

S1

April 27, 2016

[mb]

Sponsor: Kohl-Welles

Proposed No.: 2016-0156

1 **STRIKING AMENDMENT TO PROPOSED ORDINANCE 2016-0156, VERSION**

2 **2**

3 On page 1, beginning on line 4, strike everything through page 5, line 88, and insert:

4 "STATEMENT OF FACTS:

5 A. In July 2015, Ordinance 18088 submitted to the voters of King County
6 a proposition known as the "best starts for kids levy," authorizing a regular
7 property tax levy in excess of the levy limitation for six consecutive years,
8 commencing in 2016, at a rate not to exceed fourteen cents per one
9 thousand dollars of assessed value in the first year and with an increase of
10 up to three percent in the five succeeding years, for the purpose of funding
11 prevention and early intervention strategies to improve the health and
12 well-being of children, youth and their communities.

13 B. The six-year levy commencing in 2016, has been approved by the
14 voters for the express purpose of paying costs as outlined in Ordinance
15 18088, Section 5, including: nineteen million dollars that shall be used to
16 plan, provide and administer a youth and family homelessness prevention
17 initiative.

18 C. Ordinance 18088 also directs the executive to submit to the
19 metropolitan King County council for review and approval an
20 implementation plan relating to the youth and family homelessness
21 prevention initiative by March 1, 2016, which, to the maximum extent
22 possible, shall be developed in collaboration with the oversight and
23 advisory board.

24 D. The oversight and advisory board, referred to in this statement of facts
25 as the children and youth advisory board, under the guidance of the
26 department of community and human services, provided input on the
27 development of the implementation plan, which is Attachment A to this
28 ordinance. Before that input, the executive convened a planning group of
29 citizens and stakeholders, several of whom are members of the children
30 and youth advisory board to help shape the plan.

31 E. The growing homelessness crisis shows the great need for this youth
32 and family homelessness prevention initiative. During the 2016 annual
33 One Night Count of people who are experiencing homelessness, which
34 was held on January 29, 2016, four thousand five hundred five people
35 were unsheltered.

36 F. Executive Constantine declared a state of emergency for homelessness
37 on November 2, 2015.

38 G. The Homeless Management Information System, the database of all
39 people accessing homeless services and housing, shows that fifty percent
40 of all people accessing homeless services are homeless for the first time.

41 For 2014, the most recent year for which detailed data are available, forty-
42 six percent of families who were homeless were homeless for the first time
43 and sixty-four percent of homeless youth were homeless for the first time.

44 H. The data in the Homeless Management Information System also show
45 that people of color and lesbian, gay, bisexual, transgendered and queer
46 ("LGBTQ") youth are also disproportionately represented in the homeless
47 youth population. Young people of color make up fifty to sixty percent of
48 the homeless youth population, although people of color make up only
49 twenty-nine percent of King County's overall population. At least twenty
50 percent of the youth accessing homeless services identify as LGBTQ,
51 while only four percent of Washington's general population identify as
52 LGBTQ.

53 I. The Homeless Management Information System data showed that for
54 newly homeless families, of those who report their race, thirty-one percent
55 report that they are white and forty-seven percent report that they are black
56 or African American. The remaining twenty-two percent report another
57 race or multiple races, with the largest group reporting multiple races.

58 J. The services outlined in the youth and family homelessness prevention
59 initiative implementation plan will provide services to youth and families
60 before they become homeless through client-centered, outcomes-focused
61 case management and flexible financial assistance.

62 K. The services identified in the implementation plan will address the
63 disproportionality in race, ethnicity and LGBTQ orientation in people who

64 are newly homeless by allocating funds to provider organizations and
65 agencies that will easily be able to identify families and individuals who
66 are at imminent risk of homelessness.

67 L. In 2010, the county enacted Ordinance 16948, transforming its work
68 on equity and social justice in order to achieve equitable opportunities for
69 all people and communities. The services identified in the implementation
70 plan are intended to meet the goals of King County's Equity and Social
71 Justice Plan.

72 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

73 SECTION 1. For the purposes of this ordinance, "youth and family homelessness
74 prevention initiative" means an initiative intended to prevent and divert children and
75 youth and their families from becoming homeless.

76 SECTION 2. The family and youth homelessness prevention initiative
77 implementation plan, Attachment A to this ordinance, is hereby approved.

78 SECTION 3. One year from the effective date of this ordinance, the executive
79 shall submit to metropolitan King County council a report describing the people served
80 and outcomes of the youth and family homelessness prevention initiative. Thereafter, the
81 executive shall include reporting for the youth and family homelessness prevention
82 initiative in any annual report for the entire best starts for kids levy ordinance. Any report
83 required by this section shall be filed in the form of a paper original and an electronic
84 copy with the clerk of the council, who shall retain the original and provide an electronic
85 copy to all councilmembers."

86 Delete Attachment A, Best Starts for Kids Youth and Family Homelessness Prevention
87 Initiative Implementation Plan, Updated April 13, 2016, and insert Attachment A, Best
88 Starts for Kids Youth and Family Homelessness Prevention Initiative Implementation
89 Plan, Updated April 27, 2016.

90 Engross any adopted amendments to the striking amendment, and delete the line
91 numbers.

92

93 **EFFECT:**

94 **The amendment would make a number of changes to the proposed implementation**
95 **plan (Attachment A to the Proposed Ordinance). It would:**

- 96 • **Identify youth who have been physically or sexually abused, are exiting**
97 **foster care, or have been truant from school as likely to be at greater risk of**
98 **homelessness.**
- 99 • **List existing, already-funded programs (such as Safe Place, Crisis Clinic 2-1-**
100 **1) that could serve as referrals to this initiative or coordinate with this**
101 **initiative.**
- 102 • **Note that fund allocation by year will be determined by the Council during**
103 **its biennial budget processes, rather than being set in the implementation**
104 **plan.**
- 105 • **Describe the Domestic Violence Housing First program model in more detail**
106 **and note that this program model has not been tested on youth and young**
107 **adults.**
- 108 • **Describe disproportionality in terms of “race, ethnicity and LGBTQ status”**

- 109 • **Request consideration of potential differences in service delivery between**
110 **urban and rural area.**
- 111 • **Request training on the Domestic Violence Housing First program model, on**
112 **LGBTQ awareness, and on technical assistance for small organizations.**
- 113 • **Require an annual report on June 1 of each year.**
- 114 • **Mention the goal of achieving outside evaluation of the initiative.**
- 115 • **Clarify that because the people served by this initiative will not be homeless**
116 **at the time they are served, their information will not be entered into the**
117 **Homeless Management Information System (HMIS) but rather into a**
118 **separate database.**



King County

Best Starts for Kids Youth and Family Homelessness Prevention Initiative Implementation Plan

Response to Ordinance 18088

Department of Community and Human Services

1
2 *Updated April 27, 2016*

3 The Best Starts for Kids (BSK) Levy includes \$19 million for a Youth and Family
4 Homelessness Prevention Initiative that is intended to “prevent and divert children and youth
5 and their families from becoming homeless.” The BSK ordinance approved by the voters of
6 King County, Ordinance 18088, directs the King County Executive to submit to Metropolitan
7 King County Council for review and approval, an implementation plan relating to the Youth and
8 Family Homelessness Prevention Initiative by March 1, 2016, which to the maximum extent
9 possible, shall be developed in collaboration with the oversight and advisory board, referred to
10 in this report as the Children and Youth Advisory Board.

11
12 The Youth and Family Homelessness Prevention Initiative is based on a highly successful pilot
13 program implemented by the Washington State Coalition Against Domestic Violence and
14 funded by the Bill & Melinda Gates Foundation and the Medina Foundation.

15
16 This implementation plan provides: (I) the background showing the need for a homelessness
17 prevention program in King County, (II) a description of potential linkages to existing
18 programs, to demonstrate how this initiative could leverage and supplement existing efforts,
19 (III) a description of the proposed model for the initiative, the Washington State Domestic
20 Violence Housing First Initiative, (IV) the proposed BSK Youth and Family Homelessness
21 Prevention Model and (V) the community process for developing the plan.

22

23 **I. The Need: Youth and Family Homelessness in King County**

24 During the 2016 annual One Night Count of people who are homeless in King County held on
25 January 29, 2016, 4,505 people were found to be unsheltered, that is, living in places unfit for
26 human habitation such as the streets, cars or Metro buses. Although the detailed demographic
27 data from the 2016 One Night Count are not yet available, the 2015 detailed data are available
28 through the Homeless Management Information System (HMIS). The HMIS is the county-wide

29 database that collects data on individuals and families receiving homeless services (e.g., shelter,
30 case management and housing).

31

32 The 2015 One Night Count data reported that over 2,000 of the 9,776 people who access shelter
33 or other homeless services were under age 17. Twenty-eight percent of the homeless population
34 is families with children (approximately 2,800 people). Count Us In 2015, the survey of
35 homeless youth and young adults, counted 134 unsheltered homeless young people and 824
36 who were unstably housed. These numbers represent young people who were staying in places
37 unfit for human habitation, such as in cars or abandoned buildings; who were unstably housed,
38 such as those who are staying on friends' couches; and who were in shelters or transitional
39 housing.

40

41 The federal government uses a broader definition for counting homeless youth in the schools. In
42 addition to defining homelessness as living in a place unfit for human habitation, shelter or
43 transitional housing, under the McKinney-Vento Homeless Education Assistance Act,
44 homelessness is defined as lacking a fixed, adequate place to sleep. This broader definition
45 would include families or youth who are doubled up or couch surfing. (In King County's
46 definition, young people who are couch surfing are defined as being unstably housed, but not
47 literally homeless, and, as such, would be eligible to be served through the Youth and Family
48 Homelessness Prevention Initiative.) Under the more expansive federal definition for counting
49 homeless youth in schools, more than 6,000 students in King County public schools are
50 homeless. Approximately 15 percent of these are not accompanied by an adult. Homelessness
51 can have lasting effects on children.

52

53 According to the 2013 Annual Homeless Assessment Report to Congress:¹

54

- 55 • 83 percent of homeless children have witnessed a serious violent event
- 56 • 47 percent have anxiety, depression or withdrawal

¹ The 2013 Annual Homeless Assessment Report (AHAR) to Congress
<https://www.hudexchange.info/resources/documents/ahar-2013-part1.pdf>

- 57 • 43 percent have to repeat a grade
- 58 • Homeless children are far more likely to have significant health issues.

59 Local research by Dr. Debra Boyer and others also indicates that youth and young people who
60 are being sexually exploited or physically abused are at risk for homelessness, among other
61 serious concerns.²

62 The HMIS also showed that half of all people who become homeless were homeless for the first
63 time, which is the case for 46 percent of all homeless families.³ An even higher number of
64 unaccompanied youth were homeless for the first time, 64 percent.⁴ Accordingly, if
65 homelessness can be prevented, the number of people who are homeless would decline
66 substantially.

67
68 Demographic data from the HMIS demonstrates that there are several issues that must be
69 addressed in developing a youth and family homelessness prevention program – the need to
70 identify youth and young adults who are at risk of running away and subsequently becoming
71 homeless due to sexual or physical abuse; the disproportionate numbers of people in racial and
72 ethnic communities, including Native American/Alaskan Native, Native Hawaiian/Asian Pacific
73 Islanders and African Americans, who become homeless; and the disproportionate risk of
74 homelessness for youth who identify as lesbian, gay, bisexual, transgendered and queer
75 (LGBTQ). Native Americans are seven times more likely to become homeless. African
76 Americans are five times more likely to become homeless and Native Hawaiians/Asian Pacific
77 Islanders three times more likely. Of the youth who are homeless, at least 20 percent of young
78 people accessing services identify as LGBTQ, compared to 4 percent of the general population.⁵

79

² Debra Boyer, PhD, City of Seattle Human Services Department, Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle, June – 2008,

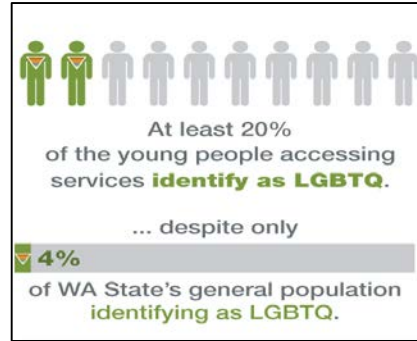
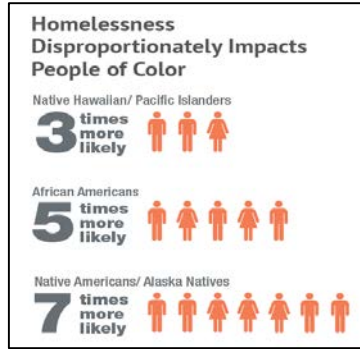
<http://www.prostitutionresearch.com/Boyer%20Who%20Pays%20the%20Price.pdf>

³ Homelessness in King County: Who, Why and What Can I Do? All Home, January 2016,

<http://allhomekc.org/wp-content/uploads/2016/01/AllHomeInfographicFull.png>

⁴ Count Us In 2016, King County’s Point-In-Time Count of Homeless & Unstably Housed Young People, All Home, March 2016, <http://allhomekc.org/wp-content/uploads/2016/03/Count-Us-In-2016-Report-final-1.pdf>

⁵ All Home Strategic Plan, June 2016, <http://allhomekc.org/wp-content/uploads/2015/09/All-Home-Strategic-Plan.pdf>



80

81 As discussed in more detail in the program model section, the Youth and Family Homelessness
82 Prevention Initiative must address the disproportionality in race and ethnicity, as well as
83 LGBTQ identification of people who become homeless.

84

85 **II. Coordination with Existing Programs**

86 Under state law,⁶ a levy lid lift proposition, such as Best Starts for Kids, may only supplement,
87 but not supplant existing, funded programs.⁷ The Youth and Family Homelessness Prevention
88 Initiative has been designed following the law, to supplement existing programs but not to
89 supplant them. The initiative's focus on prevention for people who are at risk of homelessness,
90 rather than on intervention for people who are already homeless, is a new service area for King
91 County, and thus will not supplant any existing programs.

92

93 While it will not supplant existing programs, the initiative has been designed to coordinate with
94 a number of existing, regional and County-funded programs. In particular, the initiative will
95 coordinate with emergency resource and referral programs, providing a way to identify people
96 who are imminently at risk of homelessness, including youth who are being sexually or
97 physically abused, or are at risk because they identify as LGBTQ. Existing programs that will
98 coordinate with the Youth and Family Homelessness Prevention Initiative include, but are not
99 limited to:

⁶ RCW 84.55.050

⁷ Existing funding is determined based on spending in the year in which the levy is placed on the ballot: in this case, County spending in 2015.

- 100 • **Safe Place.** Safe Place⁸ is an outreach program that provides immediate help and safety

101 for youth in crisis. Local businesses and community organizations, including Metro

102 buses, libraries and community centers, display a Safe Place logo to indicate they are

103 part of the program. When a youth in crisis asks for help, the bus driver, librarian, or

104 business staff quickly connect the youth to counselors at Auburn Youth Resources

105 (South King County), YouthCare (Seattle), or Friends of Youth (North and East King

106 County). The youth stays safely in place until the counselor arrives.

107 Coordinating the Youth and Family Homelessness Prevention Initiative with Safe Place

108 could provide both a way to identify youth who are at imminent risk of homelessness

109 and also expand the range of services the Safe Place counselors have available to

110 provide to the youth they assist. Part of the training for agencies selected to participate in

111 the Youth and Family Homelessness Prevention Initiative will be information about Safe

112 Place, and how their local agencies can, in a geographically-focused way, coordinate

113 with the Safe Place counselors to provide additional services to youth who are at

114 imminent risk of homelessness.
- 115 • **Crisis Clinic.** King County’s 2-1-1 service⁹ provides comprehensive information and

116 referral for people in need of health and human services. The 2-1-1 staff are familiar

117 with local and countywide programs and are able to refer people in need to appropriate

118 programs.

119 The 2-1-1 system will be incorporated into the Youth and Family Homelessness

120 Prevention Initiative in two ways. First, existing call volumes to 2-1-1 from different

121 parts of the county will be used to inform the design of the Request for Proposals for

122 agencies interested in participating in the initiative, to ensure that resources have been

123 allocated in the context of where need has been identified. Second, 2-1-1 staff will add

124 the Youth and Family Homelessness Prevention Initiative to the list of available services

125 and will be able to refer youth and family callers who are at imminent risk of

126 homelessness to geographically and culturally appropriate providers.

⁸ <http://www.friendsofyouth.org/safeplace.aspx>

⁹ <http://crisisclinic.org/find-help/2-1-1-resources-and-information/>

- 127 • **Count Us In.** Count Us In is an annual survey conducted in collaboration with nearly
128 100 local youth-serving organizations, libraries, and community centers to identify
129 youth and young adults who are either homeless or unstably housed (for instance, youth
130 staying with a friend who fear they may be kicked out of their home). Youth and young
131 adults who are identified as being unstably housed can be referred to the Youth and
132 Family Homelessness Prevention Initiative for resources to avoid becoming homeless.

133

134 **III. The Proposed Model: Washington State Domestic Violence Housing First** 135 **Initiative**

136 As King County explored approaches to prevent youth and family homelessness, staff reviewed
137 a local model, the Washington State **Domestic Violence Housing First** Initiative.¹⁰ This model,
138 which was funded by the Bill & Melinda Gates Foundation and the Medina Foundation, has
139 been rigorously evaluated and found to have successfully prevented family homelessness. This
140 model was attractive to local funders because domestic violence is a leading cause of
141 homelessness for families.

142

143 The Domestic Violence Housing First Initiative is a homelessness prevention program for
144 survivors of domestic violence and their children, including survivors actively fleeing a
145 domestic violence situation, and those who are on the brink of homelessness. At program entry,
146 many program participants were facing unemployment and a lack of income due to the domestic
147 violence situation they were experiencing. The Domestic Violence Housing First Initiative was
148 piloted from September 2011 through September 2014 in Washington state with two cohorts
149 (groups of clients). One cohort was in King County and the other was comprised of program
150 participants located in the balance of the state. In King County, LifeWire and InterImCDA
151 participated in the pilot.

152

¹⁰ More information about the model can be found at <http://wscadv.org/projects/domestic-violence-housing-first>.

153 **Components of Domestic Violence Housing First model.** The Domestic Violence Housing
154 First Initiative had two basic components, which would be applied in the Youth and Family
155 Homelessness Prevention Initiative. They are:

- 156 • **Case management/advocacy.** Each client who participated in the Domestic Violence
157 Housing First Initiative received ongoing assistance from a case manager/advocate, who
158 worked to help the client identify his/her needs and next steps to become more stable.
159 Case management support provided through the Domestic Violence Housing First
160 Initiative could be very narrow and temporary or somewhat longer term to meet the true
161 needs of program participants, using a type of case management called progressive
162 engagement (see below).
- 163 • **Flexible funding.** The Domestic Violence Housing First Initiative also provided flexible
164 funding to participating clients to help them address the emergency needs that led to
165 their risk of homelessness. Financial assistance could be used for a range of needs such
166 as clothing for a job, cost of an employment-related license, a variety of housing and/or
167 moving costs, cost to repair a car, urgently needed groceries and other expenses that may
168 be impacting the safety and security of a family.

169 The experience of the Domestic Violence Housing First Initiative was that clients in general
170 required very little financial assistance per household (average cost of \$1,250 per household)
171 but that this financial assistance, combined with the case management support contributed to the
172 safety, stability and well-being of clients and their families.

173

174 Evaluation of the Domestic Violence Housing First Initiative¹¹ found successful outcomes
175 related to clients' ability to get and keep safe and stable housing. Nearly all program
176 participants, including those with very low incomes, maintained permanent housing for a
177 prolonged period of time:

178

¹¹ <http://wscadv.org/resources/the-washington-state-domestic-violence-housing-first-program-cohort-2-agencies-final-evaluation-report-september-2011-september-2014/>

- 179 • 96 percent were still stably housed 18 months after entering the program, allowing
180 survivors to become self-sufficient quickly and without need for ongoing intensive
181 services
- 182 • 84 percent reported an increase in safety for their family
- 183 • 76 percent requested minimal services from the domestic violence program at final
184 follow-up
- 185 • Participants also expressed that housing stability had a profoundly positive effect on
186 their children, improved the health and well-being for themselves and their children, and
187 restored their dignity and self-worth.

188 The pilot program also focused on ensuring that services were culturally appropriate and
189 delivered by a case manager/advocate who was from the same culture and spoke the same
190 language as the participants. According to the evaluation, clients reported that working with an
191 advocate who culturally and linguistically understood them was critical to getting the support
192 they needed to become stable and enabling them to feel understood, accepted and comfortable
193 telling their stories.

194

195 While some of the clients who participated in the Domestic Violence Housing First Initiative
196 programs were youth, the program was focused primarily on adults fleeing domestic violence,
197 some of whom had children living with them. There is less research on successful programs
198 preventing youth from becoming homeless. Nonetheless, the All Home Youth and Young
199 Adult (YYA) Plan Refresh (May 2015) recommends prevention as a strategy to make youth
200 homelessness rare, brief and one time. One of the strategies outlined in the Plan Refresh is
201 “flexible funding to help YYAs live at home or with natural supports.”¹² Applicability of this
202 model to different population groups will be evaluated as the initiative is implemented.

203

204

¹² <http://allhomekc.org/wp-content/uploads/2015/09/Comp-Plan-Refresh-final-050515-with-appendices.pdf>

205 **IV. Proposed Youth and Family Homelessness Prevention Model**

206 The Best Starts for Kids Ordinance 18088 provides the following guidance for the Youth and
207 Family Homelessness Prevention Initiative:

208
209 *"Youth and family homelessness prevention initiative" means an initiative*
210 *intended to prevent and divert children and youth and their families from*
211 *becoming homeless.*

212
213 *It is the intent of the council and the executive that funding for the youth and*
214 *family homelessness prevention initiative will allow the initiative to be flexible,*
215 *client-centered and outcomes-focused and will provide financial support for*
216 *community agencies to assist clients.*

217
218 *Out of the first year's levy proceeds: 1. Nineteen million dollars shall be used to*
219 *plan, provide and administer a youth and family homelessness prevention*
220 *initiative.*

221
222 Based on this guidance, stakeholder input and research on successful prevention models, King
223 County's Department of Community and Human Services (DCHS) staff worked with a Youth
224 and Family Homelessness Prevention Model Planning Committee (Planning Committee) and
225 the Children and Youth Advisory Board (CYAB) to develop the framework for the King
226 County Youth and Family Homelessness Prevention Initiative. This section discusses both the
227 overall program model, as well as specific implementation details that were recommended by
228 the Planning Committee and the CYAB.

229 The proposed Youth and Family Homelessness Prevention Initiative will be based on the
230 Washington State Domestic Violence Housing First Initiative. It will have a strong client-
231 centered focus, including mobile **case management/advocacy** coupled with **flexible financial**
232 **assistance** that is intended to address the immediate issue that is placing the family or youth at
233 imminent risk of homelessness and build trust with the client. Key components to the Youth and
234 Family Homelessness Prevention Model include:

- 235 • **Case management/advocacy** that is client-centered and uses a progressive engagement
236 approach
- 237 • **Flexible funding** to address clients' immediate needs to prevent homelessness

238 Implementation of the initiative will be targeted to address the root causes of homelessness
239 among youth and families.

240 **Case Management/Advocacy**

241 The agencies that demonstrated successful outcomes in the Washington State Domestic
242 Violence Housing First Initiative understood the importance of supporting and advocating for
243 clients through case management , and successfully made the shift to having a client-centered
244 focus. That is, the family or youth must be asked, “What do you need so that you do not become
245 homeless?”

246

247 This is a significant cultural shift for agencies, because many government assistance programs
248 are based on a distrust of clients. For most programs, clients must prove that they meet program
249 criteria and then are told what specific assistance they are eligible to receive even if they know
250 something else will help them more. Because successful implementation of the proposed Youth
251 and Family Homelessness Prevention Initiative model will entail changing organizational
252 culture, training and learning circles will be part of the initiative’s implementation.

253 Case management will be carried out through a method known as progressive engagement.
254 Progressive engagement is a nationally-recognized best practice that provides customized levels
255 of assistance to participants – providing the services needed, but not more than is needed to
256 achieve housing stability.¹³ Progressive engagement reserves the most expensive interventions
257 for households with the most severe barriers to housing success, and offers less extensive
258 support to those who need less assistance. Progressive engagement is a strategy to enable
259 service delivery systems to effectively target resources and to enable the case manager/advocate
260 to work with the client on the underlying issues that caused them to be at imminent risk of
261 homelessness.

262 Under the Best Starts for Kids Youth and Family Homelessness Prevention Initiative, case
263 manager/advocates will be mobile, meeting the clients at locations of their choice. This

¹³ <http://www.endhomelessness.org/page/-/files/4.3%20Financial%20Assistance-Using%20a%20Progressive%20Engagement%20Model%20Kay%20Moshier.pdf>

264 approach is different than other models where the case manager/advocate tends to be place-
265 based.

266 **Flexible Funding**

267 The second major component of the proposed model is flexible funding to address clients’
268 immediate needs. The Best Starts for Kids ordinance specifically states, “It is the intent of the
269 council and the executive that funding for the youth and family homelessness prevention
270 initiative ... will provide financial support for community agencies to assist clients.”

271 In order to ensure that agencies administering the proposed initiative are equipped with the
272 resources they need to be successful, sufficient funds will be provided to assure that agencies
273 both have flexible funds available to meet client needs and also have the resources to hire
274 experienced case manager/advocates.

275 In terms of the amount of flexible funding and case management needed, the Domestic Violence
276 Housing First Initiative evaluation found that about one-third of the families served needed
277 minimal support, one-third needed a medium touch, and one-third needed more intensive help.
278 In recognition of the successful Domestic Violence Housing First program model, the goal to be
279 achieved in the annual spending of funds by provider agencies shall be to split their funds 50/50,
280 with half of the funding going to case managers and administrative costs and the other half
281 going to flexible funds for clients. The County recognizes that this allocation will vary between
282 agencies and therefore the intention is that this goal be achieved by looking at the aggregate
283 spending of all provider agencies. The County further recognizes that this goal may be difficult
284 to achieve in the first year of the program due to higher start-up costs. Consequently, this goal
285 will start with the 2017 fiscal year.

286 **Need for Adaptation and Flexibility for Preventing Youth Homelessness**

287 While the Washington State Domestic Violence Housing First Initiative was successful with
288 youth who were parenting and who were at risk of homelessness due to domestic violence,
289 national research shows that other factors are more predictive of a youth becoming homeless,
290 e.g., identifying as LGBTQ; being involved with the juvenile justice or foster care systems; or

291 problems at school, such as suspensions or truancy (that may, over time, result in legal
292 proceedings related to the Becca Bill).¹⁴. As a result, the CYAB and the Planning Committee
293 recommended targeting the initiative to address these predictors of homelessness by
294 collaborating with schools, organizations that work with LGBTQ youth, and organizations that
295 work with youth involved in the juvenile justice system.

296 While these are the target areas for identifying youth at imminent risk of homelessness, this
297 does not mean that the Youth and Family Homelessness Prevention Model would be
298 administered by schools or the juvenile justice system. Rather, it is likely that nonprofits,
299 community agencies or faith organizations would provide assistance and administer the funds,
300 because they could provide services any time of day or night and be able to leverage additional
301 supports. Any organization receiving the funds would have to show strong partnerships with the
302 schools, the juvenile justice system and the juvenile dependency system.

303 Because the Domestic Violence Housing First Initiative was not tested on youth and young
304 adult, the success of this model at assisting youth and young adults at risk of homelessness will
305 be carefully monitored, and adjustments proposed as needed.

306 In addition to providing feedback on the overarching program model, the Planning Committee
307 and the CYAB both provided feedback on the specific program implementation details outlined
308 below.

309 **Who is Eligible?**

310 The program is intended for youth and families who are at *imminent* risk of homelessness. It is
311 not intended for youth or families who are already homeless, nor is it intended for youth or
312 families who are at risk for homelessness, but not facing *imminent* risk. Examples of imminent
313 risk of homelessness are a young person or family who has been staying on friends' or families'
314 couches, but may have exhausted all welcomes and will be on the street next week. Another
315 example might be a youth who the school counselor knows will be thrown out of their parents'
316 house if they come out, a young person who contacts Safe Place or another resource because of
317 sexual or physical abuse, a young person who has been identified as being at risk by a librarian,

¹⁴ <http://www.kingcounty.gov/courts/JuvenileCourt/truancy.aspx>

318 school staff or community center staff, a youth exiting the justice system whose family refuses
319 to take the youth r back home, or a young person who may be aging out of the foster care
320 system and has no housing or employment plans in place. The case manager/advocate will have
321 to utilize judgment and experience in making the determination.

322 The outcomes measurements will be critically important in determining if the targeting was
323 done appropriately. If people who are at imminent risk of homelessness are prevented from
324 becoming homeless, we will see a decrease in the number of people who are newly homeless.

325 **Should the Money Be Divided Between Youth and Families?**

326 The Planning Committee and CYAB advised that the money should not be divided between
327 population groups. Many youth are parenting, and it is these young families who are often at
328 imminent risk of homelessness. Because this program is intended to step away from rigid
329 requirements, dividing the money and creating definitions and funding formulas for youth and
330 families did not seem prudent.

331 **What are the Eligible Uses of Funding? Should Anything be Excluded as Eligible from the**
332 **Flexible Funds?**

333 Any expenditure that will prevent someone from becoming homeless should be an eligible use
334 of the flexible funds that will be part of the proposed initiative. As noted in both the ordinance
335 and discussion above, case management and flexible funding combine to create the model that
336 will be used for the Youth and Family Homelessness Prevention Initiative. Agencies will
337 employ rigorous financial oversight to track where flexible funds are applied. The County will
338 evaluate whether certain types of expenditures are more or less successful in preventing a
339 family or youth from becoming homeless.

340 **How Much Money Should Be Awarded in 2016?**

341

342 A total of \$3,166,667 is anticipated to be allocated for the remainder of 2016. For future years,
343 there has been discussion about potential options to spend the funds down at a rate that would

344 exhaust the \$19 million total prior to the end of the levy (so as to make as large an impact as
345 possible given the high level of need); or to allocate the funds evenly over time. Rather than
346 address this issue at the moment, the Council will make decisions about allocation for future
347 years within the context of the budget process, with the expectation of a minimum appropriation
348 of \$3,166,667 each year. This will enable the Council to consider initial implementation of the
349 initiative and make decisions through the budget process.

350 Building organizational capacity and creating the organizational culture change will take time.
351 As a result, the Planning Committee and CYAB recommended that the funding awards be three-
352 year contingent commitments to agencies, meaning the agency will receive the money for all
353 three years provided that the agency is achieving outcomes, participating in the learning circles
354 and implementing the evaluation. It is hard for agencies to staff up and plan with annual
355 commitments, and a three-year commitment will enable better staff recruitment and continuity
356 for the agency and individuals seeking assistance. Finally, by making the three-year
357 commitment contingent on achieving outcomes, the County will be able to reallocate the money
358 if necessary, and the Council will have the opportunity to review program outcomes and
359 evaluate both the amount of money to be appropriated and the program model to be used.

360 Extensive training, ongoing learning circles and a rigorous evaluation will be part of the
361 program design assuring agency and program success. Therefore, it is anticipated that reducing
362 the commitment will be a rare occurrence.

363 In the initial stages of the program, it is likely that the domestic violence organizations that have
364 been operating this program successfully for several years with the Gates and Medina
365 Foundation money will be able to be up and running before organizations for which this
366 initiative is new. Rather than awarding those agencies more money, the Planning Committee
367 recommended that not all of the money be awarded at once in the first year, since the initiative
368 will begin midyear anyway. Some of the funds from the first year will be reserved to grant
369 additional funds to agencies that run out of the flexible funds before the next year's allocation.

370

371 The CYAB provided extensive feedback on how to assure that funds will truly address racial,
372 ethnic and LGBTQ disproportionality in homelessness. Their advice included:

- 373 • For many communities, including Native Americans and Asian Pacific Islanders,
374 County staff making personal contacts and going to community leadership will be
375 important.
- 376 • Meet with faith community leaders in the African American community.
- 377 • Ask that culturally-specific communities include funding/grant/RFP announcements in
378 their newsletters.
- 379 • Send information to leadership tables for targeted populations and ask that they
380 disseminate information.
- 381 • Use social media.
- 382 • The frequency of the ask is as important as where and to whom the ask is made.
- 383 • Use the CYAB to disseminate information.

384 **Should All Recipients Have Data Entered into a Database that can be Matched with the**
385 **Homeless Management Information System?**

386 All agencies receiving money will be required to enter client data into a database that will
387 enable data matching with the HMIS. The County's Department of Community and Human
388 Services (DCHS) has been working with the vendor for the HMIS system to create a separate
389 module for the data from the Youth and Family Homelessness Prevention Initiative. DCHS has
390 confirmed with the King County Prosecuting Attorney's Office that the prevention module will
391 not be subject to the state HMIS consent requirements. By entering client data into a system that
392 can match with the HMIS system, the County will know if a youth or family who receives
393 services from the Youth and Family Homelessness Prevention Initiative successfully avoided
394 homelessness. Some agencies will need to be trained on the prevention database module and the
395 County may need to provide additional funding for computers or other information technology
396 support.

397 To protect the safety of domestic violence survivors, agencies serving survivors will not be
398 required to enter individual identifiers in the prevention database module (e.g., name social
399 security number), though the agencies will retain this information in their own databases. The
400 County will be working with an outside entity, potentially the current evaluator for the

401 Domestic Violence Housing First Initiative to match the domestic violence agency prevention
402 module data with date in the HMIS. During implementation of the Domestic Violence Housing
403 First Initiative, agencies were able to successfully evaluate whether domestic violence survivors
404 became homeless after receiving intervention, while at the same time protecting survivors' data.

405 **Should a Common Client Intake and Assessment Form Be Utilized?**

406 A common intake form will be utilized for program participants so that there is consistent
407 information collected for evaluation purposes. In addition, it is likely that the common
408 assessment form used for Coordinated Entry for All (a new approach adopted by the All
409 Home Coordinating Board) to access homeless housing will also be utilized.

410 **How Will Initiative Success Be Measured?**

411 The Youth and Family Homelessness Prevention Initiative will measure success in three ways:

412 1. The individuals served do not show up in HMIS for homeless services in the future
413 (meaning they have been able to avoid homelessness).

414 2. There is a reduction in the number of youth and families who are newly homeless.

415 It is essential that both outcomes are measured because if the program measures only
416 whether individuals show up in HMIS for homeless services or not, there is no way of
417 knowing whether those individuals ever would have become homeless. However, if
418 there is also a reduction in the number of newly homeless youth and families, it is clear
419 that agencies are targeting the right individuals and families.

420 3. In addition, the CYAB and the Planning Committee recommended that the County
421 evaluate at least one other factor besides “not becoming homeless.” This third measure
422 will be developed as part of the overarching dashboard that is developed for the Best
423 Starts for Kids Levy general implementation plan.

424 Some of the suggestions for a third measure include additional outcomes for youth such
425 as no further engagement with criminal justice system or increased educational
426 attainment. For families, additional factors suggested include safety and self-
427 determination. The Department of Community and Human Services evaluation team will
428 analyze which factors are measurable and work with other BSK evaluation teams to

429 have consistent measures of success. Additionally, several CYAB members
 430 recommended training so that all fund recipients understand LGBTQ issues and are able
 431 to provide equitable and competent care to LGBTQ clients.

432 To ensure success in meeting the diverse needs of the youth and families seeking assistance, the
 433 Executive will transmit a report on program outcomes to the Council by June 1, 2018. Program
 434 outcomes, as summarized in that report, will be used to determine appropriation amounts to be
 435 included in the 2019-2020 biennial budget, as well as whether the model used for the initiative
 436 should be changed for some or all population groups.

437 **How Will Providers Be Trained?**

438 Training will be provided to agencies receiving money under this initiative. The experience of
 439 the Washington State Domestic Violence Housing First Initiative was that developing a client-
 440 centered and outcomes-focused agency culture took extensive training and intentional
 441 organization effort and buy-in. For that reason, learning circles for agencies administering the
 442 funding will also be part of the program.

443 **What Type of Agencies/Organizations Should Be Targeted for the RFP?**

444 Since the goal of the Youth and Family Homelessness Prevention Initiative is to identify and
 445 intervene with youth or families who are at imminent risk of homelessness, the agencies
 446 receiving funding should be those most likely to already be working with families or youth most
 447 at risk of homelessness. When directly asked, the CYAB provided significant advice regarding
 448 the best way of assuring that the model funds were placed in agencies, organizations and
 449 geographic areas that would be able to identify families and youth *before* they became homeless
 450 and address the racial, ethnic and socioeconomic disproportionality in family homelessness, and
 451 the racial, ethnic and sexual orientation disproportionality in youth homelessness.

452

453 Both the Planning Committee and the CYAB recommended targeting the issues and systems
 454 that lead to homelessness, e.g., domestic violence, juvenile justice and the populations that are
 455 disproportionately likely to become homeless, e.g., Native Americans, African Americans,
 456 Asian Pacific Islanders and LGBTQ youth. It will be imperative for any agency receiving the

457 funds to be able to demonstrate how the organization will administer the funds in a way that will
458 address the extreme disproportionality of people of color who enter homelessness at a rate
459 significantly greater than the general population. Similarly, organizations will have to show how
460 they will address the disproportionality of LGBTQ youth who are at imminent risk of
461 homelessness.

462

463 The Children and Youth Advisory Board also emphasized that small cultural or ethnic
464 organizations should be targeted for the initiative. Suggestions ranged from partnering large and
465 smaller organizations during the Request for Proposal (RFP) process, assuring application
466 support. The Department of Community and Human Services has already been working toward
467 implementing some of the suggestions to reduce barriers for small organizations. For example,
468 staff have been partnering with the county's Risk Management Division to reduce insurance
469 barriers for small agencies.

470 Examples of types of agencies that the CYAB suggested would be appropriate fund recipients
471 or partner entities included:

- 472 • Domestic violence agencies
- 473 • Agencies serving youth, including youth homeless agencies
- 474 • Schools (particularly school counselors and those addressing absenteeism, expulsions
475 and suspensions)
- 476 • Public utilities agencies, since delinquent utility payments can be a predictor of housing
477 loss
- 478 • Culturally-competent/focused organizations
- 479 • Organizations serving LGBTQ youth
- 480 • Public Health and other health facilities and clinics
- 481 • King County education and employment programs
- 482 • Faith-based organizations
- 483 • Youth clubs and recreation centers
- 484 • Agencies serving families, particularly new moms
- 485 • Agencies serving youth who are involved in the juvenile justice system

- 486 • Food banks
- 487 • Regional Access Points for accessing housing/homelessness services
- 488 • “Natural helpers” in community, e.g., libraries, first responders as referral sources.

489 In addition to targeting specific types of organizations, the CYAB also discussed the need to
490 recognize the difference between delivery of services in rural versus urban contexts. In order to
491 make funds available to all areas of the County, County staff are considering releasing separate
492 regional RFPs so that the initiative will be available county-wide and to account for the
493 differences in how services may be delivered in an urban versus a rural area. If the County does
494 not issue regional RFPs, the County will still ensure regional availability of the program and
495 consider potential differences in service delivery between urban and rural areas.

496 In addition, the County will hold regional bidders’ conferences for interested providers to help
497 them learn about the initiative and the program model. During 2016, the County will expend up
498 to \$100,000 to contract with a consultant to provide targeted assistance on the Domestic
499 Violence Housing First program model, LGBTQ awareness and to provide technical assistance
500 to small organizations to help draft RFP responses. Training will be focused on small
501 organizations, particularly those that serve disproportionately affected populations, to help them
502 prepare proposals that are responsive to the RFP. All successful bidders will receive training to
503 implement the initiative with fidelity to the model as well as understanding what resources
504 currently exist for families and youth so that connections can be made to those programs.

505 **Administration, Fiscal Management, Monitoring and Evaluation**

506 The Department of Community and Human Services will administer, monitor and evaluate the
507 Youth and Family Homelessness Prevention Initiative. Monitoring will consist of both financial
508 and programmatic audits.

509 With respect to data and evaluation, the data that will be collected will mirror what is being
510 collected for other programs or strategies in the community so that this initiative will not
511 introduce a new data set being collected in the community.

512 Reports on program outcomes will be transmitted to the Council at least annually, by June 1 of
513 each year. In addition, County staff will provide the Council with regular status briefings at the
514 relevant committee on the model, agency implementation, and client outcomes.

515 If the Best Starts for Kids general implementation plan approved by Council includes a
516 provision requiring annual reporting, program outcomes for the Youth and Family
517 Homelessness Prevention Initiative may be reported within that annual report. However, the
518 initial program outcomes report for the Youth and Family Homelessness Prevention Initiative
519 required to the Council by June 1, 2018, in an earlier section of this implementation plan, will
520 be required to be transmitted as a stand-alone report to guide the Council in determining the
521 efficacy of the Domestic Violence Housing First model for future funding.

522 While it is understood that evaluation of the Youth and Family Homelessness Prevention
523 Initiative will be conducted through the general Best Starts for Kids evaluation, and that
524 evaluation model has yet to be determined, DCHS may wish to consult with the Washington
525 State Institute for Public Policy¹⁵ or similar outside evaluators to develop a model and protocols
526 for evaluation.

527 **IV. Collaboration with the Children and Youth Advisory Board and**
528 **Homelessness Prevention Model Planning Committee**

529 Ordinance 18088 directs the County Executive, to the maximum extent possible, to develop the
530 Youth and Family Homelessness Prevention Initiative in collaboration with the Children and
531 Youth Advisory Board (CYAB). The Children and Youth Advisory Board members were
532 approved by King County Council and became official on January 25, 2016. The Executive
533 convened the CYAB on February 9, 2016, for an orientation, at which time the CYAB reviewed
534 the Youth and Family Homelessness Prevention Initiative in an unofficial capacity. The
535 Children and Youth Advisory Board reviewed the initiative again at its first official meeting on
536 February 23, 2016, at which time they made formal recommendations about the Youth and
537 Family Homelessness Prevention Initiative.

¹⁵ <http://www.wsipp.wa.gov/>

538 Because of the short time between approval of the CYAB and the March 1, 2016, deadline to
539 submit the Youth and Family Homelessness Prevention Implementation Plan, executive staff
540 also convened a Youth and Family Homelessness Prevention Model Planning Committee
541 (Planning Committee) to advise on the design for the plan. The Planning Committee met three
542 times in January and February 2016 to help guide the implementation plan. Members of the
543 committee (an * indicates that the individual is also a member of the Children and Youth
544 Advisory Board) include:

Alison Eisinger	Seattle King County Coalition on Homelessness
Edith Elion	Atlantic Street Center
Melinda Giovengo	YouthCare
Terry Pottmeyer*	Friends of Youth
Kira Zylstra	All Home
	King County Department of Community and Human
Hedda McLendon	Services
Colleen Kelly	City of Redmond
Jason Johnson	City of Seattle
Linda Olsen	Washington State Coalition Against Domestic Violence
Katie Hong*	Raikes Foundation
TJ Cosgrove	Public Health
Maria Williams	LifeWire
Barbara Langdon*	LifeWire
Calvin Watts*	Kent School District
Isabel Munoz	City of Seattle
Leilani Della Cruz	City of Seattle
Merrill Cousins	King County Coalition Against Domestic Violence
Aana Lauckhart	Medina Foundation

545

April 27, 2016

[mb]

Sponsor: Kohl-Welles

Proposed No.: 2016-0156

1 **STRIKING AMENDMENT TO PROPOSED ORDINANCE 2016-0156, VERSION**

2 **2**

3 On page 1, beginning on line 4, strike everything through page 5, line 88, and insert:

4 "STATEMENT OF FACTS:

5 A. In July 2015, Ordinance 18088 submitted to the voters of King County
6 a proposition known as the "best starts for kids levy," authorizing a regular
7 property tax levy in excess of the levy limitation for six consecutive years,
8 commencing in 2016, at a rate not to exceed fourteen cents per one
9 thousand dollars of assessed value in the first year and with an increase of
10 up to three percent in the five succeeding years, for the purpose of funding
11 prevention and early intervention strategies to improve the health and
12 well-being of children, youth and their communities.

13 B. The six-year levy commencing in 2016, has been approved by the
14 voters for the express purpose of paying costs as outlined in Ordinance
15 18088, Section 5, including: nineteen million dollars that shall be used to
16 plan, provide and administer a youth and family homelessness prevention
17 initiative.

18 C. Ordinance 18088 also directs the executive to submit to the
19 metropolitan King County council for review and approval an
20 implementation plan relating to the youth and family homelessness
21 prevention initiative by March 1, 2016, which, to the maximum extent
22 possible, shall be developed in collaboration with the oversight and
23 advisory board.

24 D. The oversight and advisory board, referred to in this statement of facts
25 as the children and youth advisory board, under the guidance of the
26 department of community and human services, provided input on the
27 development of the implementation plan, which is Attachment A to this
28 ordinance. Before that input, the executive convened a planning group of
29 citizens and stakeholders, several of whom are members of the children
30 and youth advisory board to help shape the plan.

31 E. The growing homelessness crisis shows the great need for this youth
32 and family homelessness prevention initiative strategy. During the 2016
33 annual One Night Count of people who are experiencing homelessness,
34 which was held on January 29, 2016, four thousand five hundred five
35 people were unsheltered. ~~The numbers for people who are in shelter and~~
36 ~~transitional housing are not yet available, nor are the breakdown for the~~
37 ~~number of homeless youth and families.~~

38 F. Executive Constantine declared a state of emergency for homelessness
39 on November 2, 2015.

40 G. The Homeless Management Information System, the database of all
41 people accessing homeless services and housing, shows that fifty percent
42 of all people accessing homeless services are homeless for the first time.
43 For 2014, the most recent year ~~for~~in which ~~the most recent detailed~~ data
44 ~~are~~is available ~~breaking out the data by homeless families and youth,~~
45 ~~2014, the data show~~ forty-six percent of families who were homeless were
46 homeless for the first time ~~and-~~ ~~s~~Sixty-four percent of homeless youth
47 were homeless for the first time.

48 H. The data in the Homeless Management Information System also show
49 that people of color and lesbian, gay, bisexual, transgendered and queer
50 ("LGBTQ") youth are also disproportionately represented in the homeless
51 youth population. Young people of color make up fifty to sixty percent of
52 the homeless youth population, although people of color make up ~~while~~
53 only twenty-nine percent of King County's overall population ~~are people of~~
54 ~~color~~. At least twenty percent of the youth accessing homeless services
55 identify as LGBTQ, while only four percent of Washington's general
56 population identify as LGBTQ.

57 I. The Homeless Management Information System data showed that for
58 newly homeless families, of those who report their race, thirty-one percent
59 report that they are white and forty-seven percent report that they are black
60 or African American. The remaining twenty-two percent report another
61 race or multiple races, with the largest group reporting multiple races.

62 J. The services outlined in the youth and family homelessness prevention
63 initiative implementation plan will provide services to youth and families
64 before they become homeless through client-centered, outcomes-focused
65 case management and flexible financial assistance.

66 K. The services identified in the implementation plan will address the
67 disproportionality in race, ethnicity and LGBTQ orientation in people who
68 are newly homeless by allocating funds to provider focusing on
69 organizations and agencies that will easily be able to identify families and
70 individuals who are at imminent risk of homelessness.

71 L. In 2010, the county enacted Ordinance 16948, transforming its work
72 on equity and social justice ~~from an initiative to an integrated effort that~~
73 ~~intentionally applies the King County Strategic Plan's "fair and just"~~
74 ~~principle in all the county does~~ in order to achieve equitable opportunities
75 for all people and communities. The services identified in the
76 implementation plan are intended to meet the goals of King County's
77 Equity and Social Justice Plan.

78 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

79 SECTION 1. For the purposes of this ordinance, "youth and family homelessness
80 prevention initiative" means an initiative intended to prevent and divert children and
81 youth and their families from becoming homeless.

82 SECTION 2. The family and youth homelessness prevention initiative
83 implementation plan, Attachment A to this ordinance, is hereby approved.

84 SECTION 3. One year from the effective date of this ordinance, the executive
85 shall submit to metropolitan King County council a report describing the people served
86 and outcomes of the youth and family homelessness prevention initiative. Thereafter, the
87 executive shall include reporting for the youth and family homelessness prevention
88 initiative in any annual report for the entire best starts for kids levy ordinance. Any report
89 required by this section shall be filed in the form of a paper original and an electronic
90 copy with the clerk of the council, who shall retain the original and provide an electronic
91 copy to all councilmembers."

92 Delete Attachment A, Best Starts for Kids Youth and Family Homelessness Prevention
93 Initiative Implementation Plan, Updated April 13, 2016, and insert Attachment A, Best
94 Starts for Kids Youth and Family Homelessness Prevention Initiative Implementation
95 Plan, Updated April 27, 2016.
96 Engross any adopted amendments to the striking amendment, and delete the line
97 numbers.

98
99 **EFFECT:**

100 **The amendment would make a number of changes to the proposed implementation**
101 **plan (Attachment A to the Proposed Ordinance). It would:**

- 102 • **Identify youth who have been physically or sexually abused, are exiting**
103 **foster care, or have been truant from school as likely to be at greater risk of**
104 **homelessness.**

- 105 • **List existing, already-funded programs (such as Safe Place, Crisis Clinic 2-1-**
106 **1) that could serve as referrals to this initiative or coordinate with this**
107 **initiative.**
- 108 • **Note that fund allocation by year will be determined by the Council during**
109 **its biennial budget processes, rather than being set in the implementation**
110 **plan.**
- 111 • **Describe the Domestic Violence Housing First program model in more detail**
112 **and note that this program model has not been tested on youth and young**
113 **adults.**
- 114 • **Describe disproportionality in terms of “race, ethnicity and LGBTQ status”**
- 115 • **Request consideration of potential differences in service delivery between**
116 **urban and rural area.**
- 117 • **Request training on the Domestic Violence Housing First program model, on**
118 **LGBTQ awareness, and on technical assistance for small organizations.**
- 119 • **Require an annual report on June 1 of each year.**
- 120 • **Mention the goal of achieving outside evaluation of the initiative.**
- 121 • **Clarify that because the people served by this initiative will not be homeless**
122 **at the time they are served, their information will not be entered into the**
123 **Homeless Management Information System (HMIS) but rather into a**
124 **separate database.**



King County

Best Starts for Kids Youth and Family Homelessness Prevention Initiative Implementation Plan

Response to Ordinance 18088

Attachment A for S1

April 27, 2016

Red-line version

Department of Community and Human Services

1
2 Updated April 27~~13~~, 2016

3 The Best Starts for Kids (BSK) Levy includes \$19 million for a Youth and Family
4 Homelessness Prevention Initiative that is intended to “prevent and divert children and youth
5 and their families from becoming homeless.” The BSK ordinance approved by the voters of
6 King County, Ordinance 18088, directs the King County Executive to submit to Metropolitan
7 King County Council for review and approval, an implementation plan relating to the Youth and
8 Family Homelessness Prevention Initiative by March 1, 2016, which to the maximum extent
9 possible, shall be developed in collaboration with the oversight and advisory board, referred to
10 in this report as the Children and Youth Advisory Board.

11
12 The Youth and Family Homelessness Prevention Initiative is based on a highly successful pilot
13 program implemented by the Washington State Coalition Against Domestic Violence and
14 funded by the Bill & Melinda Gates Foundation and the Medina Foundation.

15
16 This implementation plan provides: (I) the background showing the need for a homelessness
17 prevention program in King County, (II) a description of potential linkages to existing
18 programs, to demonstrate how this initiative could leverage and supplement existing efforts,
19 (III) a description of the proposed model for the initiative, the successful Washington State
20 ~~Coalition Against~~ Domestic Violence Housing First Initiative, (IV) the proposed BSK Youth
21 and Family Homelessness Prevention Model and (V) the community process for developing
22 the plan.

23
24 **I. The Need: Youth and Family Homelessness in King County**

25 During the 2016 annual One Night Count of people who are homeless in King County held on
26 January 29, 2016, 4,505 people were found to be unsheltered, that is, living in places unfit for
27 human habitation such as the streets, cars or Metro buses. Although the detailed demographic
28 data from the 2016 One Night Count are not yet available, the 2015 detailed data are
29 available through the Homeless Management Information System (HMIS). The HMIS is the

30 county-wide database that collects data on individuals and families receiving homeless services
31 (e.g., shelter, case management and housing).

32

33 The 2015 One Night Count data reported that over 2,000 of the 9,776 people who access shelter
34 or other homeless services were under age 17. Twenty-eight percent of the homeless population
35 is families with children (approximately 2,800 people). Count Us In 2015, the survey of
36 homeless youth and young adults, counted 134 unsheltered homeless young people and 824
37 who~~that~~ ~~were~~~~are~~ unstably housed. These numbers represent young people who ~~were~~~~are~~ staying
38 in places unfit for human habitation, ~~such as in cars or abandoned buildings; who were unstably~~
39 ~~housed, such as those who are staying on friends' couches; and who were in~~ shelters or
40 transitional housing.

41

42 The federal government uses a broader definition for counting homeless youth in the schools. In
43 addition to defining homelessness as living in a place unfit for human habitation, shelter or
44 transitional housing, under the McKinney-Vento Homeless Education Assistance Act,
45 homelessness is defined as lacking a fixed, adequate place to sleep. This broader definition
46 would include families or youth who are doubled up or “couch surfing.” (In King County’s
47 definition, young people who are couch surfing are defined as being unstably housed, but not
48 literally homeless, and, as such, would be eligible to be served through the Youth and Family
49 Homelessness Prevention Initiative.) Under the more expansive federal~~this~~ definition for
50 counting homeless youth in schools, more than~~over~~ 6,000 students in King County public
51 schools are homeless. Approximately 15 percent of these are not accompanied by an adult.
52 Homelessness can have lasting effects on children.

53

54 According to the 2013 Annual Homeless Assessment Report to Congress:¹

55

- 56 • 83 percent of homeless children have witnessed a serious violent event
- 57 • 47 percent have anxiety, depression or withdrawal

¹ The 2013 Annual Homeless Assessment Report (AHAR) to Congress
<https://www.hudexchange.info/resources/documents/ahar-2013-part1.pdf>

- 58 • 43 percent have to repeat a grade
- 59 • Homeless children are far more likely to have significant health issues.

60 Local research by Dr. Debra Boyer and others also indicates that youth and young people who
 61 are being sexually exploited or physically abused are at risk for homelessness, among other
 62 serious concerns.²

63 The HMIS also showed that half of all people who become homeless were homeless for the first
 64 time, which is the case for 46 percent of all homeless families.³ An even higher number of
 65 unaccompanied youth were homeless for the first time, 64 percent.⁴ Accordingly, if
 66 homelessness can be prevented, the number of people who are homeless would decline
 67 substantially.

68
 69 Demographic data from the HMIS demonstrates that there are several issues that must be
 70 addressed in developing a youth and family homelessness prevention program – the need to
 71 identify youth and young adults who are at risk of running away and subsequently becoming
 72 homeless due to sexual or physical abuse; the disproportionate numbers of people in racial and
 73 ethnic communities, including Native American/Alaskan Native, Native Hawaiian/Asian Pacific
 74 Islanders and African Americans, who become homeless; and the disproportionate risk number
 75 of homelessness for youth who identify as lesbian, gay, bisexual, transgendered and queer
 76 (LGBTQ). Native Americans are seven times more likely to become homeless. African
 77 Americans are five times more likely to become homeless and Native Hawaiians/Asian Pacific
 78 Islanders three times more likely. Of the youth who are homeless, at least 20 percent of young
 79 people accessing services identify as LGBTQ, compared to 4 percent of the general population.⁵

80

² Debra Boyer, PhD, City of Seattle Human Services Department, Who Pays the Price? Assessment of Youth Involvement in Prostitution in Seattle, June – 2008,

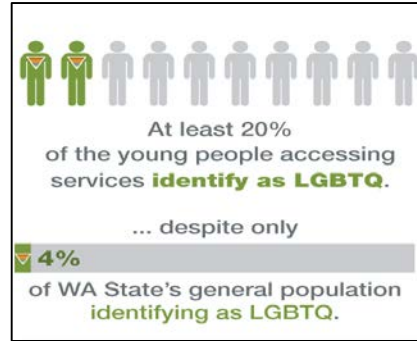
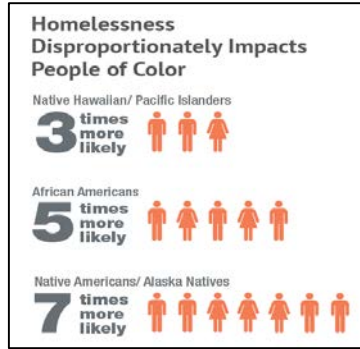
<http://www.prostitutionresearch.com/Boyer%20Who%20Pays%20the%20Price.pdf>

³ Homelessness in King County: Who, Why and What Can I Do? All Home, January 2016,

<http://allhomekc.org/wp-content/uploads/2016/01/AllHomeInfographicFull.png>

⁴ Count Us In 2016, King County's Point-In-Time Count of Homeless & Unstably Housed Young People, All Home, March 2016, <http://allhomekc.org/wp-content/uploads/2016/03/Count-Us-In-2016-Report-final-1.pdf>

⁵ All Home Strategic Plan, June 2016, <http://allhomekc.org/wp-content/uploads/2015/09/All-Home-Strategic-Plan.pdf>



81
82 As discussed in more detail in the program model section, the Youth and Family Homelessness
83 Prevention Initiative must address the disproportionality in race and ethnicity, as well as~~and~~
84 LGBTQ identification of people who become homeless.

85
86 **II. Coordination with Existing Programs**

87 Under state law,⁶ a levy lid lift proposition, such as Best Starts for Kids, may only supplement,
88 but not supplant existing, funded programs.⁷ The Youth and Family Homelessness Prevention
89 Initiative has been designed following the law, to supplement existing programs but not to
90 supplant them. The initiative's focus on prevention for people who are at risk of homelessness,
91 rather than on intervention for people who are already homeless, is a new service area for King
92 County, and thus will not supplant any existing programs.

93
94 While it will not supplant existing programs, the initiative has been designed to coordinate with
95 a number of existing, regional and County-funded programs. In particular, the initiative will
96 coordinate with emergency resource and referral programs, providing a way to identify people
97 who are imminently at risk of homelessness, including youth who are being sexually or
98 physically abused, or are at risk because they identify as LGBTQ. Existing programs that will
99 coordinate with the Youth and Family Homelessness Prevention Initiative include, but are not
100 limited to:

⁶ RCW 84.55.050

⁷ Existing funding is determined based on spending in the year in which the levy is placed on the ballot: in this case, County spending in 2015.

- 101 • **Safe Place.** Safe Place⁸ is an outreach program that provides immediate help and safety
 102 for youth in crisis. Local businesses and community organizations, including Metro
 103 buses, libraries and community centers, display a Safe Place logo to indicate they are
 104 part of the program. When a youth in crisis asks for help, the bus driver, librarian, or
 105 business staff quickly connect the youth to counselors at Auburn Youth Resources
 106 (South King County), YouthCare (Seattle), or Friends of Youth (North and East King
 107 County). The youth stays safely in place until the counselor arrives.
 108 Coordinating the Youth and Family Homelessness Prevention Initiative with Safe Place
 109 could provide both a way to identify youth who are at imminent risk of homelessness
 110 and also expand the range of services the Safe Place counselors have available to
 111 provide to the youth they assist. Part of the training for agencies selected to participate in
 112 the Youth and Family Homelessness Prevention Initiative will be information about Safe
 113 Place, and how their local agencies can, in a geographically-focused way, coordinate
 114 with the Safe Place counselors to provide additional services to youth who are at
 115 imminent risk of homelessness.
- 116 • **Crisis Clinic.** King County's 2-1-1 service⁹ provides comprehensive information and
 117 referral for people in need of health and human services. The 2-1-1 staff are familiar
 118 with local and countywide programs and are able to refer people in need to appropriate
 119 programs.
 120 The 2-1-1 system will be incorporated into the Youth and Family Homelessness
 121 Prevention Initiative in two ways. First, existing call volumes to 2-1-1 from different
 122 parts of the county will be used to inform the design of the Request for Proposals for
 123 agencies interested in participating in the initiative, to ensure that resources have been
 124 allocated in the context of where need has been identified. Second, 2-1-1 staff will add
 125 the Youth and Family Homelessness Prevention Initiative to the list of available services
 126 and will be able to refer youth and family callers who are at imminent risk of
 127 homelessness to geographically and culturally appropriate providers.

⁸ <http://www.friendsofyouth.org/safeplace.aspx>

⁹ <http://crisisclinic.org/find-help/2-1-1-resources-and-information/>

- Count Us In. Count Us In is an annual survey conducted in collaboration with nearly 100 local youth-serving organizations, libraries, and community centers to identify youth and young adults who are either homeless or unstably housed (for instance, youth staying with a friend who fear they may be kicked out of their home). Youth and young adults who are identified as being unstably housed can be referred to the Youth and Family Homelessness Prevention Initiative for resources to avoid becoming homeless.

III. The Proposed Model: Washington State ~~Coalition Against~~ Domestic Violence Housing First Initiative

As King County explored approaches to prevent youth and family homelessness, staff reviewed a local model—the Washington State ~~Coalition Against~~ Domestic Violence Housing First Initiative—~~was reviewed.~~¹⁰ This model, which was funded by the Bill & Melinda Gates Foundation and the Medina Foundation, has been rigorously evaluated and found to have successfully prevented family homelessness. ~~More information about the model can be found at <http://wscadv.org/projects/domestic-violence-housing-first>.~~

~~The Medina Foundation added additional funding to several agencies participating in the pilot and expanded the model to additional agencies that were not part of the original Gates cohorts.~~ This model was attractive to local funders because domestic violence is a leading cause of homelessness for families.

The Domestic Violence Housing First Initiative is a homelessness prevention program for survivors of domestic violence and their children, including survivors actively fleeing a domestic violence situation, and those who are on the brink of homelessness. At program entry, many program participants were facing unemployment and a lack of income due to the domestic violence situation they were experiencing. The Domestic Violence Housing First Initiative was piloted from September 2011 through September 2014 in Washington state with two cohorts (groups of clients). One cohort was in King County and the other was comprised of program

¹⁰ More information about the model can be found at <http://wscadv.org/projects/domestic-violence-housing-first>.

155 participants located in the balance of the state. In King County, LifeWire and InterImCDA
 156 participated in the pilot.

157

158 **Components of Domestic Violence Housing First model.** The Domestic Violence Housing
 159 First Initiative had two basic components, which would be applied in the Youth and Family
 160 Homelessness Prevention Initiative. They are:

161

- **Case management/advocacy.** Each client who participated in the Domestic Violence
 162 Housing First Initiative received ongoing assistance from a case manager/advocate, who
 163 worked to help the client identify his/her needs and next steps to become more stable.
 164 Case management support provided through the Domestic Violence Housing First
 165 Initiative could be very narrow and temporary or somewhat longer term to meet the true
 166 needs of program participants, using a type of case management called progressive
 167 engagement (see below) approach.

168

- **Flexible funding.** The Domestic Violence Housing First Initiative also provided flexible
 169 funding to participating clients to help them address the emergency needs that led to
 170 their risk of homelessness. Financial assistance could be used for a range of needs such
 171 as clothing for a job, cost of an employment-related license, a variety of housing and/or
 172 moving costs, cost to repair a car, urgently needed groceries and other expenses that may
 173 be impacting the safety and security of a family.

174 ~~Flexibility of financial assistance and advocate/case management services are a key component~~
 175 ~~of the program. Financial assistance could be used for a range of needs such as clothing for a~~
 176 ~~job, cost of an employment-related license, a variety of housing and/or moving costs, cost to~~
 177 ~~repair a car, urgently needed groceries and other expenses that may be impacting the safety and~~
 178 ~~security of a family. Case management support could be very narrow and temporary or~~
 179 ~~somewhat longer term to meet the true needs of program participants, using a progressive~~
 180 ~~engagement approach.~~ **The experience of the Domestic Violence Housing First Initiative was**

181 **that clients in general required** ~~With~~ very little financial assistance per household (average cost
 182 of \$1,250 per household) **but that this financial assistance, combined with the case management**
 183 **support contributed to** the safety, stability and well-being of ~~clients~~ victims and their families
 184 **were increased through the pilot program.**

185

186 EvaluationA study of the Domestic Violence Housing First Initiative¹¹ ~~programs~~ found
 187 successful outcomes related to clientsurvivors' ability to get and keep safe and stable housing.
 188 Nearly all program participants, including those with very low incomes, maintained permanent
 189 housing for a prolonged period of time:

190

- 191 • 96 percent were still stably housed 18 months after entering the program, allowing
 192 survivors to become self-sufficient quickly and without need for ongoing intensive
 193 services
- 194 • 84 percent reported an increase in safety for their family
- 195 • 76 percent ~~of survivors~~ requested minimal services from the domestic violence program
 196 at final follow-up
- 197 • Participants also expressed that housing stability had a profoundly positive effect on
 198 their children, improved the health and well-being for themselves and their children, and
 199 restored their dignity and self-worth.

200 The pilot program also focused on ensuring that services were culturally appropriate and
 201 delivered by a case manager/advocate who was from the same culture and spoke the same
 202 language as the survivorsparticipants. According to the evaluation, clientsurvivors reported that
 203 working with an advocate who culturally and linguistically understood them was critical to
 204 getting the support they needed to become stable and enabling the m-survivors to feel
 205 understood, accepted and comfortable telling their stories.

206

207 While some of the clientsurvivors who participated in the Domestic Violence Housing First
 208 Initiative programs were youth, the program was focused primarily on adults fleeing domestic
 209 violence, some of whom had children living with them. There is less research on successful
 210 programs preventing youth from becoming homeless. Nonetheless, the All Home Youth and
 211 Young Adult (YYA) Plan Refresh (May 2015) recommends prevention as a strategy to make
 212 youth homelessness rare, brief and one time. One of the strategies outlined in the Plan Refresh

¹¹ <http://wscadv.org/resources/the-washington-state-domestic-violence-housing-first-program-cohort-2-agencies-final-evaluation-report-september-2011-september-2014/>

is “flexible funding to help YYAs live at home or with natural supports.”¹² Applicability of this model to different population groups will be evaluated as the initiative is implemented.

IVH. Proposed Youth and Family Homelessness Prevention Model

The Best Starts for Kids Ordinance 18088 provides the following guidance for the Youth and Family Homelessness Prevention Initiative:

"Youth and family homelessness prevention initiative" means an initiative intended to prevent and divert children and youth and their families from becoming homeless.

It is the intent of the council and the executive that funding for the youth and family homelessness prevention initiative will allow the initiative to be flexible, client-centered and outcomes-focused and will provide financial support for community agencies to assist clients.

Out of the first year's levy proceeds: 1. Nineteen million dollars shall be used to plan, provide and administer a youth and family homelessness prevention initiative.

Based on this guidance, stakeholder input and research on successful prevention models, King County's Department of Community and Human Services (DCHS) staff worked with a Youth and Family Homelessness Prevention Model Planning Committee (Planning Committee) and the Children and Youth Advisory Board (CYAB) to develop the framework for the King County Youth and Family Homelessness Prevention Initiative. This section discusses both the overall program model, as well as specific implementation details that were recommended by the Planning Committee and the CYAB.

The proposed Youth and Family Homelessness Prevention Initiative will be based on the Washington State Domestic Violence Housing First Initiative. It will have~~has~~ a strong client-centered focus, including mobile **case management/advocacy** coupled with **flexible financial assistance** that is intended to address the immediate issue that is placing the family or youth at imminent risk of homelessness and build trust with the client. ~~The model is based on the~~

¹² <http://allhomekc.org/wp-content/uploads/2015/09/Comp-Plan-Refresh-final-050515-with-appendices.pdf>

~~Washington State Coalition Against Domestic Violence Housing First Initiative, a successful model to preventing family homelessness in King County.~~

Key components to the Youth and Family Homelessness Prevention Model include:

- ~~Case management/advocacy that is c~~Client-centered and uses a progressive engagement approach~~intervention~~
- ~~Progressive engagement approach to case management~~
- **Flexible funding** to address clients' immediate needs to prevent homelessness

~~Implementation of the initiative will be t~~Targeted approach to address the root causes of homelessness among youth and families.

Case Management/Advocacy

The agencies that demonstrated successful outcomes in the Washington State ~~Coalition Against Domestic Violence Housing First Initiative~~study understood the importance of supporting and advocating for clients through~~the~~ case management support of the client, and successfully made the shift to having a client-centered focus. That is, the family or youth must be asked, “What do you need so that you do not become homeless?”

This is a significant cultural shift for ~~the~~ agencies, ~~administering the program~~ because many government assistance ~~and~~ programs are based on a distrust of clients. For most programs, clients must prove that they meet ~~a raft of~~ program criteria and then are told what specific assistance they are eligible to receive even if they know something else will help them more. Because successful implementation of the proposed Youth and Family Homelessness Prevention Initiative model will entail changing organizational culture, training and learning circles will be part of the ~~Youth and Family Homelessness Prevention Initiative~~initiative's implementation.

~~In addition, the Domestic Violence Housing First Initiative programs study found that about one-third of the families needed minimal health supports, one-third needed a medium “touch,” and one-third needed more intensive case management, highlighting the need for a progressive~~

273 ~~engagement approach to case management.~~

274

275 Case management will be carried out through a method known as progressive engagement.

276 Progressive ~~e~~Engagement is a nationally-recognized best practice that provides customized
 277 levels of assistance to participants – providing the services needed, but not more than is needed
 278 to achieve housing stability.¹³ Progressive ~~e~~Engagement ~~p~~reserves the most expensive
 279 interventions for households with the most severe barriers to housing success, and offers less
 280 extensive support to those who need less assistance. Progressive ~~e~~Engagement is a strategy to
 281 enable service delivery systems to effectively target resources and to enable: ~~t~~The case
 282 manager/advocates ~~to~~will work with the ~~client~~family/youth on the underlying issues that caused
 283 them to be at imminent risk of homelessness.

284 Under the Best Starts for Kids Youth and Family Homelessness Prevention Initiative, cCase
 285 manager/advocates will be mobile, meeting the clients at locations of their choice. This
 286 approach is different than other models where the case manager/advocate tends to be place-
 287 based.

288 Flexible Funding

289 The second major component of the proposed model is flexible funding to address clients’
 290 immediate needs. The Best Starts for Kids ordinance specifically states, “It is the intent of the
 291 council and the executive that funding for the youth and family homelessness prevention
 292 initiative ... will provide financial support for community agencies to assist clients.”

293 In order to ensure that agencies administering the ~~proposed initiative~~gram are equipped with the
 294 resources they need to be successful, sufficient funds will be provided to assure that agencies
 295 both have flexible funds available to meet client needs and also have the resources to hire
 296 experienced case manager/advocates ~~are hired and are focused on this homelessness prevention~~
 297 ~~program and not spread thinly over many programs.~~

¹³ <http://www.endhomelessness.org/page/-/files/4.3%20Financial%20Assistance-Using%20a%20Progressive%20Engagement%20Model%20Kay%20Moshier.pdf>

298 ~~The Best Starts for Kids ordinance specifically states, “It is the intent of the council and the~~
 299 ~~executive that funding for the youth and family homeless prevention initiative ... will provide~~
 300 ~~financial support for community agencies to assist clients.”~~ In terms of the amount
 301 of flexible funding and case management needed, the Domestic Violence Housing First
 302 Initiative ~~evaluation~~ programs study found that about one-third of the families served needed
 303 minimal ~~health~~ supports, one-third needed a medium “touch,” and one-third needed more
 304 intensive ~~help~~ case management, highlighting the need for a progressive engagement approach
 305 to case management.

306 In recognition of the successful Domestic Violence Housing First program model, the goal to be
 307 achieved in the annual spending of funds by provider agencies shall be to split their funds 50/50,
 308 with half of the funding going to case managers and administrative costs and the other half
 309 going to flexible funds for clients. The County recognizes that this allocation will vary between
 310 agencies and therefore the intention is that this goal be achieved by looking at the aggregate
 311 spending of all provider agencies. The County further recognizes that this goal may be difficult
 312 to achieve in the first year of the program due to higher start-up costs. Consequently, this goal
 313 will start with the 2017 fiscal year. << This paragraph added by RPC on April 13 >>

314 **Need for Adaptation and Flexibility for Preventing Youth Homelessness**

315 While the Washington State ~~Coalition Against~~ Domestic Violence Housing First
 316 ~~Initiative~~ Program was successful with youth who were parenting and who were at risk of
 317 homelessness due to domestic violence, national ~~the~~ research shows that other factors are more
 318 predictive of a youth becoming homeless, e.g., identifying as LGBTQ; being involved with the
 319 juvenile justice or foster care systems; or involvement, problems at school, such as suspensions
 320 or truancy (that may, over time, result in legal proceedings related to the Becca Bill).¹⁴, ~~and~~
 321 ~~involvement with the foster care system~~. As a result, the CYAB and the Planning Committee
 322 recommended targeting the ~~initiative~~ program to address these predictors ~~ive factors~~ of
 323 homelessness by; collaborating with schools, organizations that work with LGBTQ youth, and
 324 organizations that ~~working~~ with youth involved in the juvenile justice system.

¹⁴ <http://www.kingcounty.gov/courts/JuvenileCourt/truancy.aspx>

325 While these are the target areas for identifying youth at imminent risk of homelessness, this
 326 does not mean that the Youth and Family Homelessness Prevention Model would be
 327 administered by schools or the juvenile justice system. Rather, it is likely that nonprofits,
 328 community agencies or faith organizations would provide assistance and administer the funds,
 329 because they could provide services any time of day or night and be able to leverage additional
 330 supports. Any organization receiving the funds would have to show strong partnerships with the
 331 schools, ~~and/or~~ the juvenile justice system and the juvenile dependency system.

332 Because the Domestic Violence Housing First Initiative was not tested on youth and young
 333 adult, the success of this model at assisting youth and young adults at risk of homelessness will
 334 be carefully monitored, and adjustments proposed as needed.

335 In addition to providing feedback on the overarching program model, the Planning Committee
 336 and the CYAB both provided feedback on the specific program implementation details outlined
 337 below.

338 **Who is Eligible?**

339 The program is intended for youth and families who are at *imminent* risk of homelessness. It is
 340 not intended for youth or families who are already homeless, nor is it intended for youth or
 341 families who are at risk for homelessness, but not facing *imminent* risk. Examples of imminent
 342 risk of homelessness are a young person or family who has been staying on friends' or families'
 343 couches, but may have exhausted all welcomes and will be on the street next week. Another
 344 example might be a youth who the school counselor knows will be thrown out of ~~their~~
 345 ~~parents'~~ house if ~~they~~ comes out, a young person who contacts Safe Place or another
 346 resource because of sexual or physical abuse, a young person who has been identified as being
 347 at risk by a librarian, school staff or community center staff, ~~or~~ a youth exiting the justice
 348 system whose family refuses to take ~~the youth~~ ~~her~~ back home, ~~or~~ a young person who may be
 349 aging out of the foster care system and has no housing or employment plans in place. The case
 350 manager/advocate will have to utilize judgment and experience in making the determination.

351 The outcomes measurements will be critically important in determining if the targeting was
 352 done appropriately. If people who are at imminent risk of homelessness are prevented from
 353 becoming homeless, we will see a decrease in the number of people who are newly homeless.

354 **Should the Money Be Divided Between Youth and Families?**

355 The Planning Committee and CYAB advised that the money should not be divided between
 356 population groups. Many youth are parenting, and it is these young families who are often at
 357 imminent risk of homelessness. Because this program is intended to step away from rigid
 358 requirements, dividing the money and creating definitions and funding formulas for youth and
 359 families did not seem prudent.

360 **What are the Eligible Uses of Funding? Should Anything be Excluded as Eligible from the** 361 **Flexible Funds?**

362 Any expenditure that will prevent someone from becoming homeless should be an eligible use
 363 of the flexible funds that will be part of the proposed initiative. As noted in both the ordinance
 364 and discussion above, case management and flexible funding combine to create the model that
 365 will be used for the is an essential element of the Youth and Families Homelessness Prevention
 366 InitiativeModel. Agencies will employ rigorous financial oversight to track where flexiblethe
 367 funds are applied. The County will evaluate whether certain types of expenditures are more or
 368 less successful in preventing a family or youth from becoming homeless.

369 **How Much Money Should Be Awarded in 2016?**

370 ~~The CYAB recommended that approximately \$3.1 million be spent in the first year of the levy,~~
 371 ~~with a ramp up during the second and third years to significantly reduce the numbers of families~~
 372 ~~and youth who are becoming homeless. The CYAB was cognizant that the money would likely~~
 373 ~~run out prior to the end of the levy. However, they recommended that more money was needed~~
 374 ~~to firmly demonstrate that the model was effective.~~

375 A total of \$3,166,667 is anticipated to be allocated for the remainder of 2016. For future years,
 376 there has been discussion about potential options to spend the funds down at a rate that would
 377 exhaust the \$19 million total prior to the end of the levy (so as to make as large an impact as

378 possible given the high level of need); or to allocate the funds evenly over time. Rather than
379 address this issue at the moment, the Council will make decisions about allocation for future
380 years within the context of the budget process, with the expectation of a minimum appropriation
381 of \$3,166,667 each year. This will enable the Council to consider initial implementation of the
382 initiative and make decisions through the budget process.

383 Building organizational capacity and creating the organizational culture change will take time.
384 As a result, the Planning Committee and CYAB recommended that the funding awards be three-
385 year contingent commitments to agencies, meaning the agency will receive the money for all
386 three years provided that the agency is achieving outcomes, participating in the learning circles
387 and implementing the evaluation. It is hard for agencies to staff up and plan with annual
388 commitments, and a three-year commitment will enable better staff recruitment and continuity
389 for the agency and individuals seeking assistance. Finally, by making the three-year
390 commitment contingent on achieving outcomes, the County will be able to reallocate the money
391 if necessary, and the Council will have the opportunity to review program outcomes and
392 evaluate both the amount of money to be appropriated and the program model to be used.

393 Extensive training, ongoing learning circles and a rigorous evaluation will be part of the
394 program design assuring agency and program success. Therefore, it is anticipated that reducing
395 the commitment will be a rare occurrence.

396 In the initial stages of the program, it is likely that the domestic violence organizations that have
397 been operating this program successfully for several years with the Gates and Medina
398 Foundation money will be able to be up and running before organizations for which this
399 initiative is new. Rather than awarding those agencies more money, the Planning Committee
400 recommended that not all of the money be awarded at once in the first year, since the initiative
401 will begin midyear anyway. Some of the funds from the first year will be reserved to grant
402 additional funds to agencies that run out of the flexible funds before the next year's allocation.

403
404 The CYAB provided extensive feedback on how to assure that funds will truly address racial,
405 ethnic and LGBTQ disproportionality in homelessness. Their advice included:

- 406 • For many communities, including Native Americans and Asian Pacific Islanders,
407 County staff making personal contacts and going to community leadership will be
408 important.
- 409 • Meet with faith community leaders in the African American community.
- 410 • Ask that culturally-specific communities include funding/grant/RFP announcements in
411 their newsletters.
- 412 • Send information to leadership tables for targeted populations ~~such as the Minority~~
413 ~~Executive Directors or Pride Foundation~~ and ask that they disseminate information.
- 414 • Use social media.
- 415 • The frequency of the ask is as important as where and to whom the ask is made.
- 416 • Use the CYAB to disseminate information.

417 **Should All Recipients Have Data Entered into a Database that can be Matched with the**
418 **Homeless Management Information System?**

419 All agencies receiving money will be required to enter client data into a database that will
420 enable data matching with the HMIS. The County's Department of Community and Human
421 Services (DCHS) has been working with the vendor for the HMIS system to create a separate
422 module for the data from the Youth and Family Homelessness Prevention Initiative. DCHS has
423 confirmed with the King County Prosecuting Attorney's Office that the prevention module will
424 not be subject to the state HMIS consent requirements. It is only by entering client data into a
425 system that can match with the HMIS system, the County that we will know if a youth or family
426 who receives services from the Youth and Family Homelessness Prevention Initiative Model
427 successfully avoided homelessness. Some agencies will need to be trained on the prevention
428 database module HMIS and the County may need to provide additional funding for computers or
429 other information technology support.

430 To protect the safety of domestic violence survivors, agencies serving survivors will not be
431 required to enter individual identifiers in the prevention database module (e.g., name social
432 security number), though the agencies will retain this information in their own databases. The
433 County will be working with an outside entity, potentially the current evaluator for the

434 Domestic Violence Housing First Initiative to match the domestic violence agency prevention
 435 module data with date in the HMIS. During implementation of the Domestic Violence Housing
 436 First Initiative, agencies were able to successfully evaluate whether domestic violence survivors
 437 became homeless after receiving intervention, while at the same time protecting survivors' data.

438 **Should a Common Client Intake and Assessment Form Be Utilized?**

439 ~~By utilizing HMIS, it assures that~~ A common intake form will be utilized for program
 440 participants so that there is consistent information collected for evaluation purposes. In addition,
 441 it is likely that the common assessment form used for Coordinated Entry for All (a new
 442 approach adopted by the All Home Coordinating Board) to access homeless housing will also
 443 be utilized.

444 **How Will Initiative Success Be Measured?**

445 The Youth and Family Homelessness Prevention Initiative will measure success in three ways:

446 1. two key components for measuring success are 1) Tthe individuals served do not show
 447 up in HMIS for homeless services in the future (meaning they have been able to avoid
 448 homelessness).; and 2)

449 2. There is a reduction in the number of youth and families who are newly homeless.
 450 It is essential that both outcomes are measured because if the program measures only
 451 whether individuals show up in HMIS for homeless services or not, there is no way of
 452 knowing whether those individuals ever would have become homeless. However, if
 453 there is also a reduction in the number of newly homeless youth and families, it is clear
 454 that agencies are targeting the right individuals and families.

455 3. In addition, the CYAB and the Planning Committee recommended that the County
 456 evaluate at least one other factor besides “not becoming homeless.” This third measure
 457 will be developed as part of the overarching dashboard that is developed for the Best
 458 Starts for Kids Levy general implementation plan.

459 Some of the suggestions for a third measure included additional outcomes for youth such
 460 as no further engagement with criminal justice system or increased educational
 461 attainment. For families, additional factors suggested include safety and self-

determination. The Department of Community and Human Services evaluation team will analyze which factors are measurable and work with other BSK evaluation teams to have consistent measures of success. Additionally, several CYAB members recommended training so that all fund recipients understand ~~and~~ LGBTQ issues and are able to provide equitable and competent care to LGBTQ clients.

To ensure success in meeting the diverse needs of the youth and families seeking assistance, the Executive will transmit a report on program outcomes to the Council by June 1, 2018. Program outcomes, as summarized in that report, will be used to determine appropriation amounts to be included in the 2019-2020 biennial budget, as well as whether the model used for the initiative should be changed for some or all population groups.

How Will Providers Be Trained?

Training will be provided to agencies receiving money under this initiative. The experience of the Washington State ~~Coalition Against~~ Domestic Violence Housing First Initiative program was that developing a client-centered and outcomes-focused agency culture took extensive training and intentional organization effort and buy-in. For that reason, learning circles for agencies administering the funding will also be part of the program.

What Type of Agencies/Organizations Should Be Targeted for the RFP?

Since the goal of the Youth and Family Homelessness Prevention Initiative ~~Model~~ is to identify and intervene with youth or families who are at imminent risk of homelessness, the agencies receiving funding should be those most likely to already be working with families or youth most at risk of homelessness. When directly asked, the CYAB provided significant advice regarding the best way of assuring that the model funds were placed in agencies, organizations and geographic areas that would be able to identify families and youth *before* they became homeless and address the racial, ethnic and socioeconomic disproportionality in family homelessness, and the racial, ethnic and sexual orientation disproportionality in youth homelessness.

489 Both the Planning Committee and the CYAB recommended targeting the issues and systems
 490 that lead to homelessness, e.g., domestic violence, juvenile justice and the populations that
 491 are most disproportionately likely to become homeless, e.g., Native Americans, African
 492 Americans, Asian Pacific Islanders and LGBTQ youth. It will be imperative for any agency
 493 receiving the funds to be able to demonstrate how the organization will administer the funds in a
 494 way that will address the extreme ~~racial~~-disproportionality of people of color who enter
 495 homelessness at a rate significantly greater than the general population. Similarly, organizations
 496 will have to show how they will address the disproportionality of LGBTQ youth who are at
 497 imminent risk of homelessness.

498
 499 The Children and Youth Advisory Board also emphasized that small cultural or ethnic
 500 organizations should be targeted for the initiative. Suggestions ranged from partnering large and
 501 smaller organizations during the Request for Proposal (RFP) process, assuring application
 502 support. The Department of Community and Human Services has already been working toward
 503 implementing some of the suggestions to reduce barriers for small organizations. For example,
 504 staff have been partnering with the county's Risk Management Division to reduce insurance
 505 barriers for small agencies.

506 Examples of types of agencies that the CYAB suggested would be appropriate fund recipients
 507 or partner entities included:

- 508 • Domestic violence agencies
- 509 • Agencies serving youth, including youth homeless agencies
- 510 • Schools (particularly school counselors and those addressing absenteeism, expulsions
 511 and suspensions)
- 512 • Public utilities agencies, since delinquent utility payments can be a predictor of housing
 513 loss
- 514 • Culturally-competent/focused organizations
- 515 • Organizations serving LGBTQ youth
- 516 • Public Health and other health facilities and clinics
- 517 • King County education and employment programs

- 518 • Faith-based organizations
- 519 • Youth clubs and recreation centers
- 520 • Agencies serving families, particularly new moms
- 521 • Agencies serving youth who are involved in the juvenile justice system
- 522 • Food banks
- 523 • Regional Access Points for accessing housing/homelessness services
- 524 • “Natural helpers” in community, e.g., libraries, first responders as referral sources.

525 In addition to targeting specific types of organizations, the CYAB also discussed the need to
526 recognize the difference between delivery of services in rural versus urban contexts. In order to
527 make funds available to all areas of the County, County staff are considering releasing separate
528 regional RFPs so that the initiative will be available county-wide and to account for the
529 differences in how services may be delivered in an urban versus a rural area. If the County does
530 not issue regional RFPs, the County will still ensure regional availability of the program and
531 consider potential differences in service delivery between urban and rural areas.

532 In addition, the County will hold regional bidders’ conferences for interested providers to help
533 them learn about the initiative and the program model. During 2016, the County will expend up
534 to \$100,000 to contract with a consultant to provide targeted assistance on the Domestic
535 Violence Housing First program model, LGBTQ awareness and to provide technical assistance
536 to small organizations to help draft RFP responses. Training will be focused on small
537 organizations, particularly those that serve disproportionately affected populations, to help them
538 prepare proposals that are responsive to the RFP. All successful bidders will receive training to
539 implement the initiative with fidelity to the model as well as understanding what resources
540 currently exist for families and youth so that connections can be made to those programs.

541 **Administration, Fiscal Management, Monitoring and Evaluation**

542 The Department of Community and Human Services will administer, monitor and evaluate the
543 Youth and Family Homelessness Prevention Initiative. Monitoring will consist of both financial
544 and programmatic audits.

545 With respect to data and evaluation, the data that will be collected will mirror what is being
 546 collected for other programs or strategies in the community so that this initiative will not
 547 introduce a new data set being collected in the community.

548 Reports on program outcomes will be transmitted to the Council at least annually, by June 1 of
 549 each year. In addition, County staff will provide the Council with regular status briefings at the
 550 relevant committee on the model, agency implementation, and client outcomes.

551 If the Best Starts for Kids general implementation plan approved by Council includes a
 552 provision requiring annual reporting, program outcomes for the Youth and Family
 553 Homelessness Prevention Initiative may be reported within that annual report. However, the
 554 initial program outcomes report for the Youth and Family Homelessness Prevention Initiative
 555 required to the Council by June 1, 2018, in an earlier section of this implementation plan, will
 556 be required to be transmitted as a stand-alone report to guide the Council in determining the
 557 efficacy of the Domestic Violence Housing First model for future funding.

558 While it is understood that evaluation of the Youth and Family Homelessness Prevention
 559 Initiative will be conducted through the general Best Starts for Kids evaluation, and that
 560 evaluation model has yet to be determined, DCHS may wish to consult with the Washington
 561 State Institute for Public Policy¹⁵ or similar outside evaluators to develop a model and protocols
 562 for evaluation.

563 **IV. Collaboration with the Children and Youth Advisory Board and** 564 **Homelessness Prevention Model Planning Committee**

565 Ordinance 18088 directs the County Executive, to the maximum extent possible, to develop the
 566 Youth and Family Homelessness Prevention Initiative in collaboration with the Children and
 567 Youth Advisory Board (CYAB). The Children and Youth Advisory Board members were
 568 approved by King County Council and became official on January 25, 2016. The Executive
 569 convened the CYAB on February 9, 2016, for an orientation, at which time the CYAB reviewed
 570 the Youth and Family Homelessness Prevention Initiative in an unofficial capacity. The

¹⁵ <http://www.wsipp.wa.gov/>

571 Children and Youth Advisory Board reviewed the initiative again at its first official meeting on
 572 February 23, 2016, at which time they made formal recommendations about the Youth and
 573 Family Homelessness Prevention Initiative.

574 Because of the short time between approval of the CYAB and the March 1, 2016, deadline to
 575 submit the Youth and Family Homelessness Prevention Implementation Plan, executive staff
 576 also convened a Youth and Family Homeless~~ness~~ Prevention Model Planning Committee
 577 (Planning Committee) to advise on the design for the plan. The Planning Committee met three
 578 times in January and February 2016 to help guide the implementation plan. Members of the
 579 committee (an * indicates that the individual is also a member of the Children and Youth
 580 Advisory Board) include:

Alison Eisinger	Seattle King County Coalition on Homelessness
Edith Elion	Atlantic Street Center
Melinda Giovengo	YouthCare
Terry Pottmeyer*	Friends of Youth
Kira Zylstra	All Home
	King County Department of Community and Human
	Services
Hedda McLendon	City of Redmond
Colleen Kelly	City of Seattle
Jason Johnson	Washington State Coalition Against Domestic Violence
Linda Olsen	Raikes Foundation
Katie Hong*	Public Health
TJ Cosgrove	LifeWire
Maria Williams	LifeWire
Barbara Langdon*	Kent School District
Calvin Watts*	City of Seattle
Isabel Munoz	City of Seattle
Leilani Della Cruz	King County Coalition Against Domestic Violence
Merrill Cousins	Medina Foundation
Aana Lauckhart	

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