



A Tale of Two Programs

The Status of Youth in the Rollout of
HHAP & Homekey During the Pandemic



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Introduction

Background on Homeless Youth

Youth are a significant yet commonly overlooked segment of the homeless population in California, representing 9 percent of the state's homeless population according to the 2019 California Point-in-Time (PIT) count.¹ Over the past three years, unaccompanied youth have averaged 10 percent of the total number of individuals experiencing homelessness in California.² While this level of homelessness is considerable, there is strong evidence that it does not represent the full extent of youth homelessness in California, with a recent national study finding that one in ten 18- to 24-year-olds experience an episode of homelessness over a one-year period.³

Despite this prevalence, homeless youth have not received a proportionate share of homelessness resources. The prioritization of chronic homelessness among adults by the U.S Department of Housing and Urban Development (HUD) has resulted in few youth being served: In 2019, just 2.6 percent of the homelessness beds in California were for unaccompanied homeless youth, far less than their representation in the homelessness population.⁴

Homeless youth have faced special challenges during the COVID-19 pandemic. Unlike most young adults, they are experiencing the pandemic without the financial and economic support of an extended family. An October 2020 study of youth experiencing homelessness found that COVID-19 is negatively impacting their ability to meet basic needs and obtain services. The most significant reported impacts were difficulty finding or keeping a job, accessing mental health services, getting enough food to eat and finding or keeping stable housing.⁵

Certain groups of youth are at greater risk of homelessness, including youth of color and youth who identify as LGBTQ. A national study conducted by the University of Chicago found that LGBTQ youth had a 120 percent higher risk of reporting homelessness, while African American youth had an 83 percent increased risk of having experienced homelessness over youth of other races, even when income and education were controlled. Latino youth were also more likely to report experiencing homelessness, with a 33 percent increased risk.⁶

Background on Recent Progress to Address Youth Homelessness

California has made important recent progress in addressing homelessness among youth. Each of the state's last three budgets have included significant investments to address homelessness, each with a specified "youth set-aside" to address youth homelessness. California's \$500 million Homeless Emergency Aid Program (HEAP), established in 2018, included a requirement that a minimum of 5 percent (\$25 million) of the funding be used to address youth homelessness. In 2019 and 2020, John Burton Advocates for Youth released two reports documenting how HEAP funds were being invested locally to address the needs of California's homeless youth. This research found that statewide, local jurisdictions were collectively investing 10.8 percent of HEAP funding to address youth homelessness, more than twice the minimum requirement.^{7, 8} The California Homeless Coordinating and Financing Council's Annual Funding Report released in February 2021 shows that as of September 30, 2020, unaccompanied youth account for 9.2 percent of people served by HEAP.⁹

This publication builds on this earlier research, analyzing the 2020 implementation of two state-administered programs to address homelessness and how these funds are being invested locally to address the needs of California's homeless youth: the Homeless Housing, Assistance and Prevention Program (HHAP) and Homekey.

Background on the Homeless Housing, Assistance and Prevention Program

The 2019-20 state budget included \$650 million to fund what became round one of HHAP, and building on the success of the youth set-aside in HEAP, required that a minimum of 8 percent (\$52 million) of the funding be used to address youth homelessness. HHAP is a block grant program designed to support regional coordination and expand or develop local capacity to address immediate homelessness challenges throughout the state. Like HEAP, HHAP is administered by the Homeless Coordinating and Financing Council (HCFC) within the California Business, Consumer Services and Housing Agency. In statute, HHAP funding is divided into three categories for distribution, although actual allocations differed and are described later in the report:

- ✓ The state’s 44 local homeless Continuums of Care (CoCs) were allocated \$190 million;
- ✓ The state’s 13 largest cities—those with populations of more than 300,000 people—were allocated \$275 million; and
- ✓ The state’s 58 counties were allocated \$175 million.

Each jurisdiction’s allocation was based on their region’s homeless PIT count with standards applied for minimum and maximum allocations.¹⁰

Eligible uses of HHAP funding fall into eight categories considered to be evidenced-based solutions that address and prevent homelessness among eligible populations:

1. Rental assistance and rapid rehousing;
2. Operating subsidies in new and existing affordable or supportive housing units, emergency shelters and navigation centers;
3. Landlord incentives including, but not limited to, security deposits and holding fees;
4. Outreach and coordination to assist vulnerable



- populations in accessing permanent housing and to promote housing stability in supportive housing, including access to job programs;
5. Systems support for activities necessary to create regional partnerships and maintain a homeless services and housing delivery system particularly for vulnerable populations including families and homeless youth;
6. Delivery of permanent housing and innovative housing solutions such as hotel and motel conversions;
7. Prevention and shelter diversion to permanent housing; and
8. New navigation centers and emergency shelters based on demonstrated need.

The 2020-21 state budget included an additional \$300 million to fund a second round of HHAP, which also included an 8 percent (\$24 million) youth set-aside. This publication is focused on round one of HHAP funding and does not provide information about this second round.

Background on Homekey

In response to the COVID-19 pandemic, California launched Project Roomkey, then subsequently Homekey to protect those experiencing homelessness who are at high risk for serious illness and are impacted by COVID-19. Project Roomkey was established in March 2020 to provide non-congregate shelter options for people experiencing homelessness. The Homekey Notice of Funding Availability (NOFA) was released July 16, 2020, as the next phase of COVID-19 homelessness response, with \$600 million of which \$550 million was derived from California's direct allocation of the federal Coronavirus Aid Relief Fund (CRF), and \$50 million from the State General Fund. An additional \$200 million in CRF funding was allocated in October 2020, along with \$46 million in philanthropic support, totaling \$846 million in Homekey funding.

Homekey was administered by the California Department of Housing and Community Development (HCD) in grants to local public entities, including cities, counties or other local public entities, including housing authorities or federally recognized tribal governments within California to purchase and rehabilitate housing, including hotels, motels, vacant apartment buildings, and other buildings and convert them into interim or permanent, long-term housing.

Homekey also allowed for other eligible uses, including the master leasing of properties.

The federal CRF funding was required to be expended by December 30, 2020, subject to the CRF expenditure guidelines. The \$50 million in State General Funds were required to be expended by June 30, 2022. HCD prioritized projects that could be occupied within 90 days from the date of acquisition and were permanent housing or would result in permanent housing.

As Homekey was not a formula-funded program, it was ultimately disbursed across the state's regions based on who applied for and was awarded the funding. In an attempt to facilitate equitable distribution of funding by region, HCD divided the state into eight regions, with each region having funding reserved on a time-limited basis during the "priority application" period, based on each region's proportionate share of the homeless population according to the 2019 PIT count and extremely low-income (ELI) renter households that are paying more than 50 percent of their income for rent.

This approach for administering Homekey funding did not include a strategy for ensuring or promoting the directing of funding toward youth-focused projects.

Report Methodology

Between December 2020 and February 2021, John Burton Advocates for Youth (JBAY) gathered information via an online survey and phone interviews from CoCs, counties and cities that received HHAP allocations about the services that were funded locally by the youth set-aside and what proportion of HHAP funding was being dedicated to serving homeless youth. Additionally, respondents were asked about whether any of the projects in their jurisdictions funded through Homekey served youth.

JBAY contacted 20 CoCs, nine cities and 17 counties that together received a total of 80 percent of all HHAP funding. Overall, this report contains findings gathered from CoCs that were collectively awarded 93 percent of the CoC HHAP funds, cities that were collectively awarded 88 percent of the large city HHAP funds and

counties that were collectively awarded 79 percent of county HHAP funds.

For those jurisdictions not represented in the group JBAY surveyed, HHAP applications available on the HCFC website were reviewed to gather information about intended use of HHAP funds and intended youth investment.

Lastly, JBAY analyzed award information for all 94 Homekey projects available on the HCD's website. This included summarizing project applications by region, award level, number of housing units created, service population, property type and the provision of supportive services. JBAY also analyzed the Notice of Funding Availability (NOFA) issued by HCD and conducted interviews with representatives in jurisdictions that have received Homekey funding.

Findings: Homeless Housing, Assistance and Prevention Program

Statewide, jurisdictions are collectively investing 10 percent of total HHAP funding in addressing homelessness among youth, above the required 8 percent.

In the first round of funding, a total of \$618 million in HHAP funding was allocated to 102 jurisdictions—39 CoCs, 14 large cities and 49 counties statewide, with \$32 million retained for state administration and technical assistance to local jurisdictions.[†] Of this total, jurisdictions have collectively invested or intend to invest \$62 million in addressing youth homelessness or 10 percent of the HHAP funding that was allocated. This is illustrated in Figure 1.

Counties are directing a larger share of HHAP funding to addressing youth homelessness than cities or CoCs.

As also shown in Figure 1, CoCs were allocated \$168.2 million in HHAP funds and collectively report investing or intending to invest \$13.9 million (8%) in youth. Large cities were allocated \$271.3 million and collectively report investing or intending to invest \$21.9 million (8%) in youth. Counties were allocated \$178.6 million and report investing or intending to invest \$26.3 million (15%) in youth, the highest proportion of the three jurisdiction types.

Appendices A, B and C document the investment of HHAP funds in addressing youth homelessness for each of California’s CoCs, large cities and counties, with the exception of jurisdictions that redirected their funding to a partner jurisdiction, whose data is included in Appendix D. For jurisdictions from which JBAY did not collect this information, the figures included in their HHAP application to the HCFC were used. Visit these appendices starting on page 17 for the following data:

- ✓ Total HHAP funding allocation;
- ✓ The amount of the required minimum 8 percent youth set-aside;
- ✓ The actual amount reported being invested in youth interventions;
- ✓ The percentage of total HHAP funds being invested in youth;
- ✓ For CoCs and large cities, the percentage of youth identified in each jurisdiction’s 2019 PIT count. For large cities, the PIT count was used for the CoC with which the city is aligned. Counties do not conduct PIT counts independent of their local CoCs, and because some counties span across multiple CoCs, PIT counts were not included for counties.

Figure 1: Total HHAP Allocation and Funding Being Invested in Youth by Jurisdiction Type

Jurisdiction Type	Total HHAP Allocation	Amount Being Invested in Youth	% Being Invested in Youth
Continuums of Care	\$168,160,157	\$13,927,937	8%
Large Cities	\$271,250,000	\$21,867,617	8%
Counties	\$178,589,843	\$26,255,676	15%
All Jurisdictions	\$618,000,000	\$62,051,230	10%

* The number of jurisdictions that were awarded HHAP funding differs from the total eligible jurisdictions. Five of the 44 eligible CoCs and eight of the 57 eligible counties redirected their allocations to partner jurisdictions, resulting in just 39 CoCs and 49 counties receiving funding. One city that was not initially identified as an eligible large city—Palm Springs—received a direct, predetermined allocation, bringing the total to 14 cities.

Rental assistance and rapid rehousing were the most prevalent interventions funded by the HHAP youth set-aside, followed by outreach and coordination.

Rental assistance and rapid rehousing were the most common intervention category funded by the HHAP youth set-aside, with 50 jurisdictions (59%) investing youth set-aside funding in this intervention. The second-most common category was outreach and coordination to assist vulnerable populations in accessing permanent housing and to promote housing stability in supportive housing, with 48 jurisdictions (56%) investing youth set-aside funding in this intervention. Figure 2 illustrates the percentage of jurisdictions that are utilizing at least a portion of their youth set-aside funding for each of the eight interventions. This data includes that of 85 jurisdictions which collectively received 92.5 percent of HHAP funding. One intervention is broken out into two

categories—(7) delivery of permanent housing and (9) innovative solutions such as hotel/motel conversion.

One-quarter of jurisdictions are investing more than the minimally required 8 percent in addressing homelessness among youth.

As shown in Figure 3, a total of 77 jurisdictions (75%) reported investing or intending to invest the required minimum (8%) in youth, and 25 jurisdictions (25%) reported investing or intending to invest more than the required minimum amount of funding in youth. Eight CoCs (21%), four cities (29%) and 13 counties (27%) exceeded the 8 percent youth set-aside. Figure 4 lists the jurisdictions that reported investing or intending to invest more than 8 percent of their HHAP funding in youth.

Figure 2: Percentage of Jurisdictions Utilizing HHAP Youth Set-Aside Funding for Each Eligible Use

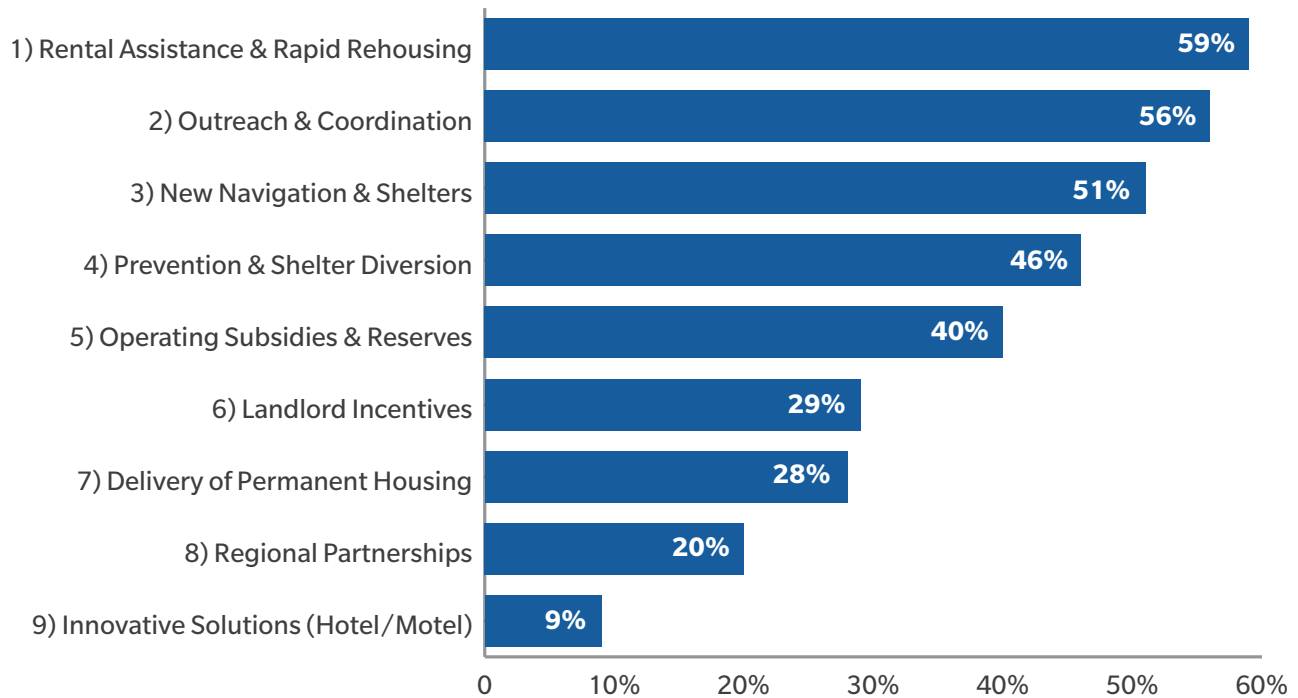


Figure 3: HHAP Youth Set-Aside Ranges

Proportion of HHAP Funding Being Invested in Youth	8%	8-10%	10-15%	15-20%	20+%
Number of Jurisdictions	77	15	8	1	1

Figure 4: Jurisdictions Investing More than 8 Percent in Youth

Jurisdiction		% Being Invested in Youth	\$ Being Invested in Youth	Total HHAP Funding
Continuums of Care	Long Beach	9.00%	\$200,000	\$2,231,142
	Mendocino County	8.10%	\$75,000	\$924,734
	Merced City & County	12.60%	\$90,000	\$716,227
	Nevada County	10.40%	\$52,000	\$500,000
	Northern California*	10.60%	\$168,008	\$1,589,129
	San Francisco	8.10%	\$766,687	\$9,465,272
	San Jose/Santa Clara City & County	8.30%	\$950,000	\$11,433,719
	Santa Rosa, Petaluma/Sonoma County	17.30%	\$600,120	\$3,476,293
Large Cities	Long Beach	8.60%	\$400,000	\$4,650,605
	Oakland	8.10%	\$1,600,000	\$19,697,548
	San Francisco	8.10%	\$1,598,087	\$19,729,469
	San Jose	8.40%	\$2,000,000	\$23,832,511
Counties	Alameda	8.80%	\$1,595,109	\$18,204,668
	Butte	9.90%	\$284,647	\$2,872,988
	Contra Costa	14.00%	\$729,172	\$5,208,142
	Del Norte	9.60%	\$19,308	\$200,806
	Los Angeles	12.40%	\$8,000,000	\$64,319,071
	Mendocino	8.20%	\$70,000	\$856,700
	Modoc	11.60%	\$634	\$5,457
	Nevada	10.60%	\$48,000	\$452,905
	San Benito	10.00%	\$30,885	\$308,849
	San Diego	93.50%	\$9,342,666	\$9,996,652
	San Francisco	8.10%	\$710,281	\$8,768,897
	Shasta	10.50%	\$95,000	\$902,536
	Ventura	8.40%	\$153,590	\$1,821,442

* Northern California Continuum of Care includes Redding/Shasta, Siskiyou, Lassen, Plumas, Del Norte, Modoc & Sierra Counties

Received redirected HHAP funds from a partner jurisdiction

SPOTLIGHT: SAN DIEGO

The County of San Diego is utilizing the vast majority of their HHAP funding on youth programming. A total of \$9.3 million—93.5 percent of their nearly \$10 million HHAP allocation is being used to implement the *Foster or Parenting Youth Initiative* to provide longitudinal care coordination and housing for foster and parenting homeless youth who do not qualify for other housing efforts in the county, and who may be newly homeless. The need for this initiative was identified through San Diego’s Coordinated Community Plan, developed with input from Child Welfare Services, the Probation Department, Integrative Services and Behavioral Health Services, as part of the Youth Homeless Demonstration Program (YHDP), a \$7.94 million grant secured by San Diego City and County CoC from the U.S. Department of Housing and Urban Development (HUD). San Diego is just one of three CoCs in California that has been awarded the YHDP grant by HUD.

Jurisdictions located in the Greater Bay Area/Coastal and the Mountain regions of California were more likely to exceed the 8 percent youth set-aside.

As shown in Figure 5, the California region with the highest proportion of jurisdictions exceeding the 8 percent youth set-aside is the Mountain region, although this region received just 2 percent of statewide HHAP funding. Nearly one in three (31%) jurisdictions in the Mountain region exceeded the 8 percent youth set-aside. Second to the Mountain region is the Greater Bay Area/Coastal region, which encompasses both the San Francisco Bay Area and the California Coast and received 26 percent of statewide HHAP funding. One in four (25%) jurisdictions in this region exceeded the 8 percent youth set-aside. The Southern region received the majority of statewide HHAP funding and one in five (20%) jurisdictions in this region exceeded the 8 percent youth set-aside.

Figure 5: Proportion of Jurisdictions by Region That Exceeded 8 Percent Youth Set-Aside¹

Region	Counties Included*	Proportion of Jurisdictions Exceeding 8% Min. Youth Set Aside
Greater Bay Area/Coastal	Alameda, Contra Costa, Marin, Mendocino, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma	25%
Central Valley	Fresno, Kern, Kings, Madera, Mariposa, Merced, San Joaquin, San Luis Obispo, Santa Barbara, Stanislaus, Tulare, Ventura	10%
Northern	Butte, Colusa, Del Norte, Glenn, Humboldt, Lake, Lassen, Modoc, Plumas, Shasta, Siskiyou, Sutter, Tehama, Trinity, Yuba	18%
Mountain	Alpine, Amador, Calaveras, El Dorado, Inyo, Mono, Nevada, Placer, Sacramento, Sierra, Tuolumne, Yolo	31%
Southern	Imperial, Los Angeles, Orange, Riverside, San Bernardino, San Diego	20%

* While this regional breakdown is county-based, CoCs and cities located in these counties are included along with the county itself, in the data.

Of the 12 CoCs with the highest proportion of homeless youth, just two directed more than the 8 percent minimum to address youth homelessness.

Of the 12 CoC regions with the highest proportion of homeless youth within their region’s homeless population, just two CoCs exceeded the 8 percent youth set-aside. Santa Rosa/Petaluma/Sonoma County CoC significantly exceeded the 8 percent youth set-aside, investing 17.26 percent of HHAP funding in addressing youth homelessness, and San Francisco City and County CoC just slightly exceeded the 8 percent youth set-aside, investing 8.10 percent in youth. (Figure 6)

Thirteen jurisdictions collaborated to address regional housing needs.

Jurisdictions had the option to apply jointly for HHAP funds and redirect their funding to a partner jurisdiction. A total of 13 jurisdictions—five CoCs and eight counties redirected their funding which totaled \$19.5 million. Nine jurisdictions—four CoCs and five counties collectively received this redirected funding. No large cities redirected their funding or received redirected funding. Visit Appendix D for a list of the jurisdictions that redirected their HHAP funding and the recipient jurisdictions.

Figure 6: Regions with Highest 2019 Homeless Point-in-Time Counts

Continuums of Care with Highest % of Homeless Youth	% Homeless Population That Are Unaccompanied Youth (2019 PIT) Count	% HHAP Funding Being Invested in Youth
Watsonville/Santa Cruz City and County	29%	8.00%
Santa Rosa/Petaluma/Sonoma County	23%	17.26%
San Jose/Santa Clara City and County	20%	8.00%
El Dorado County	19%	8.00%
Vallejo/Solano County	19%	8.00%
San Francisco City and County	15%	8.10%
Alpine, Inyo, Mono County	14%	8.00%
Salinas/Monterey, San Benito Counties	12%	8.00%
San Luis Obispo	12%	8.00%
Marin County	11%	8.00%
Riverside City and County	11%	8.00%
Oakland, Berkeley/Alameda County	9%	<i>Redirected funds</i>

* While this regional breakdown is county-based, CoCs and cities located in these counties are included along with the county itself, in the data.

Findings: Homekey

Less than 1 percent (0.6%) of Homekey funding supported projects explicitly serving youth experiencing homelessness.

As noted in Figure 7, just 0.6 percent of total Homekey funds—two out of 94 funded projects—were described as serving homeless youth. This included two projects, one in Riverside County to serve LGBTQ youth and a second in the City of El Centro to serve Imperial Valley College students who are transition-age youth experiencing homelessness or exiting foster care. The service population that was awarded the greatest level of funding was individuals who are homeless or at risk of homelessness (78.8%), followed by families experiencing or at risk of homelessness (3.8%), and the elderly (3.2%).

Figure 7: Percentage of Homekey Funding Awarded for Each Service Population

Service Population	% of Homekey Funding Received
Individuals who are homeless or at risk of homelessness	78.8%
Service population not specified	9.6%
Families experiencing or at risk of homelessness	3.8%
Elderly	3.2%
Women and children escaping unsafe housing situations	1.2%
Veterans	1.1%
Individuals with disabilities or who are medically compromised	1.1%
Tribal members	0.7%
Youth experiencing homelessness	0.6%



The most commonly funded Homekey project was hotel and motel acquisition, rehabilitation and/or conversion.

As shown in Figure 8, more than six out of 10 (62%) of the 94 projects funded by Homekey included acquisition, rehabilitation and/or conversion of hotels and/or motels into interim or permanent housing. The second most commonly funded Homekey project was acquisition, rehabilitation and/or conversion of other sites and assets. This includes apartments, homes, adult residential facilities, residential care facilities for the elderly, manufactured housing, and other buildings with existing residential uses that could be converted to permanent or interim housing. One in three (33%) projects took this approach. Two percent of Homekey projects included master leasing of properties and 3 percent were unspecified in their application to HCD.

More than one in four Homekey projects included the provision of supportive services.

While providing services was not an eligible use of Homekey funding, more than one in four (29%) projects awarded Homekey funding included the provision of supportive services by drawing on additional funding sources, including other state-administered funding such as HHAP as well as private philanthropic funding. This includes the City of Oakland which was awarded \$8,788,577 to create 80 units of scattered site housing with supportive services and the City of Sacramento which was awarded \$4,116,000 to create 38 units of manufactured housing for women and children escaping unsafe housing or experiencing homelessness with supportive services. (Figure 9)

Figure 8: Percentage of Homekey Projects Utilizing Each Type of Housing Intervention

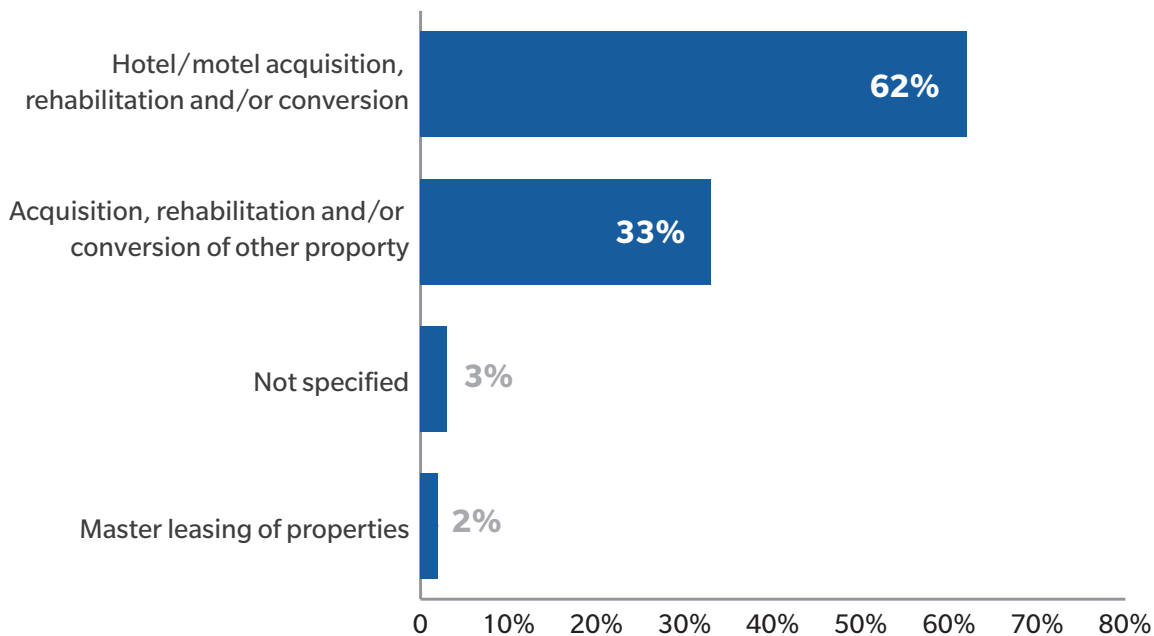


Figure 9: Homekey Projects That Included Supportive Services

	# of Homekey Projects	% of Homekey Projects
Provision of Supportive Services Indicated	27	29%
Provision of Supportive Services Not Indicated	67	71%

HCD’s approach to achieving regional equity with Homekey funding was effective and a potential model for ensuring projects serving youth are included.

As Homekey was not a formula-funded program, it was ultimately disbursed across the state’s regions based on who applied for and was awarded the funding. In an attempt to facilitate equitable distribution of funding by region, HCD divided the state into eight regions, with each region having funding reserved on a time-limited basis during the “priority application” period, based on each region’s proportionate share of the homeless population according to the 2019 PIT count and ELI renter households that are paying more than 50 percent of their income for rent. This approach essentially established “set-aside” funding and could be employed to establish a youth set-aside in future Homekey funding.

Figure 10 shows each region as divided by HCD (column A), along with the amount of funding that was reserved for that region during the priority period (column B), and its proportion of the total reserved allocation (column C). The figure compares this reserved proportion to the actual amount of funding awarded to projects in that region (column D) and the region’s proportion of total Homekey funding (column E). In comparing columns C and E, with the exception of the Bay Area region, the overall funding is generally aligned with the proportions reserved for each of the eight regions with no more than a 4 percentage point difference. The Bay Area region was awarded a proportion of statewide funding that is 12 percentage points higher than its reserved allocation. This may be due to the higher cost of housing in the San Francisco Bay Area region.

Figure 10: Regional Distribution of Homekey Funding

A.	B.	C.	D.	E.
Region (as Divided by HCD)	Amount of Funding Reserved During Priority Period	% of Statewide Priority Period Funding	Total Amount of Homekey Awards	% of Homekey Funding Statewide
Los Angeles	\$176,260,600	37%	\$273,294,900	33%
Bay Area	\$99,419,422	21%	\$280,760,457	33%
Southern California (w/o LA)	\$60,630,044	13%	\$75,620,043	9%
San Joaquin Valley	\$35,986,309	8%	\$67,842,353	8%
Central Coast	\$21,846,466	5%	\$27,549,157	3%
Sacramento Area	\$27,409,175	6%	\$42,602,617	5%
San Diego	\$30,207,581	6%	\$37,690,283	4%
Balance of State	\$18,640,403	4%	\$32,741,368	4%
Total	\$470,400,000	100%	\$838,101,178	100%

Homekey did not fund homeless youth projects in regions with the highest numbers of homeless youth.

While HCD’s priority period addressed regional equity, it did not include an approach to facilitate proportionate funding investment in serving youth. Homekey funds were not awarded in all parts of the state with high rates of youth homelessness. As noted in Figure 11, of the 10 jurisdictions with the highest levels of homelessness among unaccompanied youth, one jurisdiction did not have any Homekey projects funded (Watsonville/Santa Cruz City and County), and just one described their service population as youth (Riverside City and County).



Figure 11: Homekey Funding Award Status for the 10 Jurisdictions with the Highest Levels of Youth Homelessness

Continuums of Care with the Highest Levels of Youth Homelessness	# of Homeless Unaccompanied Youth: 2019 PIT¹²	Received Homekey Funding?	Youth Specified as Service Population
Riverside City and County	297	Yes	Yes
Salinas/Monterey, San Benito Counties	333	Yes	No
Sacramento City and County	430	Yes	No
Watsonville/Santa Cruz City and County	625	No	N/A
Santa Rosa/Petaluma/Sonoma County	666	Yes	No
San Diego County	675	Yes	No
Oakland/Alameda County	751	Yes	No
San Francisco City and County	1,189	Yes	No
San Jose/Santa Clara City and County	1,926	Yes	No
Los Angeles City and County	3,389	Yes	No

Recommendations

Include a youth set-aside in all future state investments in addressing homelessness, including Homekey.

Of the 102 jurisdictions that received HHAP funding, one-quarter (25%) are investing more than the required minimum 8 percent in addressing youth homelessness. In total, 10 percent of HHAP funding statewide is being invested in youth.

While this demonstrates an interest in ensuring youths' needs are addressed, it is clear that without an explicit youth set-aside, youth are not served: The level of Homekey funding awarded to projects explicitly serving youth was 15 times less than their representation in the population of homeless individuals, just 0.6% as compared to 9%. This lack of proportionate investment in unaccompanied homeless youth mirrors what has historically occurred at the federal level, where the prioritization of chronic homelessness among adults has resulted in few youth being served: In 2019, just 2.6% of the homelessness beds in California were for unaccompanied homeless youth, despite the fact that in 2019 youth made up 9% of homeless individuals in California.

Governor Newsom has proposed to invest \$750 million in Homekey in the 2021-22 state budget, according to his January proposal. It is critical that as in HHAP, youth are included in this investment.

Require 10 percent of state homelessness funds address youth homelessness.

Over a three-year average, homeless unaccompanied youth make up 10 percent of California's homeless population—and this data comes from the PIT count, which was designed to measure one kind of homelessness: adult, chronic homelessness.¹³ In 2017, the *Voices of Youth Count* survey highlighted the severe

undercounting of homeless youth resulting from the annual PIT count, which only began including youth in 2015. The study concluded that nationally, over a 12-month period, one in 30 minors (approximately 700,000) and one in 10 (3.5 million) young adults ages 18 to 25 experienced homelessness. These figures are considerably higher than the number of unaccompanied youth in the 2017 PIT count, which found that there were 4,789 unaccompanied homeless minors and 36,010 unaccompanied homeless youth ages 18 to 24.

It is clear from both HEAP and HHAP that 10 percent is a reasonable proportion of homelessness funding to invest in youth. While HEAP and HHAP included youth set-asides that were less than 10 percent (5% and 8%, respectively), jurisdictions report collectively dedicating at least 10 percent of HEAP and round one of HHAP to youth statewide (10.7% and 10%, respectively).

“The youth set-aside was absolutely critical...We were able to achieve a 40% reduction in youth homelessness from 2019-2020 because of it.”

–CoC representative

“We had an almost shovel-ready project that we'd been envisioning for years and were finally able to move forward with the dedicated funding for youth.”

–County representative

Utilize the same approach taken to facilitate regional proportionality in Homekey funding to establish the Homekey youth set-aside.

The federal CRF portion of Homekey funds were required to be spent during the calendar year—by December 30, 2020. As a result of this severely expedited timeline, HCD administered the funding by awarding funds to jurisdictions that applied and were prepared to quickly utilize the funds. While this approach was procedurally effective, it risked inequitable or disproportionate distribution of funding, relative to regional proportions of homelessness. To remedy this, HCD developed a strategy of setting aside funding for each region, based on their share of the homeless population according to the 2019 PIT count and ELI renter households that are paying more than 50 percent of their income for rent.

Given the effectiveness of this approach in facilitating equitable distribution of funds across regions, this same approach could be adopted for youth, with 10 percent of Homekey funding set aside for a priority period during which the funding would be reserved for projects applying to serve youth experiencing homelessness.

“Without the set-aside, we’d still be trying to patch together resources.”

–County representative

Prioritize Homekey funding for jurisdictions with high levels of youth homelessness.

In addition to low overall rates of funding directed to unaccompanied homeless youth, Homekey funds were not awarded in all parts of the state with high rates of youth homelessness. Of the 10 jurisdictions with the highest levels of youth homelessness, one did not receive any Homekey funding (Watsonville/ Santa Cruz City and County). To remedy this, HCD’s application scoring process should prioritize jurisdictions with high levels of youth homelessness by awarding additional points for applicants from these regions.

“We used county general fund dollars for a previous [youth] program, but we would have had to wind it down if it hadn’t been for the new allocation of dedicated funds.”

–County representative

Expand Homekey’s eligible uses to include supportive services for youth.

For many people experiencing homelessness it is important that services are provided along with housing supports. More than one in four (29%) projects awarded Homekey funding included the provision of supportive services by drawing on additional funding sources. Homekey’s eligible uses should be broadened to include the provision of supportive services in order to provide case management and assistance with substance abuse, mental health, education and employment, connection to public benefits, and other services to facilitate retaining housing and gaining self-sufficiency.

For youth, the addition of supportive services as an eligible use of Homekey funds is particularly important. Unlike adults for whom there are multiple sources of HUD funding to address homelessness in addition to state-funded programs, federal funding for services for homeless youth is extremely limited, and therefore the opportunity to braid Homekey funding with existing programs to offer services is less accessible for projects serving youth.

Provide technical assistance to educate homeless youth providers about Homekey funding and to help them apply.

Given the range of eligible uses, Homekey could play an important role in addressing youth homelessness in California if Homekey-funded projects intended youth as their service population. HCD should provide technical assistance to local jurisdictions to increase awareness about the potential use of Homekey for serving youth experiencing homelessness. Providers serving youth experiencing homelessness should partner with their local cities, counties or other public entities to apply for Homekey funding to serve youth. Many existing programs serving youth utilize master leasing of scattered site housing, an eligible use of Homekey funding.

While supportive services are a key element of any successful program for unaccompanied homeless youth and are not currently an eligible use of Homekey funding, as previously stated, 29 percent of Homekey-funded projects included the provision of supportive services by drawing on additional funding sources. A similar approach could be taken in Homekey projects serving unaccompanied homeless youth. Although funding for addressing youth homelessness is limited compared to the many federal and state funding streams geared toward adults, there are a handful of state resources to draw upon to fund supportive services: the county-administered Transitional Housing Program-Plus; the Transitional Housing Program administered by HCD; HHAP, administered by the HCFC; and the Homeless Youth Emergency Services and Housing Program administered by the Office of Emergency Services.

“For our city, unsheltered youth will always be a priority, but having the set-aside keeps it at the top of the agenda.”

–City representative



“We only wish that the commitment to youth was made permanent. As it is, we’re still worrying about how to sustain these effective programs into the future.”

–County representative

Establish ongoing funding to address youth homelessness.

While one-time investments in addressing youth homelessness are significant steps forward, they do not eliminate the need for a permanent source of funding for addressing youth homelessness at the state level. Ongoing funding is needed to support a continuum of programming for homeless youth across the state, including shelter, rapid rehousing and permanent supportive housing. One such approach is that of the Bring California Home Campaign which calls for California to annually invest \$2.4 billion in new funding for solutions to homelessness and requires that at least 10 percent of funding is invested in addressing youth homelessness.

Appendix A

Total HHAP Youth Investments: Continuums of Care

Continuum of Care	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Actual \$ Dedicated to Youth	Actual % Dedicated to Youth	Allocation Exceeded Minimum	% Youth in 2019 PIT Count	% Allocated Matched / Exceeded % Youth in PIT Count
Alpine, Inyo, Mono Counties	\$733,546	\$58,684	\$58,685	8.00%		2%	✓
Amador, Calaveras, Mariposa, Tuolumne Counties	\$1,917,595	\$153,408	\$153,408	8.00%		6%	✓
Bakersfield/Kern County	\$1,566,747	\$125,340	\$125,340	8.00%		7%	✓
Colusa, Glenn, Trinity Counties	\$500,000	\$40,000	\$40,000	8.00%		3%	✓
Davis, Woodland/Yolo County	\$771,593	\$61,727	\$61,727	8.00%		5%	✓
El Dorado County	\$722,117	\$57,769	\$57,769	8.00%		19%	
Fresno City & County/ Madera County	\$2,954,437	\$236,355	\$236,355	8.00%		4%	✓
Glendale	\$500,000	\$40,000	\$40,000	8.00%		2%	✓
Humboldt County	\$2,004,965	\$160,397	\$160,397	8.00%		5%	✓
Imperial County	\$3,206,581	\$256,527	\$256,527	8.00%		5%	✓
Lake County	\$500,000	\$40,000	\$40,000	8.00%		1%	✓
Long Beach	\$2,231,142	\$178,491	\$200,000	9.00%	✓	2%	✓
Los Angeles City & County	\$66,271,041	\$5,301,683	\$5,301,683	8.00%		5%	✓
Marin County	\$1,218,057	\$97,445	\$97,445	8.00%		10%	
Mendocino County	\$924,734	\$73,979	\$75,000	8.10%	✓	6%	✓
Merced City & County	\$716,227	\$57,298	\$90,000	12.60%	✓	3%	✓
Nevada County	\$500,000	\$40,000	\$52,000	10.40%	✓	7%	✓
Oakland, Berkeley/ Alameda County	\$9,449,958	\$755,997	\$755,997	8.00%		9%	
Oxnard, San Buenaventura/ Ventura County	\$1,966,091	\$157,287	\$157,513	8.00%		5%	✓
Pasadena	\$638,479	\$51,078	\$51,078	8.00%		5%	✓
Northern California*	\$1,589,129	\$127,130	\$168,008	10.60%	✓	7%	✓
Riverside City & County	\$3,311,373	\$264,910	\$264,910	8.00%		10%	

Continuum of Care	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Actual \$ Dedicated to Youth	Actual % Dedicated to Youth	Allocation Exceeded Minimum	% Youth in 2019 PIT Count	% Allocated Matched / Exceeded % Youth in PIT Count
Roseville, Rocklin/Placer County	\$726,829	\$58,146	\$58,146	8.00%		4%	✓
Sacramento City & County	\$6,550,887	\$524,071	\$524,071	8.00%		7%	✓
Salinas/Monterey, San Benito Counties	\$3,185,326	\$254,826	\$254,826	8.00%		6%	✓
San Bernardino City & County	\$3,071,060	\$245,685	\$245,685	8.00%		12%	
San Diego City & County	\$10,790,528	\$863,242	\$863,242	8.00%		8%	✓
San Francisco	\$9,465,272	\$757,222	\$766,687	8.10%	✓	14%	
San Jose/Santa Clara City & County	\$11,433,719	\$914,698	\$950,000	8.30%	✓	19%	
San Luis Obispo County	\$1,746,982	\$139,759	\$139,759	8.00%		12%	
Santa Ana, Anaheim/Orange County	\$8,081,116	\$646,489	\$646,489	8.00%		3%	✓
Santa Maria/Santa Barbara County	\$2,123,943	\$169,915	\$169,915	8.00%		5%	✓
Santa Rosa, Petaluma/Sonoma County	\$3,476,293	\$278,103	\$600,120	17.30%	✓	22%	
Stockton/San Joaquin County	\$3,099,332	\$247,947	\$247,947	8.00%		4%	✓
Tehama County	\$500,000	\$40,000	\$40,000	8.00%		6%	✓
Turlock, Modesto/Stanislaus County	\$2,265,304	\$181,224	\$181,224	8.00%		5%	✓
Vallejo/Solano County	\$1,355,884	\$108,471	\$108,475	8.00%		18%	
Visalia/Kings, Tulare Counties	\$2,141,746	\$171,340	\$171,340	8.00%		6%	✓
Watsonville/Santa Cruz City & County	\$2,552,737	\$204,219	\$204,219	8.00%		28%	
Yuba City & County/Sutter County	\$849,342	\$67,947	\$67,947	8.00%		5%	✓
TOTAL	\$168,160,157	\$13,452,813	\$13,927,937	8.28%	8	—	29

* Northern California Continuum of Care includes Redding/Shasta, Siskiyou, Lassen, Plumas, Del Norte, Modoc & Sierra Counties

Received redirected HHAP funds from a partner jurisdiction

Appendix B

Total HHAP Youth Investments: Large Cities

Large Cities	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Actual \$ Dedicated to Youth	Actual % Dedicated to Youth	Allocation Exceeded Minimum	% Youth in 2019 PIT Count	% Allocated Matched/ Exceeded % Youth in PIT Count
Anaheim	\$8,422,163	\$673,773	\$673,773	8.00%		4%	✓
Bakersfield	\$3,265,737	\$261,259	\$261,259	8.00%		8%	✓
Fresno	\$6,158,246	\$492,660	\$495,000	8.00%		5%	✓
Long Beach	\$4,650,605	\$372,048	\$400,000	8.60%	✓	3%	✓
Los Angeles	\$117,562,500	\$9,405,000	\$9,405,000	8.00%		7%	✓
Oakland	\$19,697,548	\$1,575,804	\$1,600,000	8.10%	✓	9%	
Palm Springs	\$10,000,000	\$800,000	\$800,000	8.00%		10%	
Riverside	\$6,902,245	\$552,180	\$552,180	8.00%		10%	
Sacramento	\$13,654,708	\$1,092,377	\$1,092,377	8.00%		7%	✓
San Diego	\$22,491,840	\$1,799,347	\$1,799,347	8.00%		12%	
San Francisco	\$19,729,469	\$1,578,358	\$1,598,087	8.10%	✓	14%	
San Jose	\$23,832,511	\$1,906,601	\$2,000,000	8.40%	✓	22%	
Santa Ana	\$8,422,163	\$673,773	\$673,773	8.00%		4%	✓
Stockton	\$6,460,265	\$516,821	\$516,821	8.00%		4%	✓
TOTAL	\$271,250,000	\$21,700,00	\$21,867,617	8.06%	4	-	8

Appendix C

Total HHAP Youth Investments: Counties

Counties	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Actual \$ Dedicated to Youth	Actual % Dedicated to Youth	Allocation Exceeded Minimum
Alameda	\$18,204,668	\$1,456,373	\$1,595,109	8.80%	✓
Butte	\$2,872,988	\$229,839	\$284,647	9.90%	✓
Colusa	\$61,115	\$4,889	\$4,903	8.00%	
Contra Costa	\$5,208,142	\$416,651	\$729,172	14.00%	✓
Del Norte	\$200,806	\$16,064	\$19,308	9.60%	✓
El Dorado	\$668,990	\$53,519	\$53,519	8.00%	
Fresno	\$2,325,640	\$186,051	\$186,051	8.00%	
Glenn	\$62,206	\$4,976	\$4,978	8.00%	
Humboldt	\$1,857,457	\$148,597	\$148,597	8.00%	
Kern	\$1,451,479	\$116,118	\$116,118	8.00%	
Kings	\$272,834	\$21,827	\$21,827	8.00%	
Lake	\$445,266	\$35,621	\$35,622	8.00%	
Lassen	\$50,202	\$4,016	\$4,016	8.00%	
Los Angeles	\$64,319,071	\$5,145,526	\$8,000,000	12.40%	✓
Madera	\$411,434	\$32,915	\$33,000	8.00%	
Marin	\$1,128,443	\$90,275	\$90,275	8.00%	
Mendocino	\$856,700	\$68,536	\$70,000	8.20%	✓
Merced	\$663,533	\$53,083	\$53,083	8.00%	
Modoc	\$5,457	\$437	\$634	11.60%	✓
Monterey	\$2,642,128	\$211,370	\$211,370	8.00%	
Napa	\$851,411	\$68,113	\$68,115	8.00%	
Nevada	\$452,905	\$36,232	\$48,000	10.60%	✓
Orange	\$7,486,576	\$598,926	\$598,926	8.00%	
Placer	\$673,355	\$53,868	\$53,869	8.00%	

Counties	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Actual \$ Dedicated to Youth	Actual % Dedicated to Youth	Allocation Exceeded Minimum
Plumas	\$50,202	\$4,016	\$4,020	8.00%	
Riverside	\$3,067,750	\$245,420	\$245,420	8.00%	
Sacramento	\$6,068,928	\$485,514	\$485,515	8.00%	
San Benito	\$308,849	\$24,708	\$30,885	10.00%	✓
San Bernardino	\$2,845,117	\$227,609	\$227,609	8.00%	
San Diego	\$9,996,652	\$799,732	\$9,342,666	93.50%	✓
San Francisco	\$8,768,897	\$701,512	\$710,281	8.10%	✓
San Joaquin	\$2,871,309	\$229,705	\$229,705	8.00%	
San Luis Obispo	\$1,618,454	\$129,476	\$129,476	8.00%	
San Mateo	\$3,431,246	\$274,500	\$274,500	8.00%	
Santa Barbara	\$1,967,682	\$157,415	\$157,415	8.00%	
Santa Clara	\$10,592,522	\$847,402	\$850,000	8.00%	
Santa Cruz	\$2,364,929	\$189,194	\$189,195	8.00%	
Shasta	\$902,536	\$72,203	\$95,000	10.50%	✓
Sierra	\$13,096	\$1,048	\$1,049	8.00%	
Siskiyou	\$249,916	\$19,993	\$20,000	8.00%	
Solano	\$1,256,130	\$100,490	\$100,490	8.00%	
Sonoma	\$3,220,537	\$257,643	\$257,643	8.00%	
Stanislaus	\$2,098,642	\$167,891	\$167,891	8.00%	
Sutter	\$319,762	\$25,581	\$25,581	8.00%	
Tehama	\$314,305	\$25,144	\$25,145	8.00%	
Trinity	\$86,216	\$6,897	\$6,900	8.00%	
Ventura	\$1,821,442	\$145,715	\$153,590	8.40%	✓
Yolo	\$714,826	\$57,186	\$57,186	8.00%	
Yuba	\$467,092	\$37,367	\$37,375	8.00%	
TOTAL	\$178,589,843	\$14,287,183	\$26,255,676	14.70%	13

Received redirected HHAP funds from a partner jurisdiction

Appendix D

Jurisdictions Redirecting HHAP Funds & Recipient Jurisdictions

Jurisdiction	Total Round 1 HHAP Funding	Minimum 8% Youth Set-Aside	Redirected to:
Chico, Paradise/Butte County CoC	\$1,491,355	\$119,308	Butte County
Daly City/San Mateo County CoC	\$1,781,144	\$142,492	San Mateo County
Napa City & County CoC	\$500,000	\$40,000	Napa County
Oakland, Berkeley/Alameda County CoC	\$9,449,958	\$755,997	Alameda County
Richmond/Contra Costa County CoC	\$2,703,522	\$216,282	Contra Costa County
Amador County	\$233,546	\$18,684	Alpine, Inyo, Mono Counties CoC
Calaveras County	\$202,989	\$16,239	Amador, Calaveras, Mariposa, Tuolumne Counties CoC
Imperial County	\$1,542,060	\$123,365	Imperial County CoC
Inyo County	\$158,244	\$12,660	Alpine, Inyo, Mono Counties CoC
Mariposa County	\$65,480	\$5,238	Amador, Calaveras, Mariposa, Tuolumne Counties CoC
Mono County	\$75,302	\$6,024	Alpine, Inyo, Mono Counties CoC
Tulare County	\$888,349	\$71,068	Visalia/Kings, Tulare Counties CoC
Tuolumne County	\$420,165	\$33,613	Visalia/Kings, Tulare Counties CoC
TOTAL REDIRECTED FUNDS	\$19,512,114	\$1,560,969	

Endnotes

- 1** U.S. Department of Housing and Urban Development. [2019 Point-in-Time count survey: California](#) (includes “Unaccompanied Youth” and “Parenting Youth,” which are captured as separate and distinct populations)
- 2** U.S. Department of Housing and Urban Development. [2019](#), [2018](#) and [2017](#) Point in Time Count Surveys (includes “Unaccompanied Youth” and “Parenting Youth,” which are captured as separate and distinct populations)
- 3** Morton, M.H., Dworsky, A., Matjasko, J.L., Curry, S.R., Schlueter, D., Chávez, R. & Farrell, A.F. (2018, January). Prevalence and correlates of youth homelessness in the United States. *Journal of Adolescent Health*, 62(1), 14-21. <https://www.sciencedirect.com/science/article/pii/S1054139X17305037>
- 4** U.S. Department of Housing and Urban Development. 2019 Continuum of Care Homeless Assistance Programs, [Housing Inventory Count Report](#).
- 5** Joan S. Tucker, Elizabeth J. D’Amico, Eric R. Pedersen, Rick Garvey, Anthony Rodriguez, David J. Klein (2020, August 10). Behavioral Health and Service Usage During the COVID-19 Pandemic Among Emerging Adults Currently or Recently Experiencing Homelessness. *Journal of Adolescent Health*, 67(4), 603-605. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7417157/>
- 6** Morton, M.H., Dworsky, A., & Samuels, G.M. (2017). Missed opportunities: Youth homelessness in America. National estimates. Chicago, IL: Chapin Hall at the University of Chicago. <https://voicesofyouthcount.org/wp-content/uploads/2017/11/VoYC-National-Estimates-Brief-Chapin-Hall-2017.pdf>
- 7** John Burton Advocates for Youth. “Youth Homelessness in California: What Impact Has the Five Percent Youth Set-Aside in the Homeless Emergency Aid Program Had so Far?” (2019). <https://www.jbaforyouth.org/heap-youth-2019/>
- 8** John Burton Advocates for Youth. “Youth Homelessness in California: The Impact of the Five Percent Youth Set Aside in the Homeless Emergency Aid Program” (2020). <https://www.jbaforyouth.org/heap-report-2020/>
- 9** California Homeless Coordinating and Financing Council. [Annual Funding Report](#) (February 2021).
- 10** California Homeless Coordinating and Financing Council. [Homeless Housing, Assistance and Prevention \(HHAP\) Grant Allocations](#)
- 11** The regional breakdown used in this report was derived from the five-region breakdown of the County Welfare Directors Association of California found in “The Regions of California: Recommended Grouping of the Counties for Regional Studies” by the California Department of Social Services (2002).
- 12** U.S. Department of Housing and Urban Development. [HUD 2019 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations](#)
- 13** U.S. Department of Housing and Urban Development. [2019](#), [2018](#) and [2017](#) Point in Time Count Surveys (includes “Unaccompanied Youth” and “Parenting Youth,” which are captured as separate and distinct populations)



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