Vital Links:

How Housing and Education
Partnerships Can
Support Transition Age
Youth (TAY)

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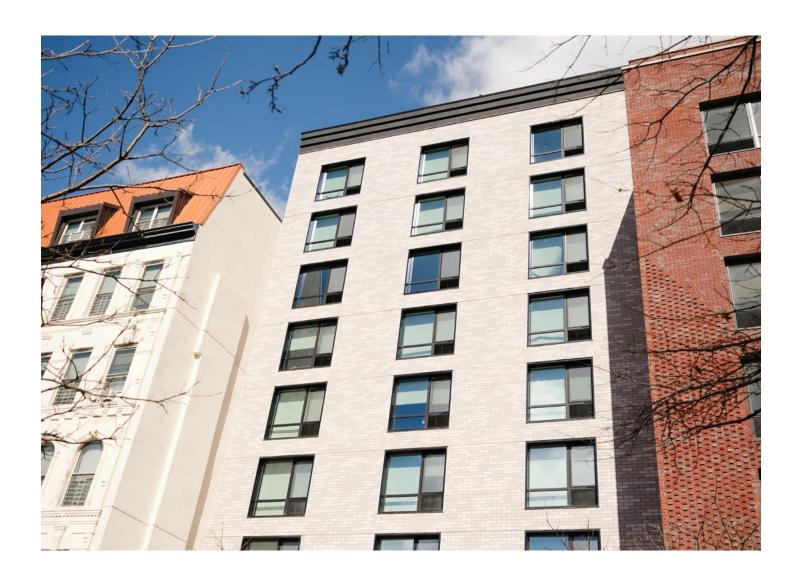
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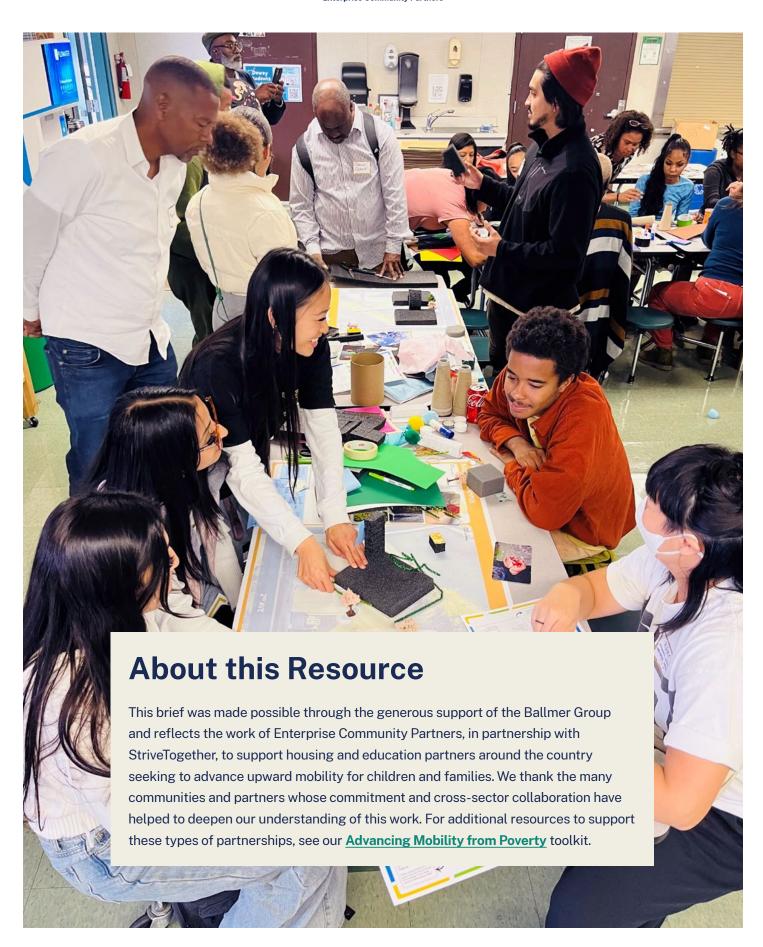
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Introduction

Across the nation's school districts, disparities in educational outcomes persist in regard to race, ethnicity, gender, socioeconomic status, foreign-born status and other factors. Educators have come to realize that in order to eliminate these disparities and set all students up for success, interventions beyond the classroom are required. Thus, in communities nationwide, cradle-to-career systems and partnerships are working to improve educational outcomes for all youth by providing them with the support they need from birth to college to career.

A growing body of evidence establishes a vital link between children's success in school and the housing bundle, i.e., the five-part framework housing advocates say is essential to upward mobility: housing quality, housing affordability, housing stability, neighborhood context, and housing that builds assets and wealth.



*As defined by the US Partnership on Mobility from Poverty as economic success, power and autonomy, and being valued in community.

Securing housing support for low-income families with school-age children is a challenge; there is only enough federal housing assistance available for one in four qualifying households. That challenge is even greater for transition age youth (TAY) who may be disconnected from family, educational institutions, meaningful work, access to social services, and who may have additional barriers to living independently.

The term *transition age youth* is used in research, policy and social services, with varying definitions based on the program and targeted populations. Several other terms such as disconnected youth, opportunity youth, runaway youth, homeless youth, returning youth and emancipating youth are used to describe the multiple overlapping populations of young people between late adolescence and early adulthood on which services and policies center. These programs and policies generally reference specific circumstances or challenges youth have experienced, such as foster care or juvenile detention. The underlying similarity is that TAY, in general, are more likely to experience negative educational and life outcomes – outcomes that could improve significantly through greater access to the housing bundle.

Partnerships between housing and education sector organizations can significantly improve awareness of the unique housing needs of TAY. They can also assist in the coordination of currently available resources while concurrently pushing for innovative solutions to the existing service gaps exacerbating TAY housing instability and educational inequity.



Understanding TAY Housing Needs

Determining the eligibility of TAY for various housing assistance interventions is a challenge as estimates of the number of TAY requiring housing support vary – a fact complicated by the differing definitions of need used by federal laws and agencies. The definitions and eligibility criteria used in policies, services and statistical analyses often overlap. Each provides a piece of the TAY housing puzzle that, when examined together, help us understand where service gaps may occur as a result of limiting eligibility requirements.

TAY is an umbrella term with no standard definition; however, social services and advocates often use it to refer to youth, ranging from age 16 to 24, whom programs and policies target for assistance.

Using data to estimate how many TAY need housing support is challenging due to the variety of needs and circumstances facing various TAY subpopulations (e.g., youth exiting foster care, formerly incarcerated youth, youth with a serious mental disability, youth with a history of domestic abuse), and the overwhelming reliance of youth and young adults on informal, familial resources.

An analysis conducted by the U.S. Bureau of Labor Statistics of data from the National Longitudinal Survey of Youth 1997, found that at age 27 (several years past most common definitions of TAY), 21.4% of young adults lived in their parents' home, and 59.1% had lived with their parents at some point as adults. Many youth do not have this option, or may face the dilemma of choosing between homelessness and a parental home with health and safety hazards.

According to service providers, youth may become homeless in order to escape violence, sexual abuse, physical abuse happening in their homes, the addiction of a family member, or their family's inability to provide for their specific mental health or disability needs. Youth may be expelled from their home due to their family's intolerance of their sexual orientation or gender identity, a phenomenon contributing to the 28% of LGBTQ youth experiencing homelessness or housing instability at some point in their lives.³ Financial crises may also prevent youth from being able to rely on parental housing, especially for low-income families in which the parents themselves face housing instability or overcrowding.

Dey, J. G. & Pierret, C. (2014, December). Independence for young millennials: moving out and boomeranging back. Monthly Labor Review. Bureau of Labor Statistics. https://www.bls.gov/opub/mlr/2014/article/independence-for-young-millennials-moving-out-and-boomeranging-back.htm

² Service providers have noted that the transitional needs of adults may often extend well beyond the TAY age range, often into their late 20s and 30s.

DeChants, J., Green, A. E., Price, M. N., & Davis, C. K. (2022, February 3). Homelessness and Housing Instability Among LGBTQ Youth. The Trevor Project. https://www.thetrevorproject.org/research-briefs/homelessness-and-housing-instability-among-lgbtq-youth-feb-2022/



While college may be an option for some TAY, many do not have the resources to apply, or the educational attainment required for college enrollment. A growing percentage of youth aged 18 to 24 are not enrolled in college (62%) and the enrollment rate is lower for Black (37%), multi-racial (35%), Hispanic (33%) and American Indian/Alaskan Native (28%) youth than it is for white (38%) or Asian (60%) youth.⁴

TAY who have been involved in institutions are at greater risk of housing instability. Those returning from juvenile or adult incarceration may be refused access to their parental homes, and TAY who "age out" of the child welfare system at 18 may not have any family to whom they can return.

Researchers estimate that 20-30% of agedout foster youth and 26% of young adults with a history of juvenile justice system involvement experience homelessness.⁵

Due to the diversity of circumstances that lead to TAY needing housing assistance, there is no simple formula for estimating their housing need. This issue requires a multifaceted approach to understanding housing instability and homelessness for TAY who are not ready or able to live independently, and/or lack access to safe and stable parental housing.

⁴ National Center for Education Statistics. (2023). College Enrollment Rates. Condition of Education. U.S. Department of Education, Institute of Education Sciences. https://nces.ed.gov/programs/coe/indicator/cpb

Tam, C. C., Freisthler, B., Curry, S. R. & Abrams, L. S. (2016). Where Are the Beds? Housing Locations for Transition Age Youth Exiting Public Systems. Families in Society: The Journal of Contemporary Social Services, 97(2), 111–19. https://doi.org/10.1606/1044-3894.2016.97.12





Estimates and Eligibility Criteria

Given the complex conditions facing TAY, issues of privacy, especially concerning minors, and the various age ranges and definitions used, it is difficult to estimate their housing needs. While no comprehensive effort has been undertaken to estimate the total TAY population who face housing instability of all kinds, there has been increased focus on understanding the number of youths who experience homelessness, the most severe form of housing instability. A national survey found that 10% of adults aged 18 to 25 experienced some form of unaccompanied homelessness over a 12-month period. This suggests that well over 3 million TAY experience homelessness each year.

Importantly, this estimate differs vastly from the one used by one federal agency to assess housing needs, allocate resources, and perhaps most importantly, determine eligibility for housing assistance. The U.S. Department of Housing and Urban Development (HUD) utilizes a strict definition of homelessness, also known as "literally homeless," which means either living in a place not meant for human habitation or living in a shelter.⁷ This definition is used to determine eligibility for the approximately 7,000 HUD-funded homelessness services across the country as part of its Continuum of Care Program.

The HUD Point-in-Time Count (PIT), a national survey administered by local agencies and volunteers that attempts to identify a snapshot of the number of literally homeless individuals, suggests there are about 40,000 homeless youth aged 18 to 24.8

The disparity across these estimates is due to HUD's limited definition, which excludes youth who are "doubled-up," also known as "couch surfing," or "staying with others and lacking a safe and stable living arrangement." TAY who seek housing assistance through a Continuum of Care's Coordinated Entry system (often accessed by calling 2-1-1 or visiting a drop-in center) may be told they do not qualify for homeless assistance despite living in an unsafe or unstable living arrangement. Even for the 40,000 homeless TAY who meet the HUD eligibility criteria there are currently only 31,478 shelter beds in the country dedicated to unaccompanied youth or families with young parents, 9, 10 and research shows housing services for TAY often are not located in the same places they are likely to require them. 11 Not only is there an overall lack of sufficient housing programs to meet the needs of TAY, but there also appears to be an eligibility gap preventing many unstably housed TAY from accessing needed resources.

Samuels, B. (n.d.) Missed Opportunities: Youth Homelessness in America – Voices of Youth Count. TCOM Conversations. https://voicesofyouthcount.org/brief/national-estimates-of-youth-homelessness/

HUD Exchange. (n.d.) Category 1: Literally Homeless. https://www.hudexchange.info/homelessness-assistance/coc-esg-virtual-binders/coc-esg-homeless-eligibility/four-categories/category-1

U.S. Department of Housing and Urban Development. (2022, December 6). HUD 2022 Continuum of Care Homeless Assistance Programs: Homeless Populations and Subpopulations. https://files.hudexchange.info/reports/published/CoC_PopSub_NatlTerrDC_2022.pdf

de Sousa, T., Andrichik, A., Cuellar, M., Marson, J., Prestera, E., & Rush, K. (2022). The 2022 Annual Homelessness Assessment Report (AHAR) to Congress. U.S. Department of Housing and Urban Development, Office of Community Planning and Development. https://veteransmentalhealth.texas.gov/wp-content/uploads/2023/01/2022-AHAR-Part-1.pdf

Other federal funding sources exist such as the U.S. Department of Health and Human Services' Runaway and Homeless Youth Program. HUD, however, is the largest federal funding source, and other agencies that fund housing services must use its more restrictive definition of homelessness even if HUD only partially funds those housing services.

¹¹ Tam, C. C., Freisthler, B., Curry, S. R. & Abrams, L. S. (2016). Where Are the Beds? Housing Locations for Transition Age Youth Exiting Public Systems. Families in Society: The Journal of Contemporary Social Services, 97(2), 111–19. https://doi.org/10.1606/1044-3894.2016.97.12

TAY Housing Instability and Educational Outcomes

TAY experiencing unstable housing face significant challenges in attaining independent living within stable housing, especially for those whose education has been disrupted by housing instability. High housing costs and the lack of living wage, entry-level jobs make finding adequate, affordable housing on the private market, without familial support, nearly impossible. TAY may experience a vicious cycle of housing instability that impacts their education, which in turn impacts their economic opportunities and financial stability, reproducing housing instability. This cycle can dramatically impact educational and financial outcomes throughout one's lifetime.

The evidence regarding the educational implications of youth housing instability is clear:

- Youth experiencing housing instability have more absences and less academic achievement on average.¹³
- Students who are doubled up have lower GPAs, are less likely to graduate on time, and are more likely to have truancy problems, even when controlling for income.¹⁴
- Youth who experience homelessness after aging out of the foster care system are less likely to enroll in post-secondary education or have full-time employment.¹⁵

There is, however, federal legislation that takes aim at this issue, at least from the education side. The McKinney-Vento Homeless Assistance Act ("McKinney-Vento") is a federal law that guarantees educational rights for youth experiencing homelessness. Students who are identified as experiencing homelessness have the right to immediate school enrollment regardless of records or documentation, the right to remain in their school of origin, the right to receive transportation to and from the school of origin, and the right to receive other forms of educational support.¹⁶

Significantly, the Department of Education (DOE) uses a broader definition of homelessness than HUD, one that includes youth without a "fixed, regular and adequate nighttime residence," including those who are "doubled-up," or sharing housing with others out of necessity.

The DOE estimates that 1.2 million homeless students were enrolled in school during the 2021-2022 school year.¹⁷ McKinney-Vento provides resources to improve identification of students experiencing homelessness through staff training, but despite school districts' best efforts to identify students, this is still widely considered an undercount of student homelessness.¹⁸

Further, because these services are administered through school systems, when students age out, drop out or graduate, their eligibility for homelessness services from their school no longer applies. This service eligibility drop-off comes at a very difficult time for many TAY, whose age range comes with challenges that can be greatly exacerbated by housing instability.

- The median earnings for individuals aged 16 to 24 is \$4,990 annually, according to 2021 Census PUMS data analyzed by Enterprise.
- John W. Gardner Center for Youth and Their Communities. (2022). Housing Instability & Educational Outcomes of San Mateo County Youth. John W. Gardner Center for Youth and Their Communities, Stanford University. https://eric.ed.gov/?id=ED624057
- Low, J. A., Hallett, R. E. & Mo, E. 2016). Doubled-Up Homeless: Comparing Educational Outcomes with Low-Income Students. Education and Urban Society, 49(9), 795–813. https://doi.org/10.1177/0013124516659525
- Rosenberg, R. & Kim, Y. (2017). Aging Out of Foster Care: Homelessness, Post-Secondary Education, and Employment. Journal of Public Child Welfare, 12(1), 99–115. https://doi.org/10.1080/15548732.2017.1347551
- U.S. House of Representatives. (n.d.). 42 USC CHAPTER 119, SUBCHAPTER VI, Part B: Education for Homeless Children and Youths. https://uscode.house.gov/view.xhtml?path=/prelim%40title42/chapter119/subchapter6/partB&edition=prelim
- This figure includes homeless students of all ages. There were over 350,000 homeless students enrolled in grades 9-12. U.S. Department of Education. (n.d.). Data Download Tool. Ed Data Express. <a href="https://eddataexpress.ed.gov/download/data-builder/data-download-tool?f[0]=program:McKinney-Vento%20Act&f[1]=school_year:2021-2022
- Levin, S., Espinoza, D., & Griffith, M. (2022). Supporting Students Experiencing Homelessness: District Approaches to Supports and Funding. Learning Policy Institute. https://learningpolicyinstitute.org/product/supporting-students-homelessness-report





The Challenge of TAY Access to the Housing Bundle

Some TAY have fundamental needs that must be addressed before independence is sustainable. Housing assistance, while critical, may fall short if it does not provide wrap-around services specific to the needs of their age range. 19 Youth service providers report that TAY often need years to build interpersonal skills before they are able to live independently. Successful examples of TAY housing and service provision include programming that provides structure, routine and accountability – aspects that are missing or deprioritized from general adult housing assistance programs. 20

TAY may also be more vulnerable to violence, domestic violence, exploitation and trafficking.²¹ Youth who experience domestic violence may not know how to access resources, and the situation may lead to homelessness if the perpetrator is a parent or relative providing their housing. Youth may be at risk of turf-related violence based on where they live or have lived that necessitates housing assistance beyond their former neighborhood. Further, TAY are often still forming the social bonds that support them throughout their lives. Whether or not TAY have family connections, it is key for some that they are not in isolated areas, but are part of an integrated and connected community that can help facilitate opportunities for education, career and socialization.

TAY, because of their age, may also need significant support beyond that needed by the general low-income adult population, such as life skills training, financial literacy, career and technical education and on-the-job training opportunities, certificate-based coursework and special education support.²² Programs that work with TAY may need to focus on self-esteem and trauma-informed care including primary care, mental health care and substance abuse treatment. Programming may require aptitude in violence prevention and deescalation. TAY are also at a critical juncture in human development, where their ability to thrive requires access to community, space for artistic and cultural expression, and cultivating a sense of belonging and stability in a safe environment.

TAY enter housing services at various levels of independence, and appropriate housing for them requires finding the right balance between privacy and independence, and community and access to services. Further, locational needs are greater for many TAY who require accessible educational and career opportunities. This presents an additional challenge as rising housing costs make access to high-opportunity neighborhoods more difficult for many housing service providers.

Semborski, S., Redline, B., Madden, D., Granger, T., & Henwood, B. (2021). Housing Interventions for Emerging Adults Experiencing Homelessness: A Scoping Review. Children and Youth Services Review, 127. https://doi.org/10.1016/j.childyouth.2021.106081

Henwood, B. F., Redline, B., & Rice, E. (2018). What Do Homeless Transition-Age Youth Want from Housing Interventions? *Children and Youth Services Review 89*, 1–5. https://doi.org/10.1016/j.childyouth.2018.04.014

²¹ Schilling Wolfe, D. (n.d.). Foster Care Youths at Risk for Child Sex Trafficking. Social Work Today. https://www.socialworktoday.com/news/enews_1118_1.shtml

²² Clark, H. B. & Crosland, K. A. (2009). Social and Life Skills Development. Achieving Permanence for Older Children and Youth in Foster Care (pp. 313–36). Columbia University Press. https://doi.org/10.7312/kerm14688-018





The Potential of Cross-Sector Partnerships

While the issue of TAY housing instability is rarely treated holistically, there are state and federal policies that take aim at portions of the problem. HUD makes a limited number of Housing Choice Vouchers available for public housing authorities to provide to youth aged 18 to 24 who are exiting the foster care system. ²³ However, these vouchers expire after 36 months, presenting a challenge for TAY who are not able to be fully independent and/ or afford housing costs after three years. Worse, despite the need for these resources, the vouchers do not always find recipients. ²⁴

A few states have passed legislation to create vouchers for homeless youth who have experience in the foster care system, and to require that local social services departments provide temporary housing support for youth exiting custody of the foster care or juvenile justice system.²⁵ These interventions rely on institutionalization that allows them to identify and determine eligibility. The many TAY with no systems involvement are unlikely to be identified or to qualify for programs unless they are considered "literally homeless."

Partnerships that can find common ground in these definitions and eligibility requirements could go a long way toward bridging the service gap for both TAY with systems involvement, and TAY with no systems involvement, through identification and resource navigation. It is increasingly evident that the youth voice must be represented in conversations around policies and programs for TAY. Cross-sector partnerships can play a critical role in centering the lived experience of TAY and tackling this complex issue.

Cross-sector partners can help break down silos across different sectors by bringing together a range of expertise and perspectives. Evidence shows this kind of effective collaboration can drive sustainable outcomes. One of the most promising opportunities for housing and education partnerships to tackle is resolving the drop-off experienced by TAY who leave the public school system, thereby losing their McKinney-Vento Act-based eligibility for programs.

²³ U.S. Department of Housing and Urban Development. (n.d.). FYI Vouchers for the Foster Youth to Independence Initiative. Office of Housing Choice Vouchers. https://www.hud.gov/program offices/public indian housing/programs/hcv/fyi

Cuccia, A. (2023, April 17). Some Face Homelessness When Leaving Foster Care, Despite D.C. Having Housing Vouchers To Help Them. DCist. https://dcist.com/story/23/04/17/dc-foster-care-housing-voucher-2023/

Rifkin, C. (2023, September 21). Young Adult Homelessness: Options to Improve Employment and Housing Security. National Conference of State Legislatures. https://www.ncsl.org/human-services/young-adult-homelessness-options-to-improve-employment-and-housing-security

Becker, J. & Smith, D. B. (2018). The Need for Cross-Sector Collaboration. Stanford Social Innovation Review. https://ssir.org/articles/entry/the_need_for_cross_sector_collaboration



McKinney-Vento funds school efforts to identify homeless and doubled-up homeless students by training school staff "liaisons." Liaisons ensure homeless youth receive referrals to services, and they may serve as trusted adults who can help youth navigate difficult situations. However, research shows there is significant variation in how liaisons interpret and carry out their federally mandated responsibilities,^{27,28} including the degree to which they collaborate with outside organizations, a factor that could be greatly improved by establishing formal partnerships. If school staff such as liaisons could establish connections between students and services before they leave the school system, these students could benefit from much greater access to housing resources as TAY adults.

School districts also offer a potential partnership structure via the DOE's Full-Service Community Schools Program (FSCSP), which administers grants to improve the coordination, integration, accessibility and effectiveness of services for children and families. The FSCSP may also serve as a source of trusted adults for TAY, increasing the likelihood of connecting them with appropriate services.²⁹ The FSCSP directly encourages coordination of partnerships between schools and community-based organizations and institutions; partnerships that improve access to housing-resource navigation while youths are still connected to the public school system could go a long way to improving service-client connections for TAY.

While establishing early connections to service navigation could be impactful, most TAY will still only qualify for housing assistance if they meet the HUD definition of literally homeless. The existing services and resources are insufficient; partnerships must continue to step up in new and creative ways to extend eligibility, or develop new programs that can solve these service gaps.

²⁷ The National Center for Homeless Education. (2020). Homeless Liaison Toolkit. https://nche.ed.gov/wp-content/uploads/2020/09/Local-Liaison-Toolkit-2020.pdf

Taylor Wilkins, B., Mullins, M. H., Mahan, A., & Canfield, J. P. (2016). Homeless Liaisons' Awareness about the Implementation of the McKinney-Vento Act. Children & Schools, 38(1), 57–64. https://doi.org/10.1093/cs/cdv041

²³ U.S. Department of Education. (2023). Full-Service Community Schools Program (FSCS). Office of Elementary and Secondary Education. https://oese.ed.gov/offices/office-of-discretionary-grants-support-services/school-choice-improvement-programs/full-service-community-schools-program-fscs/





Case Study: Alameda County, California

In California, Youth Action, A Way Home is Alameda County's Coordinated Community Plan to prevent and end homelessness for youth and young adults while supporting those currently experiencing homelessness.³⁰ The partnership received \$6.7 million along with technical assistance from HUD's Youth Homeless Demonstration Program in 2020.

The planning process was led by the Alameda County Continuum of Care (CoC) and a Youth Advisory Board consisting of youth with lived experience of homelessness. The process emphasized the need to develop better cross-systems partnerships and collaborations:

"This plan [Youth Action, A Way Home] represents a broad range of stakeholders from the worlds of homelessness, government, child welfare, education, workforce development, business, justice, affordable housing, advocacy, and out-of-school activities." 31

³⁰ Alameda County. (2022). Youth Action: A Way Home: Alameda County's 2022 Coordinated Community Plan to Prevent and End Homelessness for Youth and Young Adults While Supporting Those Currently Experiencing Homelessness. https://homelessness.acgov.org/homelessness-assets/docs/reports/Youth%20Action%20a%20Way%20Home%20Final.pdf

³¹ Alameda County. (2022). Youth Action: A Way Home: Alameda County's 2022 Coordinated Community Plan to Prevent and End Homelessness for Youth and Young Adults While Supporting Those Currently Experiencing Homelessness. https://homelessness.acgov.org/homelessness-assets/docs/reports/Youth%20Action%20a%20Way%20Home%20Final.pdf





The plan notes that, even by the most conservative estimates, current housing resources do not meet the needs of youth experiencing or at risk of experiencing homelessness. It calls for a homeless response system for youth and young adults who may not be aware of the often disjointed programmatic offerings. According to the plan, "... greater efforts are needed in different systems and sectors working together and being in alignment." Further, the plan provides actionable steps and specifies which entities are responsible for carrying out the plan.

Increased awareness and the strengthening of youth-centered homelessness services can be seen by way of the youth-coordinated access point for the CoC, where youth with lived experience of housing instability provide peer housing navigation. Despite its observable success, the plan, which operates within the domain of the HUD-funded CoC, is largely limited to serving those youth who meet the HUD definition of literally homeless.











Concurrently, there is a large advocacy coalition based in the city of Oakland, in California's Alameda County, that is pushing for a more connected and expansive TAY support system. The coalition is centered around a place-based intervention that brings together housing and education partners. They hope it will lead to a transformation in how Oakland's TAY housing assistance system operates. Known as the Career and Technical Education Hub (aka "the CTE Hub"), the project seeks to leverage property owned by the public school district to develop a center for TAY housing, educational, social and employment opportunities. Youth advocates have been critical to the CTE Hub's planning, as well as wrestling with the difficult questions that remain about where it fits in the greater TAY housing and service sector, such as: What will happen to TAY who graduate from the time-limited housing services offered? What resources will be available for TAY who will not be able to access the CTE Hub's housing services because of finite space?

The school district's involvement could potentially yield a partnership that goes beyond providing property for the CTE Hub. With a formalized partnership that includes housing providers, advocates and the school system, Oakland could develop innovative solutions to the lack of housing assistance opportunities for many TAY.



Conclusion

Many TAY are falling through the solvable gaps in our current housing support system, which critically impacts their educational attainment and life outcomes. While resources do exist, they pale in comparison to the scale of the need and gaps in services and eligibility.

Cross-sector partnerships could yield concrete benefits for TAY including greater awareness of existing resources and access points across the housing spectrum, mutually beneficial collaborations to fill gaps in service, amplification of advocacy and awareness of housing insecurity, continuation of the public momentum behind increased local action, mobilization of public and private investment in housing services, and the capitalization of local and national innovations in the field.

Partnerships should include the voices of youth with lived experience, practitioners with knowledge of TAY support services, and actors in the housing sector with the potential to leverage existing resources.

Another critical partner is the public education system, which can capitalize on its federal funding, inclusive understanding of housing instability, and connections to students as they enter this transitional phase of life.

At minimum, partnerships have the power to improve the efficiency of resource navigation for services that are not reaching the TAY client pool, who may not know how to access them. Committed, innovative partnerships offer the potential to unlock upstream solutions that prevent generations of TAY from slipping through the cracks, lacking sufficient housing support and facing barriers to upward mobility.



About Enterprise Community Partners

Enterprise is a national nonprofit that exists to make a good home possible for the millions of families without one. We support community development organizations on the ground, aggregate and invest capital for impact, advance housing policy at every level of government, and build and manage communities ourselves. Since 1982, we have invested \$72 billion and created 1 million homes across all 50 states, the District of Columbia, Puerto Rico and the U.S. Virgin Islands – all to make home and community places of pride, power and belonging. Join us at enterprisecommunity.org.