIV +, ten times the rate found among the general San Francisco youth population.²⁵ An additional 76 youth 18 or under with HIV/AIDS were estimated to be at-risk of homelessness; these include youth in transitional housing who are aging out and are unable to find permanent

¹⁸ Mayor’s Transitional Youth Task Force. Ibid. p. 19.

¹⁹ Sherilyn Adams, Executive Director, Larkin Street Youth Services, 9/19/07.

²⁰ Ray, N. (2006). Ibid. p. 42.

²¹ Mayor’s Transitional Youth Task Force. Ibid. p. 18.

²² Toby Eastman, Larkin Street Youth Services, December 6, 2007.

²³ Centers for Disease Control and Prevention; Trends HIV/AIDS Surveillance Rep. 2001, 13(1), 2007.

²⁴ Ray, N. (2006). Ibid. p. 3.

²⁵ Sherilyn Adams, Executive Director, Larkin Street Youth Services, 9/19/07.

housing.²⁶ Other categories of homeless people with HIV/AIDS – those with co-occurring disorders, the formerly incarcerated – are certain to include TAY, but we are unable to estimate their numbers.

Female. Young women, particularly those who are homeless or precariously housed, are vulnerable to health risks and violence at a disproportionate rate.

Transgender. Establishing the safety and health of transgender TAY is critical. These young people are critically vulnerable to high-risk behaviors (substance abuse, sex work) and are frequently victims of violence.

“Homeless Joe” is a term assigned to a homeless young adult who does not fit into the health and special-needs criteria established by many programs and funders. These TAY are equally at risk and vulnerable but may not be eligible for any existing TAY programs. Flexible programs without strict intake guidelines or health requirements are needed for this population; these might include transitional and permanent housing, with both single-site and scattered-site models.

Undocumented Youth. While the TAY Housing Work Group is aware that undocumented young people are among San Francisco’s neediest TAY, we were unable to establish the extent of the need for housing for this population. All TAY housing programs should be available to young people regardless of their citizenship status, both as a practical matter and an ethical one.

Youth Under 18. Unless youth have been legally emancipated, they are ineligible for housing services until they reach age 18. We are aware that homeless youth under 18 are nonetheless in need of housing in a wide range of program models – emergency shelter, transitional housing, and even permanent housing.

3. Establishing Priorities.

All TAY deserve to live in safe, affordable housing that fits their needs and supports their development as they move into adulthood. It is a losing game to try and establish priorities for some TAY over others. That said, the Transition Age Housing Work Group recognized a most urgent need among certain groups of TAY:

- TAY in the criminal justice system
- TAY with children
- TAY in couples
- African American and Latino TAY who are not connected to services

²⁶ San Francisco Department of Public Health, *Comprehensive HIV/AIDS Housing Plan: Recommendations and Final Report of the HIV/AIDS Housing Work Group*, May 2007, page 29.

IV. Work Group Recommendations

A. Plan to Reach Housing Goals

In its final report, *Disconnected Youth In San Francisco: A Roadmap to Improve the Life Chances of San Francisco's Most Vulnerable Young Adults*, the Transitional Youth Task Force recommended that an ad hoc committee would meet to develop a plan to achieve the following:

1. meet the 2005 Consolidated Plan target of 150 housing units by 2010;
2. provide \$100,000 per year for emergency housing assistance and eviction prevention; and
3. provide an additional 250 housing units over 5 years (50 units per year) through scattered sites, leased units, expanding the Transitional Housing Program for Emancipated Foster/Probation program (i.e., THP-Plus), and/or using Proposition 63, General Fund or other dollars.

The TAY Housing Work Group consolidated these goals and has developed additional recommendations for system-wide changes that will increase access as well as the number of units of housing for TAY:

1. Provide 400 TAY housing units over 5 years, to include capital units, scattered site units, leased units, THP Plus units, and other models.
 2. Provide \$100,000 per year for emergency housing assistance and eviction prevention.
-

GOAL 1. Provide 400 TAY housing units for homeless and marginally housed transitional youth over 5 years, to include capital units, scattered site units, leased units, THP Plus units, and other models.

The TAY Housing Work Group has identified approximately **200 units** in the City affordable housing pipeline that will be complete or under development by the end of 2010, including units accessed through the Human Services Agency’s Youth Referral Access Points. Approximately 130 are long-term capital units, and 70 are funded through shorter term contracts such as master-leased units with services and operating subsidies. See Appendix C, TAY Housing Implementation Chart, attached.

In order to develop the 200 additional units, and to develop more units in subsequent years, the City may implement a variety of strategies. These will be a mix of capital permanent supportive housing units (using primarily conventional capital funding available through the Mayor’s Office of Housing (MOH) and the San Francisco Redevelopment Agency (SFRA), designated as affordable for a period of 55 years) and master leased or scattered site units that can come on line more quickly through the Department of Public Health (DPH) and Human Services Agency (HSA). Priority populations for these units will include:

- TAY with severe mental illness;
- parenting TAY;
- youth in the criminal justice system;
- African-American and Latino youth who are not connected to services

The following City agencies will share the responsibility and cost for the development and operation of these units:

The Mayor’s Office of Housing (MOH) and the San Francisco Redevelopment Agency (SFRA)
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MOH and SFRA shall provide capital financing and otherwise assist in the creation of 100 permanent affordable housing units for homeless and marginally housed TAY. These units will be in MOH / SFRA’s development “pipeline” by the end of 2012.

Strategies for TAY unit development by MOH/SFRA may include the following:

- a. Issue separate Requests for Proposals (RFPs) or Notices of Funding Availability (NOFAs) for stand alone TAY developments, leveraging newer funding sources such as Multifamily Housing Program Homeless Youth Housing Component (Proposition 1C for Youth) funds and Mental Health Services Act (MHSA) state capital and operating subsidy dollars. These developments will require dedicated on-going services funding and operating subsidies.
- b. Prioritize the inclusion of TAY units within some larger affordable family and homeless rental projects in competitive RFP/NOFA processes, by awarding points to projects that include units for TAY.
- c. MOH and SFRA will explore the feasibility of including some youth units in HOPE SF affordable housing developments.
- d. Track TAY as a subpopulation along with families, homeless individuals, etc.

- e. Work with nonprofit developers to identify additional units in projects that are already in the planning or construction stages (“pipeline” projects)
- f. Work collaboratively with and support nonprofit developers to encourage the development of units using newer funding sources such as Mental Health Services Act (MHSA) and Proposition 1C for Youth funds, providing technical assistance as necessary on complex issues arising in TAY housing such as forecasting income and housing retention for TAY, interpreting restrictions on setting aside units, planning for units for TAY over age 25, maintaining youth units for the long term, and identifying conflicts between funding sources.
- g. Include mention of TAY units in all City planning processes for housing including the Consolidated Plan, and the Five-Year Continuum of Care plan. The Director of the Transitional Youth Task Force and MOH/SFRA will be jointly responsible for ensuring that TAY housing is addressed in all City planning processes for housing including the Consolidated Plan, the Housing Element, and the Five-Year Continuum of Care plan.
- h. Support developers’ proposals for supportive services in TAY projects
- i. Continue to explore additional sources of TAY units.

At an estimated local capital subsidy cost of \$175,000 per unit, approximately \$17,500,000 in local financing is needed to fund these units. This amount may be reduced through leveraging other funding sources including state, federal and private equity funds. Local operating subsidies, estimated at \$800 - \$1,000 per unit per month, may be needed if no other operating subsidies (such as THP Plus, Shelter Plus Care, Section 8, etc.) are available.

Services in the MOH/SFRA capital units will be funded by the Human Services Agency (HSA), the Department of Public Health (DPH), and/or the Department of Children, Youth and their Families (DCYF). It is estimated that services will cost \$600 per unit per month.

Department of Public Health (DPH)
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DPH will provide services and operating funding for 40 non-capital units/beds for homeless and marginally housed TAY with special health needs including chronic homelessness (as defined by the City of San Francisco), substance abuse, mental illness, and HIV/AIDS over the next five years. These units will utilize a variety of models including scattered-site, master lease, low-threshold, and unit-based subsidies. DPH shall integrate TAY-serving agencies into the referral/access point process for these units and for non-TAY capital units utilizing a local operating subsidy.

Operating costs are estimated at \$1,000 per unit per month. Services cost are estimated at \$600 per unit per month.

DPH will set aside or designate units for TAY and will track TAY as a subpopulation along with homeless individuals and other special-needs groups.

Human Services Agency (HSA)

HSA will provide services and operating funding for 40 non capital units/beds for homeless and marginally housed TAY including parenting youth, LGBT youth, youth “aging out” of foster care, chronically homeless youth, and TAY without special needs (“Homeless Joe”). These units will utilize a variety of models including scattered-site, master lease, low-threshold, and unit-based subsidies.

- HSA will provide 10 – 12 new units for emancipating foster care youth utilizing Transitional Housing Program Plus (THP Plus) state funding, pending availability of these state funds.
- HSA is integrating TAY-serving agencies as part of the referral/access point process for master leased units and for non-TAY family capital units that utilize a local operating subsidy. While these are not “TAY designated” units, upon turnover, TAY-serving agencies will be included in the rotating referral process.

Operating costs are estimated at \$1,000 per unit per month. Services cost are estimated at \$600 per unit per month.

HSA will set aside or designate units for TAY and will track TAY as a subpopulation along with families, homeless individuals, and other special-needs groups.

Other City and Community Resources

Other City and community resources should be explored to provide services and operating funding for 20 non capital units/beds for homeless and marginally housed TAY who are exiting the criminal justice system. These units could utilize a variety of models including scattered-site, master lease, low-threshold, and unit-based subsidies. Funds may be available through the state of California to house vulnerable youth exiting the Log Cabin Ranch and other criminal justice facilities for those under 21.

Operating costs are estimated at \$1,000 per unit per month. Services cost are estimated at \$600 per unit per month.

Summary of Costs

The City’s total one time contribution to the cost of developing the 200 additional units for homeless and marginally housed TAY is estimated at \$17.5 million. The estimated total on-going annual operating and services costs for all 400 units is \$5.4 million once all units are on-line.

GOAL 2. Provide \$100,000 per year for emergency housing assistance and eviction prevention

The City of San Francisco will develop an emergency housing assistance program that will provide flexible housing assistance to TAY. This program will be contracted to a nonprofit service provider through a public Request for Proposals (RFP) process that will be managed by a city agency or department. The program will include \$100,000 in direct fund disbursements as well as administrative funding as needed. The amount of staff support for the program will be determined through the program design. The program will be annualized in the City budget.

Housing assistance provided by the fund will be flexible and may take a number of forms including:

- Back rent payments to prevent eviction
- Long-term shallow subsidies to support youth as they transition to steady employment
- Move-in assistance, including first and last months' rent, security deposit, and furnishings

The program should serve TAY in nontraditional housing arrangements including:

- Youth living in roommate situations
- Youth who are not listed on the lease document
- Youth living with their families
- Youth in short-term housing such as hotel rooms.

Recognizing that TAY undergo numerous transitions, the proposed program should not limit the number of episodes of assistance --- unlike most San Francisco emergency housing assistance programs.

The program should be flexible and open to all TAY, including those who are not currently receiving services from a nonprofit. Those TAY emancipating/emancipated from foster care who are receiving services through the ILSP or THP Plus should seek assistance from those programs -- which offer significant housing supports -- before applying for this program.

There are several models for this type of flexible housing assistance program. Larkin Street Youth Services administers a privately-funded housing assistance program. In 2008 the Department of Children, Youth and Families (DCYF) provided \$80,000 in Transitional Youth Task Force funds to Larkin Street, through a Memorandum of Understanding, on a one-time basis for emergency assistance to TAY. Both Larkin programs may be considered pilot efforts that could guide the creation of a long-term, annualized \$100,000 housing assistance program for 2009-2010.

Outreach on the availability of these funds should be conducted by the existing network of youth-serving agencies. Additional outreach may take place through citywide programs serving youth such as the network of youth public health clinics and the proposed Youth Resource Centers.

In addition to the proposed program, the TAY Housing Work Group recommends that programs providing low-threshold, emergency housing resources should be more accessible to and appropriate for TAY. For example, the Homeless Outreach Team (HOT) offers “stabilization” hotel rooms to homeless people on the street. These low-threshold units provide quick access with a minimum of bureaucracy, and can be appealing to substance-using or mentally ill youth who won’t utilize other programs; they also can lead TAY to pursue more stable housing. TAY would be more likely to use these units and leave the streets if a block of TAY units or a TAY-specific hotel were available.

B. Systems Change Issues

1. Expand Access.

As stated in the Mayor’s Transitional Youth Task Force’s report, many youth and service providers are unaware of existing programs and services. This is particularly true of “mainstream” adult programs for which youth are eligible, such as emergency housing assistance and eviction prevention programs.

Existing programs. TAY are eligible for all adult services but often do not access them, either due to lack of information or to perceptions about these services - .e.g, they are not youth-friendly. For example, stabilization beds through the (Homeless Outreach Team (HOT) are not being utilized by TAY. Regular communication between HOT Team staff and youth providers could ensure safer settings for youth in the HOT system that could lead to more stable placements later.

New programs. As new housing resources for TAY become available, comprehensive outreach will be needed to ensure that all youth in need are made aware of these options. In its final report, the Task Force recommended the creation of four comprehensive neighborhood-based multi-service centers for disconnected youth – located in the Southeast, the Mission, the Western Addition and the Tenderloin – that could provide information on available housing services and be a key component of such an outreach strategy. In addition, outreach and information through public health clinics for youth and street outreach could ensure that information reaches those TAY who are not connected to the traditional network of youth service providers.

Designate and/or Set Aside Youth Units. With the exception of the SF Human Services Agency, City housing agencies track family and homeless units in their overall pipeline, but not youth units. All City agencies should track these units separately to ensure that annual unit goals are met and to emphasize the importance of housing for TAY. There should be designated units or setasides for:

- HOT Program
- DAH program
- MOH and SFRA capital units
- SF Housing Authority units and subsidies

Create access to family and homeless units for TAY. Through the City’s new Local Operating Subsidy program, the Department of Public Health and Human Services Agency refer homeless applicants through “access points” – primarily shelters – to available housing units. Recently the San Francisco Human Services Agency has started using youth shelters as access points, when appropriate – not only for TAY units, but for family units (for parenting TAY) and for traditional homeless units (when youth qualify).

Create mechanisms for self referral to TAY Housing

For those youth who are not connected to services and therefore are not likely to use the access points, there should be a mechanism by which they can self-refer to TAY housing.

2. Encourage Nonprofit Development of TAY Housing

Ensure funding for services. Nonprofit developers may be reluctant to develop units for special needs populations without identified support services dollars. City agencies that fund services should be at the table in the earliest stages of TAY project planning to make funding commitments. Where possible, commitments should ensure that services are available for the long term.

Where TAY-specific services or staff are not feasible or necessary, City agencies should provide adequate training of services staff to ensure cultural competency on TAY issues.

Plan early for youth-appropriate spaces in housing. TAY service providers should work closely with housing developers in early stages of the development process for both TAY-only and mixed buildings to build youth spaces into projects.

Work with developers to resolve “aging out” issue. Planning and budgeting for TAY units presents a challenge to affordable housing developers. Developers need to be able to forecast TAY’s housing retention and their potential income once they age out of TAY units, as well as their services needs. Overall, TAY undergo more transitions and are likely to move more often than older adults. However, TAY who reach the age of 25 and are not ready to vacate their TAY unit may lose housing funding (under THP Plus). Under state MHPA and Prop 1C, a TAY unit may lose funding if its occupant is over 25. And while loss of funding under this scenario may not be an issue for units supported by San Francisco’s Local Operating Subsidy Program (LOSP), redesignating a TAY unit as an adult unit still results in the net loss of a TAY unit. Furthermore, units that lose their TAY designation may require a replacement subsidy; young adults over 25 will no longer qualify as “homeless” or TAY and will require a general subsidy.

Encourage and support nontraditional models for TAY. Under traditional funding sources such as the Low Income Housing Tax Credit program it can be difficult or impossible to develop nontraditional housing models for TAY: co-housing, apartments for non-related groups of youth, etc. The City should work with developers and intermediaries such as the Corporation for Supportive Housing to explore models and implement new housing approaches for TAY. More information on innovative models for youth can be found in *New Homes, Brighter Futures: Profiles of Housing Programs for Young Adults*, published by the Corporation for Supportive Housing in 2007 and available at www.csh.org.

3. Rethink Definitions

Transitional Age Youth are technically adults and therefore eligible for adult services. And while many are eligible for services that are targeted to homeless people, most TAY are reluctant to identify themselves as “homeless” due to stigma or due to a continued identification with youth culture. TAY are more likely to avail themselves of services that are not labeled as “homeless.”

Those TAY who do seek homeless services often do not meet the U.S. Department of Housing and Urban Development’s definition of “homeless individual” which excludes those living in what are typical housing arrangements for TAY (short-term roommate situations, couch-surfing,

etc.). Homeless definitions under state programs such as Prop 1C for Youth and MHSA may also restrict TAY access to homeless programs. San Francisco’s local definition of homeless, on the other hand, includes those “at risk” of homelessness.

San Francisco’s new Local Operating Subsidy Program is currently targeted to “chronically homeless” people. Due to 100% local funding, the City is free to set its own program parameters and define target populations. The City must ensure that the definition is flexible enough to include TAY who face most challenges to retaining housing.

Expand TAY Eligibility Age

Currently most TAY programs (State’s THP Plus and Prop 1C funds) define TAY as up to age 24. However, given the choice of participating in youth street culture or “homeless” culture, many TAY choose to stay in youth culture and identify as “kids” beyond age 24 – sometimes up to age 30. In San Francisco, the average age of those served by youth-serving agencies has progressively increased and continues to do so. In deriving local TAY policy and influencing state and federal policy, the City should explore the feasibility of expanding the TAY definition.

Appendices

- A. TAY Housing Work Group Membership**
- B. TAY Housing Work Group Meeting Dates and Topics**
- C. TAY Housing Implementation Chart**
- D. Cost Estimate of 400 Units**

APPENDIX A

TAY Housing Work Group Membership

Alice Gleghorn, Department of Public Health - Community Behavioral Health Services
Angela Rosales, Transitional Youth Task Force / SF Independent Living Skills Program
Anna Valladares, Human Services Agency/Independent Living Skills Program
Anne Romero, Mayor's Office of Housing
Bonnie Flute, Progress Foundation
Carlos Cortez, Mayor's Transitional Task Force
Chris Harris, San Francisco Redevelopment Agency
Cindy Ward, Human Services Agency
Denise Jones, Department of Public Health - Community Behavioral Health Services, CYF
Diana Pang, SF Youth Commission
Diep Do, Tenderloin Neighborhood Development Corporation
Dion Roberts, Human Services Agency.
Gail Goldman, U.S. Department of Housing and Urban Development
Jamie Rogers, San Francisco Redevelopment Agency – Intern
Jennifer Dolin, Mercy Housing
Jerry Jai, Tenderloin Neighborhood Development Corporation
Joel Lipski, Mayor's Office of Housing
John Murray, Human Services Agency
Joyce Crum, Human Services Agency
Kaila Price, Mayor's Office of Housing
Kenny Gong, Youth Commission Health & Housing Committee
Lori Cook, DPH – Housing and Urban Health
Lucia Mele, SF San Francisco Redevelopment Agency
Lydia Ely, Mayor's Office of Housing
Mara Blitzer, Tenderloin Neighborhood Development Corporation
Margot Antonetty, Department of Public Health – Housing and Urban Health
Marlo Simmons, Department of Children, Youth and Their Families
Martha Acacio, Human Services Agency
Matt Franklin, Mayor's Office of Housing
Rob Gitin, At the Crossroads
Sally Oerth, San Francisco Redevelopment Agency
Sarah Karpman, Mercy Housing California
Shannon Dodge, Bernal Heights Neighborhood Development Center
Sherilyn Adams, Larkin Street Youth Services
Steven Shum, Corporation for Supportive Housing
Toby Eastman, Larkin Street Youth Services

APPENDIX B

TAY Housing Work Group Meeting Dates and Topics

1. TAY Housing Workgroup, September 19, 2007, 1:00 – 3:00 PM, 1 South Van Ness Ave., 5th Floor
2. TAY Housing Workgroup, October 16, 2007, 1:00 –3:00 p.m.
3. “Short-Term” Housing Subcommittee, October 30th from 1:30 - 2:30, 1 South van Ness
4. “Long-Term” Housing Subcommittee, November 2, 2007, 10:30 – 12:00 PM, 1 South Van Ness Ave., 5th Floor
5. “Immediate Implementation” Subcommittee, November 8, 2007, 1:30 PM at 1440 Harrison Street
6. TAY Housing Workgroup, Tuesday, November 13, 2007, 1:00 – 3:00 , 1 South Van Ness, 5th Fl
7. “Immediate Implementation” Subcommittee, November 27, 2007, 10:30 AM at 1440 Harrison Street
8. Joint Short & Long Term Implementation Subcommittee, December 6, 2007, 1 South Van Ness, 5th Floor, Room 5080, 3:00 – 5:00 PM
9. TAY Housing Workgroup, Tuesday, December 18, 2007, 1:00 – 3:00 , 1 South Van Ness, 5th Fl
10. TAY Housing Workgroup, Tuesday, January 22, 2008, 1:00 – 3:00 , 1 South Van Ness, 5th Fl

APPENDIX C

TAY Housing Implementation Chart

APPENDIX D

Cost Estimate of 400 Units Chart