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OFFICE OF CRIMINAL JUSTICE PLANNING

*Providing Support to Criminal Justice Agencies,
Victim Service Organizations, and
Crime Prevention Programs*

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U.S. Department of Justice
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GEORGE DEUKMEJIAN ACQUISITIONS
GOVERNOR

HOMELESS YOUTH PILOT PROJECTS
ANNUAL REPORT

1987

ACKNOWLEDGMENT

This is to acknowledge the efforts of the management and staff of the San Francisco and Los Angeles Homeless Youth Pilot Project network agencies in the preparation of this annual report. In recognition of their youth profile and demographic contributions, a special acknowledgement is given to Gary Yates, Tom David and Julia Pennbridge of the Division of Adolescent Medicine, Childrens Hospital of Los Angeles and Brenda Poston of Catholic Charities, San Francisco.

HOMELESS YOUTH PILOT PROJECTS

ANNUAL REPORT

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HOMELESS YOUTH PILOT PROJECTS

ANNUAL REPORT

FOREWORD

To address the rising problem of homeless youth living on the streets of California's metropolitan centers, the Legislature passed and Governor George Deukmejian signed AB 1596 (Chapter 1445, Statutes of 1985), The Homeless Youth Act of 1985. The Act is now codified in the Statutes of 1985, California Welfare and Institutions Code, Chapter 6.

Through the authority of the Homeless Youth Act, the Office of Criminal Justice Planning (OCJP) distributes grant funds to private, non profit youth-serving agencies in the County of Los Angeles and the City and County of San Francisco to provide services to homeless youths in these communities. Grant funds were awarded to the two areas on July 1, 1986.

This annual report reflects the progress, findings and evaluation of the first year of operation of the Homeless Youth Pilot Projects. The individual service components of outreach, shelter, food, medical screening and long-term stabilization planning are discussed in this report as they relate to each project. Also, a profile of homeless youths has been developed through data reported by youth serving agencies in Los Angeles county that are part of or are working in cooperation with the pilot project network. The significance of the profile is discussed herein. Finally, recommendations are presented for consideration regarding further services to this homeless population.

The information compiled in this report should be valuable to those who are making decisions on the need for continued funding of programs for homeless youths in the state of California. Requests for copies of the annual report or questions concerning its content can be directed to William Deguchi, Chief, Juvenile Justice Division, or Patric Ashby, Consultant, Juvenile Justice Division, at (916) 324-9108.



G. ALBERT HOWENSTEIN, JR.

Executive Director

I. INTRODUCTION AND BACKGROUND

A. Purpose of the Legislation

The Legislature and the Governor expressed concern over problems associated with California's homeless and runaway youths in 1984 and 1985. That concern resulted in passage of three legislative bills:

1. AB 3836 (Chapter 1612, Statutes of 1984) required the compilation of statewide statistics on runaway and homeless youths, a feasibility study on the creation of a statewide toll-free runaway hotline, development of a statewide youth services directory, identification of potential funding sources for youth programs, and the provision of advice to youth program administrators on available federal funds for programs;
2. AB 3075 (Chapter 1614, Statutes of 1984) established the California Runaway Hotline, a toll-free, nonthreatening telephone referral service for runaways. The hotline became operational in September, 1986, and through June 30, 1987 has directed over 3,400 callers to shelter, meals, clothing, counseling and other services necessary for their well-being; and
3. AB 1596 (Chapter 1445, Statutes of 1985) established the Homeless Youth Act of 1985 pursuant to which this annual report is prepared. The objective of the Act is to establish a Homeless Youth Emergency Services Pilot Project in the County of Los Angeles and the City and County of San Francisco. Each pilot project developed a network of youth serving agencies to provide the following emergency services to homeless youths:
 - outreach to locate homeless youths and link them with agencies that can make emergency services accessible;
 - food and access to overnight shelter;
 - screening for basic health needs and referral to public and private agencies for health care;
 - counseling to address immediate emotional crises or problems;
 - long term stabilization planning so that a youth may be returned home or be suitably placed outside the home when family reunification is not possible; and
 - follow-up services to ensure that the return to the family or placement outside the family is stable.

San Francisco Project

Through a request for proposals (RFP) process Catholic Charities of San Francisco was selected as the lead agency and principal grant recipient for homeless youth pilot project funds in the City and County of San Francisco. The application for grant funds submitted by Catholic Charities demonstrated a system for meeting the intent of the Homeless Youth Act through a network of agencies mostly located in the Polk Street-Tenderloin area. The following is a list of agencies in the San Francisco homeless youth pilot project network and the services provided by each agency:

- Catholic Charities (*administration of the grant and extended care*)
- Diamond Street Youth Shelter (*shelter, food and counseling*)
- Central City Hospitality House (*shelter, food, case management counseling and independent living*)
- Larkin Street Youth Center (*outreach, drop-in, medical screening and counseling*)
- Huckleberry House/Youth Advocates (*family reunification, shelter, food and counseling*)

Youth service committees and advisory councils, as well as interagency working agreements in San Francisco, create an environment wherein other agencies not directly funded by the homeless youth pilot project grant become involved with the network activities. Agencies that are part of the San Francisco network have developed good working relationships with local law enforcement, especially in the Polk Street-Tenderloin area. The San Francisco Police Department has been of great assistance in getting homeless youths referred to the service agencies.

All network agencies are well established and have histories of serving youth in San Francisco. These agencies also receive funds from other sources. Because the homeless youth grant funds are used to enhance or complement existing programs, the start-up time was minimal and the pilot project became operational immediately after the grant award on July 1, 1986.

Outreach services to homeless youths in San Francisco are provided on a drop-in basis at Hospitality House, Larkin Street Youth Center or Diamond Street Shelter, and on a street outreach basis by staff of the Larkin Street Center and Catholic Charities. Not only is information disseminated to youths on the availability of services, but also on such important topics as AIDS. Through June 30, 1987, 4,967 contacts with youths had been made through outreach services in San Francisco.

All agencies of the network that place youths in long term stabilization programs provide follow-up at 30-day intervals for up to six months or longer to assure that placements are continuing to work.

Finally, under the leadership of Catholic Charities, the network is gathering statistical data which will assist state executive and legislative decision-makers regarding the needs and continued funding of the programs. The statistics also can assist in helping agencies plan for the most appropriate service needs of these youths.

Los Angeles Project

Through the RFP process, the Division of Adolescent Medicine of Childrens Hospital of Los Angeles was selected to be the lead agency and principal grant recipient for the homeless youth pilot project in the County of Los Angeles. As required in the RFP, Childrens Hospital demonstrated a system of care meeting the intent of the Homeless Youth Act through the efforts of a network of agencies located in the Hollywood area. This network has been developed over the past five years through the Hospital's High Risk Youth Project, which had been funded by the Robert Wood Johnson Foundation to provide consolidated health services to high risk young people in the Hollywood/Wilshire area. The following is a list of agencies in the Los Angeles homeless youth pilot project network and the services each agency provides:

- Childrens Hospital of Los Angeles (*administration of the grant, medical screening, counseling and project evaluation*)
- Los Angeles Free Clinic (*medical screening*)
- Los Angeles Youth Network (*shelter, food and counseling*)
- Gay and Lesbian Community Services Center (*outreach*)
- Angel's Flight (*outreach*)
- Teen Canteen (*outreach*)

The central service provider of the Los Angeles pilot project, the Los Angeles Youth Network (LAYN), is new and was created through project grant funds. Therefore, although the grant was approved for Los Angeles on July 1, 1986, actual start-up of the project was in early October when the LAYN shelter and case management became operational.

Strong communication links have been developed among youth service providers, law enforcement and the Los Angeles homeless youth pilot project agencies. This has been accomplished through regular meetings of these organizations and establishment of interagency agreements that work to enhance the efforts of the pilot project. Presently, 20 agencies, along with young people who were runaways, participate in a Hollywood area Coordinating Council for homeless youth services. They provide advice in program design, function and direction. A model agreement has been developed between the Los Angeles Police Department's Hollywood Division and the homeless youth pilot project wherein the police are taking an active role in working to get youths into the

Long-term stabilization planning for homeless youths in the Los Angeles pilot project is a part of the LAYN program. As discussed in the San Francisco project, if family reunification is appropriate it will be the treatment of choice. However, because the homeless youths these agencies work with often cannot go home (*see definitions in Appendix B, page 15 and youth profiles on pages 8-10*) it is necessary to find alternative long-term placement for them. Often, independent living is the most suitable alternative, while at other times it may be a group home, foster care or other out-of-home placement. A special unit of the Los Angeles County Department of Childrens Services is co-located with the LAYN case management center to facilitate foster and group care placement for eligible project clients and youths referred from collaborating agencies. The Los Angeles network has found in the first year of operation that independent living is one of the most viable long term living arrangements. A program component to meet this need is included in Los Angeles' second year application. From October 1, 1986 through June 30, 1987, 212 youths were placed in long-term stabilization programs by the Los Angeles pilot project.

Childrens Hospital provides follow-up at 30-, 60-, 90- and 180-day intervals to assure that placements are continuing to work for youths placed into long-term stabilization living arrangements.

Through the leadership of the Division of Adolescent Medicine, Childrens Hospital of Los Angeles, thirteen agencies from the Coordinating Council are gathering statistical data to assist in planning programs for the homeless youth population. This data has enabled the Los Angeles project to begin developing a profile of the youths they are serving. This information, coupled with data showing the success of the individual components of the Homeless Youth Act, has never before been available and is proving very valuable in planning future services for this homeless population. The profile data and program statistical information are discussed at greater length later in this report (*see pages 8-15*).

The chart in Appendix A (*page 14*) depicts the combined efforts of the San Francisco and Los Angeles homeless youth pilot projects through the first three quarters of 1986-87.

Homeless Youth Profile

In an effort to better understand the homeless youths who are in need of services in California, the Los Angeles project collected data to build a profile of this population. In order to categorize the youths for statistical data collection purposes, the definitions in Appendix B (*page 16*) are used by agencies providing services to the homeless youth population in the San Francisco and Los Angeles pilot projects.

LOS ANGELES SYSTEM OF CARE HOMELESS YOUTH PROFILES

SHELTER: (October 1, 1986 - June 30, 1987)

NUMBER OF AGENCIES REPORTING - 6

NUMBER OF YOUTH SERVED - 1197

NUMBER OF YOUTH TURNED AWAY - 2743*

DEMOGRAPHIC DATA

MALES	47.0%
FEMALES	53.0%
9-11 YEARS	0.3%
12-13 YEARS	6.6%
14-15 YEARS	36.9%
16-17 YEARS	56.2%

ETHNICITY

CAUCASIAN	47.4%
BLACK	27.0%
HISPANIC	15.4%
AMERICAN INDIAN	2.6%
ASIAN/PACIFIC ISLAND	3.4%
OTHER/UNKNOWN	4.2%

ORIGIN

WITHIN CITY	29.0%
WITHIN COUNTY	36.7%
WITHIN STATE	11.2%
OUT OF STATE	19.4%
MEXICO/LATIN AMERICA	0.9%
OUT OF COUNTRY	1.7%
UNKNOWN	1.1%

STATUS AT INTAKE

SITUATIONAL	15.1%
JUSTIFIABLE	20.1%
CHRONIC	8.9%
CHRONIC W/ABUSE	16.5%
HOMELESS	22.2%
HOMELESS W/ABUSE	11.7%
PRE-RUNAWAYS	2.7%
NO DATA/OTHER	2.8%

*THE HIGHEST PERCENTAGE OF YOUTH TURNED AWAY FROM THE SHELTERS (AROUND 80%) IS THE RESULT OF ALL SHELTERS BEING FULL. OTHERS ARE TURNED AWAY AS NOT BEING APPROPRIATE FOR BEING SHELTERED IN A YOUTH FACILITY.

III. Conclusion

The following are highlights of the profile data collected by the Los Angeles Homeless Youth Pilot Project network:

- shelter agencies turned away more than twice as many young people as they served, primarily because of lack of bed space;
- 44 percent of the young people sheltered were 15 years old or younger, some were as young as 9;
- 48 percent of the young people sheltered had a history of abuse or neglect, since this figure was based on reports at intake, it is probably an underestimate;
- only 15.1 percent of the young people seen by shelter agencies were good candidates for family reunification;
- 34 percent of those sheltered were homeless with no home or out-of-home placement to which they might return;
- another 25 percent were chronic runaways who were very unlikely to be returned home or to placement; and
- 66 percent of the young people seen by outreach agencies were homeless. Most of them (60%) came from out-of-state or out of the country and had no living arrangement other than the streets

Many homeless youths are living on the streets in the major urban centers of California without adequate food, shelter, health care or financial support. As the statistics show, many come from out-of-city, out-of-county or out-of-state locations and have a history of physical or sexual abuse. The youths may have run away or been forced out of their homes and onto the streets. There they fall prey to drug abuse, prostitution and other illegal activities. There is a recognized need for providing at least a minimum level of remedial services to these youths. As shown in the profile developed by the Los Angeles pilot project, a vast majority of these homeless youths are not part of an extended family and are ineligible for most state programs which are aimed at homeless adults and families.

The Homeless Youth Act has been successful in meeting the proven need for created, enhanced and expanded outreach services; increased food, shelter and clothing availability; better access to medical assistance; increased counseling and long-term stabilization planning. With all shelters continually filled to capacity and youths therefore being turned away, the need for programs such as the homeless youth pilot projects is obvious. Agencies involved in the success of the pilot projects, after only one year, have shown how the networking of services for homeless youths can provide an environment conducive to keeping young people involved in programs and discouraging them from returning to the streets.

APPENDICES

APPENDICES

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APPENDIX A

HOMELESS YOUTH PILOT PROJECTS STATISTICS THROUGH JUNE 30, 1987

<u>SERVICE</u>	<u>SAN FRANCISCO</u>	<u>LOS ANGELES</u>	<u>TOTAL*</u>
Number Contacted	4,967	6,456	11,423
Meals Served	17,067	13,901	30,968
Number Sheltered**	1,063	460	1,523
Number Medically Screened	349	561	910
Number Placed in Long-Term Stabilization Programs	258	212	470

*The disparity in totals for Los Angeles and San Francisco result from the difference of operational implementation dates. Because San Francisco's homeless youth network was created from existing agencies they were able to begin tracking service delivery from the date of the grant award, July 1, 1986. In Los Angeles, data tracking began with the operational start-up of the Los Angeles Youth Network's shelter and case management center on October 1, 1986.

**Homeless youth pilot project dollars fund a twenty-bed, 60-day shelter facility in Los Angeles (Los Angeles Youth Network) and partially funds a twenty-bed, 20-day shelter facility (Diamond Street) and a ten-bed, 60-day shelter facility (Hospitality House) in San Francisco.

There are other agencies that are a part of the homeless youth pilot projects that operate shelters but are funded to provide other related homeless youth services. They include Angel's Flight (20-bed shelter to open in August 1987) and Gay and Lesbian Community Services Center (Adult shelter) in Los Angeles both of which provide "outreach" services as a part of the project. Also, Huckleberry House (6-bed short-term shelter for local runaways) in San Francisco is providing long-term stabilization planning as a part of the project.

APPENDIX B

HOMELESS YOUTH PILOT PROJECT CATEGORICAL DEFINITIONS

- SITUATIONAL RUNAWAY: YOUTHS WHO RUN FROM ISSUES/FAMILIES THAT CAN BE WORKED WITH
- JUSTIFIABLE RUNAWAY: YOUTHS WHO RUN FROM UNACCEPTABLE HOME ENVIRONMENTS DUE TO SUCH FACTORS AS ABUSE, NEGLECT, ETC.
- CHRONIC RUNAWAY: YOUTHS WHO HAVE RUN REPEATEDLY (THREE OR MORE TIMES) FROM HOME OR PLACEMENT
- CHRONIC WITH ABUSE AND/OR NEGLECT: SAME AS ABOVE BUT HAVE A HISTORY OF ABUSE AND/OR NEGLECT
- HOMELESS YOUTH:
- (a) SINGLE, UNDOCUMENTED/MIGRANT WORKERS; OR
 - (b) THROWAWAYS/PUSHOUTS, YOUTHS TOLD TO LEAVE OR INDUCED TO LEAVE BY PARENTS OR GUARDIANS; OR
 - (c) "NOMADIC YOUTH", FAILURES OF THE MENTAL HEALTH SYSTEM WHO DRIFT; OR
 - (d) ESSENTIALLY EMANCIPATED YOUTHS WHO NEED TO FIND A JOB/HOME; OR
 - (e) YOUTHS WHO HAVE BEEN LIVING ON THE STREETS TWO OR MORE MONTHS
- HOMELESS YOUTH WITH ABUSE AND/OR NEGLECT: SAME AS ABOVE BUT HAVE A HISTORY OF ABUSE AND/OR NEGLECT
- PRE-RUNAWAY: CHILDREN/YOUTHS THAT WOULD HAVE RUN AWAY IF THERE HAD NOT BEEN INTERVENTION

Utilizing the categorical definitions above and statistical data gathered from youths at the intake interview, pages 9-11 provide a profile look at the youth seen at outreach, shelter and medical screening over the past year throughout the entire system of care in Los Angeles.

CHAPTER 1445

An act to add and repeal Chapter 6 (commencing with Section 13700) to Part 3 of Division 9 of the Welfare and Institutions Code, relating to homeless youth, and making an appropriation therefor.

[Approved by Governor October 1, 1985. Filed with Secretary of State October 1, 1985.]

LEGISLATIVE COUNSEL'S DIGEST

AB 1596, Agnos. Homeless youth pilot projects.

Existing law contains various public social service programs to assist qualified low-income persons.

This bill would enact the Homeless Youth Act of 1985.

The bill would provide that the Office of Criminal Justice Planning shall enter into grant award agreements with 2 private nonprofit organizations with demonstrated success in the delivery of direct services to homeless youth for the establishment of the homeless youth emergency service pilot projects. The projects would commence not later than June 1, 1986, and remain in operation for a period of 2 years, except that the 2nd year of operation would be contingent upon the appropriation of funds by the Legislature. One project to be located in, and serve, the City and County of San Francisco, and the other to be located in, and serve, Los Angeles County.

The bill would specify various services which shall be provided by these pilot projects.

The bill would provide that the office shall monitor these pilot projects, and that an evaluation of these projects shall be submitted by the office to the Legislature by December 1, 1988.

The bill would appropriate \$968,000 from the General Fund to the Office of Criminal Justice Planning, in order to implement the bill, as specified.

This bill would repeal its provisions on January 1, 1989.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. This act may be cited, and shall be known, as the Homeless Youth Act of 1985.

SEC. 2. Chapter 6 (commencing with Section 13700) is added to Part 3 of Division 9 of the Welfare and Institutions Code, to read:

CHAPTER 6. HOMELESS YOUTH EMERGENCY SERVICE PILOT PROJECTS

13700. The Legislature finds and declares all of the following:

each homeless youth emergency services pilot project shall collect data based upon client service histories, including data from similar youth service providers in urban areas of this state with populations of 500,000 or more. These data shall include client demographic and cost information on each case that will be sufficient to allow for the effective evaluation of the projects. These client data shall remain confidential unless disclosure is provided for under some other provision of law, and if disclosure is required it shall be made only in the manner provided for under such other provision of law.

13703. (a) One homeless youth emergency service pilot project shall be established in the County of Los Angeles and one shall be established in the City and County of San Francisco. Each pilot project may have one central location or may have more than one location in the service area in order to serve effectively the area population of homeless youth. Each pilot project shall be operated by an agency in accordance with the grant award agreement with the office.

(b) The office shall prepare and disseminate a request for proposals for grantees under this chapter by February 15, 1986. The office shall enter into grant award agreements, and the operation of pilot projects shall begin, not later than June 1, 1986. Each pilot project shall remain in operation for a period of two years from the commencement of operation. The second year of operation shall be contingent upon appropriation of funds in the 1986-87 Budget Act.

(c) An agency eligible to apply for funds under this chapter and to operate a homeless youth emergency service pilot project shall be a private, nonprofit agency with a demonstrated record of success in the delivery of services to homeless youth. The agency selected for each pilot project shall demonstrate the ability to provide each of the services described in Section 13701, either directly or under subcontract with a competent provider. Preference shall be given to agencies that demonstrate a history of coordination with other public and private agencies in the service region that provide services to homeless youth. Preference shall also be given to agencies that will involve a network of youth-serving agencies in the delivery of services to homeless youth under this chapter.

13704. The office shall monitor the pilot projects established under this chapter. In monitoring and evaluating the pilot projects, the office shall coordinate its efforts with the activities relating to homeless youth of the state advisory group on juvenile justice, as described in Sections 1785 and 1786. The office shall submit an evaluation of the pilot projects established under this chapter to the Legislature on or before December 1, 1988.

13705. This chapter shall remain in effect only until January 1, 1989, and as of that date is repealed, unless a later enacted statute, which becomes effective on or before January 1, 1989, deletes or extends that date.

SEC. 3. The sum of nine hundred sixty-eight thousand dollars