

# Youth In The Tenderloin

Published by

**THE TENDERLOIN COMMITTEE, INC.**

San Francisco

March, 1967

ADDENDUM: CURRENT ACTION PROJECTS OF T.L.C.

A "Hospitality House" initiated by the Tenderloin Committee is in operation at 143 Eddy Street. For the past three months the youth, in cooperation with the Governing Board of the Hospitality House, actively participated in the planning of their own program of activities. Dancing, discussions, skits and pool have been the main activities which are bringing the youth from off the street into their own center. Coffee, refreshments and an accepting atmosphere are always available and serves as an invitation to take an intermission from "another night on the street". Each evening from 7:00 p.m. to midnight (Monday through Saturday) the Hospitality House is open and supervised by both responsible adults and the youth.

In June, 1967 an Information Center will be available to all Tenderloin residents, with the emphasis on service to youth. Operating from the Hospitality House, professional and lay persons will be available to persons who need a direct referral to existing community resources. Volunteers from the Tenderloin Committee and others will attempt to take the expressed need of the individual and guide the individual to direct contact with the appropriate resource.

A special purpose of this service is to collect statistical data about this population, the nature of their problems, and the kinds of services they can most effectively utilize.

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ACKNOWLEDGEMENTS

The members of the Tenderloin Committee have been helpful in consulting with us about the contents of this report. They have critically reviewed it and have given it their support.

The Central City Multi-Service Center has provided us clerical aid and resources for making up the initial drafts of the report. Their Drug Report has given us the opportunity to include the voice of the youth in this report.

Certainly the youth of the Tenderloin have provided us with the impetus to search out their feelings, their problems and their needs. These same youth have contributed in great measure to the program proposals of the Tenderloin Committee and it is to achieve their goals that this report is written.

The Program Research & Development Committee, Tenderloin Committee, Inc.

Jerry Endres, M.S.W., Chairman

Carol Foster, M.A.

Janice McGowen, M.D.

Jack Curtis, Ph.D.

## INTRODUCTION

This is a report designed to define a social problem of a magnitude that is of primary importance to any civilized society. The writing of this report is a reflection of the growing concern by many San Franciscans over the life to which their youth are introduced in the Tenderloin area of the City. This report is an appeal for the financial tools needed to meet the needs of these youth.

Within this report the reader will find documentation of the deplorable social conditions in the Tenderloin of San Francisco. These conditions are the result of the search by our youth and youth from all over the United States for excitement, anonymity or answers for their personal needs and emotional conflicts. This cycle of self-destructive and anti-social behavior has its beginnings not in the Tenderloin but from within their earlier psycho-social experiences. The Tenderloin serves to nurture and crystalize unformed personalities into a rigid life style that is neither productive nor self-satisfying. The result is the loss to society of leadership and productive citizenship for the coming decades. The product becomes an entire population which evidences socially parasitic and exploitive aspects.

The Tenderloin Committee, Inc. of San Francisco has proposed various programs, which in a positive manner begin to short circuit this cycle, offering youth alternatives that will result in opportunity for personal self-development which does now exist.

Present community services do not have the continuity nor comprehensiveness of program that directly serve this youth population. It is therefore essential that the Tenderloin Committee proposals become operative so that meaningful service can be directed to the youth.

We need to understand more clearly the population with which we are concerned. The Tenderloin sub-culture represents to us a social system with effects unlike those usually associated with the juvenile gang member, the individual delinquent, the hippie or the criminal.

If funded, the proposals will help us gather needed data for appropriate research. We intend to move forward whether or not funding is immediately available.

#### DEFINITION OF TERMS

1. Tenderloin: Area within San Francisco Census Tracts A-18 through A-23. Beginning to extend to K-2.<sup>1.</sup>
2. Youth: Ages 12 through 28 years. This includes both those living in the Tenderloin and those frequenting the area.
3. Tenderloin Committee, Inc.: A large working body of professionals, lay persons and youth with a primary focus upon meeting the needs of the youth -- the delegate agency for the proposed programs.<sup>2.</sup>

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1. See Map in Appendix

2. See roster in Appendix



## ASSUMPTIONS

There are certain assumptions which have been employed in the writing of this report. They are:

1. The Tenderloin area, itself, is not the single cause of social problems. Programs in the Tenderloin should be directed toward the achievement of self-development and self worth in the youth as well as the reduction of risk from adverse social influence.
2. Organizations which involve those within the target area enhance the democratic problem solving process.
3. The Tenderloin reflects some of the hidden life and the social dysfunctioning of San Francisco as a whole.
4. Not all young persons in the Tenderloin are emotionally "sick" in the usual sense. We need to understand their insulation processes for better understanding of the entire youth population.
5. If we are to do more than define the problem and indicate the needs of the youth, we need the tools to continue what we've begun. These programs can not be effective on a large scale without financial support.

## I. DEFINITION OF THE PROBLEM

### PHYSICAL, SOCIAL AND HEALTH CONDITIONS OF THE TENDERLOIN

#### Description of the Tenderloin as a social condition

San Francisco is a hub city. It serves the Bay Area now as in the past as a reception center for immigrants and transients, as a center of cultural influence; a financial operation third in magnitude to New York and Chicago; a romanticized 49 sq. miles of water, hills and commercial entertainment.

Within San Francisco there is an inner core. This "Central City" is a target area for the War On Poverty. The Tenderloin, Skid Row, and the big stores and hotels of San Francisco comprise this inner city. The Tenderloin, while a part of Central City, is also a way of life. The Tenderloin in its land use, characteristics of its population and social disorganization, typifies the deterioration of the inner city.<sup>3</sup>

#### Land Use<sup>4</sup>

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3. For typical conditions see Lawrence J. Northwood, "Deterioration of the Inner City," in Nathan E. Cohen, ed., Social Work and Social Problems (New York, N.A.S.E., Inc., 1964), pp. 206-207.

4. These secondary statistics are from the U. S. Census publications, 1960.

### Housing

1. The Tenderloin area has 99.37% multi-unit lodging as compared to 64.5% in the entire city.
2. Absentee ownership is the rule. This is borne out by the fact that while 65% of all San Franciscans rent their housing, 98.9% of Tenderloin residents rent theirs.
3. Available housing, though relatively cheap, is frequently sub-standard. While \$80 is the average rent in San Francisco, a Tenderloin housing unit can be rented for \$66 on the average.

The youth population is predominantly of low income, transient, and without familial ties.

### Recreation

One minute park (Union Square) in the area almost exclusively serves the hotels and downtown businesses. Youth are found in their hotel rooms, on the streets or in a public bar or restaurant.

### Population<sup>5</sup>

San Francisco has some 740,000 people, 28,000 of whom live in the Tenderloin. This latter population is highly urbanized, characterized by:

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5. These secondary statistics are from the U.S. Census publications, 1960.

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1. An unusually high proportion of persons over the age 65. They represent 25.6% of the Tenderloin population compared to 12.6% in the rest of San Francisco. This elderly population consists of persons with whom the youth have no meaningful relationship.
  2. Unemployment among those of working age is acute. Despite the fact that the average educational attainment is 11.9 years (12.0 in San Francisco), 10.9% of the labor force is unemployed. This condition is especially significant since this is a Caucasian population and unemployment among Caucasians of this educational level is generally much less.
  3. Family disorganization is characteristic of a great portion of the population.

The number of families in the Tenderloin is relatively small in number representing about 3,797 units or about 9,000 persons.

Children who are separated from one or both parents represent 44% of the population of minors.

A high proportion of single and divorced persons live in the Tenderloin. Single males constitute 44% of the total male population<sup>6</sup> (31.9% in San Francisco) and an additional 15.9% are divorced persons

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6. Males, 14 years and older

(5.4% in San Francisco). Single females represent 30% of the total female population<sup>7</sup> (22.7% in San Francisco) and 14.9% of the total female population are divorced persons (7.3% in San Francisco).

4. Mobility into, out of and within the Tenderloin is disproportionately high. The mobility rate<sup>8</sup> is an astounding 54.5% compared to 37.8% for San Francisco.

In general, the area offers few acceptable role models or familial ties for the youth who live in or frequent the Tenderloin.

### Health

The thirty-four block area of the Tenderloin contains no hospital or clinic.

As far as provision for health needs, the youth of the Tenderloin are the forgotten people. Their health needs are generally that of an adolescent and college-age population with but certain other problems peculiar to their way of life, e.g., venereal disease, complications of drug use, malnutrition, gender identity.

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7. Females 14 years and older.

8. Moved within a two year period.

There is no provision for them in the medical centers and clinics of the city. They are, in general, too old for the pediatric clinic and seldom appear in the medical clinic filled with geriatric patients. Ordinarily they would be cared for in a school health service or private care, but they are school drop-outs. In an emergency service there is no place for health counseling and health education, one of the most pressing needs of this age group. Even the mature adult is displaced in the usual medical clinics. The over age people are provided for, but these facilities are at long distances and are not geared for short-term illnesses such as colds, diarrhea and minor injuries. Treatment of this type is desperately needed.<sup>9</sup>

#### WHO SUFFERS FROM THESE CONDITIONS - AND WITH WHAT CONSEQUENCES

These conditions affect sizeable proportions of the Tenderloin population. The one group which has repeatedly stated its discomfort and frustration over present ~~social conditions~~ are portions of the youth. This is not to say that the elderly, the married, or the older single person is not under stress from the conflict between their desired life style and their present environment. But it is clear we must look to our

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9. See Appendix for listing of health problems associated with the youth population.

youth with their forth-coming leadership in mind and seek ways to provide every opportunity for positive self-development and emotional growth.

It is a fact that youth in the Tenderloin, both male and female, are hustling.<sup>10</sup> In the fourteen-block area of Ellis, Market, Leavenworth and Powell Streets there are an estimated 2672 youth nightly in the street or in bars and restaurants. In our survey of this area 373 persons, representing 14% of this youth population (ages 12-28), were hustling.<sup>11</sup>

Males and females eighteen years and under make up 30% of the Tenderloin hustling population. In other words, almost one out of every three persons, male or female, 18 years and under, is a hustler,<sup>12</sup>

The youth sell their bodies to buy food, clothing and shelter. They also hustle to purchase pills, narcotics and hallucinatory drugs.

Back to Market, the MEAT RACK, lined with empty faced, stone-faced boys who seem to be continuously waiting. Out of the corner of your eye, watch the elderly gentleman stop next to one of them. A few words are said and they walk away together. The kid will be back in an hour or two. The old man will be back tomorrow night.

Quickly over there, two of the kids shaking hands. But, look closely: all during the hand shaking a small white package passes from one to the other. They part and go their separate ways. One richer, one poorer. But who is to say which is which.

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10. Actively and overtly offering the sexual services of their person for a fee.

11. See Survey of Tenderloin Youth in Appendix.

12. See Methodology and Results of Survey of Tenderloin Youth in Appendix.

Everyone who enters this area is immediately caught up in its whirlpool. Most of them are able to leave; but, a few of them are not so lucky. Once they get caught they are too weak to fight and are drawn right down to the bottom. Also, there are a few people who come to the Tenderloin because they want to. They are the ones who know that they can make money off the Tenderloin kids and use them to further their own ends.<sup>13</sup>

We believe that the youth do not come to the Tenderloin for the specific purpose of participating in the varied sexual opportunities available, nor for the purpose of exploring the wide spectrum of drugs and pills. They learn only after their initiation into the Tenderloin that their only survival is to actively identify and participate in the daily life style of those around them. Rather, their entrance into the Tenderloin is usually the result of their running away from home (over 3,000 youths per year in the Bay Area) or migrating from the East, South and Middle Western States. Publicity and word of mouth makes it a magnet which draws dissatisfied youth looking for "freedom" and "sophistication".

When young people arrive, they are smiling, or at least able to. After a month, the smile and/or ability to do so is gone. Their mouths are set in a hard line; their eyes are cold, glassy. They have been and still are fighting a physical and mental battle to exist from one day to the next. A battle which few of them win, because, after awhile the fighting gets so tedious and seemingly futile, they just give up. Then the whirlpool takes over and drags them right to the bottom and lower.

After two or three months look at them, their eyes are cloudy, sightless. Their bodies are emaciated and more than likely ugly red scars outline the veins of their arms and legs. They are dead.<sup>14</sup>

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13. Excerpt from "Drugs in the Tenderloin," Central City Interim Area Board Economic Opportunity Council (San Francisco, February, 1967).

14. Ibid.



The social problem facing all of us is that we are losing these youth with their abilities and talents to an exploitive and value-distorting community. This new education, training and attitude toward their fellow men will necessarily affect the type of life they now lead and the interpersonal relationships they will have.

The Tenderloin presently offers only its limited alternatives from which they may well choose their life role in society, i.e., hustler, pusher, prostitute, addict, exploiter, etc.

Therefore, we can predict with some certainty<sup>15</sup> a number of related phenomena:

1. Because of their moritorium from the usual life style of their age group a highly disproportionate share of Tenderloin youth will fill the low paying, general labor jobs that require little skill. They will suffer from unemployment and underemployment.
2. The search for an identity which can be sanctioned by society will continue long after the expected transition period of adolescence to young adulthood and may never be attained.
3. As a result of overt behavior characterized as anti-social over an extended period of time, attitudes like mistrust of their fellow men and despair will become ingrained.

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15. Michael Craft, "Boy Prostitutes and Their Fate," British Journal of Psychiatry (November, 1966), pp. 1111-1114.

4. Their previously learned reactions to stress will be reinforced by the defences they are learning in the Tenderloin, i.e., running away from problems.
5. Their feeling of rejection by society and inability to "make it" will lead to a disproportionate number of suicidal depressions and mental illness.
6. Experience a lower expected age of death through addiction, alcoholism and suicide.

#### WHO DEFINES IT AS A PROBLEM?

Who has attempted to define the problem of youth in the Tenderloin? Certainly the San Francisco Police Department has long contended with run-aways, violence, narcotics, vice and property damage in this area. For years their efforts were directed toward controlling the illegal acting out behavior of Tenderloin youth, yet the police know they cannot meet this increasing problem along.

A segment of the youth have, themselves, defined the living conditions and their way of life as beset with problems. These persons have identified enough with the values of the larger segments of society that they want to change their behavior and gain some degree of acceptance.

Approximately a year and a half ago a concentrated effort was begun to define the needs of Tenderloin youth. A minister and a lay assistant of Glide Memorial Methodist Church, which is located in the heart of the Tenderloin, began to involve other ministers and a number of the youth themselves to consider the problem. They publicly stated the problems of the youth and spoke out against the apparent lack of concern by the whole city. The resultant publicity produced a collective body of professional and lay persons which has been incorporated as the Tenderloin Committee.<sup>16</sup> An aggressive and well coordinated movement has evolved from the impetus of a few.

The Tenderloin Committee focused on the alleviation and prevention of the health, emotional and social problems of Tenderloin youth. Vanguard, an indigenous self-help organization of Tenderloin youth was formed out of their need and has repeatedly called public attention to these needs.

The youth have long experienced futility in coping with their problems. Now professionals, lay persons, agency representatives and poverty workers are working together with one goal in mind: to provide opportunity for youth to develop their abilities and be accepted in our society.

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16. See Roster of Tenderloin Committee in Appendix.

WHO DOES NOT DEFINE IT AS A PROBLEM? WHY?

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There are probably three large groupings which are reluctant to participate in defining the problems of the Tenderloin youth. Two of these groups have an economic interest in the present condition of the area and the youth who are essential to their services.

The intent of the first group is not necessarily to exploit youth. They are characterized best by the small hotel owner who is in business for a profit. He is in competition with the many first-class hotels in the area and his business is marginal. In many cases, he lives in another city and his interest is in running the hotel for a profit and not in the clientele he attracts.<sup>17</sup> These hotels serve as a base for solo and syndicate prostitution and drug activities. Other small businesses, bars and hot dog stands, cater to the youth while at the same time condemn them.

The second group directly lives off and profits from Tenderloin youth. These are the promoters of the traffic in drugs, prostitution, and pornographic literature. The service they provide to persons from all of the United States are the youth in picture or in the flesh. They offer a sporadic or stable income to youth until either the youth becomes too old (22 to 28 years) or the promoter no longer needs a particular youth's body.

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17. Personal interview. Secretary, Northern California Hotel Assn.

In reality these groups of hustlers and "heads" are needed -- for they cover up a syndicate controlled, politically bought area of San Francisco. At this level serious prostitution, hard narcotics -- much of which finds a market in Chinatown -- and real money extortion operate.<sup>18</sup>

The third group represents a sizeable segment of the youth who do not see their way of life or behavior as problematical. They see the larger society and others with whom they have to deal as "making problems" for them, e.g., arresting them, getting too nose-y, harassing them to work or pay rent, etc., when they would just rather be "let alone" by these people.

There are still others who will continue to turn a deaf ear to the needs of Tenderloin youth. The "johns" or "tricks" (customers of the prostitutes), some established public and private agencies, parts of the city government, and others, will continue their day-to-day activities with total disregard to the obvious needs of this population.

## II. ETIOLOGY OF THE PROBLEM

It is recognized here that no one can say with assurance that they have discovered the singular or multiple cause and effect relationship which explains away the defined problems.

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18. Excerpt from interview with anonymous resident of the Tenderloin.

We can, however, classify the etiology of the problems presented into three descriptive categories. They are:

1. Etiology inherent in the social structure
2. Etiology embodied in individual personalities
3. Etiology in existing organizations designed to cope with the problems.

#### Inherent in Social Structure

Society expects a certain "storm and stress" in the transitional period -- adolescence to young adulthood. However, in recent years, we have seen symptomatology being expressed in the use of drugs, earlier sexual experimentation, and the growth of youth sub-cultures whose main characteristic is its dissociation from adult norms of behavior. Society, through its public and private institutions, both encourages these symptoms and defines this type of behavior as a social problem. For example, San Francisco's private and public agencies, business and labor do not provide vocational assistance for these youth, yet condemn their hustling activities. Left to their own devices, many youth select day-to-day existence in the Tenderloin.

The Tenderloin youth live apart from family and take responsibility only for their own survival. They belong to few organizations from which they can obtain guidelines in their search for identity. They are given no role to learn except that offered by their Tenderloin environment. The

are alienated from the broader community, living in an anti-community which they justify in terms of this alienation.

### Embodied in Individual Personality

Certainly those emotions and problem-solving abilities which the individual youth brings to the Tenderloin affects the kind of behavior he exhibits. While acknowledging that each youth is unique, we can describe certain factors which one might expect to find in any one youth.

1. Their self-image is a negative one. They see themselves as social outcasts from society. They exhibit emotional conflicts and feelings of resentment, aggression, inadequacy, rejection and jealousy.
2. They are unable to control their impulses. Their anger is usually in a passive-aggressive form often directed inward against themselves (e.g., drugs, suicide attempts, getting beat up). Similarly, they allow themselves to be sexually exploited and abused. Prostitution is a passive sexuality.
3. In their relationships with each other, instead of the "say nothing" "cool" front they exhibit to the "squares," they have exaggerated emotional responses. Every situation is a "life or death" matter. They want a "perfect" relationship and if something goes wrong the "world has ended". They laugh too easily and too brittley at things that are not that funny. They cry too easily and too long at things that are not that sad.

4. They choose an identity which reflects their need to belong to a group which is not condoned by societal sanctions. Tenderloin youth have a bond amongst themselves and this group identification, though negative in the eyes of the rest of the community, provides their only consistent security. They are in a state of identity diffusion where they will play roles depending upon where they can get the most applause.

You come to San Francisco and don't know anyone. You need a place to sleep, so do other people. You get together; someone has an apartment; several people sleep there. If you stay awhile, you scuffle around and hustle up some money to help with the rent and food. You have acquired friends; they too have been forced into these circumstances. You have a common bond of destitution. Hustling and scuffling brings you into illegitimate activities such as prostitution, theft and the use and sale of drugs.

Fear is the main motivating factor -- the fear of non-acceptance by the controlling society. When you're young and realize you're gay (homosexual) it scares you. You may hear veiled references to "fag," and "queers," usually accompanied by a wish to punish them. Quite often, your parents consciously or unconsciously label you.<sup>19</sup>

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19. Excerpt from personal interview "Drugs in the Tenderloin," Central City Interim Area Board, Economic Opportunity Council, San Francisco (February, 1967).



In Existing Organizations Designed to Cope with the Problem

Existing community services, located in or serving the Tenderloin area and population, are unable to meet the need. They certainly recognize that problems exist for these youth, but they are not geared directly toward programs and services for this population. The youth's reluctance to make use of existing services perpetuates the problem, especially when the community believes that there is social control and rehabilitation available on an effective basis. There are organizational, funding and professional obstacles which are holding back any effective attack on the problems of Tenderloin youth.

Organizational. No one agency has a specified program directed at alleviating the problems of Tenderloin youth. Usually the agency's purpose and program is directed at a larger or different population or some other problem area. All public and private agencies by omission make possible the existing problems.

Private and public agencies serve the youth only when the individual may fit into the goals of the agency's program. One agency, funded primarily to serve the needs of young adults and located in the Tenderloin, will not reach out to the Tenderloin youth because they are a deviant population which drives away the "normal" clientele.

In recent months there has been an awakening interest in the problems of the Tenderloin youth. This has arisen mainly as a result of the publicity efforts of the Tenderloin Committee, Central City-EOC, and the planned

efforts of the youth themselves. While the publicity has united many professional and lay persons into seeking ways to attack the problems, there is still no existing program which meets any major part of the youth's needs.

Funding. There are some private organizations which might propose innovating approaches and public agencies which might extend existing programs to the Tenderloin youth. The main obstacle for both is the inability to secure funding.

The Poverty Board of Central City will be operating on a Federally reduced budget. Since OEO funds are depleted they must place their hopes for funding youth programs with the Tenderloin Committee.

Vanguard has provided the only organization with which some Tenderloin youth can identify. They have provided much of the impetus and participated in the planning of the various proposals of the Tenderloin Committee. However, Vanguard receives its funds from membership dues and is painfully limited in providing services.

Professional. One of the major difficulties for agencies and organizations in defining service to Tenderloin youth is the lack of guidelines founded on adequate research. Generally this kind of youth population has been forgotten by most researchers and social planners because while they present a chronic and grating problem, they do not get the attention given to overt, destructive criminality.

Tenderloin Committee members are being encouraged to begin the scientific identification of this unique youth population which lives in a Tenderloin

sub-culture. Our survey included in this report indicates what has been started. The proposed programs, when operating, will provide data needed for further research. We intend to continue toward the development of research design and implementation.

### III. THE TENDERLOIN COMMITTEE, INC.

The present membership of the Tenderloin Committee is composed of professional and lay persons living and working throughout the San Francisco Bay Area. Psychiatrists, lawyers, physicians, social workers, ministers, psychologists, poverty workers, educators, residents, and the youth of the Tenderloin are working together to support the purposes of the Committee. Although the members are not asked to serve as representatives of their agencies, over fifty various agencies are, as of this date, involved in the work of the Tenderloin Committee through the participation of their staff members.

The purposes of the Tenderloin Committee are:

To engage in research and study of the conditions and persons of the downtown area of San Francisco, especially the youth and young adults, inviting participation and co-operation from all interested agencies, groups and persons.

To formulate programs designed to respond to the problems of these people and this area, to involve these people in organizing efforts

and programs which are helpful to them, and to educate the general public regarding the needs and problems discovered.

To seek funds from all sources to implement the programs and activities which have been developed.

To administer these funds and programs and activities in the process of their implementation and in their operation.

THE TENDERLOIN COMMITTEE, INC.

EXECUTIVE COMMITTEE<sup>20</sup>

PRESIDENT

Rev. R. Vaughn Smith  
Minister - Congregational Life, Glide Memorial Methodist Church  
330 Ellis Street, San Francisco 94102

FIRST VICE-PRESIDENT

Don Lucas  
Administrator, Central City Anti-Poverty Program  
272 - 6th Street, San Francisco

SECOND VICE-PRESIDENT

Jerry Endres, M.S.W.  
Community Services Division, Department of Social Services  
585 Bush Street, San Francisco 94108

SECRETARY

Mrs. Mary Renninger  
Social Worker, Alcoholism Clinic, Presbyterian Medical Center  
2398 Sacramento Street, San Francisco 94115

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20. For roster of full membership, see Appendix.

## TREASURER

Dorrwin Jones  
 Executive Director, The San Francisco Foundation for Aged  
 Colored Persons  
 559 Pacific Avenue, San Francisco

## CHAIRMAN, FINANCE COMMITTEE

Dorrwin Jones  
 Executive Director, The San Francisco Foundation for Aged  
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## CHAIRMAN, COMMITTEE ON LEGAL AFFAIRS

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## CHAIRMAN, COMMITTEE ON PROGRAM RESEARCH AND DEVELOPMENT

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## CHAIRMAN, COMMITTEE ON PUBLIC RELATIONS

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## CHAIRMAN, COMMITTEE ON SOCIAL NEEDS

James W. Allen  
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## CHAIRMAN, COMMITTEE ON TRAINING AND EDUCATION

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#### IV. CONSEQUENCE OF CONTINUING THE PRESENT SITUATION

There is little justification for a belief that the conditions in the Tenderloin will spontaneously become less debilitating. There is every reason to believe that the Tenderloin is affecting more and more youth each year. Police have recently arrested as many as 150 Tenderloin girls in one night for alleged prostitution. Male hustlers line Market Street day and night in ever-growing numbers. The effect of the Tenderloin on all of these youth continues to attract and to affect more and more youth as time passes.

Interested agencies and organizations will continue to remain interested, but, due to their obvious major commitment to the population as a whole, cannot meet the needs of this specific group.

Existing exploitation and syndicated vice and narcotics will grow and become more ingrained and more in control of the everyday life of Tenderloin youth.

The youth, themselves, will be sacrificed to a life of exploitation, crime and failure to achieve a reasonably productive identity. We will have allowed a loss to society of a number of youth on whom we might otherwise depended for rational and productive leadership.

## V. CHANGE OBJECTIVE

Our goal is to provide the opportunity for youth to develop their strengths so that they may be in the position to choose their place in society. Absent today from the Tenderloin is the presence of positive opportunities which youth can use to solve personal problems. Their immediate needs are:

1. Need for direct supports in areas of physical health, emotional problems, housing, nutrition, recreation, education and employment.
2. Need for stable adult authority figures to whom they can relate and trust.
3. Need for stable peer groups of which they can be a meaningful part.
4. Need for gradual development of an acceptable and worthwhile self-image and a sense of who they are as persons.

A goal which is of longer range and possibly more difficult to attain is the reduction of the adverse social conditions found in the Tenderloin. Here we must plan a coordinated and effective strategy to confront and persuade the economic, political and syndicated interests to work toward a positive neighborhood stability. The area must lose its Tenderloin definition and power must be obtained to prevent its spread to adjacent areas of San Francisco.

## VI. SUMMARY OF PROPOSALS

### 1. MULTI-SERVICE DIAGNOSTIC AND TREATMENT CENTER

Establishment of a one door multi-service approach in the area is proposed. Included are all the components of a health center. Its comprehensive approach is characterized by central coordination, general health care, health education, emergency care, psychiatric services, detoxification unit and referral services. Maximum resident participation in policy and job development is sought. Community Workers establishing supportive relationships for patients in their own neighborhood are needed.

### 2. HANSON HOUSE

Hanson House is a proposed residence house for youth who are in need of a somewhat supportive living situation. Its purpose is twofold: one, preventive therapy which will preclude the need for institutional care, and, two, peer group therapy which has as its goal socialization into adulthood. Through the combination of positive discipline, professionally supervised freedom and the coordination of existing resources, the youth will be provided the stability of basic needs in reaching out for self-development.

### 3. JOB OPPORTUNITY CENTER

Creation and operation of a coordinated job opportunity center for the area is proposed, which will embody a combination of Youth and Adult



Centers of the California State Employment Service. It will operate under the principle that there must be contact with actively participating government, business and labor. There will be reaching out to the community for follow-up community workers. A continuity and comprehensiveness of service will allow staff opportunity to provide intensive services.

#### 4. VOCATIONAL TRAINING PREPARATION

The basic objective is to develop the appropriate education and vocational abilities of the youth. Through the use of prevocational services youth will be prepared to enter vocational and technical training which is necessary for adequate employment opportunity. Job development within the program itself will serve as training in both work experience and motivation. Resident participation will be consistently encouraged and planned for. New Career's concepts are built into the program.

#### 5. GRAPHIC ARTS TRAINING CENTER

It is a broad training program which is focused on both education and specific vocational training. New Career's concepts are built into the program.

#### 6. VOCATIONAL TRAINING: COFFEE HOUSE - RETAIL SALES

This program will serve a dual role of training youth in specific vocational areas and providing a physical and psychological structure in which the youth can congregate. It also provides a focal point of contact

for youth in the dispensing of service.

#### 7. STREET WORKERS

They will provide acceptable adult models with which the youth can identify. They will provide on-the-spot counselling and referral, emergency aid and encouragement of indigenous leadership. They will serve youth not involved in other programs and provide positive peer relationships in both the one-to-one and group settings.

#### VII. SOURCES OF SUPPORT AVAILABLE TO COMPLIMENT PROPOSALS

The Tenderloin Committee, Inc. is composed of representatives from almost every pertinent agency in San Francisco. Active membership participation assures us that agencies are aware of the problems of Tenderloin youth and are working toward the realization of effective programming through the Tenderloin Committee.

Essential to the effectiveness of any of the proposed programs is the communication and coordination with other services. With each program proposal the groundwork for a comprehensive approach has been made and is continuing. Coordination of effort where there are a number of agencies working with the same population is ever-growing in San Francisco. For example,

public agencies have recently assigned staff to the New Start Center in order to coordinate efforts in relocating displacees from the present Yerba Buena redevelopment program. Major efforts toward coordination have been made between established agencies and the newer War on Poverty agencies.

#### VIII. NEED FOR RESEARCH AND HOW PROPOSALS WILL PROVIDE FOR THIS GAP

Every attempt has been made to secure existing data on our population. We have experienced difficulty in that most data are secondary and do not measure adequately our youth population. There is an overwhelming need to obtain quantitative or qualitative knowledge which can be used to plan programs and services and evaluate their effectiveness.

This lack of pertinent knowledge is common throughout the United States. There has been very little research designed specifically toward youth and young adults with these kinds of problems for the purpose of testing theories and existing programs. This kind of research is necessary if we are to clearly define social problems and evaluate what kinds of programs will be the most effective.

The Tenderloin Committee program proposals recognize the need for this kind of research. If funded they will provide the opportunity for empirical observation and fact gathering which will promote the development of research designs of the type we need.

### CONCLUSION

This report was presented for a number of reasons: first, to define a social problem and indicate unmet needs of a youth population that had previously been totally ignored; secondly, to show what has been started locally to meet this problem effectively; and, thirdly, to request funding for programs which will carry forward these goals and achieve results which must be gained in order to secure the opportunity needed by the youth population.

The Tenderloin Committee, Inc. is both eager and willing to continue its responsible leadership in San Francisco. Professionally and administratively it has the competence to insure the effectiveness of the concepts designed within the programs.

Its members are capable of designing and implementing the research needed to evaluate the effectiveness of the programs, seek other innovating services and contribute scientific knowledge to the phenomenon of the youth culture in our society. All we need to move ahead is the funding of our programs.

APPENDIX

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STREET MAP OF THE TENDERLOIN

BUSH				
LEAVENWORTH	1 SUTTER	2	3	4
	5 POST	6	7	8
	9 GEARY	10	11	12
	13 O'FARRELL	14	15	16
	17 ELLIS	18	19	20
	21 EDDY	22	23	24
	25 TURK	26	27	28
	29 GOLDEN GATE	30	31	
	32 MCALLISTER	33		
	34			
		MARKET		
		JONES	TAYLOR	MASON
				POWELL

## 1960 CENSUS FIGURES

	Total Population	Educational Attainment (median yrs.)	Median Income (Family)	Juvenile Court Cases (8-18 yrs.)	Mobility (1958-60 moved in)	
					number	percent
Total S.F.	740,316	12.0	\$6,717		110,312	37.8
Tenderloin Census Tract						
A-18	4,032	12.6	5,880	50	1,603	49.3
A-19	3,469	12.2	5,259	37	1,467	53.7
A-20	5,325	12.1	4,972	48	1,875	47.1
A-21	6,065	12.1	5,017	82	2,625	50.3
A-22	4,841	10.7	4,522	20	2,540	64.6
A-23	4,887	11.4	4,699	16	2,099	53.0
Total	28,619					
Average or %		11.9	\$5,056	114 per 1,000		54.3

	Labor Force (14 yrs. & older)		Unemployed Status (14 yrs. & older)		Housing Characteristics (Multiple Dwelling)	
	number	percent	number	percent	number	percent
Total S.F.					200,323	64.5
Tenderloin Census Tract						
A-18	2,944	73.6	62	5.2	3,566	100.0
A-19	2,439	71.9	127	11.6	2,904	99.8
A-20	3,663	70.4	130	6.8	4,172	99.6
A-21	3,687	61.2	240	12.2	6,179	99.6
A-22	3,092	65.9	378	18.1	4,685	100.0
A-23	2,987	62.2	231	11.5	4,312	97.0
Total						
Average or %		67.5		10.9		99.3

	Housing Characteristics (Renter Occupied)		Gross Rent	Not Living w/ Both Parents		Welfare O.A.S.	Welfare A.T.D.
	number	percent		number	percent*		
Total S.F.	188,793	65.0	\$80			13,000	
Tenderloin Census Tract A-18	3,178	97.8	78	70	52	92	23
A-19	2,696	98.7	70	86	54	175	39
A-20	3,884	97.7	68	169	42	225	45
A-21	5,166	99.1	65	52	19	373	86
A-22	3,918	99.6	58	185	39	421	151
A-23	3,882	98.1	54	117	58	340	97
Total				679		3/66 1,626	3/66 441
Average or %		98.5	\$66		44		

\* percent under 18 years

	Number of Families	T.B. Rates 1963-4	V.D. Rates 1963-4	Infant Mortality	White (%)	Negro (number)
Total S.F.					81.6	61,530
Tenderloin Census Tract A-18	458	0.6	9	50	97.2	5
A-19	495	0.6	19	44	96.8	9
A-20	913	0.2	12	16	97.5	8
A-21	689	0.5	15	28	98.0	6
A-22	652	1.4	49	37	95.8	59
A-23	790	1.2	22	32	96.8	19
Total	3,797			207		106
Average or %		0.75	21	34.5	95.8	



		Population over 65 yrs. number    percent		Fertility Rate per 1000 females
Total S.F.		93,608	12.6	
Tenderloin Census Tracts				
	A-18	944	23.4	18.56
	A-19	843	24.3	48.40
	A-20	1,259	23.6	60.17
	A-21	2,044	33.7	25.66
	A-22	1,088	22.5	103.08
	A-23	1,269	26.0	69.15
Total				
Average or %			25.6	54.17

		Marital Status Males, 14 & older (%) single    married    divorced			Marital Status Females, 14 & older single    married    divorced		
Total S.F.		31.9	58.2	5.4	22.7	54.1	7.3
Tenderloin Census Tracts							
	A-18	45.7	32.3	13.8	43.4	18.0	15.0
	A-19	46.1	33.9	14.1	35.2	24.2	15.2
	A-20	37.0	36.7	17.1	24.0	33.3	16.3
	A-21	45.2	26.0	17.8	30.9	20.9	15.5
	A-22	43.8	29.6	17.3	25.4	38.7	13.2
	A-23	46.8	29.0	15.3	21.1	37.7	14.5
Total							
Average or %		44.0	31.2	15.9	30.0	28.8	14.9

HEALTH NEEDSAge Group: 12 to 25 years

The following are problems for which this age group is more likely to seek medical treatment on a first visit, emergency or short term treatment basis. From this point of contact they may be encouraged, not coerced, into using the other services available. The problems are grouped on one side by presenting symptom followed by some of the more common diseases or concerns which may present as this:

1. "Head colds" -- Viral Upper Respiratory disease, sinus, Prodromal measles and childhood diseases, seasonal allergy, "rebound nose".
2. Sore mouth -- Aphthous ulcers, herpes simplex, Vincent's Angina (trench mouth), pyorrhea, stomatitis (post alcohol), dental problems (e.g., caries or wisdom teeth), salivary gland inflammation.
3. Earache -- Otitis media and externa, impacted cerumen ("sudden deafness"), post auricular lymph adenitis.
4. Sore throat -- Tonsillitis, laryngitis, infectious mononucleosis, thrush.
5. Coughs -- Bronchitis, viral pneumonitis, pneumonia, TB, occasionally aspiration pneumonia, San Joaquin Valley fever, pneumoconiosis from fiber particles in injected drugs, e.e., talc in "blue velvet".
6. Skin infections -- Hang nails, infected cuts, injection abscesses, cellulitis, occasionally poison oak, boils, styes, impetigo, flea bites,
7. "Crabs" -- pediculosis

8. Genito-urinary complaints ("free love disease") -- (with low back pain, discharges, etc.) -- bladder infections, non-specific bacterial; monilial and trichonal vaginitis, non-venereal urethritis, trauma, proctitis, hemorrhoids, venereal warts and venereal disease.
9. Contraceptive advice -- use and side effects.
10. General Complaints:
  - a. "Tired" -- Emotional fatigue and depression, amyl nitrate poisoning with symptoms of anemia but without anemia (except by special test), post-amphetamine status, nutritional anemia, infectious mononucleosis.
  - b. Headache -- Migraine, sinus, eye defects, ears, torticollis "stiff neck," amyl nitrate poisoning (acute).
  - c. Joint swelling -- Sprains, contusions, rheumatic fever or rheumatoid arthritis, cellulitis, rarely lupus, gonorrhoea.
  - d. Accidents:
    - 1) Bruises (contusions) -- stubbed toes, stone bruises, sprained ankles, falls, post altercation.
    - 2) Cuts (lacerations) - From glass, tin cans, paring knives, going barefoot; abrasions from cycle falls, foreign body (e.g., glass or splinters in hands, feet, etc.).
    - 3) Burns -- Scalds from pots, pans and coffee cups; cigarette burns, exhaust burns from cycles.
    - 4) Sore eye -- Stye, foreign body, lost contact lens, corneal abrasions, from contact lens, blepharitis and infections.

- e. Sex information -- Most teenagers request this from a doctor and a nurse, usually wanting reassurance, information and education. Many questions of gender identity will appear here first, whereas psychiatric help may be refused. Education may help.

Many problems are community health problems in which education of the person plays a prominent role.

- I. Communicable diseases -- instruction, bringing exposed persons, etc.
- II. Malnutrition -- education in diet and meal planning, etc.
- III. Immunizations -- should be offered to all in this age group on routine visits and their need explained.
- IV. Psychopathology.
- V. Personal development -- posture, weight, hygiene.

SURVEY OF YOUTH IN THE TENDERLOIN

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## METHODOLOGY OF SURVEY

### PURPOSE

Statistical data from the Census publications and other available sources does not directly focus on the youth population in the Tenderloin. We needed to know the number of youth to which our efforts are directed. With this purpose in mind we designed a survey to provide us with an estimated count of the youth population.

### DESIGN

In order to count every youth there would have to be a house to house survey. Since most lodging in this area is in the form of hotels or apartments, it would be extremely difficult to get an accurate count. Because most youth spend their evenings on the street or in public places we chose to sample an observable youth population.

Through the use of a simple checklist<sup>1</sup> we were able to determine the following information:

1. Number of males and females
2. Estimated ages
3. Where they were observed -- on the street or in a public facility
4. If there were observably hustling.

---

1. See Checklist Form, p. 39.

2. Hustling: in the judgment of the team, to be actively and overtly offering the sexual services of their person to another for a fee.

PROCEDURE

In the late evening and early morning hours of January 7, 8 and 13, 1967, teams were sent to specified blocks within the Tenderloin area of San Francisco. The teams were composed of community aides from Central City Multi-Service Center, who are familiar with the area, and students from the Urban Life Institute of the University of San Francisco.

Each team was to circle the assigned block and count each observable person both on the street and in public facilities. Appropriate information for each person was to be compiled numerically on the checklist form.

The sample blocks were representative of the entire Tenderloin area. A total estimate of Tenderloin activity was extrapolated from the statistics collected in the survey. This was done by multiplying the survey data by ratio of the blocks surveyed to the total number of blocks in the Tenderloin.

The Tenderloin area was divided into two sections for purposes of reporting the findings because Ellis Street is the informal boundary between blocks with most and least of the "action".

SURVEY CHECKLIST FORM (example) .

FEMALES (MALES)	ON THE STREET	PUBLIC FACILITY	HUSTLING	TOTAL
--------------------	---------------	-----------------	----------	-------

18 Years and under

---

19 Years to 28 Years.

---

29 Years and older.

---

TOTAL

---



RESULTS OF SURVEY

I. Twenty blocks, bounded by Bush (N), Ellis (S), Leavenworth (W) and Powell (E) Streets.

BLOCK*	MALES			FEMALES		
	Street	Public Facility	Hustling	Street	Public Facility	Hustling
1	N.S.+					
2	N.S.					
3	0-8-17 <sup>++</sup>	2-0-7	0	0-2-0	0-3-15	0
4	N.S.					
5						
6	7-53-44	7-35-20	0	0-29-52	7-35-20	0
7						
8						
9	N.S.					
10	0-1-9	0-5-17	0	0-3-1	0-0-12	0
11	N.S.					
12	N.S.					
13						
14	0-25-6	0-36-156	0	0-15-26	2-40-25	0-4-0
15						
16						
17	N.S.					
18	N.S.					
19	N.S.					
20	N.S.					
Totals	7-87-76	9-76-200	0	0-49-79	9-78-72	0-4-0

\* See Map 30.

+ N.S. = not surveyed

++ Code: 0 = 18 yrs. & under  
8 = 19 to 28 yrs.  
17 = 29 yrs. & older.

## Results of Survey (continued)

## I. Blocks 1 - 20

Ratio: 10 of 20 blocks surveyed  
 totals times 2 = estimates

MALES	street	public facility	hustling	TOTAL
18 yrs. & under	14	18	0	32
19 - 28 yrs.	174	152	0	326
29 yrs. & older	152	400	0	552
TOTAL	340	570	0	910

  

FEMALES	street	public facility	hustling	TOTAL
18 yrs. & under	0	18	0	18
19 - 28 yrs.	98	156	8	262
29 yrs. & older	158	144	0	302
TOTAL	256	318	8	582

- A. The total number of persons observed was 1,492. Of this number 638 persons were youth representing 42% of the total.
- B. Of the male population 39% were youth, with 8.9% of the male youth 18 years and under.
- C. Of the female population 48% were youth, with 4.7% 18 years and under. Of these, 2.8% were observed hustling.

## Results of Survey (continued)

## II. Blocks 21 - 34

Ratio: MALES -- 5 of 14 blocks surveyed  
 totals times 2.8 = estimates  
 FEMALES -- 6 of 14 blocks surveyed  
 totals times 2.3 = estimates

MALES	street	public facility	hustling	TOTAL
18 yrs. & under	92	50	62	204
19 - 28 yrs.	465	655	143	1,263
29 yrs. & older	361	871	8	1,240
TOTAL	918	1,576	213	2,707
FEMALES	street	public facility	hustling	TOTAL
18 yrs. & under	76	41	51	168
19 - 28 yrs.	382	538	117	1,037
29 yrs. & older	297	485	7	789
TOTAL	755	1,064	175	1,994

- A. The total number of persons observed was 4701. Of this number 2,672 persons were youth representing almost 57% of the total.
- B. Of the male population 54% were youth, with 13.9% eighteen years and under. Almost 14% of the male youth population were observably hustling -- representing 205 persons. Male youth 18 years and under represented 30% (62 persons) of the population which was observably hustling. Of those 18 years and under, almost one out of every three males (30%) were hustling.
- C. Of the female population 60% were youth with 13.9% eighteen years and under. Almost 14% of the female youth population were observably hustling -- representing 168 persons. Female youth 18 years and under represented 30% (51 persons) of the population which was observably hustling. Of the 18 years and under population almost one out of every three females (30%) were hustling.

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