

Date of Hearing: March 26, 2019

ASSEMBLY COMMITTEE ON HUMAN SERVICES

Eloise Gómez Reyes, Chair

AB 307 (Reyes) – As Amended March 13, 2019

SUBJECT: Homeless youth: grant program

SUMMARY: Requires the Homeless Coordinating and Financing Council (Council) to develop and administer a grant program aimed at better serving the state's homeless youth population.

Specifically, **this bill:**

- 1) States Legislative intent to prevent or reduce substance use disorders among homeless youth by providing services, including housing, to reduce trauma, and address the needs of lesbian, gay, bisexual, transgender, and queer (LGBTQ) youth who experience substance use risk factors, including homelessness and family rejection, and increased rates of substance use, as specified.
- 2) Requires the Council to, subject to the availability of funding, develop and administer a grant program to support young people experiencing homelessness, and to prevent and end homelessness among California's youth.
- 3) Requires the Council, in developing and administering the grant program, to do all of the following, as specified:
 - a) Solicit annual progress reports from each grant recipient;
 - b) Annually review the programs created by grant recipients for effectiveness in meeting stated project outcomes and engaging in continuous quality improvement activities;
 - c) Conduct monitoring visits to each grant recipient in order to provide technical assistance in areas identified as needing improvement;
 - d) Collect and report on data; and,
 - e) Adopt guidelines.
- 4) Allows the Council to enter into an interagency agreement with another department or agency for the administration of the grant program.
- 5) Requires the grants created by the provisions of this bill to be awarded in a three-year grant cycle, and paid for, subject to the availability of funding, from monies that are: received by the Council from the Youth Education, Prevention, Early Intervention and Treatment Account, appropriated by the Legislature, and/or gifts and donations made to the Council, as specified.
- 6) Prohibits funds received from the Youth Education, Prevention, Early Intervention and Treatment Account from being expended on administrative duties of the Council.
- 7) Appropriates, if the annual amount received by the Council from specified sources is less than \$100,000,000, funds in the amount of the difference between the amount received and

\$100,000,000 to be appropriated from the General Fund to the Council for purposes of the provisions of this bill.

- 8) Deems the following entities as eligible to apply for a grant to operate a homeless youth program:
 - a) A private, nonprofit agency with a demonstrated record of success and experience in the delivery of services to youth experiencing homelessness or at-risk youth; and,
 - b) A continuum of care entity with a demonstrated record of success.
- 9) Prohibits a continuum of care entity that is awarded a grant from using more than 10% of the grant for administrative purposes.
- 10) Requires the grant application to include all of the following:
 - a) Evidence that services will be provided within the positive youth development framework and that the entity's policies and procedures address cultural competence;
 - b) A letter from the local continuum of care entity or county, if the agency is proposing to serve a geographic area covered by a continuum of care entity, that identifies whether the applicant participates in the local planning process for addressing homelessness; and,
 - c) An explanation of how the provided services will address substance use disorders or the risk of substance abuse and how it intends to ensure that participating youth receive education, prevention, early intervention, and timely treatment services, as specified.
- 11) Gives preference in the awarding of grants to entities that demonstrate certain characteristics, including participation in a local continuum of care, utilization of the Homeless Management Information System (HMIS), and involvement in a network of youth-serving agencies in the delivery of services to young people experiencing homelessness, among others, as specified.
- 12) Allows preference in the awarding of grants be given to entities that propose to provide services in a geographic area where similar services are not provided, and there is a demonstrated need for those services.
- 13) Requires a grant recipient to use funds to provide certain supportive services, including, at a minimum, drug abuse education, prevention, and treatment services; transitional living plan and services; and access to education and employment assistance, including literacy and vocational training, among others, as specified.
- 14) Requires a grant participant to proactively engage homeless youth to determine which supportive services meet the needs of each participant and, if appropriate, the participant's family.
- 15) Prohibits a grant recipient from preventing a youth from entering housing, or discharging or evicting a youth from a housing program, on the basis of lack of participation in supportive services.
- 16) Requires a grant recipient to use grant funds to establish or expand certain housing programs that utilize an evidence-based housing and service model for homeless youth or youth at risk

of homelessness, including: rental assistance, non-time-limited supportive housing, and transitional housing, among others, and, further, requires a grant recipient to develop a plan to meet the youth's needs, as specified.

- 17) Requires a shelter program established using grant funds to provide: certain outreach, screening, and other services, and, if appropriate for a specific youth, drug abuse education, prevention and treatment services, and either a drug abuse treatment program or a referral to a drug abuse treatment program, and, further, specifies that a subcontractor may be used to fulfill these requirements, as specified.
- 18) Specifies that no more than 40% of the grant funds received by a recipient each year may be used to establish, expand, or operate a shelter program.
- 19) Requires each grant recipient to submit data and annual progress reports to the Council and agree to meet continuous quality improvement goals, accept technical assistance, if available, and submit to site monitoring visits by the Council.
- 20) Requires the Council to collect data from grant recipients and utilize HMIS data to ensure that appropriate and high-quality services are being delivered to youth experiencing homelessness, and, further, requires collected data to include, but not be limited to: the number of youth served each year by the grant recipient, the type and number of services utilized by the youth served by the recipient each year, and the distribution of the length of time each youth receives services from the recipient, among other things, as specified.
- 21) Requires the Council to provide a report to the Legislature on the data received from grant recipients no later than January 10, 2021, and each January 10th thereafter, as specified.
- 22) Requires a grant recipient that intends to serve minors to provide an annual training to employees who are mandated reporters, as specified, and requires the training to include, at a minimum, a discussion of duties under the Child Abuse and Neglect Reporting Act, how to identify child abuse and neglect, and how to make a report pursuant to the Child Abuse and Neglect Reporting Act, and, further, specifies that a grant recipient may use grant funds to provide the annual training.
- 23) Stipulates that receipt of housing or supportive services funded by the provision this bill does not constitute the provision of support to a minor for the purpose of determining whether a minor has been left without any provision of support, as described in current law, and further prohibits the receipt of services from preventing the minor from being adjudged a dependent of the court, as specified in current law.
- 24) Requires that grant funds be used to supplement existing levels of service, and prohibits grant funds from being used to supplant existing local, state, or federal funding.

EXISTING LAW:

- 1) Defines in federal regulations a "continuum of care" as the group organized to carry out the responsibilities specified by federal law related to coordinating housing and services funding of homeless individuals and families, and that is comprised of organizations, including nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social services

providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons, to the extent that these groups are represented within the geographic area and are available to participate. (24 Code of Federal Regulations 578.3)

- 2) Defines in federal law homeless children and youth as individuals who lack a fixed, regular, and adequate nighttime residence, and includes children and youths who are sharing the housing of other persons; children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings; children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and migratory children, as specified, who qualify as homeless because the children are living in certain circumstances. (42 United States Code 11301 *et seq.*)
- 3) Establishes a state advisory group pursuant to the Juvenile Justice and Delinquency Prevention Act of 1974 in order to identify existing programs dealing with runaway and homeless youth, develop a directory of service providers, and compile statistics on runaway and homeless youth, among other duties and responsibilities. (Welfare and Institutions Code [WIC] Sections 1785 and 1786, 42 USC 5601 *et seq.*)
- 4) Establishes a Homeless Coordinating and Financing Council with the goal of preventing and ending homelessness in California, and requires appointment of 15 members of the Council, each representing identified stakeholders. (WIC 8257 (a))
- 5) Requires the Housing First and Coordinating Council to collaborate with agencies and departments administering state programs created on or after July 1, 2017, to collaborate with the Council and adopt guidelines and regulations to incorporate core components of Housing First. (WIC 8256 (a))
- 6) Specifies that the Council shall have certain goals, including to set goals to prevent and end homelessness among California's youth, working to improve the safety, health, and welfare of young people experiencing homelessness in the state, and leading efforts to coordinate a spectrum of funding, policy, and practice efforts related to young people experiencing homelessness. (WIC 8257 (b))
- 7) Requires the Council to set specific, measurable goals aimed at preventing and ending homelessness among youth in the state, and defining outcome measures and gathering data related to the goals, and further requires the Council to coordinate with young people experiencing homelessness, the California Department of Social Services, and other appropriate state agencies to inform policy, practices, and programs. (WIC 8261 (a) and (b))
- 8) Establishes two homeless youth emergency pilot projects – in the counties of Los Angeles and San Francisco – to examine the conditions of and create a profile of homeless youth in order to provide for their emergency survival needs and to assist them in reunification with their parents or in finding a suitable home. (WIC 13700)
- 9) Requires homeless youth projects to provide services that include, but are not limited to: food and access to an overnight shelter, counseling to address immediate emotional crises or

problems, and linkage to other services offered by public and private agencies, among others. (WIC 13701)

- 10) Expands the emergency pilot projects to the counties of San Diego and Santa Clara and requires the Office of Criminal Justice Planning to issue grants to private, nonprofit agencies with a demonstrated record of success in the delivery of services to homeless youth, as specified. (WIC 13703)
- 11) Requires a mandated reporter to make a report to an agency whenever the mandated reporter has knowledge of or observes a child who has been the victim of child abuse or neglect, as specified. (Penal Code Section 11166)
- 12) Establishes a licensure category for runaway and homeless youth shelters to provide 24- hour nonmedical care and services to youth aged 12 to 17 who voluntarily enter the shelter up to a maximum of 21 days, under specified conditions. (Health and Safety Code Section 1502.35 (a))
- 13) Requires the State Controller to disburse specified funds from the Cannabis Tax Fund to specified entities related to the regulation of cannabis use and sales, and the evaluation of its impact on various aspects of society. (Revenue and Taxation Code [RTC] Section 34019)
- 14) Requires 60% of the balance of certain funds be deposited into the Youth Education, Prevention, Early Intervention and Treatment Account, and disbursed by the Controller to the State Department of Health Care Services (DHCS) for programs for youth that are designed to educate about and to prevent substance use disorders and to prevent harm from substance use. Requires DHCS to enter into interagency agreements with the State Department of Public Health and the State Department of Education to implement and administer these programs. (RTC 34019 (f))

FISCAL EFFECT: Unknown

COMMENTS:

Youth homelessness: The federal government defines a homeless youth as a minor younger than 18 or a young adult between the ages of 18 and 24 years old who is living individually without shelter. In December 2018, in its Annual Homeless Assessment Report (AHAR) to Congress, the U.S. Department of Housing and Urban Development (HUD) found that there were 36,361 unaccompanied homeless youth under the age of 25; in California, the count was 12,396 homeless youth, which accounts for one-third of the nation's homeless youth population.

Studies by the U.S. Administration on Children, Youth, and Families found that nearly 78% of homeless youth had at least one prior interaction with law enforcement, 62% of homeless youth had been arrested at least once, and nearly 44% had been in a juvenile detention center. The 2018 AHAR also determined that, nationwide, 33.9% of all unaccompanied youth are African American, 24.4% are Hispanic, and 60% of homeless youth are male.

Studies have also shown that the number of homeless youth who identify as LGBTQ is disproportionately high. Between 5% and 10% of the general youth population identify as LGBTQ, however LGBTQ youth comprise between 20% and 40% of the homeless youth population, with larger numbers of LGBTQ youth residing areas that offer LGBTQ-specific

supports, such as San Francisco and Los Angeles. Studies have also shown that between 31% and 46% of former foster youth had reported being homeless at least once by age 26, and that the odds of being homeless by 19 years old were higher for youth who: had run away more than once while in foster care; had experienced physical abuse prior to entering foster care; were placed in a group care setting; and had engaged in delinquent behaviors.

Effects of homelessness on youth: Youth who experience homelessness are at a higher risk for poorer health outcomes, including hepatitis, diabetes, sexually transmitted infections, influenza, and dental problems, among others. Fear of interaction with law enforcement, lack of health insurance, and concerns about confidentiality exacerbate these issues for young people experiencing homelessness. Homeless youth also experience mental health issues such as post-traumatic stress, depression, anxiety, and psychosis as a result from the stress of living and surviving on the streets. Studies also demonstrate that the rate of psychiatric disorders is twice as high among homeless youth as it is among youth who do not experience housing insecurity. Studies also show that between 70% and 90% of homeless youth engage in substance use, and many youth on the streets engage in “survival sex” in exchange for shelter and food, with studies indicating that nearly 1 in 5 homeless youth have participated in survival sex activities.

Legislative hearings: In October 2017, the Assembly and Senate Human Services Committees held a joint informational hearing on youth homelessness. The hearing focused on the increased rates of homelessness among California’s youth, the unique nature of the population, and the ways in which the federal and state governments are working to address the needs of this population. What emerged from the hearing was that the issue of homelessness among youth did not “belong” to any one entity within state government. While the California Department of Social Services, the Department of Housing and Community Development, Office of Emergency Services, and counties, among other entities, work collaboratively to address the needs of homeless youth, none of these entities is specifically charged with addressing the homeless youth crisis.

Homeless Coordinating and Financing Council: Established by SB 1380 (Mitchell), Chapter 847, Statutes of 2016, the Homeless Coordinating and Financing Council serves as a statewide facilitator and coordinator of services for homelessness. SB 1380 directed the Council to oversee the implementation of a Housing First model, which is the practice of quickly providing individuals experiencing homelessness with independent and permanent housing in a way that creates low or no barriers to that housing. The Council is also responsible for creating guidelines and regulations to identify resources, benefits, and services to prevent and end homelessness in California.

In 2018, SB 918 (Wiener), Chapter 841, Statutes of 2018, required the Council to assume additional responsibilities, including: setting goals to prevent and end homelessness among California’s youth; working to improve the safety, health, and welfare of young people experiencing homelessness in the state; and increasing system integration and coordinating efforts to prevent homelessness among youth who are currently or formerly involved in the child welfare or juvenile justice systems. SB 918 also required the Council to set and measure progress toward certain goals to prevent and end homelessness among youth by setting specific, measurable goals, and defining outcome measures and gathering data related to the goals.

Need for this bill: The provisions of this bill seek to further efforts aimed at addressing California’s homelessness crisis by focusing on homeless youth – a population that is often

overlooked. Due to the unique needs of homeless youth, specialized services and supports aimed at addressing their developmental, educational, and health needs are necessary. The provisions of this bill would require the Homeless Coordinating and Financing Council to develop and administer a grant program that would enable grant recipients to meet the various needs of youth experiencing homelessness.

According to the author, “California currently has over half of the nation’s youth experiencing homelessness. This alone illustrates that the state’s efforts in combatting youth homelessness are woefully inadequate. It is imperative that California invests in programs with appropriate supportive services. [This bill] will provide adequate funding so that the Homeless Coordinating and Financing Council can fulfill their mission by supporting local entities that will assist youth experiencing homelessness.”

PRIOR LEGISLATION:

SB 918 (Wiener), Chapter 841, Statutes of 2018, established the Homeless Youth Act of 2018 and required the Homeless Coordinating and Financing Council to take on additional responsibilities that were focused on addressing the needs of youth experiencing homelessness.

SB 1380 (Mitchell), Chapter 847, Statutes of 2016, established the Homeless Coordinating and Financing Council to serve as a statewide facilitator, coordinator, and policy development resource on ending homelessness.

AB 998 (Fong and Atkins) of 2013 would have created the California Interagency Council on Homelessness to perform various duties, including providing a state plan to respond to homelessness. AB 998 was held on the Assembly Appropriations Committee suspense file.

REGISTERED SUPPORT / OPPOSITION:

Support

California Coalition for Youth (Sponsor)
 Corporation for Supportive Housing (Sponsor)
 Equality California (Sponsor)
 Housing California (Sponsor)
 John Burton Advocates for Youth (Sponsor)
 Alliance for Children's Rights
 Aspiranet
 Bay Area Community Resources
 Bill Wilson Center
 California Alliance of Child and Family Services
 Center for Human Services
 Children Now
 CSU Bakersfield's Guardian Scholars Program
 Disability Rights California
 Episcopal Community Services of San Francisco
 Family Assistance Program
 Fastenau & Associates
 Hillside
 Home Start, Inc.

Imperial Valley Regional Occupational Program – Project ACE
Kamali'i Foster Family Agency
Kids In Common
Larkin Street Youth Services
Los Angeles LGBT Center
Mental Health America of California
National Center for Youth Law
Non-Profit Housing Association of Northern California
Public Counsel
Redwood Community Action Agency - Youth Services Bureau
County of Sacramento
Sacramento LGBT Community Center
Safe Place for Youth
San Bernardino City Unified School District
San Diego LGBT Community Center
San Diego Youth Development Office
San Diego Youth Services
St. Joseph Center
Tipping Point Community
TLC Child and Family Services
Trinity County Office of Education
Uplift Family Services
Urban Strategies Council
Wild Rivers Community Foundation
YMCA of San Diego County, Youth And Family Services
Youth Policy Institute

Opposition

None on file

Analysis Prepared by: Kelsy Castillo / HUM. S. / (916) 319-2089