



# AB 12 Deep Dive

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PREPARED FOR THE 10/11/23 JUVENILE PROBATION COMMISSION MEETING

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# Agenda

## **Background**

- Purpose & Methods
- AB 12 overview, caseload, and youth

## **Findings**

- I. Relationships are key to transitioning foster youth to adulthood
- II. Inadequate financial support creates a challenge to afford housing and other living costs
- III. Existing gaps include individualized support and financial literacy
- IV. More resources are needed to support youth beyond 21
- V. Recommendations

# Purpose & Methods

**Purpose:** To understand JPD's AB 12 program, including its goals, approaches, challenges, and the youth it serves

**Methods:**

- Reviewed AB 12 legislation, All County Letters, and other State guidance
- Interviewed staff from:
  - Juvenile Probation Department
  - Human Services Agency
  - Public Defender
  - Superior Court (Judge)
- Interviewed service providers
  - SF CASA, Bay Area Legal Aid, ILSP, CJCJ, Sunset Youth Services, and Unity Care
- Interviewed 3 current and former AB 12 youth
- Analyzed JPD data on demographics, caseloads, staffing, housing status, program participation, and exiting cohorts
- Observed AB 12 court hearings

Dates: May 2023 to July 2023

# Background

# AB 12 (Extended Foster Care)

- California passed AB 12 in 2010, which created extended foster care in the state
- Voluntary program that serves youth aged 18-21
- Goal: Promote housing stability to enable the youth achieve educational, employment, and other goals as they transition to adulthood

Initial Eligibility Requirements	Ongoing Participation Requirements
Must have an out-of-home placement order by age 18	Must live in an approved placement and meet monthly with social worker
Must be off juvenile probation*	Must meet one of the following: 1) Secondary education 2) Post-secondary education 3) Employment of at least 80 hours per month 4) Program designed to “promote or remove barriers” to gaining employment 5) A documented medical condition that prevents the youth from doing any of the above
Must be able to meet one of the ongoing participation requirements (right)	

\*San Francisco requirement

# AB 12 in San Francisco

- The Juvenile Probation Department (JPD) serves AB 12 youth with former involvement in the juvenile justice system
  - The Human Services Agency (HSA) serves foster youth in the child welfare system
- Youth are transferred from probation officer to JPD social worker
- AB 12 Court Judge makes official determination of youth eligibility for the program

# Roles in AB 12

## Social Worker

- **Monthly meetings** with youth
- **Support and guidance** to youth
- **Referrals** to service providers
- Collaboration with **youth's support team**
- **Court reports** every six months

## Judge

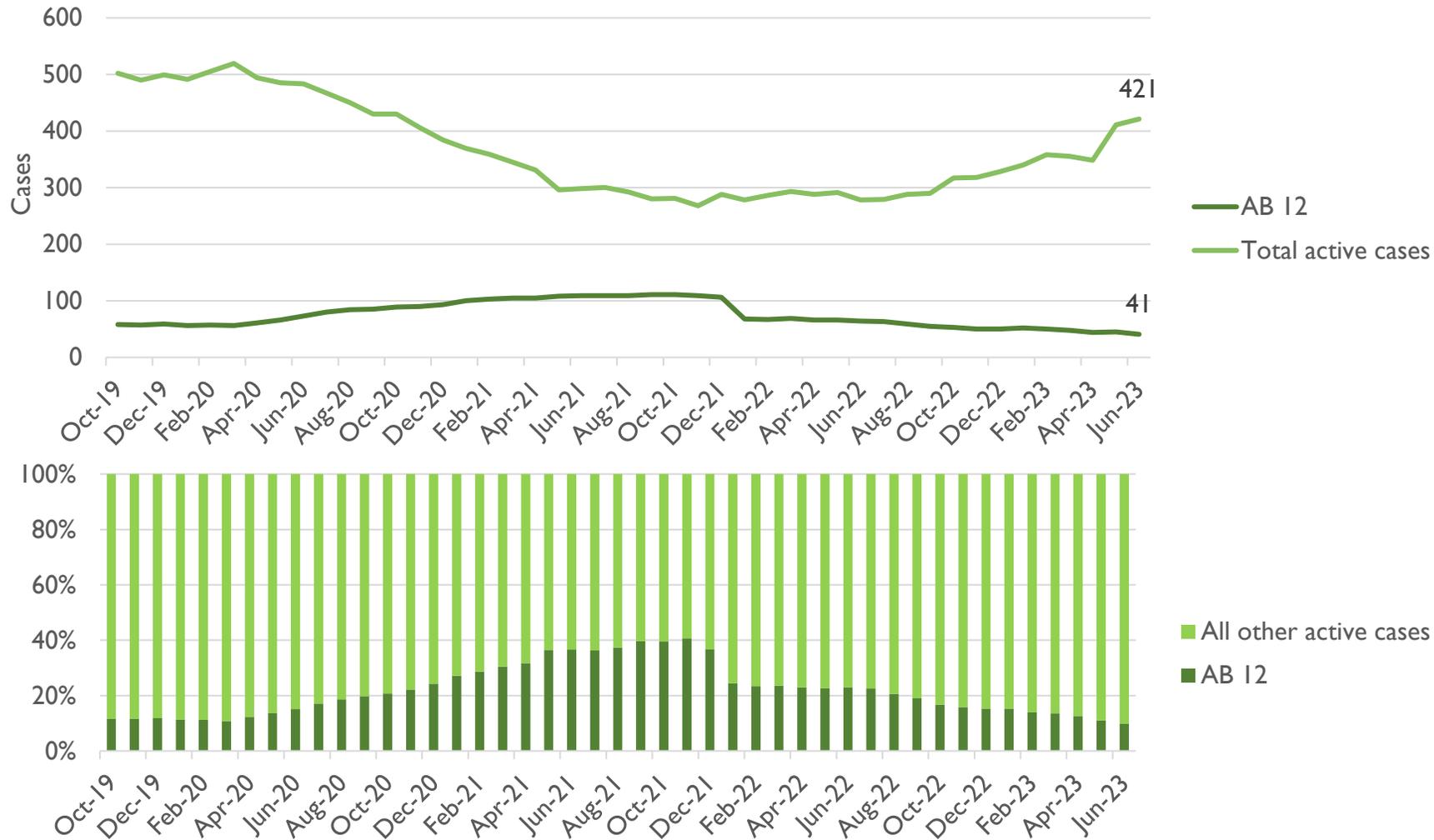
- Determines youth **eligibility** for the program
- Receives **court reports**
- Hosts **court visits** for each youth at least every six months
- Identifies **areas for additional support** and connects youth to resources

## Attorney

- Address and represent youth on any **legal issues** that may arise (i.e., adult cases, restraining orders, gender/name changes)

\*Youth may sometimes meet more frequently with their social worker. In addition, they may also have phone calls between their regular meetings.

# AB 12 Caseload



AB 12 cases have been steadily decreasing since Jan 2022.

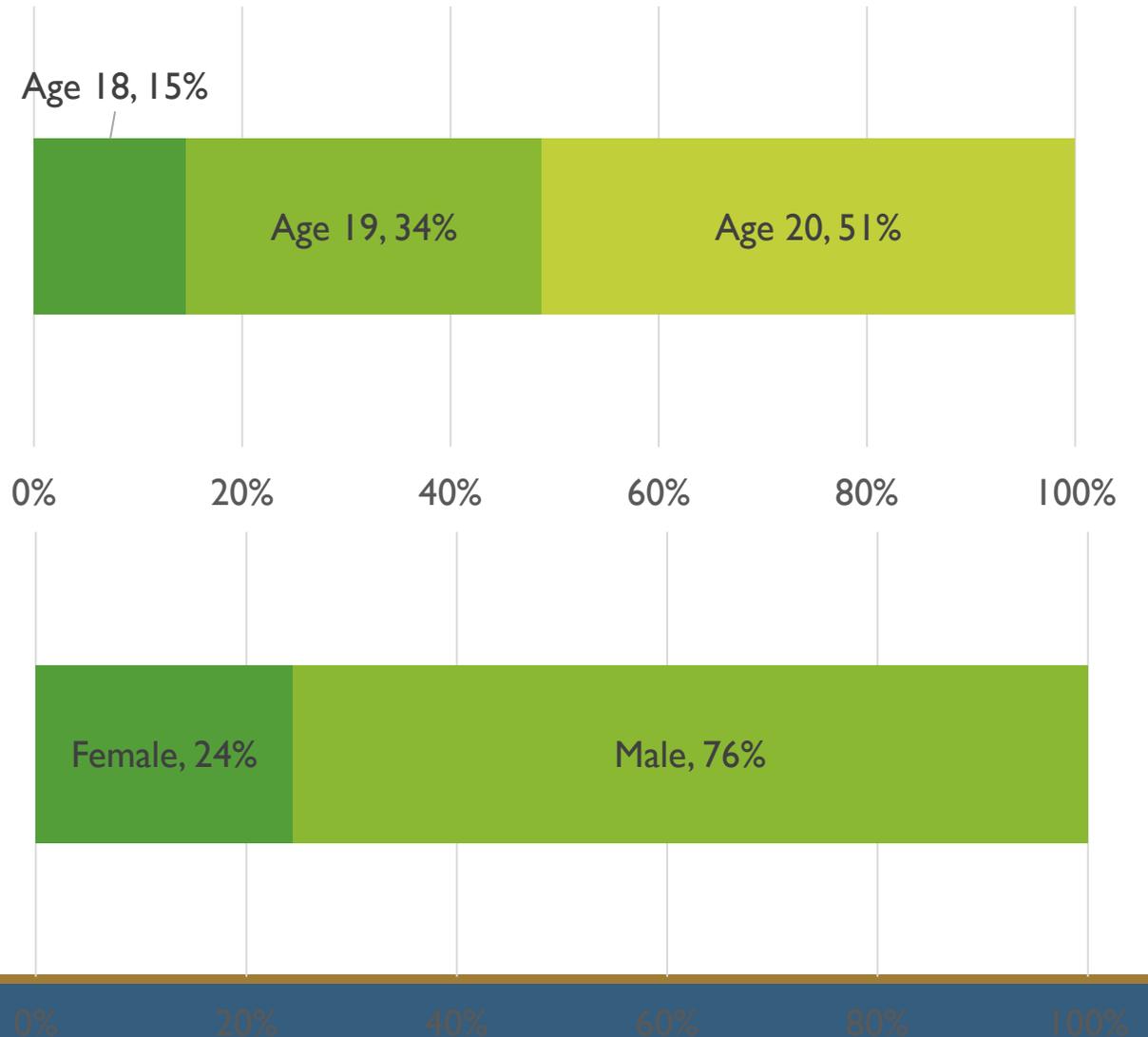
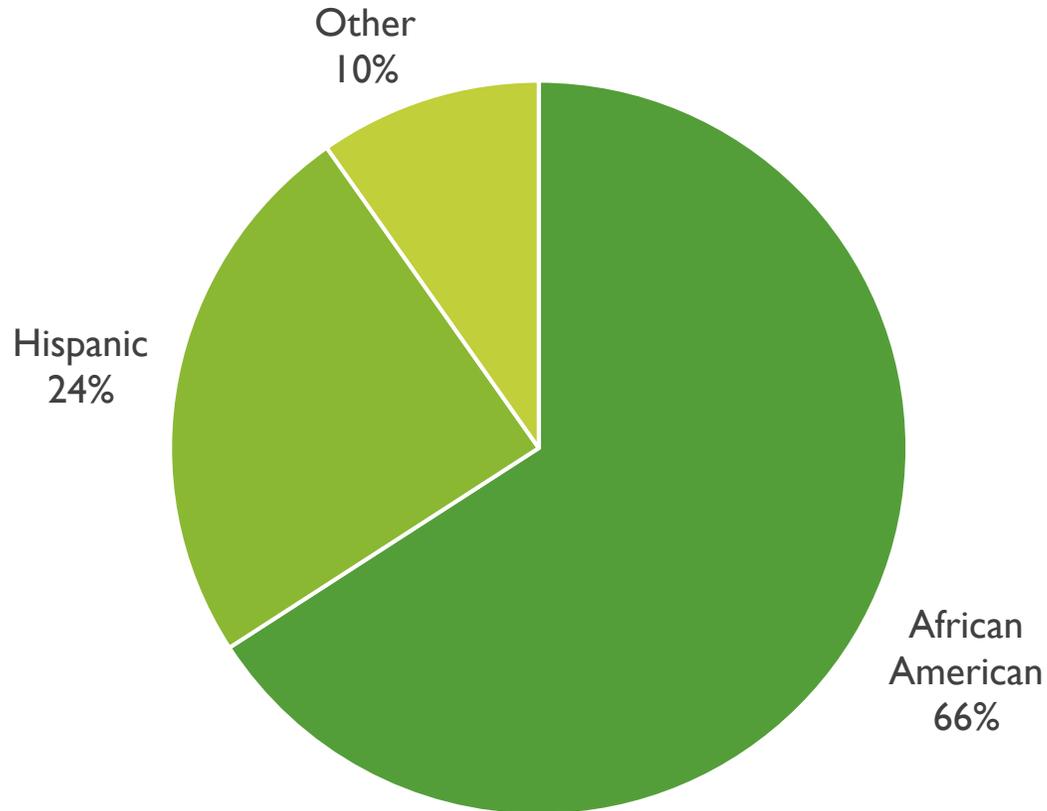
As of June 2023, there were **41 AB 12 youth**, or **10 percent** of JPD's caseload.

Cases dropped by **38** from Dec 2021 to Jan 2022 due to end of COVID extension of AB 12 benefits.

Source: JPD monthly reports

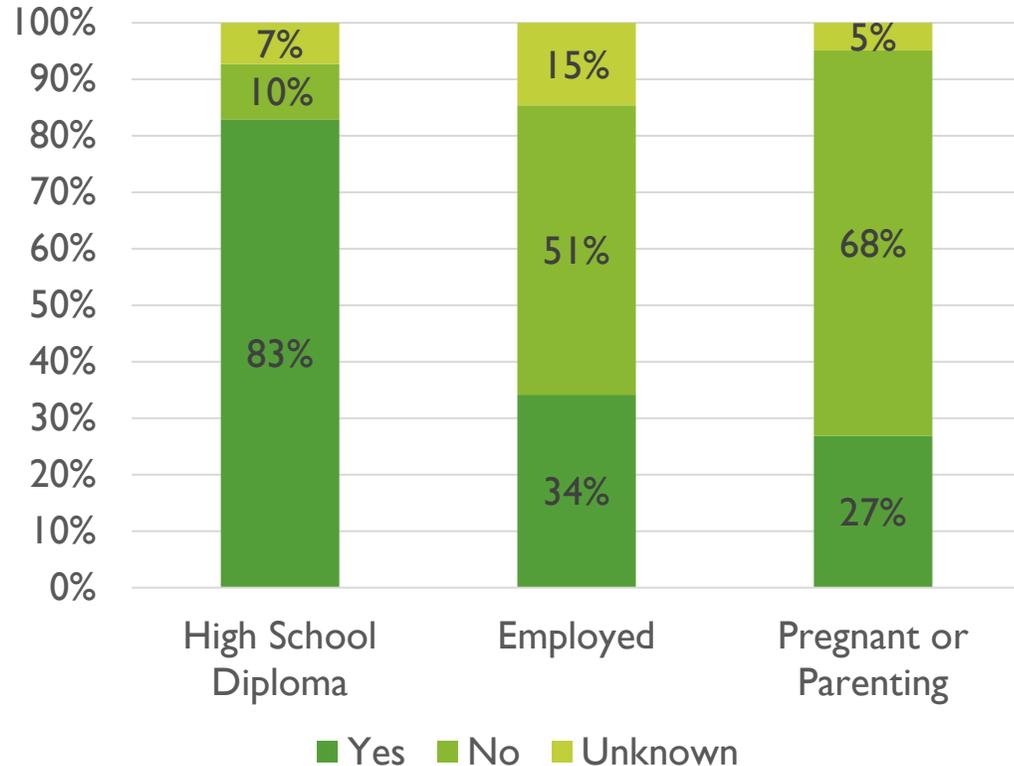
# JPD's AB 12 Youth

# AB 12 Youth Characteristics (N=41)



Source: Internal JPD data as of June 30, 2023.  
Other category includes White and AAPI youth.

# AB 12 Youth Characteristics (N=41)



- Over **80 percent** of youth have a high school diploma
- **A third** are employed
- Nearly **30 percent** are pregnant or parenting

Source: Internal JPD data as of June 13, 2023

I. Relationships are key to  
transitioning foster youth to  
adulthood

# Relationships in AB 12 Program



- JPD transfers youth from probation officers to AB 12 social workers
- Youth retain judge and attorney
- AB 12 is a collaborative court
  - Judge invites service providers to court hearings\*
- Youth described their relationships with their social worker and attorney as significant to their success

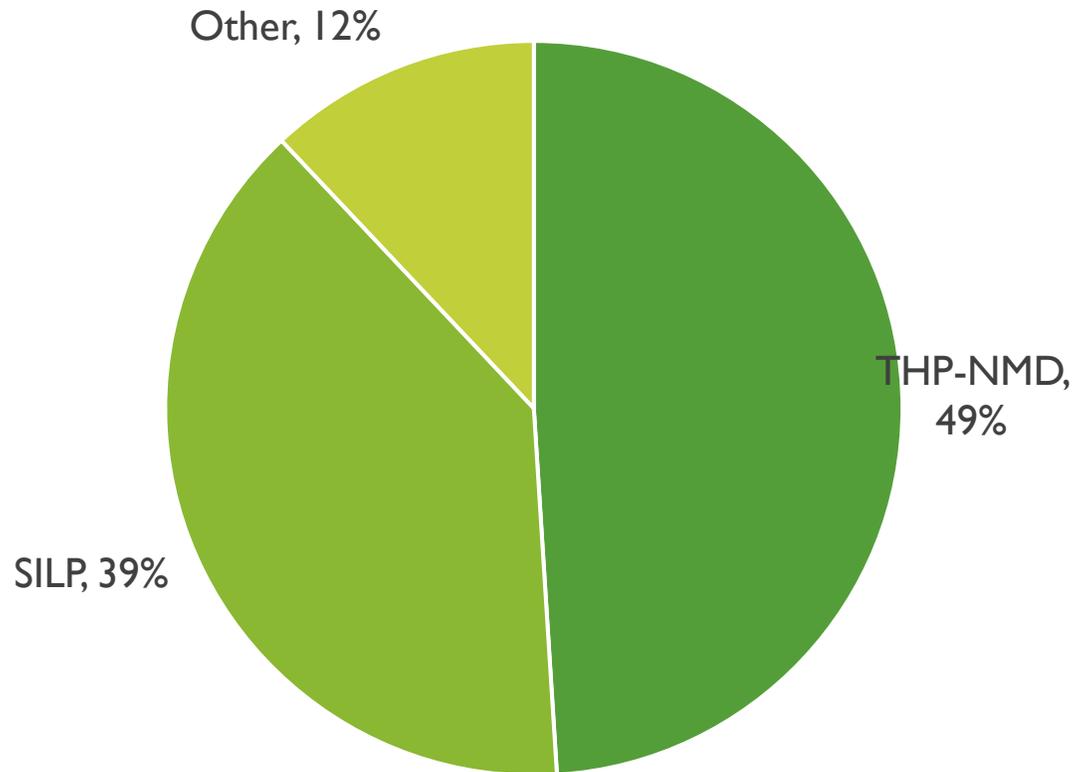
\*Youth are not required to attend court hearings.

# Importance of permanency efforts

- **Relational permanency** is *“a sense of belonging through enduring, lifelong connections to parents, extended family or other caring adults, including at least one adult who will provide a permanent, parent-like connection for that youth”* (AS Jones, 2013)
- Currently, social workers encourage young people to cultivate lifelong connections as part of their case plans
  - Most youth who aged out of 2022 (37 out of 38) reported by social worker having “at least one connection to a caring, committed adult”
- However, staff and service providers report that youth often lack individualized support
- JPD can further cultivate relational permanency by covering transportation costs to see important connections, family counseling, and other efforts

II. Inadequate financial support  
creates a challenge to afford  
housing and other living costs

# AB 12 youth live in two placement types



- Transitional housing (THP-NMD\*)
  - Includes case management support
  - Monthly stipend (varies)
- Supervised Independent Living Placement (SILP)
  - Self-arranged housing
  - \$1,206/mo for FY 2024

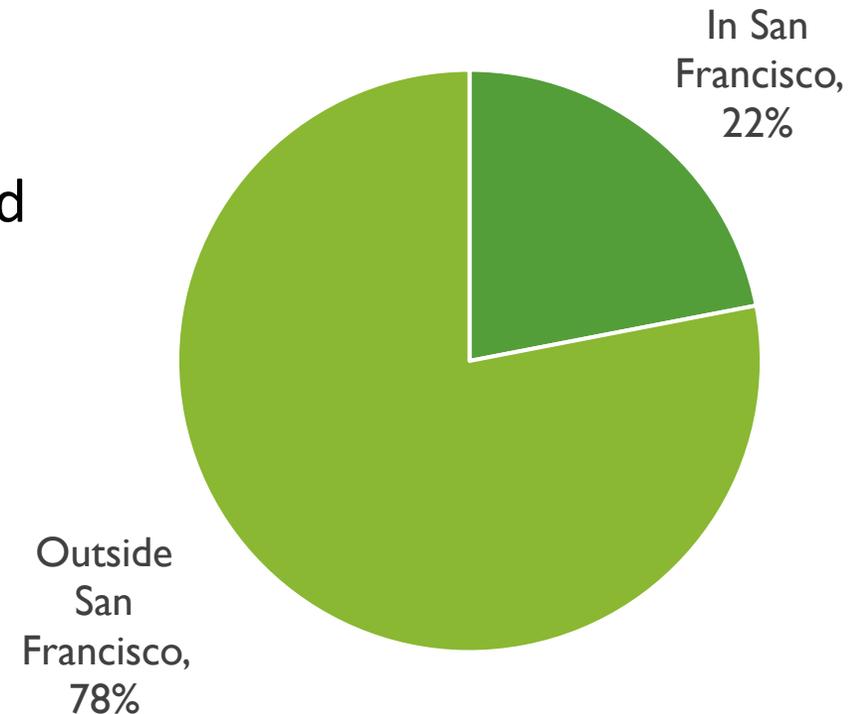
Source: Internal JPD data as of July 21, 2023.

Other category includes incarcerated youth and unapproved SILPs.

\*NMD = Non-minor dependent

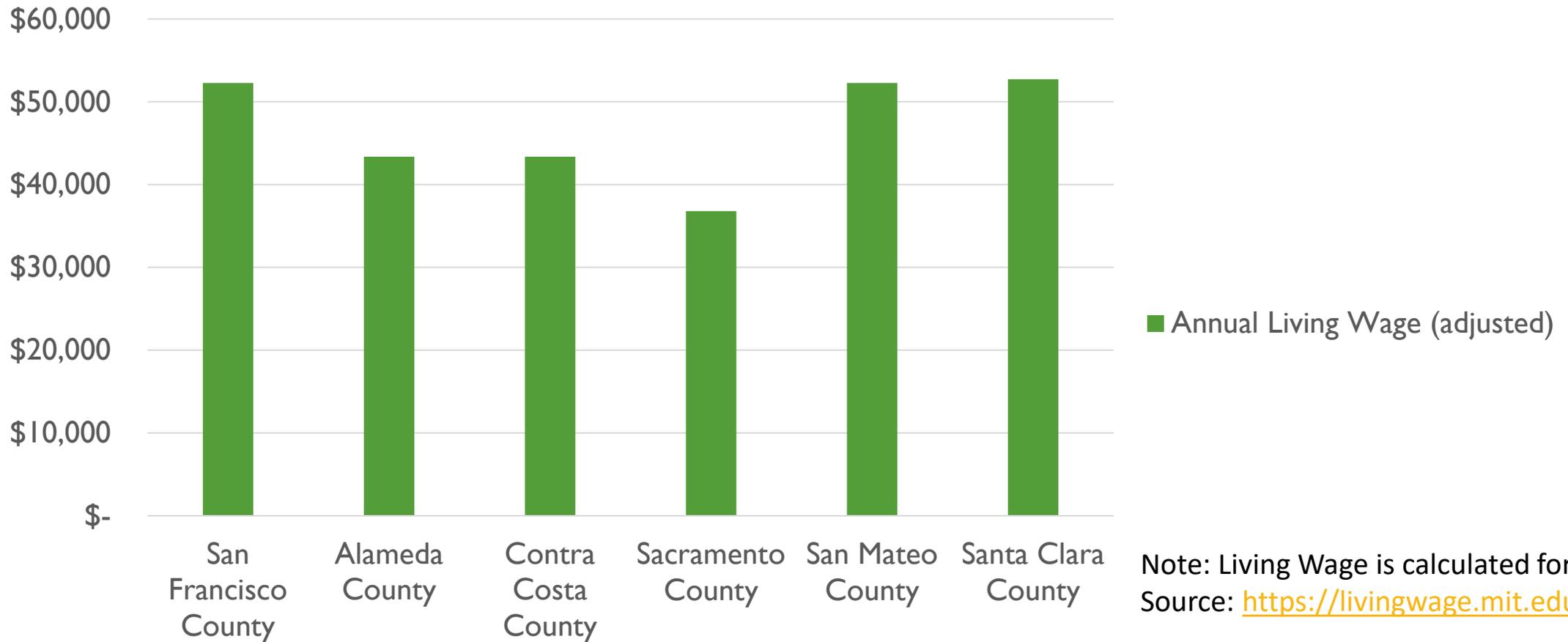
# Most AB 12 youth live outside of San Francisco

- **4 out of 5** AB 12 youth live outside of San Francisco
  - Common counties are San Mateo, Contra Costa, and Alameda
- Primary drivers:
  - Safety
  - Housing and living costs
  - Lack of THP-NMD housing in San Francisco

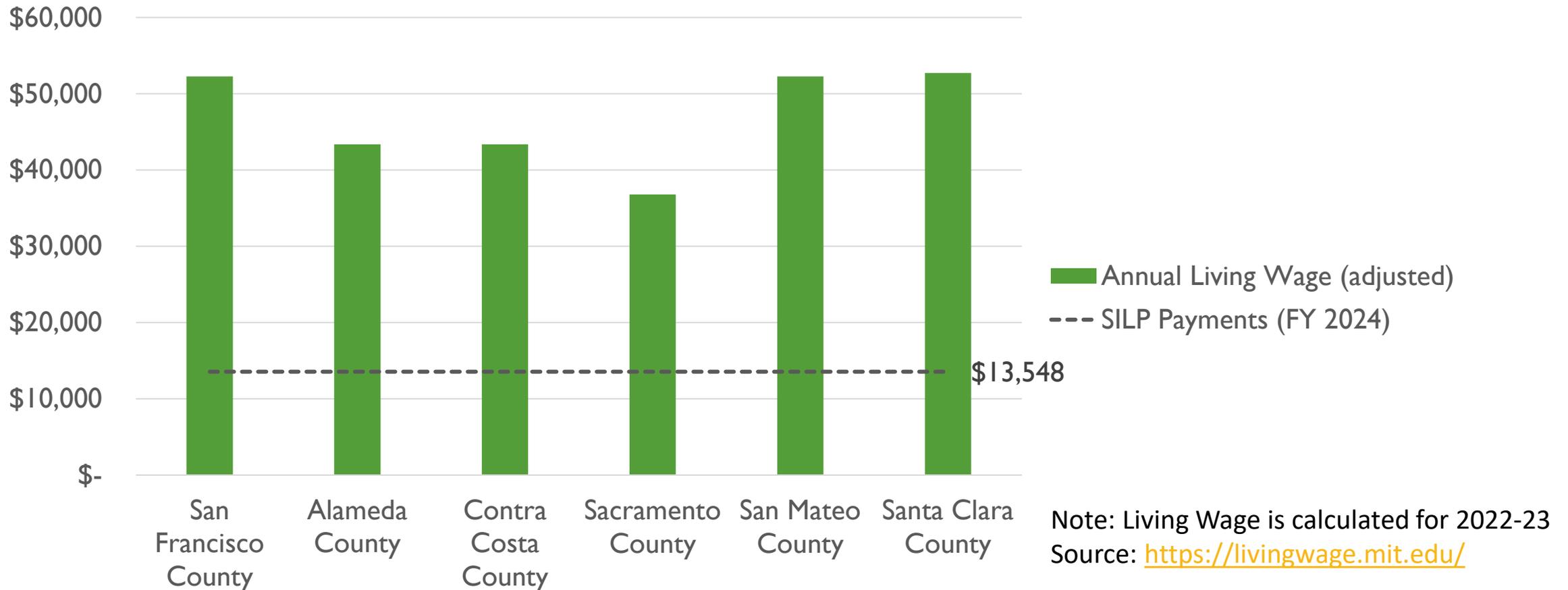


Source: Internal JPD data as of July 13, 2023

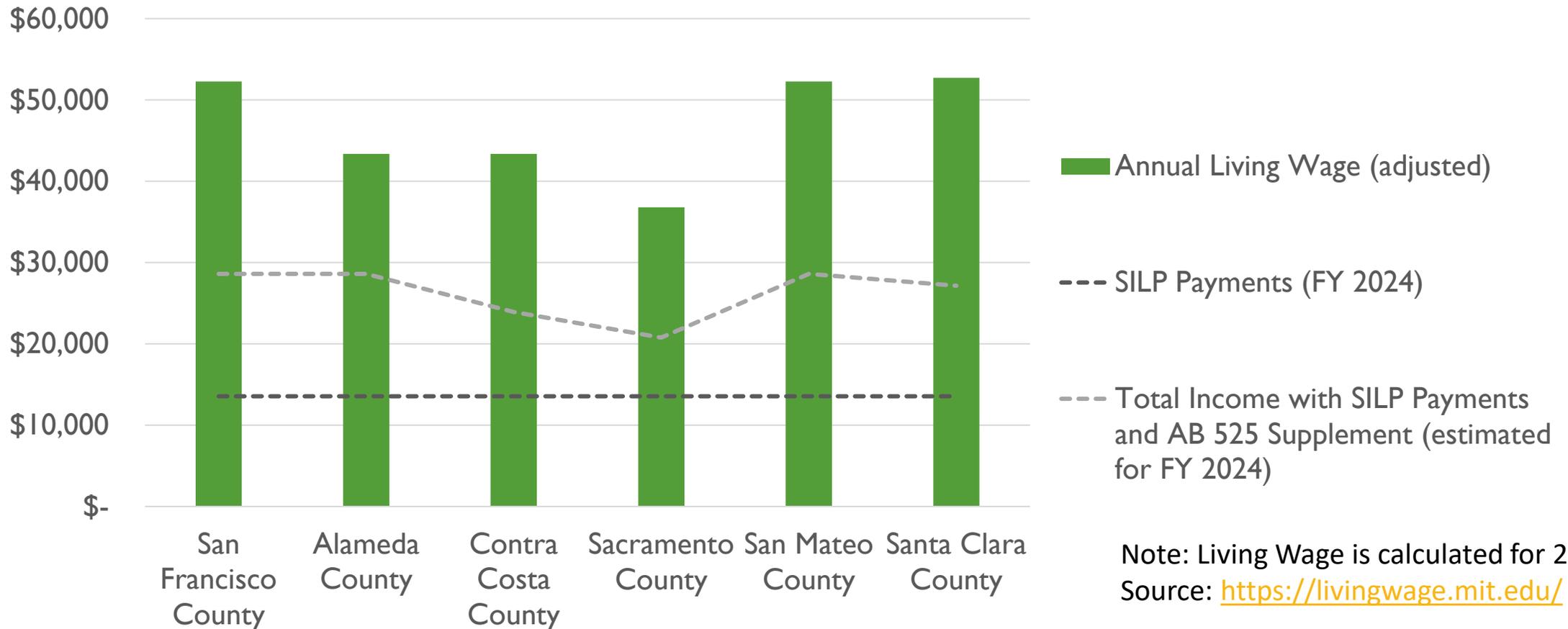
# Annual Living Wage Estimates by County (MIT)



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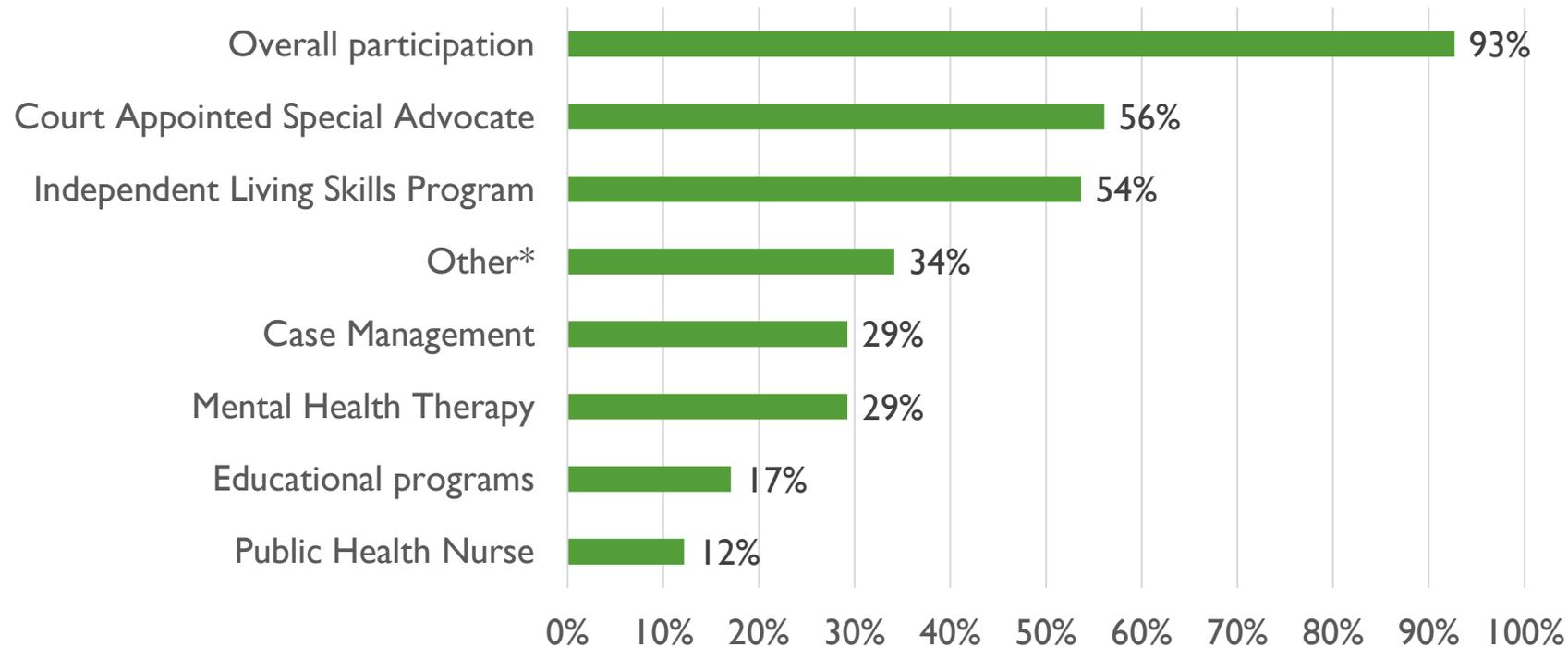


Note: Living Wage is calculated for 2022-23  
Source: <https://livingwage.mit.edu/>

III. Existing gaps include individualized support and financial literacy

# Most AB 12 youth are reported to be active in programs

AB 12 Youth Participation in Programs (N=41)



Youth who are active in programs participate in an average of **2.5 programs**.

Note on data: Youth may be counted for participation in multiple programs.

Source: Internal JPD data (AutoMon) as of June 30, 2023

\*Other category includes employment, diversion, financial literacy, and legal aid, among others.

# Service Providers Connected to AB 12 Youth\*

- Bay Area Legal Aid
- Center on Juvenile and Criminal Justice
- City College of San Francisco
- City Youth Now
- Community College of California
- Edgewood Children's Center
- First Place for Youth
- Goodwill Resource Center
- HYPE Center
- Huckleberry Youth Programs
- Homeless Prenatal Program
- Hunters Point Family
- Instituto Familiar de la Raza, Inc.
- Larkin Street Youth Services
- Public Health Nurse
- Richmond Area Multi Services
- Roadmap to Peace
- Seneca Center
- SFCASA
- SOMA Rise Center
- Success Centers
- Third Street Youth Center & Clinic
- Young Women's Freedom Center

\*From JPD's Internal System (AutoMon)

# List of Identified Gaps

- 1-on-1 support
- Financial literacy
- Mental health resources
- Move-in costs
- Transportation
- College support and college mindedness

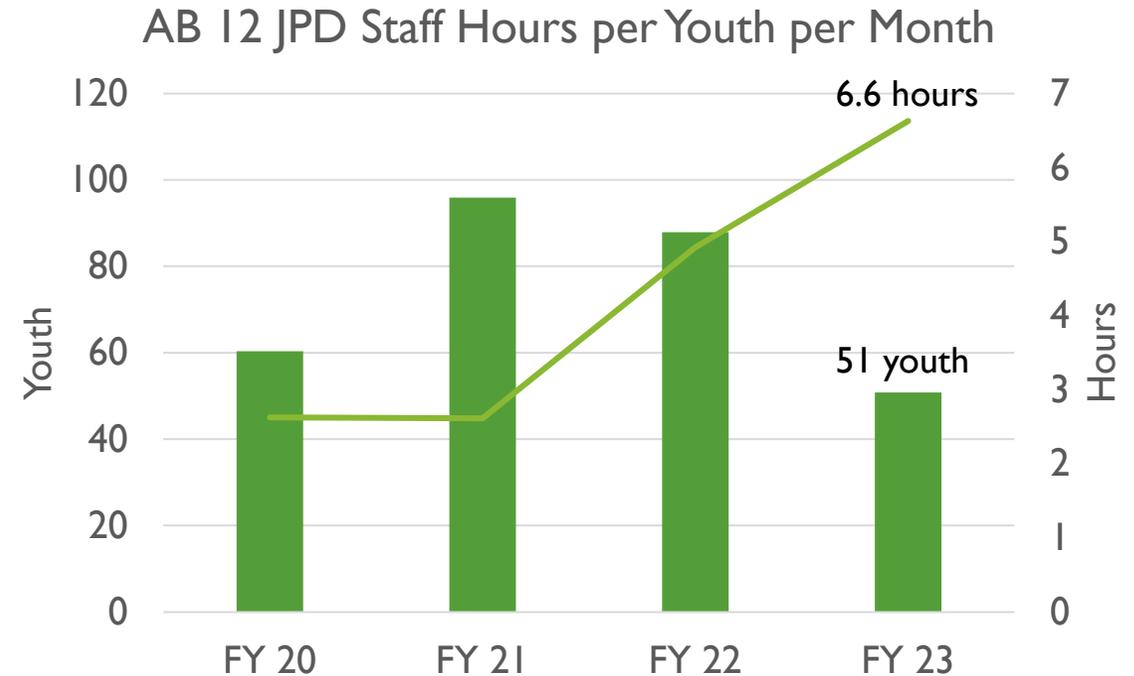
# List of Identified Gaps

- **1-on-1 support**
- **Financial literacy**
- Mental health resources
- Move-in costs
- Transportation
- College support and college mindedness

# Need for more 1-on-1 support

- Staff and service providers report that youth need more guidance to navigate basic everyday living skills
- Social workers have limited capacity, spending average of 6.6 hrs per youth per month in FY 2023\*
- Highlights need for more permanency efforts and coordination with CBOs (like SFCASA) that can provide more regular support

\*This figure is based on number of regular working hours logged into JPD's internal time tracking system and includes home visits, phone calls, referrals, reports, and paperwork.

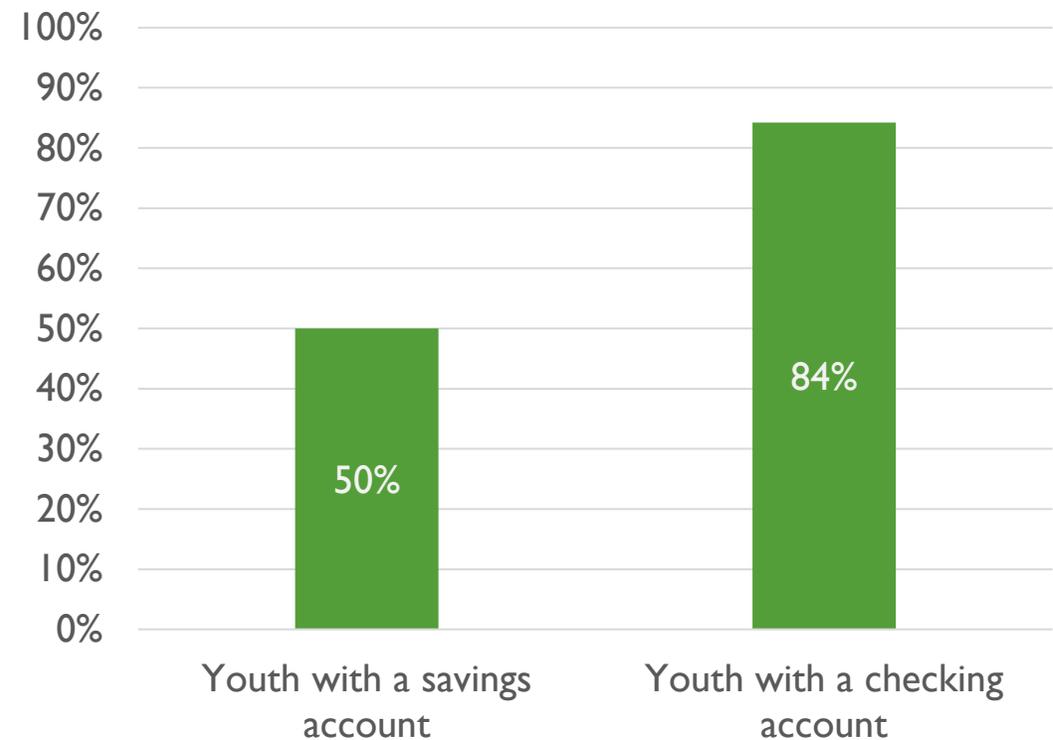


Source: JPD monthly reports and Title IV-E time study data. AB 12 youth per fiscal year were calculated as the average of average monthly cases. Due to limited data, FY 2020 cases was calculated from October 2019 to June 2020.

# Gaps in Financial Literacy

- Youth, service providers, and staff identified financial literacy as a gap
- Existing resources:
  - SF CASA helped youth file tax returns, returning \$80k to youth in 2023
  - Bay Area Legal Aid offers civil legal aid for identity theft
  - First Place for Youth offers financial coaching through ILSP
  - JPD's AFTER program for AB 12 youth with legal restitution

AB 12 Youth Exiting in 2022 with Bank Accounts (N=38)



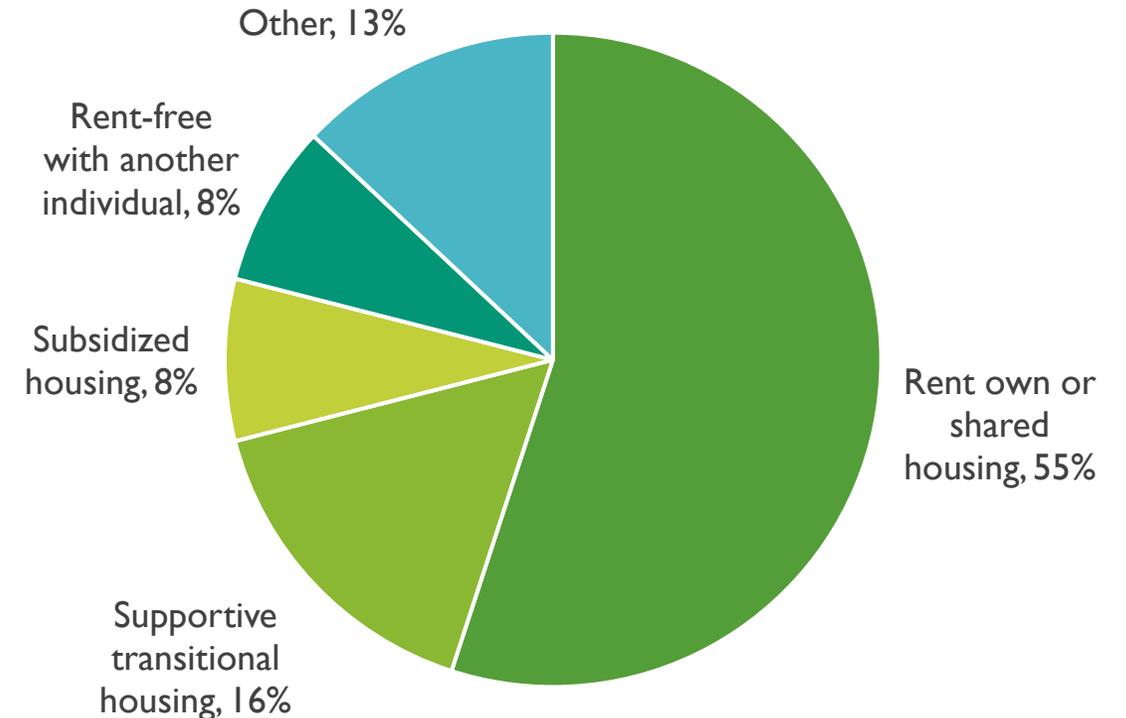
Source: Exit survey data collected by JPD staff and reported to HSA.

IV. More resources are needed to support youth beyond 21

# Aging out of AB 12

- Youth “age out” on their 21<sup>st</sup> birthday and stop receiving monthly checks and social worker check-ins
- Staff and service providers expressed that youth are usually not prepared for adulthood by 21
  - **39 percent** of youth that aged out in 2022 were receiving temporary financial assistance
  - **24 percent** were receiving CalFresh benefits

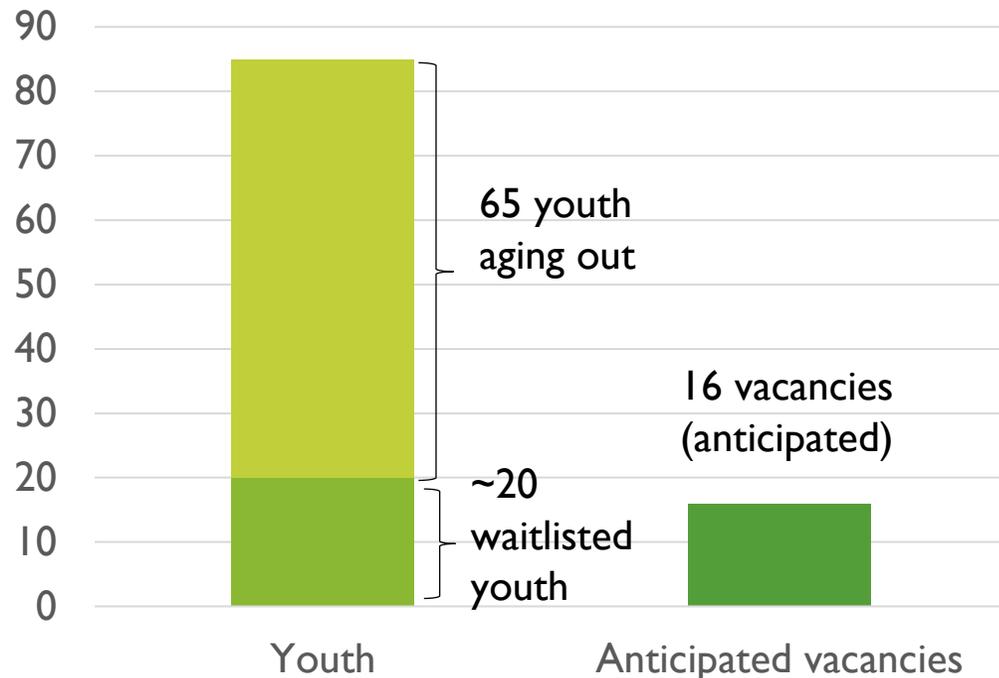
Housing Status of Exiting Youth in 2022  
(N=38)



Source: Exit survey data collected by JPD staff and reported to HSA. Other category includes youth with other types of arrangements, unknown arrangements, or no arrangements.

# There is a lack of transitional housing after leaving care

THP+ Projections as of Nov 2022  
(San Francisco)



Source: HSA internal projections for 2023 as of November 2022. These numbers include youth from JPD and HSA.

- THP-Plus (THP+) programs offers transitional housing placements for youth ages 18 to 25 for a maximum of 36 months
- THP+ housing is limited in San Francisco and other counties
- Most common THP+NMD providers are Unity Care, Pacific Clinics, and Holly's Place.

# Existing efforts to support former foster youth

- Emergency Housing Assistance Payments (EHAP): Began Jan 2022
  - \$1,060 per month for youth who emancipated on or after 12/3/21
- Guaranteed Income (GI) Pilot: Planned to begin Oct 2023
  - \$1,200 per month for youth who leave care anytime 2022 or 2023
- Senate Bill 9: Extends maximum age in foster care from 21 to 22 (wasn't passed in 2023 legislative session)
- Some CBOs serve youth up to age 25
- Informal ties with social worker and attorney

# Guaranteed Income (GI) Program\*

- State-funded pilot
- First payments planned to be sent October 25, 2023
- Monthly payments of **\$1,200** to former foster youth who emancipate in 2022 or 2023
- Youth expressed that EHAP have helped them transition out of AB 12
  - Youth: Payments were “necessary” during pandemic

\*Updated as of October 2023

# Collecting data and reporting on youth outcomes

- JPD collects demographic data (age, race, gender), as well as data on education, employment, and parenthood
- Social workers also complete exit surveys for youth aging out
- JPD can further collect data on:
  - Recidivism
  - LGBTQ+ youth
  - Youth's qualitative perceptions, such as mental and emotional well being, safety, housing stability, perceptions of the future, permanent connections, etc.
- Regular reporting and information sharing can help assess program impact

# V. Recommendations

# Recommendations

- 1) Develop formal efforts to help youth cultivate close connections with family members and other supportive individuals
- 2) Ensure that youth have enough financial support to afford housing arrangements that are conducive to their well being and development
- 3) Meet needs in individualized support and financial literacy
- 4) Create and fund a community aftercare program for youth
- 5) Track staff time spent on supporting youth who have aged out
- 6) Make more THP+ housing available for youth
- 7) Fund and advocate for continued guaranteed income for former AB 12 youth
- 8) Collect data and report on outcomes

# Acknowledgements

**This project was informed by the insight of individuals from the following organizations:**

Bay Area Legal Aid

Center for Juvenile and Criminal Justice

First Place for Youth

Human Services Agency

Juvenile Probation Department

Public Defender's Office

San Francisco Superior Court

SF CASA

Sunset Youth Services

Unity Care

# Reflections on and from AB 12 Youth

## Staff and service providers on youth:

*“Amazing people”*

*“Incredibly resilient”*

*“Unbelievable magic.”*

*“Making huge successes all the time”*

*“Very, very, very motivated”*

## Youth:

*“I’m grateful for what I went through. I’m super experienced, super seasoned.”*

*“I can’t complain. This has been life changing. I could have been another statistic.”*

*“I come from a f\*\*\*\* up background. But now I live a normal life.”*

# Contact



Marisa Lin

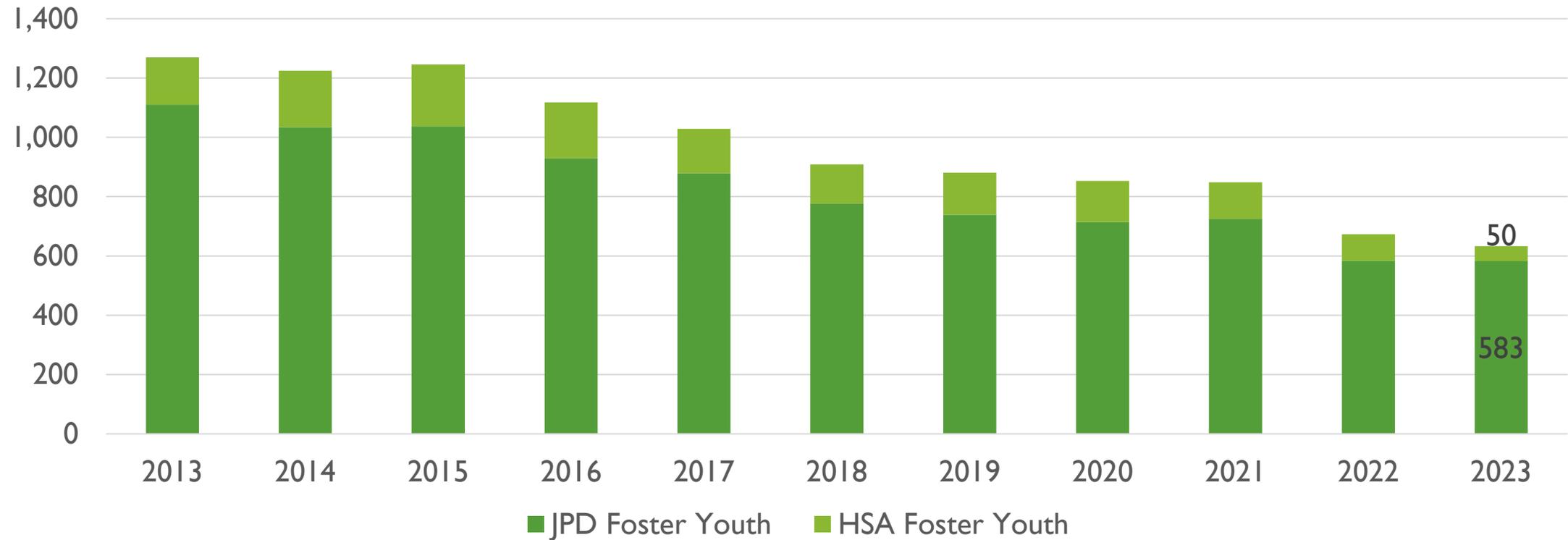
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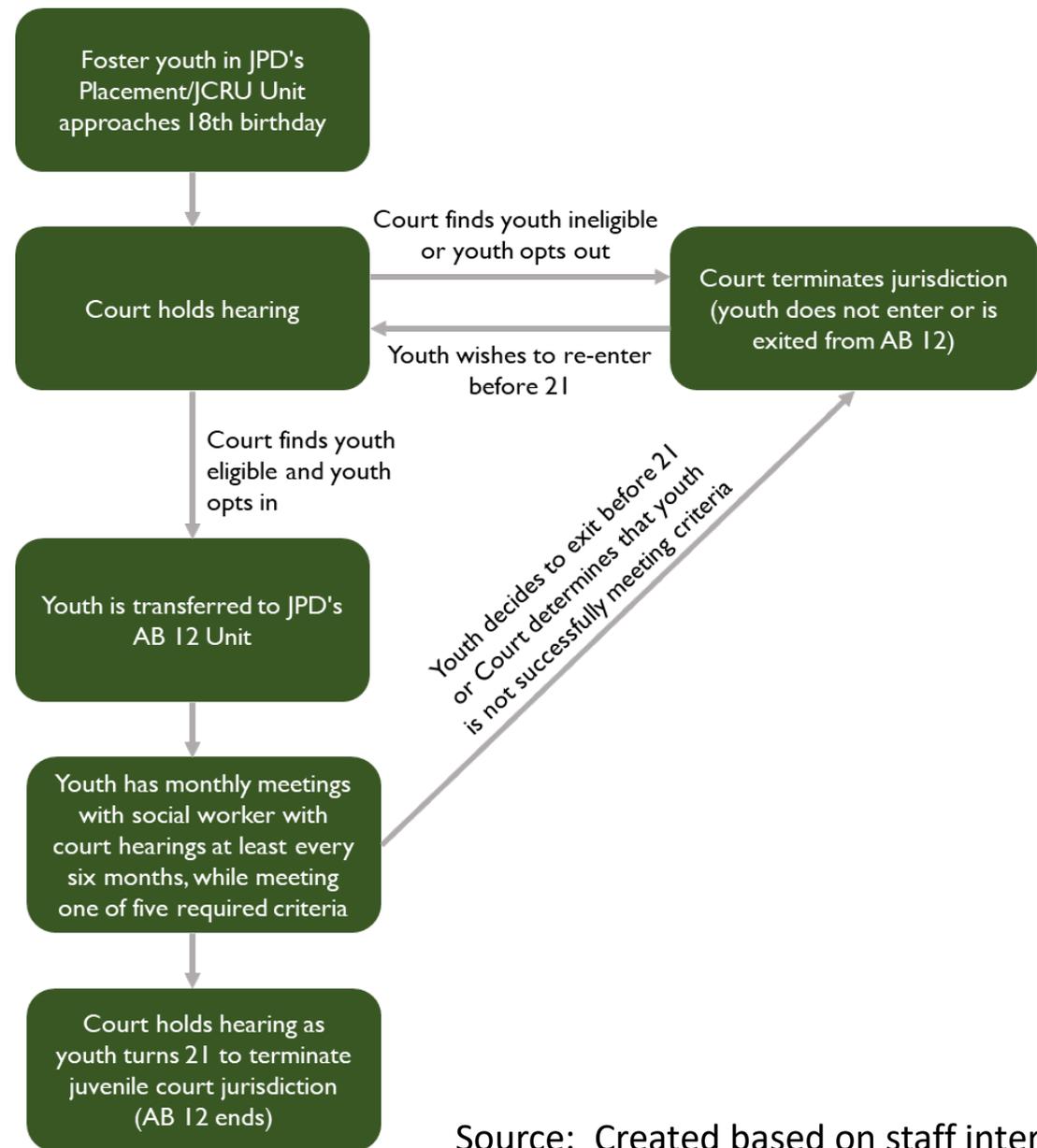
# Appendix

# Total Foster Youth in San Francisco Has Declined



Source: California Child Welfare Indicators Project (UC Berkeley) with data from the California Department of Social Services. Numbers include foster youth up to age 21.

# AB 12 Entry and Exit Process



Source: Created based on staff interviews.

# Goals of Extended Foster Care

1. Maintain a **safety net of support** to youth while experiencing independence in a supervised living environment
2. Provide more time to:
  - Address effects of trauma
  - Obtain educational and employment training opportunities
  - Develop permanent connections to supportive adults
3. Helps youth gain the knowledge and skills needed for **self-sufficiency and successful transition** into adulthood

Source: Extended Foster Care (EFC) Fact Sheet from the California Department of Social Services

# Ingredients of Success\*

## Permanent Connections

- Relationships with caring and supportive adults and peers

## Housing

- Safe and stable housing

## Education and employment

- Enrollment in education, employed, or in a program that reduces barriers to employment

## Healthcare

- Access to services and resources to maintain positive physical, mental, and behavioral health

## Independent Living Skills

- Skills to navigate daily independent living and achieve education/career goals

## Long-Term Plan

- Sustainable, long-term plan with demonstrated commitment to follow through

*\*Informed by SFCASA's five advocacy areas*

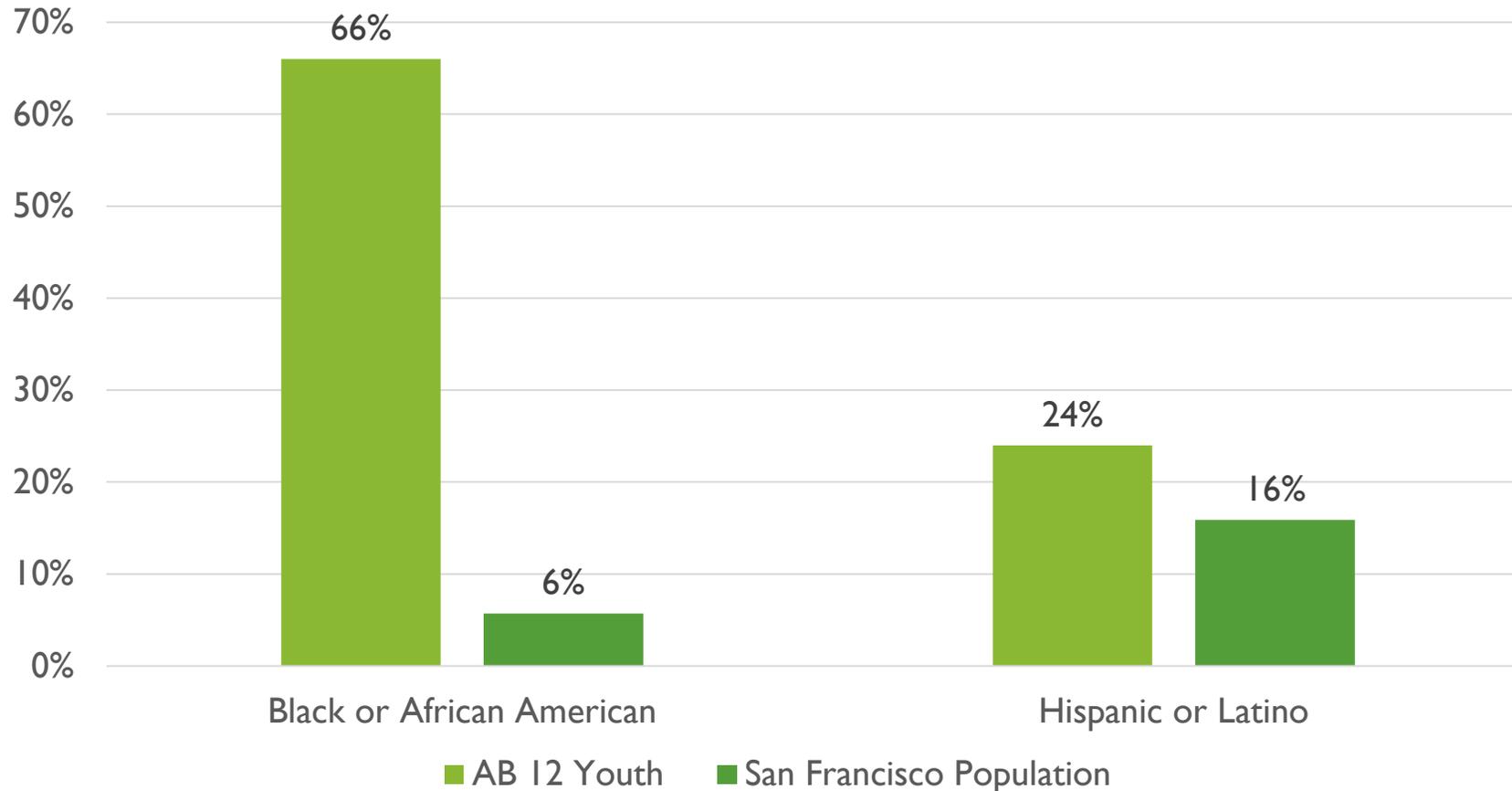
# JPD's Youth Face Unique Challenges

JPD's foster youth deal with:

- Exposure to violence (past and ongoing)
- Trauma in the legal system, including incarceration
- Legal restitution
- City and community dynamics (e.g., gang rivalries, delinquent ties, etc.)
- Prior record may pose barriers to employment and housing\*
- Stigma

\*Many youth are eligible to have their records sealed. Even so, interviews indicate some youth may believe that their past system involvement hinders them from obtaining employment, housing, and other resources.

# AB 12 Youth are Disproportionately Black and Latino Compared to San Francisco's Population



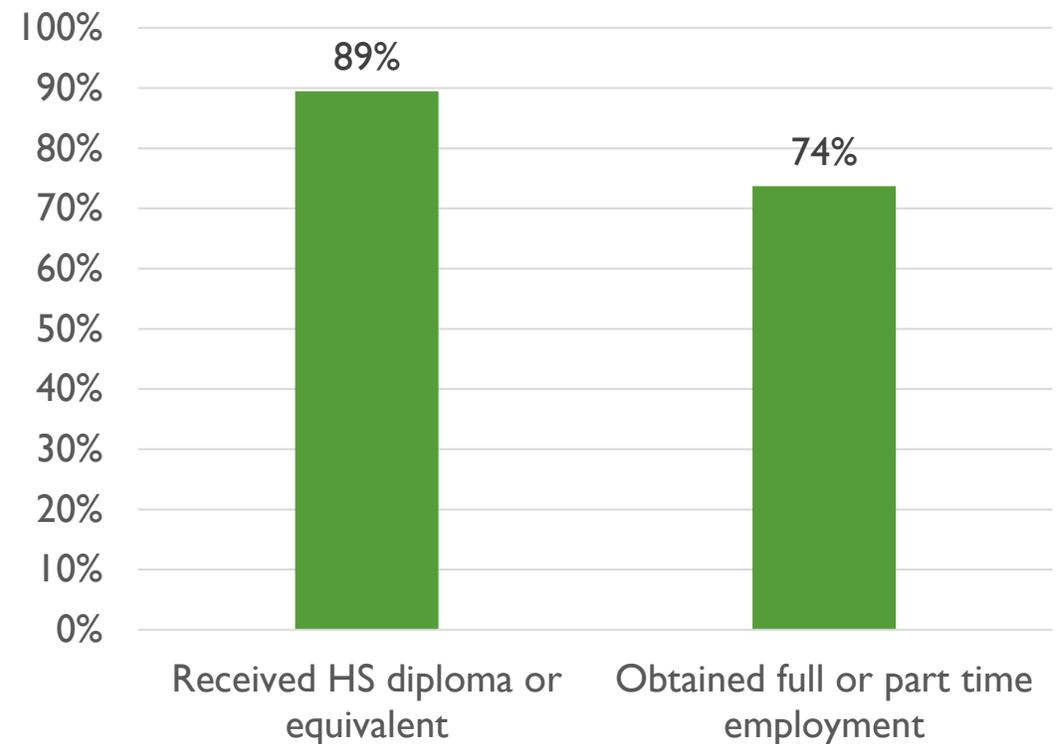
Source: AB 12 youth figures from JPD internal data as of June 30, 2023.

San Francisco figures are 2022 estimates from US Census.

# Assets of AB 12 Youth

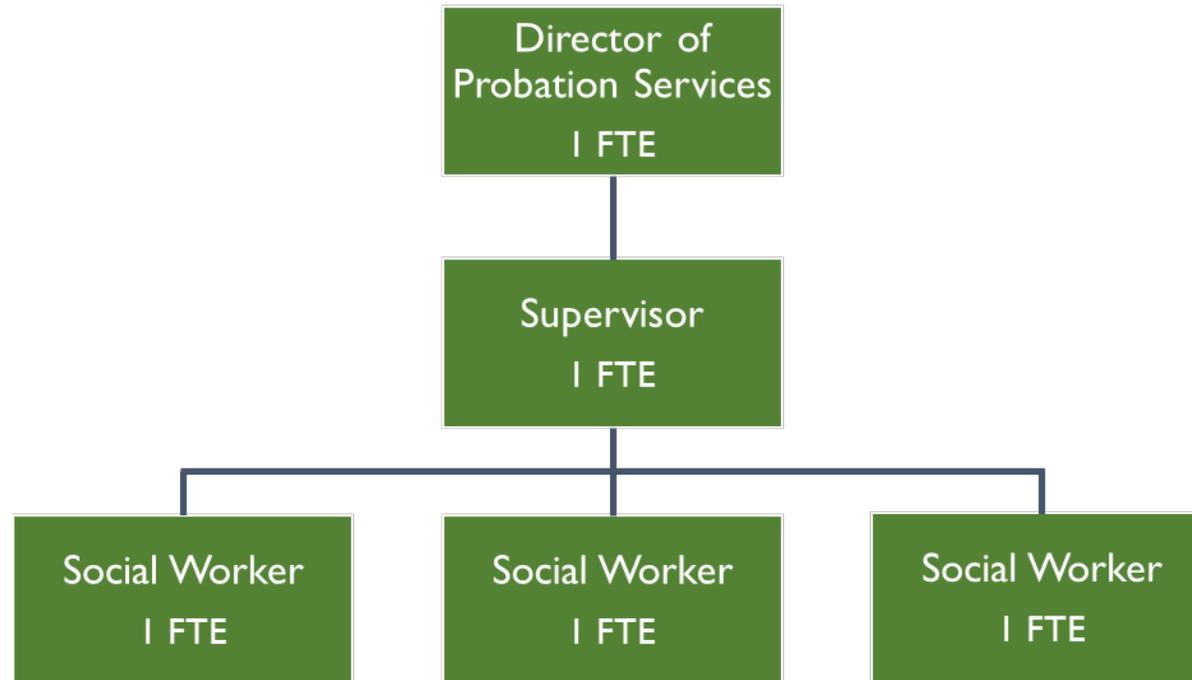
- Education: **90 percent** of youth exiting in 2022 had obtained their high school degree or equivalent
- Employment: **3 out of 4** of exiting youth obtained employment
- Real world experience, including navigating the system
- Motivation to succeed
- Intelligence and resourcefulness: *“They know what they’re doing. They’re smart”* (service provider)

Education and Employment Status of AB 12 Youth Exiting in 2022 (N=38)

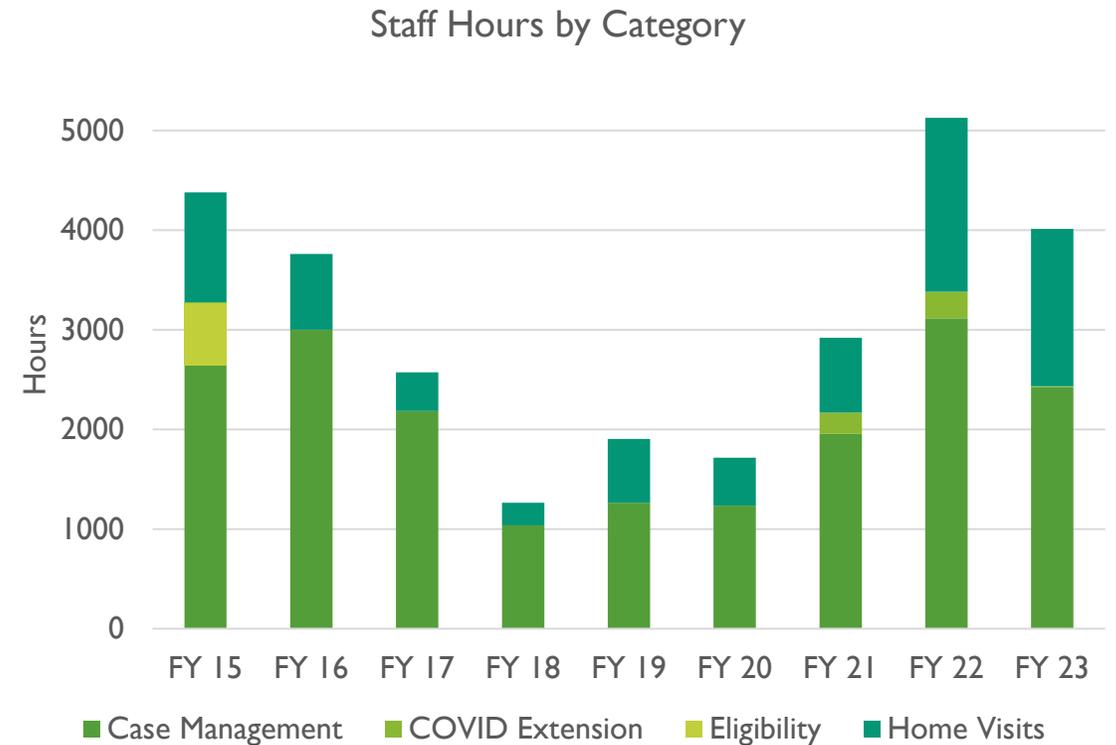
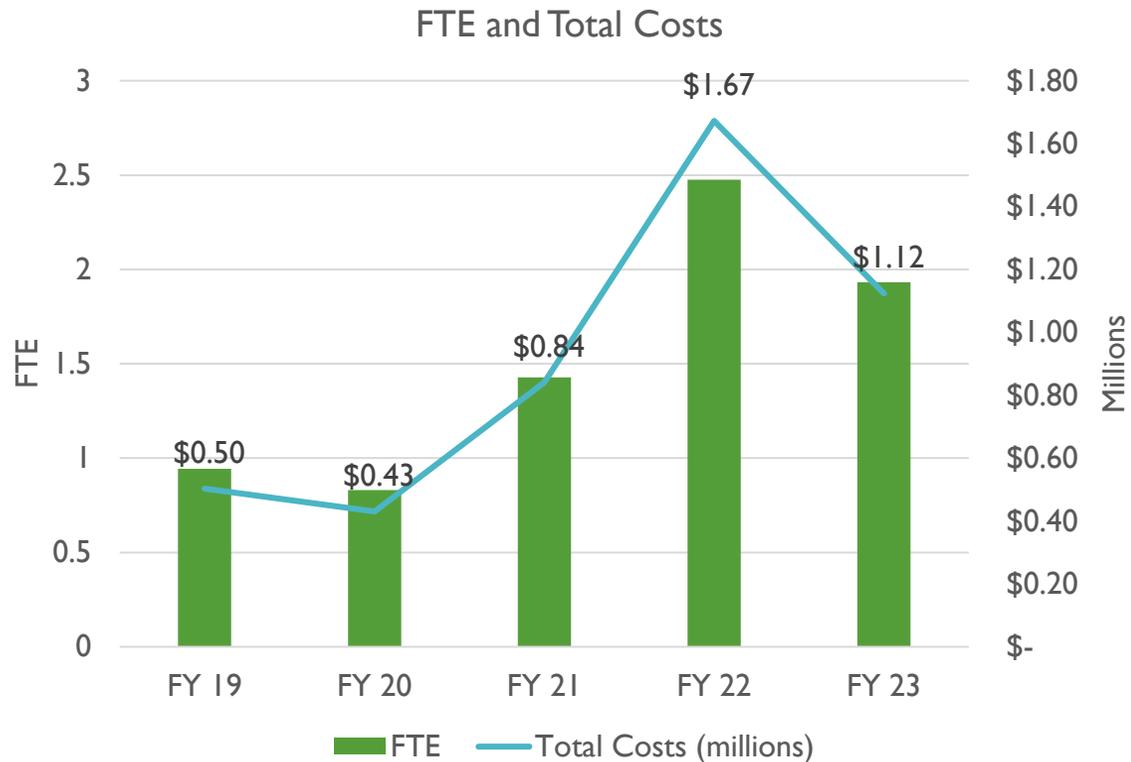


Source: Exit survey data collected by JPD staff and reported to HSA.

## AB 12 Unit Staffing



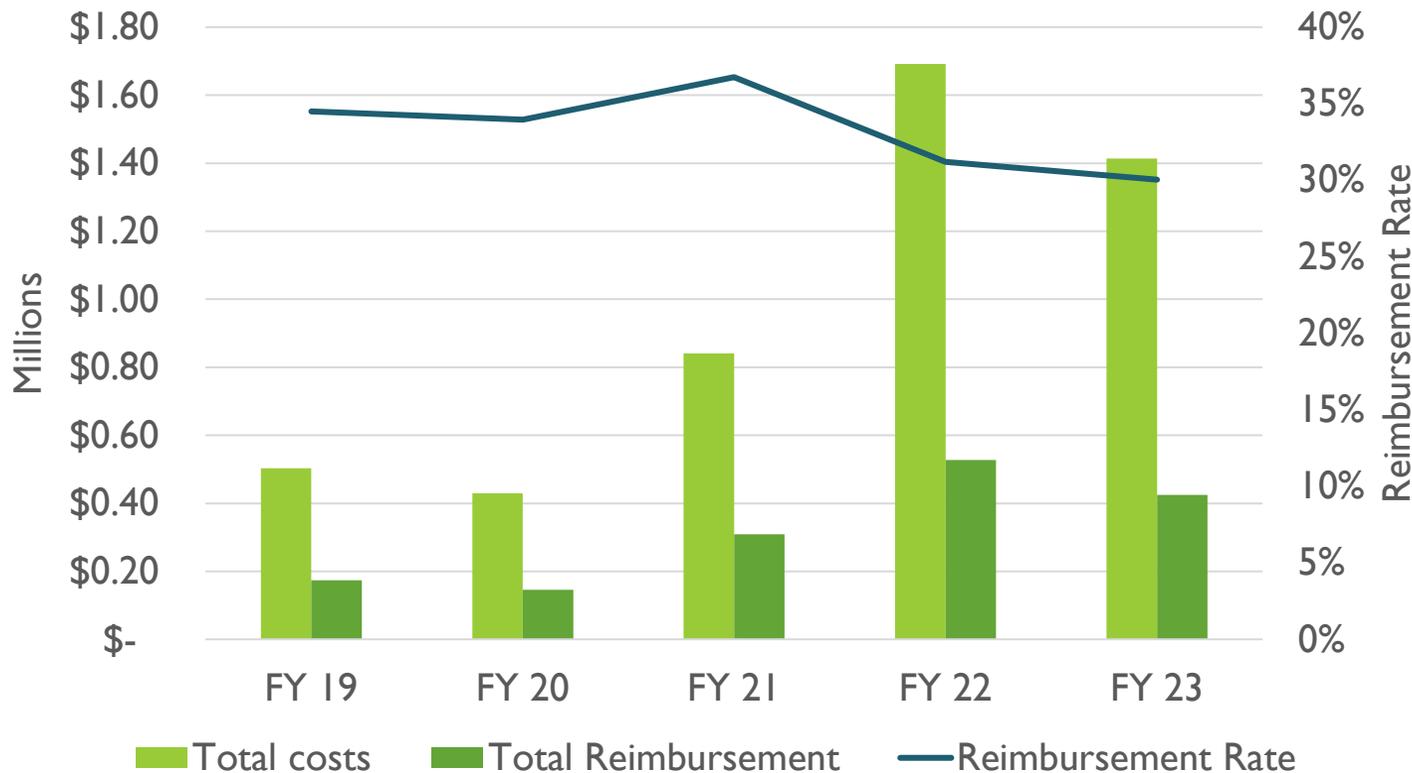
# AB 12 Unit Hours and Total Costs



Source: JPD Title IV-E time study and reimbursement data.

# AB 12 Total Costs and Reimbursements

Extended Foster Care:  
Total Costs and Reimbursements



In FY 2023, JPD spent **\$1.41 million** on extended foster care costs and received **\$0.42 million** in reimbursements.\*

These costs include staff time spent on youth visits, making referrals, and writing and monitoring case plans.

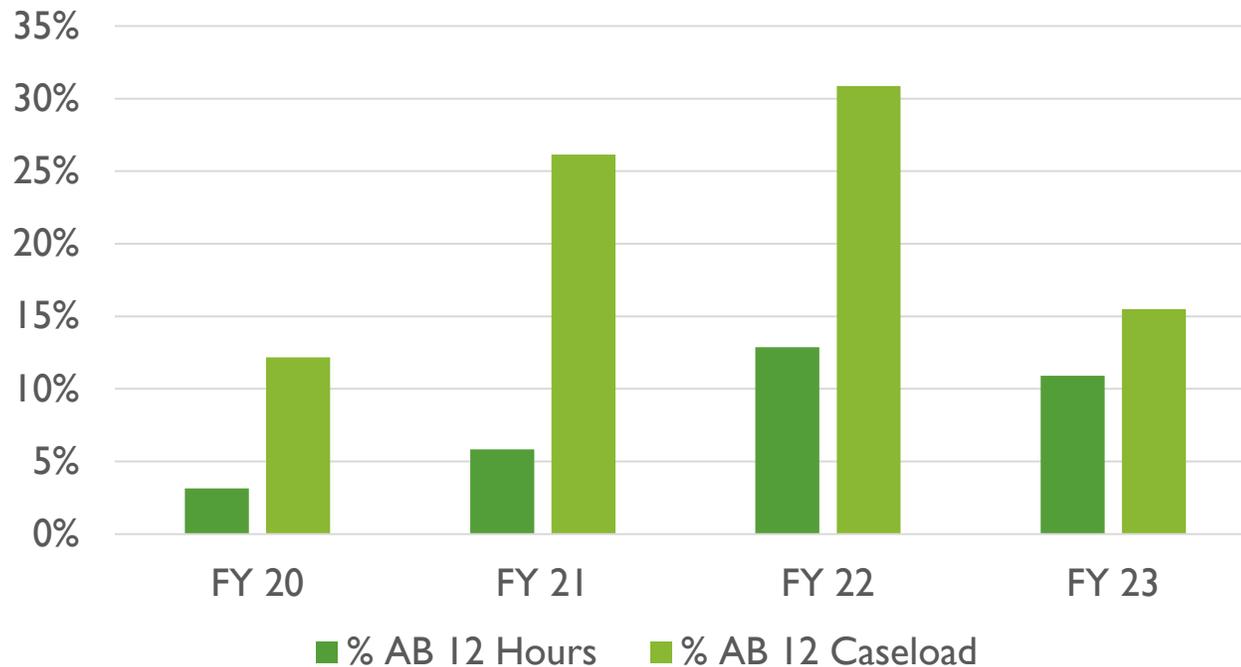
While total AB 12 costs have risen, the reimbursement rate has remained between **30-37%**.

\*Reimbursements are from federal Title IV-E and State Continuum of Care (CCR) funds, which cover salaries and direct costs related to Title IV-e activities, such as travel, group home visits, and trainings.

Source: JPD Title IV-E time study and reimbursement data.

# AB 12 Caseload and Hours

AB 12 Hours and Caseload as Proportion of Total Probation Services Hours and Active Caseload



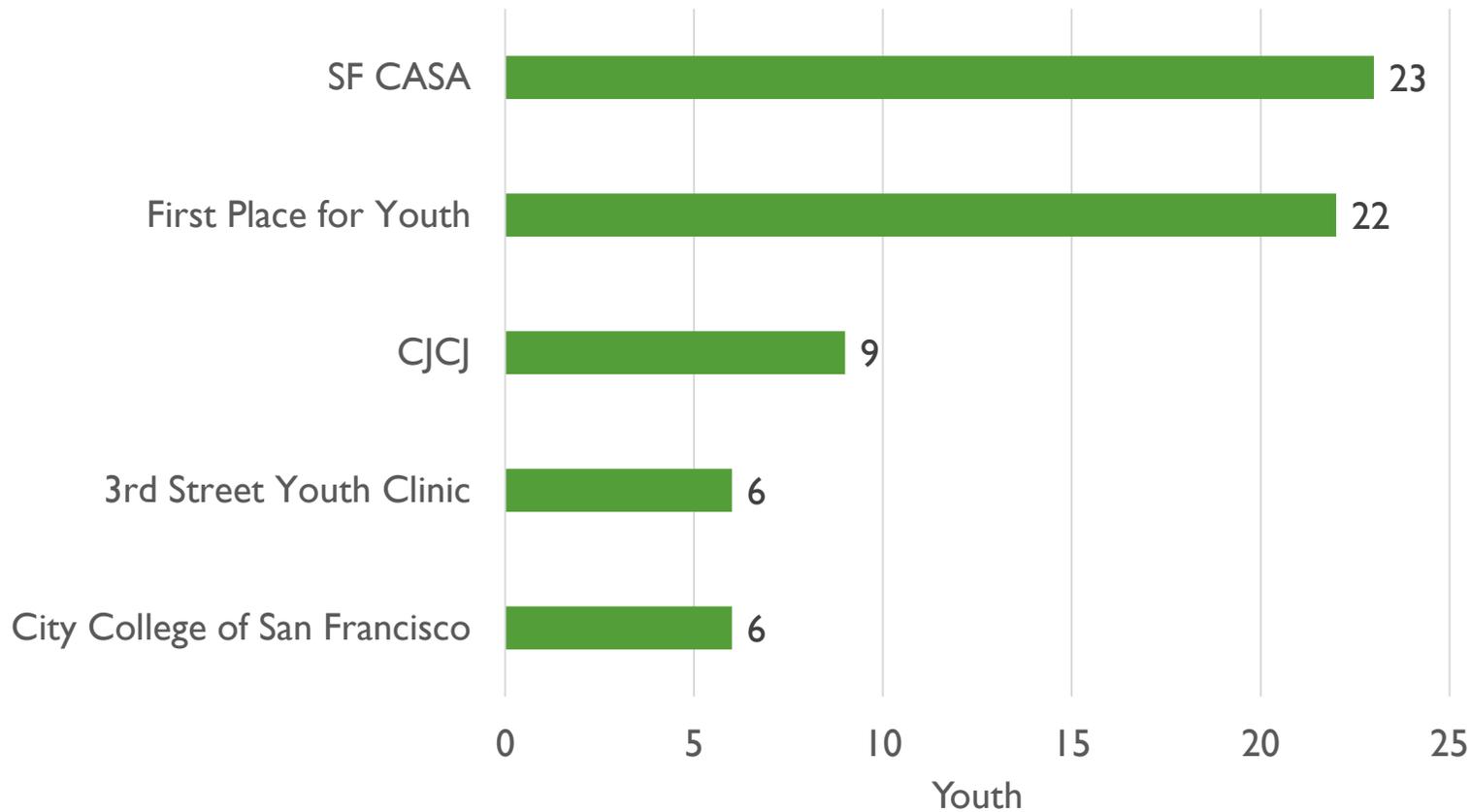
Source: JPD monthly reports and Title IV-E time study data.

The gap between hours spent on AB 12 and AB 12 cases have decreased.

In FY 2022, AB 12 cases were **31 percent** of total JPD cases and **13 percent** of total probation services staff hours.

In FY 2023, AB 12 cases were **15 percent** of total JPD cases and **11 percent** of total probation services staff hours.

# Most common organizations are SF CASA and First Place for Youth



**SF CASA:** Court-appointed special advocate

**First Place for Youth:** Independent Living Skills Program

**CJCJ (Center for Juvenile and Criminal Justice):** JCRU re-entry services coordinator

**3<sup>rd</sup> Street Youth Clinic:** Counseling Program

**City College of San Francisco:** Guardian Scholars Program Assistance and Extended Opportunity Programs and Services

Source: Internal JPD data (Automon) as of June 30, 2023

# Housing Placements

	<b>TRANSITIONAL HOUSING PLACEMENT (THP-NMD)</b>	<b>SUPERVISED INDEPENDENT LIVING PLACEMENT (SILP)</b>
Initial payment to:	THP agency*	Youth
Payment amount (as of FY 23-24):	\$4,192 + county supplement	\$1,206
Case management support:	Yes (provided by THP agency)	No
Housing arranged by:	THP Agency (signs lease)	Youth
Can look like:	House with other youth, apartment with roommates, studio	Apartment, dorm, living with family

\*Youth also receives a monthly stipend from the THP agency.

Source: Staff interviews and All County Letter 23-65.

Note: NMD refers to non-minor dependent. All SILPs must be approved by staff, who may also approve temporary housing arrangements for youth in between placements.

# Housing is a significant challenge

- Former probation youth often do not feel safe living in the city
- However, housing resources through the Department of Homelessness and Supportive Housing are primarily located within San Francisco
- Moreover, THP+ openings are scarce (see slide on THP+ projections)
- Other challenges:
  - High housing costs
  - Long waitlists
  - Roommates
  - Past (unsealed) records
  - Adjusting to housing unit rules
  - Securing placements near programs, jobs, and supportive community

\*THP+ housing is a county-funded program for emancipating foster youth over 21.

# Services and Support for youth beyond age 21

Organization, Service, or Program	Service Type	Maximum Age
Transitional Housing Program Plus (THP+)	Housing for youth who left foster care on or after 18 <sup>th</sup> birthday	25
Department for Children, Youth, and Their Families (DCYF)	Various programs	25
First Place for Youth	Independent Living Skills Program	22
Bay Area Legal Aid	Civil legal aid	24
HYPE Center	Multi-service drop-in center	24
SF CASA	Aftercare program (in development)	TBD

# Financial Support During and Beyond AB 12 (FY 23-24)

Housing Type	Monthly Amount	Supplements (FY 2023-24)	Description
Supervised Independent Living Placement (SILP)	\$1,206	\$2,700 if six months pregnant \$900 per child if parenting	SILPs are youth-selected placements, such as a rental unit or college dorm. <b>Payment goes directly to youth.</b>
Transitional Housing Program – Non-minor Dependent (THP-NMD)	\$4,192	Additional county supplements:* San Francisco: \$695 Alameda: \$304 Contra Costa: \$304 San Mateo: \$695	THP-NMDs are agency-run housing programs overseen by each county. <b>Payment goes directly to county.</b>  Youth receive a stipend.
Emergency Housing Assistance Payment (EHAP)	\$1,060	N/A	Youth who emancipated on December 31, 2021 are eligible and received their last payment on June 2023.
Guaranteed Income (GI) Pilot	\$1,200	N/A	Youth who emancipated on or before October 31, 2023 are enrolled.

\*These amounts are different for parenting youth: San Francisco (\$1,766), Alameda (\$1,070), Contra Costa (\$1,070), and San Mateo (\$1,766).

Source: Staff interviews, internal County documents, and All County Letters 21-123 and 23-65.