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MEMO

September 30, 2018

To: Office of the City Administrator

From: Department of Children, Youth and Their Families

Re: **FY 2017-18 Annual Report on Sexual Orientation and Gender Identity Data**

Introduction

In July 2016, the San Francisco Board of Supervisors passed Ordinance 159-16, which amended the Administrative Code to require city departments and contractors that provide health care and social services to collect and analyze data concerning the sexual orientation and gender identity (SOGI) of the clients they serve. The Ordinance identifies the Department of Children, Youth and Their Families (DCYF) as one of the city departments that must comply with the legislation. This memo is intended to fulfill the requirements of section 104.8(c) of the Administrative Code and serve as DCYF's Annual Report on Sexual Orientation and Gender Identity Data.

DCYF's primary role is to administer the Children and Youth Fund in accordance with the requirements of the City Charter. As a funding agency, DCYF contracts with nonprofit agencies to provide services to children, youth and their families in San Francisco. In fiscal year 2016-17, DCYF administered approximately \$74 million in direct grants to nonprofit agencies providing a range of services, from out of school time programs for children and youth to family support services and youth employment programs.

This report provides an analysis of the SOGI data that DCYF collected in fiscal year 2017-18 and discusses changes in data collection for fiscal year 2018-19.

Approach for FY 2017-18

For fiscal year 2017-18, DCYF based its approach for SOGI data collection on policies and procedures issued by the Department of Public Health (DPH), which are referenced in section 104.3(c)(2) of the Administrative Code.¹ These documents provide guidelines, questions, and response options for

¹ https://www.sfdph.org/dph/files/PoliciesProcedures/COM9_SexualOrientationGuidelines.pdf

collecting SOGI data from clients ages 18 and up. Table 1 provides the questions and corresponding response options recommended by the DPH documents.

Table 1: SOGI Questions and Response Options

Sexual Orientation	Gender Identity	
1. How do you describe your sexual orientation or sexual identity? (check <u>one</u>)	1. What is your gender? (check <u>one</u>)	2. What best describes your sex assigned at birth? (check <u>one</u>)
<ul style="list-style-type: none"> • Bisexual • Gay/Lesbian/Same-Gender Loving • Questioning/Unsure • Straight/Heterosexual • Not listed. Please specify: _____ • Decline to answer 	<ul style="list-style-type: none"> • Female • Genderqueer/Gender Non-binary • Male • Trans Female • Trans Male • Not listed. Please specify: _____ • Decline to answer 	<ul style="list-style-type: none"> • Female • Male • Decline to answer

As DCYF functions primarily as a funding agency and not as a direct service provider, DCYF does not collect data directly from children, youth or their families. DCYF establishes reporting requirements and data entry expectations for its grantees, which report client-level data, including participant names, demographics, and attendance in funded activities, into a secure, online database known as the DCYF Contract Management System (CMS). In June 2017, DCYF worked with Cityspan, the vendor responsible for maintaining and preparing updates to the CMS, to modify the CMS form used to track client-level demographics to include data entry fields that correspond with the SOGI questions and response options described in Table 1.

Given that research into appropriate methods for capturing SOGI data for children and adolescents under the age of 18 is ongoing, DCYF implemented SOGI data collection only for grantees funded to serve disconnected transitional age youth (TAY). DCYF is looking for appropriate models and methods for capturing client-level SOGI data that address issues of confidentiality and consent.

Disconnected TAY are youth who are disconnected from the supports and services they need to ensure a successful transition into stable and self-sufficient adulthood. The City Charter defines “disconnected TAY” as young people ages 18 to 24 who:

- are homeless or in danger of homelessness;
- have dropped out of high school;
- have a disability or other special needs, including substance abuse;
- are low-income parents;
- are undocumented;
- are new immigrants and/or English learners;
- are lesbian, gay, bisexual, transgender, queer, and questioning (LGBTQQ); and/or

https://www.sfdph.org/dph/files/PoliciesProcedures/COM5_SexGenderGuidelines.pdf

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- are transitioning from the foster care, juvenile justice, criminal justice or special education system.

In fiscal year 2017-18, DCYF provided approximately \$2.8 million in funding to serve disconnected TAY under two distinct grant models. Innovation grants fund individual organizations to address gaps or barriers in existing TAY services. Collaborative model grants fund multi-agency efforts to improve educational and employment outcomes for disconnected TAY, building on existing resources and coordinated by a lead agency.

In May 2017, DCYF notified its TAY Innovation and Collaborative grantees about the SOGI data collection legislation passed by the Board of Supervisors and instructed grantees to revise their data collection forms and processes to begin recording SOGI data for new clients. Table 2 provides a list of DCYF’s TAY Innovation and Collaborative grantees for fiscal year 2017-18.

Table 2: DCYF TAY Innovation and Collaborative Grantees, Fiscal Year 2017-18

Agency	Program	DCYF Funding 2017-18
TAY Innovation Grantees		
Community Housing Partnership	Service Corps	\$102,500
Hunters Point Family	Healthy Bayview Environmental Training Program	\$102,500
Larkin Street Youth Services	College Success	\$102,500
Larkin Street Youth Services	HealthCore	\$102,500
Legal Services for Children	Jovenes	\$102,500
Mission Language and Vocational School, Inc.	Flour & Opportunity - Baking Program for Disconnected TAY	\$72,838
Safe & Sound	Two-Generation Services for Disconnected TAY	\$166,332
San Francisco LGBT Community Center	TAY Services	\$671,523
Success Center SF	Code Ramp	\$102,500
Sunset District Community Development	Record, Reconnect, and Restore	\$102,500
TAY Collaborative Grantees		
Jewish Vocational Service	Early Childhood Education Transition Pathway	\$354,081
Larkin Street Youth Services	Homeless and LGBTQ TAY Collaborative	\$372,620
Success Center SF	TAY Connect	\$461,250
Total		\$2,816,144

Results

According to data reported into CMS, the TAY grantees served 1,034 participants in fiscal year 2017-18. The number of participants served varied by grantee, from a low of seven participants to a high of 250 participants. Table 3 provides a count of the total number of participants by program.²

² Note that a participant may participate in more than one program. The total number of participants across programs is a duplicated count.

Table 3: Number of TAY Program Participants, Fiscal Year 2017-18

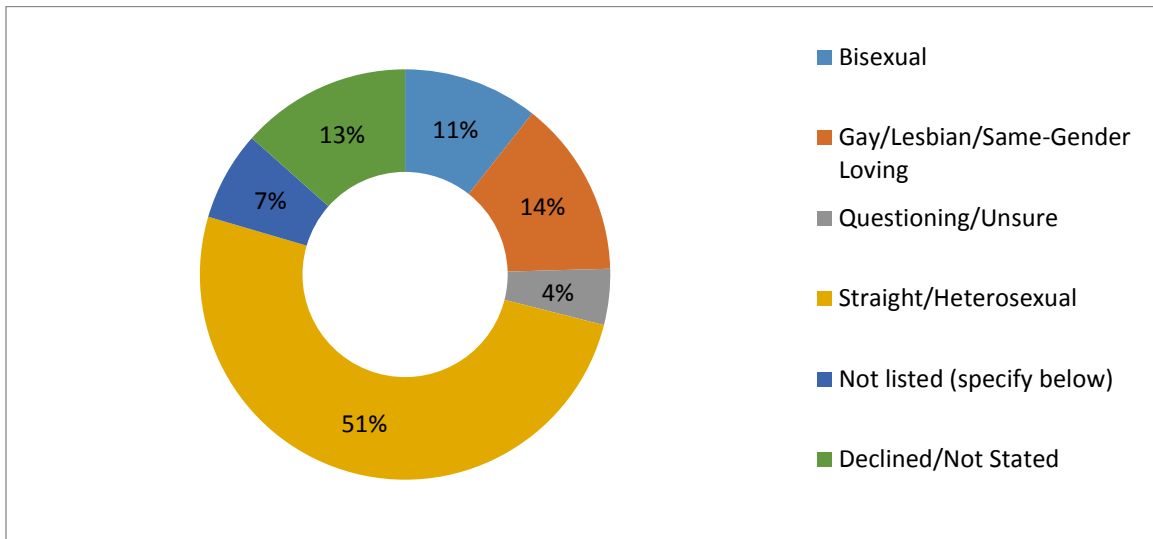
Agency	Program Name	Participants
TAY Innovation Grantees		
Community Housing Partnership	Service Corps	16
Hunters Point Family	Healthy Bayview Environmental Training Program	60
Larkin Street Youth Services	College Success	193
Larkin Street Youth Services	HealthCore	31
Legal Services for Children	Jovenes	19
Mission Language and Vocational School, Inc.	Flour & Opportunity - Baking Program for Disconnected TAY	10
Safe & Sound	Two-Generation Services for Disconnected Transitional-Aged Youth	7
San Francisco LGBT Community Center	TAY Services	250
Success Center SF	Code Ramp	10
Sunset District Community Development	Record, Reconnect, and Restore	143
TAY Collaborative Grantees		
Jewish Vocational Service (JVS)	Early Childhood Education Transition Pathway	36
Larkin Street Youth Services	Homeless and LGBTQ TAY Collaborative	195
Success Center SF	TAY Connect	64
Total		1,034

While the TAY grantees served 1,034 participants in fiscal year 2017-18, SOGI data is not available for each participant in CMS. DCYF instructed grantees to obtain SOGI data for new program participants who entered the program on or after July 1, 2017 and to administer the SOGI questions to existing clients as part of regular processes to update client data. Given that SOGI data is missing for several hundred participants in CMS, many of the participants may have been continuing clients from a prior fiscal year who were not asked to provide updated demographic information. Additionally, a few grantees may have been slow to update data collection forms; three of the 13 TAY grantees were missing SOGI data from more than two-thirds of their participants.

Sexual Orientation

Of the 1,034 participants, 611 provided a valid response to the sexual orientation question. Figure 1 below shows the overall results for the TAY grantees.

Figure 1: Sexual Orientation of TAY Program Participants (n=611)



Of the TAY program participants for whom sexual orientation data is available, more than one-third indicated that they were bisexual, gay/lesbian/same-gender loving, questioning/unsure, or an option other than straight/heterosexual that was not listed. This percentage varied by program, from a low of zero percent to a high of nearly 60 percent. Figure 2 provides the write-in responses for participants who reported that their sexual orientation was not listed. Two write-in responses were relatively frequent (more than 10 instances): “Pansexual” and “Queer.”

Figure 2: Sexual Orientation Write-In Responses

- Aromantic
- Asexual
- Asexual, Bisexual, Pansexual
- Bisexual, Gay, Questioning
- Demisexual
- Mostly straight
- Pansexual
- Queer
- Unknown

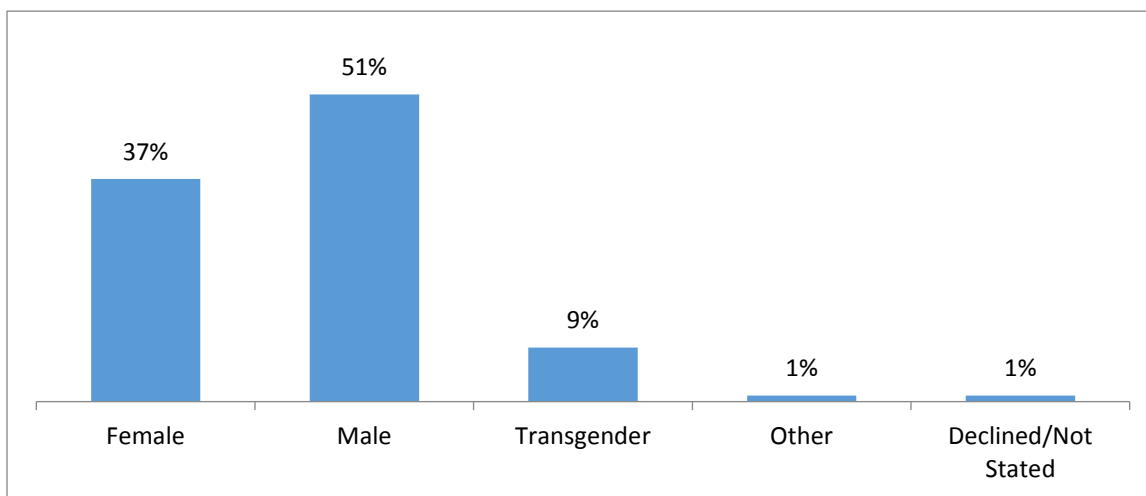
Gender Identity

Of the 1,034 TAY program participants, 732 provided a valid response to the gender identity question, and 634 provided a valid response to the sex at birth question. Based on guidance contained in the DPH policies and procedures documents, responses to the two questions were combined and coded into five categories: (1) Female, (2) Male, (3) Transgender, (4) Other, and (5) Declined/Not Stated.³ For example, if a participant indicated “Male” for the gender question and “Female” for the sex at birth question, the

³ See https://www.sfdph.org/dph/files/PoliciesProcedures/COM5_SexGenderGuidelines.pdf for more details.

participant was coded as “Transgender.” Following the DPH coding conventions, 734 of the 1,034 participants had data on gender identity. Figure 3 below shows the overall results for the TAY grantees.

Figure 3: Gender Identity of TAY Program Participants (n=734)



Percentages may not add up to 100% due to rounding.

About 9 percent of the TAY program participants for whom gender identity data was available were identified as “Transgender” and about 1 percent were identified as “Other” based on their responses to the gender identity questions. A review of the data at the program level shows that these participants were concentrated in particular programs; only four of the 13 TAY-serving programs reported participants that identified as “Transgender” or “Other.” At two of these programs, these participants made up about one fifth of the program participants. Figure 4 shows the write-in responses of the participants identified as “Other.”

Figure 4: Gender Identity Write-In Responses

- Gender Non-conforming
- Genderfluid
- Genderfluid, Genderqueer, Gender Non-conforming
- Non-Binary
- Non-Binary Man
- Nonbinary, woman
- Transgender
- Transgender - not specified
- Two Spirit

To understand whether lesbian, gay, bisexual, and transgender (LGBT) communities may be underrepresented or underserved by the TAY grantees, participant data on sexual orientation and gender identity was combined to provide an estimate of the number of LGBT individuals served in fiscal year 2017-18. Participants that provided “Bisexual”, “Gay/Lesbian/Same Gender-Loving”, “Questioning/Unsure”, or “Not listed (specify below)” as a response to the sexual orientation question were combined with participants that were identified as “Transgender” or “Other” based on their responses to the two gender identity questions to form an estimate of LGBT participants served. Of the

1,034 participants served in fiscal year 2017-18, 758 had data that could be used to categorize them as an LGBT participant. Of these 758 participants, 251, or 33%, were identified as LGBT.⁴ The percentage of participants identified as LGBT varied by program, from a low of zero percent to a high of 53 percent. LGBT participants made up more than 40 percent of total program participants in four of the 13 TAY grantee programs.

Discussion

Given that disconnected TAY are the target population of DCYF's TAY funding, a Citywide estimate of the percentage of disconnected TAY that identify as LGBT is needed to understand whether LGBT communities may be underrepresented or underserved by the TAY grantees. Given the array of intersecting factors covered in the City Charter's definition of disconnected TAY, obtaining a reliable estimate of the total number of disconnected TAY in San Francisco, let alone the number that may identify as LGBT, is a significant challenge. Therefore, in this section, two other data sources for the number of LGBT residents are used as reference points for understanding the LGBT population in San Francisco.

The national Gallup survey estimates that 6.2% of adult population in the San Francisco-Oakland-Hayward metropolitan area identify as LGBT.⁵ Recent results of the 2017 Youth Risk Behavior Survey, which is administered at San Francisco Unified School District (SFUSD) high schools, suggest that 14% of high school students identify their sexual orientation as bisexual, gay or lesbian, or not sure, and that 2% of high school students identify as transgender or are not sure about their gender identity.⁶ As the percentage of TAY program participants that identified as LGBT was 33%, the TAY programs overall may be doing a good job of reaching the LGBT population. This is likely due to LGBT communities being the intended target population of several of the programs (e.g. Larkin Street Youth Services – Homeless and LGBTQ TAY Collaborative).

While DCYF is encouraged by this finding, the results of the SOGI data collection effort make clear that the percentage of participants that identify as LGBT varies widely from program to program, and there are several programs which did not serve any LGBT participants (based on available CMS data). DCYF will continue to monitor SOGI data to ensure that DCYF-funded programs are accessible by LGBT individuals. Below is a brief list of steps that the department will take to ensure accessibility.

- **Improve SOGI data collection efforts.** As will be discussed in the next section, DCYF will work to improve its SOGI data collection efforts for fiscal year 2018-19 and beyond. Better SOGI data will help the department paint a more complete picture of how well LGBT communities are being served by DCYF-funded programs.
- **Report SOGI data regularly.** DCYF will regularly seek to disaggregate and report data by sexual orientation and gender identity where possible. Publishing SOGI data will help to encourage outreach to LGBT communities and support accountability efforts.

⁴ Of the 758 participants with data on sexual orientation or gender identity, 587 had data on both. As 171 participants only had data for one of these two categories, the actual number of LGBT participants may be greater than 251.

⁵ See <https://news.gallup.com/poll/182051/san-francisco-metro-area-ranks-highest-lgbt-percentage.aspx>.

⁶ See https://www.healthiersf.org/resources/documents/2017_YRBS_HS_v2_singlepages.pdf.

- **Continue to target funding toward LGBT communities.** The data on TAY program participants make clear that LGBT individuals are more likely to participate in programs and services that are targeted to meet their needs. DCYF will continue to invest in programs that targeted to serve LGBT communities.
- **Build the capacity of grantee agencies to serve LGBT communities.** DCYF has partnered with community-based organizations such as LYRIC to build the capacity of DCYF-funded organizations to serve LGBT youth. DCYF will continue to assess the needs of grantees in these regards and offer training as needed. For example, DCYF will be partnering with LYRIC to offer training on SOGI data collection in Fall 2018.

Approach for FY 2018-19

DCYF recently began a new five-year funding cycle in fiscal year 2018-19. While the portfolio of services that the department is funding is similar to those in years past, DCYF is also providing grants in entirely new areas of service, such as Mentorship and Educational Supports. Additionally, the department has taken a different approach to funding programs for disconnected TAY. Programs that aim to serve disconnected TAY are no longer confined to distinct funding models; they can be found in most of DCYF’s investment areas.

Along with launching a new cycle of grants, DCYF has overhauled the CMS to align grantee reporting with new programmatic requirements and to improve data entry and reporting for grantees. In regards to SOGI data collection, based on guidance provided to DCYF by the Office of Transgender Initiatives, DCYF will no longer require grantees to collect information on the sex participants were assigned at birth. DCYF understands that collecting this information may provide undue burden to participants and that the information may not be necessary in a non-medical context.

Given that programs in most of DCYF’s service areas may now serve TAY participants, the department is requiring that all participants ages 18 and up be administered the SOGI questions. As for children and adolescents under the age of 18, DCYF is still looking for appropriate models and methods for capturing client-level SOGI data that address issues of confidentiality and consent. In the meantime, DCYF has partnered with SFUSD to modify the department’s anonymous youth experience surveys to collect SOGI data for program participants in grades 6 and up. Table 4 lists the questions and response options used on the survey. These are based on the questions used to capture gender identity and sexual orientation on the SFUSD Youth Risk Behavior Survey. To build grantee capacity to collect this information, DCYF will be partnering with LYRIC to offer trainings to grantees on SOGI data collection.

Table 4: SOGI Questions and Response Options Used on DCYF Youth Experience Surveys

Sexual Orientation	Gender Identity	
1. Which of the following best describes you?	2. What is your sex?	3. Some people describe themselves as transgender when their sex at birth does not match the way they think or feel about their gender. Are you transgender?
<ul style="list-style-type: none"> • Heterosexual (straight) • Gay or lesbian • Bisexual • Not sure 	<ul style="list-style-type: none"> • Female • Male 	<ul style="list-style-type: none"> • No, I am not transgender • Yes, I am transgender • I am not sure if I am transgender • I do not know what this question is asking

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