

May 3, 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 May 3, 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.**
- 119 • **Add more information about geographically isolated communities.**
- 120 • **Add Project EQTY as an example of an already-funded program that could**
121 **coordinate with this initiative.**
- 122 • **Add more information about training provider agencies in cultural**
123 **competence.**
- 124 • **Add more information about evaluations, fiscal and programmatic audits,**
125 **and reporting.**
- 126 • **Add more information about disproportionality.**
- 127 • **Identify immigrant and refugee communities, as well as survivors of sexual**
128 **exploitation or human trafficking, as those at risk of homelessness, as well as**
129 **communities to whom outreach should be directed.**



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 May 3, 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 Among youth who were released from Juvenile Justice and Rehabilitation
62 Administration facilities in Washington, a recent study found that 26 percent are homeless
63 within 12 months of being released. This same study also found that recidivism rates were
64 higher for these youth than for youth having stable housing upon their release.³

65 The HMIS also showed that half of all people who become homeless were homeless for the first
66 time, which is the case for 46 percent of all homeless families.⁴ An even higher number of
67 unaccompanied youth were homeless for the first time, 64 percent.⁵ Accordingly, if
68 homelessness can be prevented, the number of people who are homeless would decline
69 substantially.

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

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 DSHS Research and Data Analysis Division, *Impact of Homelessness on Youth Recently Released from Juvenile Rehabilitation Facilities*, June 2013, RDA Report No. 11.191.

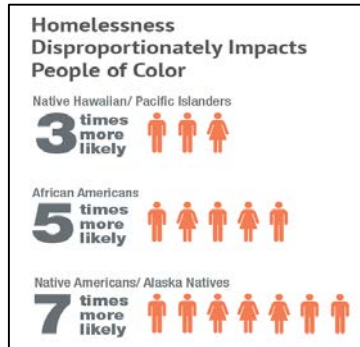
⁴ Homelessness in King County: Who, Why and What Can I Do? All Home, January 2016,

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

⁵ 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>

81 people accessing services identify as LGBTQ, compared to 4 percent of the general population.⁶
82 Immigrants and refugees and survivors of commercial sexual exploitation and human trafficking
83 are also at high risk of becoming homeless.

84



85

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

89

90 **II. Coordination with Existing Programs**

91 Under state law,⁷ a levy lid lift proposition, such as Best Starts for Kids, may only supplement,
92 but not supplant existing, funded programs.⁸ The Youth and Family Homelessness Prevention
93 Initiative has been designed following the law, to supplement existing programs but not to
94 supplant them. The initiative's focus on prevention for people who are at risk of homelessness,
95 rather than on intervention for people who are already homeless, is a new service area for King
96 County, and thus will not supplant any existing programs.

97

98 While it will not supplant existing programs, the initiative has been designed to coordinate with
99 a number of existing, regional and County-funded programs. In particular, the initiative will

⁶ All Home Strategic Plan, June 2016, <http://allhomekc.org/wp-content/uploads/2015/09/All-Home-Strategic-Plan.pdf>

⁷ RCW 84.55.050

⁸ 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 coordinate with emergency resource and referral programs, providing a way to identify people
 101 who are imminently at risk of homelessness, including youth who are being sexually or
 102 physically abused, or are at risk because they identify as LGBTQ. Listed below are several
 103 examples of existing programs that may be able to coordinate with the Youth and Family
 104 Homelessness initiative. These examples include, but are not limited to:

- 105 • **Safe Place.** Safe Place⁹ is an outreach program that provides immediate help and safety
 106 for youth in crisis. Local businesses and community organizations, including Metro
 107 buses, libraries and community centers, display a Safe Place logo to indicate they are
 108 part of the program. When a youth in crisis asks for help, the bus driver, librarian, or
 109 business staff quickly connect the youth to counselors at Auburn Youth Resources
 110 (South King County), YouthCare (Seattle), or Friends of Youth (North and East King
 111 County). The youth stays safely in place until the counselor arrives.

112 Coordinating the Youth and Family Homelessness Prevention Initiative with Safe Place
 113 could provide both a way to identify youth who are at imminent risk of homelessness
 114 and also expand the range of services the Safe Place counselors have available to
 115 provide to the youth they assist. Part of the training for agencies selected to participate in
 116 the Youth and Family Homelessness Prevention Initiative will be information about Safe
 117 Place, and how their local agencies can, in a geographically-focused way, coordinate
 118 with the Safe Place counselors to provide additional services to youth who are at
 119 imminent risk of homelessness.

- 120 • **Crisis Clinic.** King County’s 2-1-1 service¹⁰ provides comprehensive information and
 121 referral for people in need of health and human services. The 2-1-1 staff are familiar
 122 with local and countywide programs and are able to refer people in need to appropriate
 123 programs.

124 The 2-1-1 system will be incorporated into the Youth and Family Homelessness
 125 Prevention Initiative in two ways. First, existing call volumes to 2-1-1 from different
 126 parts of the county will be used to inform the design of the Request for Proposals for
 127 agencies interested in participating in the initiative, to ensure that resources have been

⁹ <http://www.friendsofyouth.org/safeplace.aspx>

¹⁰ <http://crisisclinic.org/find-help/2-1-1-resources-and-information/>

128 allocated in the context of where need has been identified. Second, 2-1-1 staff will add
 129 the Youth and Family Homelessness Prevention Initiative to the list of available services
 130 and will be able to refer youth and family callers who are at imminent risk of
 131 homelessness to geographically and culturally appropriate providers.

- 132 • **Count Us In.** Count Us In is an annual survey conducted in collaboration with nearly
 133 100 local youth-serving organizations, libraries, and community centers to identify
 134 youth and young adults who are either homeless or unstably housed (for instance, youth
 135 staying with a friend who fear they may be kicked out of their home). Youth and young
 136 adults who are identified as being unstably housed can be referred to the Youth and
 137 Family Homelessness Prevention Initiative for resources to avoid becoming homeless.
- 138 • **Project EQTY.** The Elevating Queer & Trans Youth Project (Project EQTY) works to
 139 build the capacity of homeless youth service providers in King County to meet the needs
 140 of LGBTQ homeless youth. The project was funded by the Pride Foundation with a
 141 grant from the Bill & Melinda Gates Foundation and is being implemented by the
 142 Northwest Network of LGBT Survivors of Abuse. Project EQTY is currently working to
 143 assist organizations with training regarding sexual orientation and gender identify intake
 144 policies, practices, and procedures; the intersection of violence and homelessness for
 145 LGBTQ youth; confidentiality best practices around sexual orientation, gender identity,
 146 and domestic and sexual violence; and connections to LGBTQ organizations and
 147 providers. Project EQTY will be a resource to agencies around the county assisting
 148 youth and young adults at risk of homelessness.

149 **III. The Proposed Model: Washington State Domestic Violence Housing First** 150 **Initiative**

151 As King County explored approaches to prevent youth and family homelessness, staff reviewed
 152 a local model, the Washington State **Domestic Violence Housing First** Initiative.¹¹ This model,
 153 which was funded by the Bill & Melinda Gates Foundation and the Medina Foundation, has
 154 been rigorously evaluated and found to have successfully prevented family homelessness. This

¹¹ More information about the model can be found at <http://wscadv.org/projects/domestic-violence-housing-first>.

155 model was attractive to local funders because domestic violence is a leading cause of
156 homelessness for families.

157
158 The Domestic Violence Housing First Initiative is a homelessness prevention program for
159 survivors of domestic violence and their children, including survivors actively fleeing a
160 domestic violence situation, and those who are on the brink of homelessness. At program entry,
161 many program participants were facing unemployment and a lack of income due to the domestic
162 violence situation they were experiencing. The Domestic Violence Housing First Initiative was
163 piloted from September 2011 through September 2014 in Washington state with two cohorts
164 (groups of clients). One cohort was in King County and the other was comprised of program
165 participants located in the balance of the state. In King County, LifeWire and InterImCDA
166 participated in the pilot.

167

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

- 171
- 172 • **Case management/advocacy.** Each client who participated in the Domestic Violence
173 Housing First Initiative received ongoing assistance from a case manager/advocate, who
174 worked to help the client identify his/her needs and next steps to become more stable.
175 Case management support provided through the Domestic Violence Housing First
176 Initiative could be very narrow and temporary or somewhat longer term to meet the true
177 needs of program participants, using a type of case management called progressive
178 engagement (see below).
 - 179 • **Flexible funding.** The Domestic Violence Housing First Initiative also provided flexible
180 funding to participating clients to help them address the emergency needs that led to
181 their risk of homelessness. Financial assistance could be used for a range of needs such
182 as clothing for a job, cost of an employment-related license, a variety of housing and/or
183 moving costs, cost to repair a car, urgently needed groceries and other expenses that may
be impacting the safety and security of a family.

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

188

189 Evaluation of the Domestic Violence Housing First Initiative¹² found successful outcomes
190 related to clients' ability to get and keep safe and stable housing. Nearly all program
191 participants, including those with very low incomes, maintained permanent housing for a
192 prolonged period of time:

193

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

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

209

210 While some of the clients who participated in the Domestic Violence Housing First Initiative
211 programs were youth, the program was focused primarily on adults fleeing domestic violence,

¹² <http://wscadv.org/resources/the-washington-state-domestic-violence-housing-first-program-cohort-2-agencies-final-evaluation-report-september-2011-september-2014/>

212 some of whom had children living with them. There is less research on successful programs
213 preventing youth from becoming homeless. Nonetheless, the All Home Youth and Young
214 Adult (YYA) Plan Refresh (May 2015) recommends prevention as a strategy to make youth
215 homelessness rare, brief and one time. One of the strategies outlined in the Plan Refresh is
216 “flexible funding to help YYAs live at home or with natural supports.”¹³ Applicability of this
217 model to different population groups will be evaluated as the initiative is implemented.
218

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

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

222
223 *"Youth and family homelessness prevention initiative" means an initiative*
224 *intended to prevent and divert children and youth and their families from*
225 *becoming homeless.*

226
227 *It is the intent of the council and the executive that funding for the youth and*
228 *family homelessness prevention initiative will allow the initiative to be flexible,*
229 *client-centered and outcomes-focused and will provide financial support for*
230 *community agencies to assist clients.*

231
232 *Out of the first year's levy proceeds: 1. Nineteen million dollars shall be used to*
233 *plan, provide and administer a youth and family homelessness prevention*
234 *initiative.*

235
236 Based on this guidance, stakeholder input and research on successful prevention models, King
237 County’s Department of Community and Human Services (DCHS) staff worked with a Youth
238 and Family Homelessness Prevention Model Planning Committee (Planning Committee) and
239 the Children and Youth Advisory Board (CYAB) to develop the framework for the King
240 County Youth and Family Homelessness Prevention Initiative. This section discusses both the
241 overall program model, as well as specific implementation details that were recommended by
242 the Planning Committee and the CYAB.

¹³ <http://allhomekc.org/wp-content/uploads/2015/09/Comp-Plan-Refresh-final-050515-with-appendices.pdf>

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

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

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

254 **Case Management/Advocacy**

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

260

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

267 Case management will be carried out through a method known as progressive engagement.
268 Progressive engagement is a nationally-recognized best practice that provides customized levels
269 of assistance to participants – providing the services needed, but not more than is needed to

270 achieve housing stability.¹⁴ Progressive engagement reserves the most expensive interventions
 271 for households with the most severe barriers to housing success, and offers less extensive
 272 support to those who need less assistance. Progressive engagement is a strategy to enable
 273 service delivery systems to effectively target resources and to enable the case manager/advocate
 274 to work with the client on the underlying issues that caused them to be at imminent risk of
 275 homelessness.

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

280 **Flexible Funding**

281 The second major component of the proposed model is flexible funding to address clients'
 282 immediate needs. The Best Starts for Kids ordinance specifically states, "It is the intent of the
 283 council and the executive that funding for the youth and family homelessness prevention
 284 initiative ... will provide financial support for community agencies to assist clients."

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

289 In terms of the amount of flexible funding and case management needed, the Domestic Violence
 290 Housing First Initiative evaluation found that about one-third of the families served needed
 291 minimal support, one-third needed a medium touch, and one-third needed more intensive help.
 292 In recognition of the successful Domestic Violence Housing First program model, the goal to be
 293 achieved in the annual spending of funds by provider agencies shall be to split their funds 50/50,
 294 with half of the funding going to case managers and administrative costs and the other half
 295 going to flexible funds for clients. The County recognizes that this allocation will vary between

¹⁴ <http://www.endhomelessness.org/page/-/files/4.3%20Financial%20Assistance-Using%20a%20Progressive%20Engagement%20Model%20Kay%20Moshier.pdf>

296 agencies and therefore the intention is that this goal be achieved by looking at the aggregate
297 spending of all provider agencies. The County further recognizes that this goal may be difficult
298 to achieve in the first year of the program due to higher start-up costs. Consequently, this goal
299 will start with the 2017 fiscal year.

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

301 While the Washington State Domestic Violence Housing First Initiative was successful with
302 youth who were parenting and who were at risk of homelessness due to domestic violence,
303 national research shows that other factors are more predictive of a youth becoming homeless,
304 e.g., identifying as LGBTQ; being involved with the juvenile justice or foster care systems; or
305 problems at school, such as suspensions or truancy (that may, over time, result in legal
306 proceedings related to the Becca Bill).¹⁵ As a result, the CYAB and the Planning Committee
307 recommended targeting the initiative to address these predictors of homelessness by
308 collaborating with schools, organizations that work with LGBTQ youth, and organizations that
309 work with youth involved in the juvenile justice system.

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

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

320 In addition to providing feedback on the overarching program model, the Planning Committee
321 and the CYAB both provided feedback on the specific program implementation details outlined
322 below.

¹⁵ <http://www.kingcounty.gov/courts/JuvenileCourt/truancy.aspx>

323 **Who is Eligible?**

324 The program is intended for youth and families who are at *imminent* risk of homelessness. It is
 325 not intended for youth or families who are already homeless, nor is it intended for youth or
 326 families who are at risk for homelessness, but not facing *imminent* risk. Examples of imminent
 327 risk of homelessness are a young person or family who has been staying on friends' or families'
 328 couches, but may have exhausted all welcomes and will be on the street next week. Another
 329 example might be a youth who the school counselor knows will be thrown out of their parents'
 330 house if they come out, a young person who contacts Safe Place or another resource because of
 331 sexual or physical abuse, a young person who has been identified as being at risk by a librarian,
 332 school staff or community center staff, a youth exiting the justice system whose family refuses
 333 to take the youth r back home, or a young person who may be aging out of the foster care
 334 system and has no housing or employment plans in place. The case manager/advocate will have
 335 to utilize judgment and experience in making the determination.

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

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

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

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

347 Any expenditure that will prevent someone from becoming homeless should be an eligible use
 348 of the flexible funds that will be part of the proposed initiative. As noted in both the ordinance
 349 and discussion above, case management and flexible funding combine to create the model that

350 will be used for the Youth and Family Homelessness Prevention Initiative. Agencies will
351 employ rigorous financial oversight to track where flexible funds are applied. The County will
352 evaluate whether certain types of expenditures are more or less successful in preventing a
353 family or youth from becoming homeless.

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

355

356 A total of \$3,166,667 is anticipated to be allocated for the remainder of 2016. For future years,
357 there has been discussion about potential options to spend the funds down at a rate that would
358 exhaust the \$19 million total prior to the end of the levy (so as to make as large an impact as
359 possible given the high level of need); or to allocate the funds evenly over time. Rather than
360 address this issue at the moment, the Council will make decisions about allocation for future
361 years within the context of the budget process, with the expectation of a minimum appropriation
362 of \$3,166,667 each year. This will enable the Council to consider initial implementation of the
363 initiative and make decisions through the budget process.

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

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

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

384

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

- 387 • For many communities, including Native Americans and Asian Pacific Islanders,
388 County staff making personal contacts and going to community leadership will be
389 important.
- 390 • Meet with faith community leaders in the African American community.
- 391 • Ask that culturally-specific communities include funding/grant/RFP announcements in
392 their newsletters.
- 393 • Send information to leadership tables for targeted populations and ask that they
394 disseminate information.
- 395 • Use social media.
- 396 • The frequency of the ask is as important as where and to whom the ask is made.
- 397 • Use the CYAB to disseminate information.

398 In addition to these suggestions from the CYAB, outreach should also be conducted to engage
399 immigrant and refugee populations, as well as provider agencies that serve survivors of
400 commercial sexual exploitation and human trafficking.

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

403 All agencies receiving money will be required to enter client data into a database that will
404 enable data matching with the HMIS. The County's Department of Community and Human

405 Services (DCHS) has been working with the vendor for the HMIS system to create a separate
406 module for the data from the Youth and Family Homelessness Prevention Initiative. DCHS has
407 confirmed with the King County Prosecuting Attorney's Office that the prevention module will
408 not be subject to the state HMIS consent requirements. By entering client data into a system that
409 can match with the HMIS system, the County will know if a youth or family who receives
410 services from the Youth and Family Homelessness Prevention Initiative successfully avoided
411 homelessness. Some agencies will need to be trained on the prevention database module and the
412 County may need to provide additional funding for computers or other information technology
413 support.

414 To protect the safety of domestic violence survivors, agencies serving survivors will not be
415 required to enter individual identifiers in the prevention database module (e.g., name social
416 security number), though the agencies will retain this information in their own databases. The
417 County will be working with an outside entity, potentially the current evaluator for the
418 Domestic Violence Housing First Initiative to match the domestic violence agency prevention
419 module data with date in the HMIS. During implementation of the Domestic Violence Housing
420 First Initiative, agencies were able to successfully evaluate whether domestic violence survivors
421 became homeless after receiving intervention, while at the same time protecting survivors' data.

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

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

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

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

- 429 1. The individuals served do not show up in HMIS for homeless services in the future
430 (meaning they have been able to avoid homelessness).
- 431 2. There is a reduction in the number of youth and families who are newly homeless.

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

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

441 Some of the suggestions for a third measure include additional outcomes for youth such
442 as no further engagement with criminal justice system or increased educational
443 attainment. For families, additional factors suggested include safety and self-
444 determination. The Department of Community and Human Services evaluation team will
445 analyze which factors are measurable and work with other BSK evaluation teams to
446 have consistent measures of success. Additionally, several CYAB members
447 recommended training so that all fund recipients understand LGBTQ issues and are able
448 to provide equitable and competent care to LGBTQ clients.

449 To ensure success in meeting the diverse needs of the youth and families seeking assistance, the
450 Executive will transmit a report on program outcomes to the Council by June 1, 2018. Program
451 outcomes, as summarized in that report, will be used to determine appropriation amounts to be
452 included in the 2019-2020 biennial budget, as well as whether the model used for the initiative
453 should be changed for some or all population groups. This report will also include information
454 about how the implementation of the initiative is addressing the disproportionality in the risk of
455 becoming homeless.

456

457 **How Will Providers Be Trained?**

458 Training will be provided to agencies receiving money under this initiative. The experience of
459 the Washington State Domestic Violence Housing First Initiative was that developing a client-

460 centered and outcomes-focused agency culture took extensive training and intentional
461 organization effort and buy-in. For that reason, learning circles for agencies administering the
462 funding will also be part of the program.

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

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

472
473 Both the Planning Committee and the CYAB recommended targeting the issues and systems
474 that lead to homelessness, e.g., domestic violence, juvenile justice and the populations that are
475 disproportionately likely to become homeless, e.g., Native Americans, African Americans,
476 Asian Pacific Islanders and LGBTQ youth. It will be imperative for any agency receiving the
477 funds to be able to demonstrate how the organization will administer the funds in a way that will
478 address the extreme disproportionality of people of color who enter homelessness at a rate
479 significantly greater than the general population. Similarly, organizations will have to show how
480 they will address the disproportionality of LGBTQ youth who are at imminent risk of
481 homelessness.

482
483 The Children and Youth Advisory Board also emphasized that small cultural or ethnic
484 organizations should be targeted for the initiative. Suggestions ranged from partnering large and
485 smaller organizations during the Request for Proposal (RFP) process, assuring application
486 support. The Department of Community and Human Services has already been working toward
487 implementing some of the suggestions to reduce barriers for small organizations. For example,

488 staff have been partnering with the county's Risk Management Division to reduce insurance
489 barriers for small agencies.

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

- 492 • Domestic violence agencies
- 493 • Agencies serving youth, including youth homeless agencies
- 494 • Schools (particularly school counselors and those addressing absenteeism, expulsions
495 and suspensions)
- 496 • Public utilities agencies, since delinquent utility payments can be a predictor of housing
497 loss
- 498 • Culturally-competent/focused organizations
- 499 • Organizations serving LGBTQ youth
- 500 • Public Health and other health facilities and clinics
- 501 • King County education and employment programs
- 502 • Faith-based organizations
- 503 • Youth clubs and recreation centers
- 504 • Agencies serving families, particularly new moms
- 505 • Agencies serving youth who are involved in the juvenile justice system
- 506 • Food banks
- 507 • Regional Access Points for accessing housing/homelessness services
- 508 • “Natural helpers” in community, e.g., libraries, first responders as referral sources.

509 In addition to targeting specific types of organizations, the CYAB also discussed the need to
510 recognize the difference between delivery of services in rural versus urban contexts. The
511 County will pay special attention through the allocation process to geographically isolated areas
512 that have limited access to wrap-around services, including developing strategies to coordinate
513 with existing local providers. In order to make funds available to all areas of the County,
514 County staff are considering releasing separate regional RFPs so that the initiative will be
515 available county-wide and to account for the differences in how services may be delivered in an

516 urban versus a rural area. If the County does not issue regional RFPs, the County will still
517 ensure regional availability of the program and consider potential differences in service delivery
518 between urban and rural areas.

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

528 In order to effectively meet the needs of youth and families who are at imminent risk of
529 homelessness, King County will implement strategies to ensure that at-risk populations,
530 including families and youth of color, immigrant and refugee families and youth, LGBTQ
531 youth, and victims of domestic violence, commercial exploitation and human trafficking, have
532 access to providers who are trained and competent in meeting the unique needs of these at-risk
533 populations. Strategies shall include contracting with organizations with proven competency, as
534 well as making training available to build capacity and competency of organizations. The
535 annual report shall include an analysis of the strategies being implemented and the effectiveness
536 of those strategies.

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

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

541 Programmatic and fiscal audits of participating agencies will include a site visit to each provider
542 at least once every two years. The site visits will examine both fiscal and programmatic aspects
543 of program implementation. The fiscal component of each site visit will include, but not be

544 limited to providers' internal controls, the analysis of audited financial statements and sample
545 testing of specific expenditures related to King County funded programs. The programmatic
546 component will include, but not be limited to client eligibility, achievement of contracted
547 outcomes, and client data quality. In addition, as part of annual audits conducted by the State
548 Auditor's Office, the State has the authority to select specific pass-through entities for review.

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

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

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

562 While it is understood that evaluation of the Youth and Family Homelessness Prevention
563 Initiative will be conducted through the general Best Starts for Kids evaluation, and that
564 evaluation model has yet to be determined, DCHS may wish to consult with the Washington
565 State Institute for Public Policy¹⁶ or similar outside evaluators to develop a model and protocols
566 for evaluation. DCHS will seek to obtain outside evaluation on program outcomes and the
567 effectiveness of the program model. DCHS will report to the Council by January 1, 2017, on its
568 ability to secure outside evaluation. An evaluation on the first year and a half of program
569 implementation will be completed no later than June 1, 2018, and will be transmitted to the
570 King County Council as part of the required annual report.

¹⁶ <http://www.wsipp.wa.gov/>

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

573 Ordinance 18088 directs the County Executive, to the maximum extent possible, to develop the
 574 Youth and Family Homelessness Prevention Initiative in collaboration with the Children and
 575 Youth Advisory Board (CYAB). The Children and Youth Advisory Board members were
 576 approved by King County Council and became official on January 25, 2016. The Executive
 577 convened the CYAB on February 9, 2016, for an orientation, at which time the CYAB reviewed
 578 the Youth and Family Homelessness Prevention Initiative in an unofficial capacity. The
 579 Children and Youth Advisory Board reviewed the initiative again at its first official meeting on
 580 February 23, 2016, at which time they made formal recommendations about the Youth and
 581 Family Homelessness Prevention Initiative.

582 Because of the short time between approval of the CYAB and the March 1, 2016, deadline to
 583 submit the Youth and Family Homelessness Prevention Implementation Plan, executive staff
 584 also convened a Youth and Family Homelessness Prevention Model Planning Committee
 585 (Planning Committee) to advise on the design for the plan. The Planning Committee met three
 586 times in January and February 2016 to help guide the implementation plan. Members of the
 587 committee (an * indicates that the individual is also a member of the Children and Youth
 588 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 |

589



King County

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

Response to Ordinance 18088

Attachment A for S2

May 3, 2016

Red-line version

Changes since S1 (from April 27) are indicated in yellow highlighting

Changes since initial draft of S2 (from April 29) are indicated
in green highlighting

Department of Community and Human Services

1
2 Updated May 3, 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>

- 43 percent have to repeat a grade
- 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 Among youth who were released from Juvenile Justice and Rehabilitation
63 Administration facilities in Washington, a recent study found that 26 percent are homeless
64 within 12 months of being released. This same study also found that recidivism rates were
65 higher for these youth than for youth having stable housing upon their release.³

Commented [BM1]: Suggested by Councilmember McDermott to note that youth involved in juvenile justice are at risk for homelessness.

66 The HMIS also showed that half of all people who become homeless were homeless for the first
67 time, which is the case for 46 percent of all homeless families.⁴ An even higher number of
68 unaccompanied youth were homeless for the first time, 64 percent.⁵ Accordingly, if
69 homelessness can be prevented, the number of people who are homeless would decline
70 substantially.

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

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 DSHS Research and Data Analysis Division, Impact of Homelessness on Youth Recently Released from Juvenile Rehabilitation Facilities, June 2013, RDA Report No. 11.191.

⁴ Homelessness in King County: Who, Why and What Can I Do? All Home, January 2016,

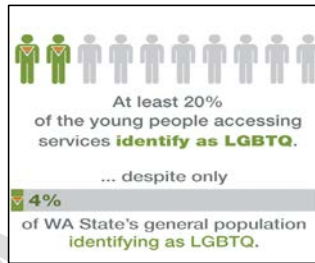
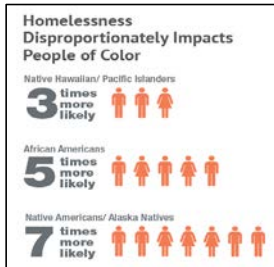
<http://allhomekc.org/wp-content/uploads/2016/01/AllHomeInfographicFull.png>

⁵ 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>

82 people accessing services identify as LGBTQ, compared to 4 percent of the general population.⁶

83 Immigrants and refugees and survivors of commercial sexual exploitation and human trafficking
84 are also at high risk of becoming homeless.

Commented [BM2]: Added by Councilmember Kohl-Welles to identify additional communities at high risk of homelessness.



86
87 As discussed in more detail in the program model section, the Youth and Family Homelessness
88 Prevention Initiative must address the disproportionality in race and ethnicity, as well as and
89 LGBTQ identification of people who become homeless.

91 II. Coordination with Existing Programs

92 Under state law,⁷ a levy lid lift proposition, such as Best Starts for Kids, may only supplement,
93 but not supplant existing, funded programs.⁸ The Youth and Family Homelessness Prevention
94 Initiative has been designed following the law, to supplement existing programs but not to
95 supplant them. The initiative's focus on prevention for people who are at risk of homelessness,
96 rather than on intervention for people who are already homeless, is a new service area for King
97 County, and thus will not supplant any existing programs.

98
99 While it will not supplant existing programs, the initiative has been designed to coordinate with
100 a number of existing, regional and County-funded programs. In particular, the initiative will

⁶ All Home Strategic Plan, June 2016, <http://allhomekc.org/wp-content/uploads/2015/09/All-Home-Strategic-Plan.pdf>

⁷ RCW 84.55.050

⁸ 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 coordinate with emergency resource and referral programs, providing a way to identify people
102 who are imminently at risk of homelessness, including youth who are being sexually or
103 physically abused, or are at risk because they identify as LGBTQ. **Listed below are several**
104 examples of existing programs that may be able to coordinate with the Youth and Family
105 Homelessness initiative. These examples include, but are not limited to:

Commented [BM3]: Language added by Councilmember Kohl-Welles to clarify that the programs that follow are simply examples of existing programs that MAY coordinate with the YFHP Initiative.

- 106 • **Safe Place.** Safe Place⁹ is an outreach program that provides immediate help and safety
107 for youth in crisis. Local businesses and community organizations, including Metro
108 buses, libraries and community centers, display a Safe Place logo to indicate they are
109 part of the program. When a youth in crisis asks for help, the bus driver, librarian, or
110 business staff quickly connect the youth to counselors at Auburn Youth Resources
111 (South King County), YouthCare (Seattle), or Friends of Youth (North and East King
112 County). The youth stays safely in place until the counselor arrives.
113 Coordinating the Youth and Family Homelessness Prevention Initiative with Safe Place
114 could provide both a way to identify youth who are at imminent risk of homelessness
115 and also expand the range of services the Safe Place counselors have available to
116 provide to the youth they assist. Part of the training for agencies selected to participate in
117 the Youth and Family Homelessness Prevention Initiative will be information about Safe
118 Place, and how their local agencies can, in a geographically-focused way, coordinate
119 with the Safe Place counselors to provide additional services to youth who are at
120 imminent risk of homelessness.
- 121 • **Crisis Clinic.** King County's 2-1-1 service¹⁰ provides comprehensive information and
122 referral for people in need of health and human services. The 2-1-1 staff are familiar
123 with local and countywide programs and are able to refer people in need to appropriate
124 programs.
125 The 2-1-1 system will be incorporated into the Youth and Family Homelessness
126 Prevention Initiative in two ways. First, existing call volumes to 2-1-1 from different
127 parts of the county will be used to inform the design of the Request for Proposals for
128 agencies interested in participating in the initiative, to ensure that resources have been

⁹ <http://www.friendsofyouth.org/safeplace.aspx>

¹⁰ <http://crisisclinic.org/find-help/2-1-1-resources-and-information/>

129 allocated in the context of where need has been identified. Second, 2-1-1 staff will add
130 the Youth and Family Homelessness Prevention Initiative to the list of available services
131 and will be able to refer youth and family callers who are at imminent risk of
132 homelessness to geographically and culturally appropriate providers.

- 133 • Count Us In. Count Us In is an annual survey conducted in collaboration with nearly
134 100 local youth-serving organizations, libraries, and community centers to identify
135 youth and young adults who are either homeless or unstably housed (for instance, youth
136 staying with a friend who fear they may be kicked out of their home). Youth and young
137 adults who are identified as being unstably housed can be referred to the Youth and
138 Family Homelessness Prevention Initiative for resources to avoid becoming homeless.
- 139 • Project EQTY. The Elevating Queer & Trans Youth Project (Project EQTY) works to
140 build the capacity of homeless youth service providers in King County to meet the needs
141 of LGBTQ homeless youth. The project was funded by the Pride Foundation with a
142 grant from the Bill & Melinda Gates Foundation and is being implemented by the
143 Northwest Network of LGBT Survivors of Abuse. Project EQTY is currently working to
144 assist organizations with training regarding sexual orientation and gender identify intake
145 policies, practices, and procedures; the intersection of violence and homelessness for
146 LGBTQ youth; confidentiality best practices around sexual orientation, gender identity,
147 and domestic and sexual violence; and connections to LGBTQ organizations and
148 providers. Project EQTY will be a resource to agencies around the county assisting
149 youth and young adults at risk of homelessness.

Commented [BM4]: Suggested by Councilmember Upthegrove to identify Project EQTY as an example of an existing program that could coordinate with the YFHP Initiative. This is the text of Amendment 2 from April 27.

150 III. The Proposed Model: ~~Washington State Coalition Against Domestic~~ 151 ~~Violence Housing First Initiative~~

152 As King County explored approaches to prevent youth and family homelessness, staff reviewed
153 a local model, —the Washington State ~~Coalition Against Domestic Violence Housing First~~
154 Initiative—was reviewed.¹¹ This model, which was funded by the Bill & Melinda Gates
155 Foundation and the Medina Foundation, has been rigorously evaluated and found to have

¹¹ More information about the model can be found at <http://wscadv.org/projects/domestic-violence-housing-first>.

156 successfully prevented family homelessness. ~~More information about the model can be found~~
157 ~~at <http://wseadv.org/projects/domestic-violence-housing-first>.~~

158 ~~The Medina Foundation added additional funding to several agencies participating in the pilot~~
159 ~~and expanded the model to additional agencies that were not part of the original Gates cohorts.~~

160 This model was attractive to local funders because domestic violence is a leading cause of
161 homelessness for families.

162
163 The Domestic Violence Housing First Initiative is a homelessness prevention program for
164 survivors of domestic violence and their children, including survivors actively fleeing a
165 domestic violence situation, and those who are on the brink of homelessness. At program entry,
166 many program participants were facing unemployment and a lack of income due to the domestic
167 violence situation they were experiencing. The Domestic Violence Housing First Initiative was
168 piloted from September 2011 through September 2014 in Washington state with two cohorts
169 (groups of clients). One cohort was in King County and the other was comprised of program
170 participants located in the balance of the state. In King County, LifeWire and InterImCDA
171 participated in the pilot.

172
173 **Components of Domestic Violence Housing First model.** The Domestic Violence Housing
174 First Initiative had two basic components, which would be applied in the Youth and Family
175 Homelessness Prevention Initiative. They are:

- 176 • **Case management/advocacy.** Each client who participated in the Domestic Violence
177 Housing First Initiative received ongoing assistance from a case manager/advocate, who
178 worked to help the client identify his/her needs and next steps to become more stable.
179 Case management support provided through the Domestic Violence Housing First
180 Initiative could be very narrow and temporary or somewhat longer term to meet the true
181 needs of program participants, using a type of case management called progressive
182 engagement (see below) approach.
- 183 • **Flexible funding.** The Domestic Violence Housing First Initiative also provided flexible
184 funding to participating clients to help them address the emergency needs that led to

185 their risk of homelessness. Financial assistance could be used for a range of needs such
186 as clothing for a job, cost of an employment-related license, a variety of housing and/or
187 moving costs, cost to repair a car, urgently needed groceries and other expenses that may
188 be impacting the safety and security of a family.

189 ~~Flexibility of financial assistance and advocate/case management services are a key component~~
190 ~~of the program. Financial assistance could be used for a range of needs such as clothing for a~~
191 ~~job, cost of an employment related license, a variety of housing and/or moving costs, cost to~~
192 ~~repair a car, urgently needed groceries and other expenses that may be impacting the safety and~~
193 ~~security of a family. Case management support could be very narrow and temporary or~~
194 ~~somewhat longer term to meet the true needs of program participants, using a progressive~~
195 ~~engagement approach.~~ The experience of the Domestic Violence Housing First Initiative was
196 that clients in general required ~~With~~ very little financial assistance per household (average cost
197 of \$1,250 per household) but that this financial assistance, combined with the case management
198 support contributed to the safety, stability and well-being of ~~clients/victims~~ and their families
199 were increased through the pilot program.

200
201 Evaluation ~~A study~~ of the Domestic Violence Housing First Initiative¹² ~~programs~~ found
202 successful outcomes related to ~~clients/survivors~~ clients/survivors' ability to get and keep safe and stable housing.
203 Nearly all program participants, including those with very low incomes, maintained permanent
204 housing for a prolonged period of time:

- 205
- 206 • 96 percent were still stably housed 18 months after entering the program, allowing
- 207 survivors to become self-sufficient quickly and without need for ongoing intensive
- 208 services
- 209 • 84 percent reported an increase in safety for their family
- 210 • 76 percent ~~of survivors~~ requested minimal services from the domestic violence program
- 211 at final follow-up

¹² <http://wscadv.org/resources/the-washington-state-domestic-violence-housing-first-program-cohort-2-agencies-final-evaluation-report-september-2011-september-2014/>

- 212 • Participants also expressed that housing stability had a profoundly positive effect on
213 their children, improved the health and well-being for themselves and their children, and
214 restored their dignity and self-worth.

215 The pilot program also focused on ensuring that services were culturally appropriate and
216 delivered by a case manager/advocate who was from the same culture and spoke the same
217 language as the ~~survivors~~participants. According to the evaluation, ~~clients~~survivors reported that
218 working with an advocate who culturally and linguistically understood them was critical to
219 getting the support they needed to become stable and enabling the ~~m~~survivors to feel
220 understood, accepted and comfortable telling their stories.

222 While some of the ~~clients~~survivors who participated in the Domestic Violence Housing First
223 Initiative programs were youth, the program was focused primarily on adults fleeing domestic
224 violence, some of whom had children living with them. There is less research on successful
225 programs preventing youth from becoming homeless. Nonetheless, the All Home Youth and
226 Young Adult (YYA) Plan Refresh (May 2015) recommends prevention as a strategy to make
227 youth homelessness rare, brief and one time. One of the strategies outlined in the Plan Refresh
228 is “*flexible funding* to help YYAs live at home or with natural supports.”¹³ Applicability of this
229 model to different population groups will be evaluated as the initiative is implemented.

231 **IVH. Proposed Youth and Family Homelessness Prevention Model**

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

234 *“Youth and family homelessness prevention initiative” means an initiative*
235 *intended to prevent and divert children and youth and their families from*
236 *becoming homeless.*

237 *It is the intent of the council and the executive that funding for the youth and*
238 *family homelessness prevention initiative will allow the initiative to be flexible,*
239
240

¹³ <http://allhomekc.org/wp-content/uploads/2015/09/Comp-Plan-Refresh-final-050515-with-appendices.pdf>

241 *client-centered and outcomes-focused and will provide financial support for*
242 *community agencies to assist clients.*

243
244 *Out of the first year's levy proceeds: 1. Nineteen million dollars shall be used to*
245 *plan, provide and administer a youth and family homelessness prevention*
246 *initiative.*

247
248 Based on this guidance, stakeholder input and research on successful prevention models, King
249 County's Department of Community and Human Services (DCHS) staff worked with a Youth
250 and Family Homelessness Prevention Model Planning Committee (Planning Committee) and
251 the Children and Youth Advisory Board (CYAB) to develop the framework for the King
252 County Youth and Family Homelessness Prevention Initiative. This section discusses both the
253 overall program model, as well as specific implementation details that were recommended by
254 the Planning Committee and the CYAB.

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

262
263 Key components to the Youth and Family Homelessness Prevention Model include:

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

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

270 **Case Management/Advocacy**

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

276
277 This is a significant cultural shift for ~~the agencies, administering the program~~ because many
278 government assistance ~~and~~ programs are based on a distrust of clients. For most programs,
279 clients must prove that they meet ~~a raft of~~ program criteria and then are told what specific
280 assistance they are eligible to receive even if they know something else will help them more.

281 Because successful implementation of the proposed Youth and Family Homelessness
282 Prevention Initiative model will entail changing organizational culture, training and learning
283 circles will be part of the ~~Youth and Family Homelessness Prevention Initiative~~ initiative’s
284 implementation.

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

289
290 Case management will be carried out through a method known as progressive engagement.

291 Progressive ~~e~~Engagement is a nationally ~~r~~recognized best practice that provides customized
292 levels of assistance to participants – providing the services needed, but not more than is needed
293 to achieve housing stability.¹⁴ Progressive ~~e~~Engagement ~~p~~reserves the most expensive
294 interventions for households with the most severe barriers to housing success, and offers less
295 extensive support to those who need less assistance. Progressive ~~e~~Engagement is a strategy to
296 enable service delivery systems to effectively target resources and to enable. ~~t~~The case
297 manager/advocates ~~to~~ will work with the client/family/youth on the underlying issues that caused
298 them to be at imminent risk of homelessness.

¹⁴ <http://www.endhomelessness.org/page/-/files/4.3%20Financial%20Assistance-Using%20a%20Progressive%20Engagement%20Model%20Kay%20Moshier.pdf>

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

303 **Flexible Funding**

304 The second major component of the proposed model is flexible funding to address clients'
305 immediate needs. The Best Starts for Kids ordinance specifically states, "It is the intent of the
306 council and the executive that funding for the youth and family homelessness prevention
307 initiative ... will provide financial support for community agencies to assist clients."

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

313 ~~The Best Starts for Kids ordinance specifically states, "It is the intent of the council and the~~
314 ~~executive that funding for the youth and family homeless prevention initiative ... will provide~~
315 ~~financial support for community agencies to assist clients." In addition, †In terms of the amount~~
316 ~~of flexible funding and case management needed, the Domestic Violence Housing First~~
317 ~~Initiative evaluation programs study found that about one-third of the families served needed~~
318 ~~minimal health supports, one-third needed a medium "touch," and one-third needed more~~
319 ~~intensive help case management, highlighting the need for a progressive engagement approach~~
320 ~~to case management.~~

321 In recognition of the successful Domestic Violence Housing First program model, the goal to be
322 achieved in the annual spending of funds by provider agencies shall be to split their funds 50/50,
323 with half of the funding going to case managers and administrative costs and the other half
324 going to flexible funds for clients. The County recognizes that this allocation will vary between
325 agencies and therefore the intention is that this goal be achieved by looking at the aggregate
326 spending of all provider agencies. The County further recognizes that this goal may be difficult

327 to achieve in the first year of the program due to higher start-up costs. Consequently, this goal
328 will start with the 2017 fiscal year.

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

330 While the Washington State ~~Coalition Against~~ Domestic Violence Housing First
331 ~~Initiative Program~~ was successful with youth who were parenting and who were at risk of
332 homelessness due to domestic violence, ~~national~~ research shows that other factors are more
333 predictive of a youth becoming homeless, e.g., identifying as LGBTQ; being involved with the
334 juvenile justice or foster care systems; or involvement, problems at school, such as suspensions
335 or truancy (that may, over time, result in legal proceedings related to the Becca Bill).¹⁵, and
336 involvement with the foster care system. As a result, the CYAB and the Planning Committee
337 recommended targeting the ~~initiative program~~ to address these ~~predictors~~ predictive factors of
338 homelessness ~~by~~ collaborating with schools, organizations that work with LGBTQ youth, and
339 organizations that working with youth involved in the juvenile justice system.

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

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

350 In addition to providing feedback on the overarching program model, the Planning Committee
351 and the CYAB both provided feedback on the specific program implementation details outlined
352 below.

¹⁵ <http://www.kingcounty.gov/courts/JuvenileCourt/truancy.aspx>

353 **Who is Eligible?**

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

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

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

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

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

377 Any expenditure that will prevent someone from becoming homeless should be an eligible use
378 of the flexible funds that will be part of the proposed initiative. As noted in both the ordinance
379 and discussion above, case management and flexible funding combine to create the model that

380 ~~will be used for the is an essential element of the~~ Youth and Family ~~ies~~ Homelessness Prevention
381 ~~Initiative~~Model. Agencies will employ rigorous financial oversight to track where ~~flexible~~the
382 funds are applied. The County will evaluate whether certain types of expenditures are more or
383 less successful in preventing a family or youth from becoming homeless.

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

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

390 A total of \$3,166,667 is anticipated to be allocated for the remainder of 2016. For future years,
391 there has been discussion about potential options to spend the funds down at a rate that would
392 exhaust the \$19 million total prior to the end of the levy (so as to make as large an impact as
393 possible given the high level of need); or to allocate the funds evenly over time. Rather than
394 address this issue at the moment, the Council will make decisions about allocation for future
395 years within the context of the budget process, with the expectation of a minimum appropriation
396 of \$3,166,667 each year. This will enable the Council to consider initial implementation of the
397 initiative and make decisions through the budget process.

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

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

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

418
419 The CYAB provided extensive feedback on how to assure that funds will truly address racial,
420 ethnic and LGBTQ disproportionality in homelessness. Their advice included:

- 421 • For many communities, including Native Americans and Asian Pacific Islanders,
422 County staff making personal contacts and going to community leadership will be
423 important.
- 424 • Meet with faith community leaders in the African American community.
- 425 • Ask that culturally-specific communities include funding/grant/RFP announcements in
426 their newsletters.
- 427 • Send information to leadership tables for targeted populations ~~such as the Minority~~
428 ~~Executive Directors or Pride Foundation~~ and ask that they disseminate information.
- 429 • Use social media.
- 430 • The frequency of the ask is as important as where and to whom the ask is made.
- 431 • Use the CYAB to disseminate information.

432 In addition to these suggestions from the CYAB, outreach should also be conducted to engage
433 immigrant and refugee populations, as well as provider agencies that serve survivors of
434 commercial sexual exploitation and human trafficking.

Commented [BM5]: Language added by Councilmember Kohl-Welles to include outreach to engage additional communities at high risk of homelessness.

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

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

448 To protect the safety of domestic violence survivors, agencies serving survivors will not be
449 required to enter individual identifiers in the prevention database module (e.g., name social
450 security number), though the agencies will retain this information in their own databases. The
451 County will be working with an outside entity, potentially the current evaluator for the
452 Domestic Violence Housing First Initiative to match the domestic violence agency prevention
453 module data with data in the HMIS. During implementation of the Domestic Violence Housing
454 First Initiative, agencies were able to successfully evaluate whether domestic violence survivors
455 became homeless after receiving intervention, while at the same time protecting survivors' data.

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

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

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

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

464 1. two key components for measuring success are 1) The individuals served do not show
465 up in HMIS for homeless services in the future (meaning they have been able to avoid
466 homelessness), and 2)

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

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

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

477 Some of the suggestions for a third measure include additional outcomes for youth such
478 as no further engagement with criminal justice system or increased educational
479 attainment. For families, additional factors suggested include safety and self-
480 determination. The Department of Community and Human Services evaluation team will
481 analyze which factors are measurable and work with other BSK evaluation teams to
482 have consistent measures of success. Additionally, several CYAB members
483 recommended training so that all fund recipients understand ~~and~~ LGBTQ issues and are
484 able to provide equitable and competent care to LGBTQ clients.

485 To ensure success in meeting the diverse needs of the youth and families seeking assistance, the
486 Executive will transmit a report on program outcomes to the Council by June 1, 2018. Program
487 outcomes, as summarized in that report, will be used to determine appropriation amounts to be
488 included in the 2019-2020 biennial budget, as well as whether the model used for the initiative
489 should be changed for some or all population groups. This report will also include information
490 about how the implementation of the initiative is addressing the disproportionality in the risk of
491 becoming homeless.

Commented [BM6]: Language suggested by Councilmember Dembowski

492

493 **How Will Providers Be Trained?**

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

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

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

508

509 Both the Planning Committee and the CYAB recommended targeting the issues and systems
510 that lead to homelessness, e.g., domestic violence, juvenile justice and the populations that
511 are most disproportionately likely to become homeless, e.g., Native Americans, African
512 Americans, Asian Pacific Islanders and LGBTQ youth. It will be imperative for any agency
513 receiving the funds to be able to demonstrate how the organization will administer the funds in a
514 way that will address the extreme ~~raacial~~ disproportionality of people of color who enter
515 homelessness at a rate significantly greater than the general population. Similarly, organizations
516 will have to show how they will address the disproportionality of LGBTQ youth who are at
517 imminent risk of homelessness.

518

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

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

- 528 • Domestic violence agencies
- 529 • Agencies serving youth, including youth homeless agencies
- 530 • Schools (particularly school counselors and those addressing absenteeism, expulsions
531 and suspensions)
- 532 • Public utilities agencies, since delinquent utility payments can be a predictor of housing
533 loss
- 534 • Culturally-competent/focused organizations
- 535 • Organizations serving LGBTQ youth
- 536 • Public Health and other health facilities and clinics
- 537 • King County education and employment programs
- 538 • Faith-based organizations
- 539 • Youth clubs and recreation centers
- 540 • Agencies serving families, particularly new moms
- 541 • Agencies serving youth who are involved in the juvenile justice system
- 542 • Food banks
- 543 • Regional Access Points for accessing housing/homelessness services
- 544 • "Natural helpers" in community, e.g., libraries, first responders as referral sources.

545 In addition to targeting specific types of organizations, the CYAB also discussed the need to
546 recognize the difference between delivery of services in rural versus urban contexts. [The](#)

547 County will pay special attention through the allocation process to geographically isolated areas
548 that have limited access to wrap-around services, including developing strategies to coordinate
549 with existing local providers. In order to make funds available to all areas of the County,
550 County staff are considering releasing separate regional RFPs so that the initiative will be
551 available county-wide and to account for the differences in how services may be delivered in an
552 urban versus a rural area. If the County does not issue regional RFPs, the County will still
553 ensure regional availability of the program and consider potential differences in service delivery
554 between urban and rural areas.

Commented [BM7]: Language suggested by Councilmember McDermott to address the needs of geographically isolated areas.

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

564 In order to effectively meet the needs of youth and families who are at imminent risk of
565 homelessness, King County will implement strategies to ensure that at-risk populations,
566 including families and youth of color, immigrant and refugee families and youth, LGBTQ
567 youth, and victims of domestic violence, commercial exploitation and human trafficking, have
568 access to providers who are trained and competent in meeting the unique needs of these at-risk
569 populations. Strategies shall include contracting with organizations with proven competency, as
570 well as making training available to build capacity and competency of organizations. The
571 annual report shall include an analysis of the strategies being implemented and the effectiveness
572 of those strategies.

Commented [BM8]: This language was suggested by Councilmember Upthegrove as a refinement to the April 29 language on this issue developed by Councilmember Kohl-Welles. It is meant to represent a merging of the interests

573 To build the capacity and cultural competence of providers to meet the needs of youth and
574 families who are at imminent risk of homelessness, King County will contract with an
575 organization or organizations specializing in training included but not limited to LGBTQ.

Commented [BM9]: This paragraph was developed by Councilmember Kohl-Welles. It is based on language suggested by Councilmember Upthegrove with his Amendment 3 from April 27. This language would require cultural competence training to help providers meet the needs of diverse community members. It was subsequently replaced since circulating by the prior paragraph in consultation with Councilmember Upthegrove.

576 ~~transgender, domestic violence, commercial sexual exploitation, human trafficking, race,~~
577 ~~ethnicity, and/or immigrant and refugee issues. Training will be used to assist provider agencies~~
578 ~~with intake policies, practices, and procedures; the intersection of violence and homelessness;~~
579 ~~confidentiality best practices; and connections to other community-based organizations and~~
580 ~~providers. It is expected that all provider agencies that receive funding through this initiative~~
581 ~~will complete this training.~~

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583

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

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

588 Programmatic and fiscal audits of participating agencies will include a site visit to each provider
589 at least once every two year. The site visits will examine both fiscal and programmatic aspects
590 of program implementation. The fiscal component of each site visit will include, but not be
591 limited to providers' internal controls, the analysis of audited financial statements and sample
592 testing of specific expenditures related to King County funded programs. The programmatic
593 component will include, but not be limited to client eligibility, achievement of contracted
594 outcomes, and client data quality. In addition, as part of annual audits conducted by the State
595 Auditor's Office, the State has the authority to select specific pass-through entities for review.

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

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

Commented [BM10]: Language suggested by Councilmember Upthegrove to provide more detail on the types of audits that will be conducted. This is the language that was Amendment 4 from April 27 with the exception that the frequency of audits were changed from annually to every two years at the request of Councilmember Upthegrove to align with current DCHS practice.

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

609 While it is understood that evaluation of the Youth and Family Homelessness Prevention
610 Initiative will be conducted through the general Best Starts for Kids evaluation, and that
611 evaluation model has yet to be determined, DCHS may wish to consult with the Washington
612 State Institute for Public Policy¹⁶ or similar outside evaluators to develop a model and protocols
613 for evaluation. DCHS will seek to obtain outside evaluation on program outcomes and the
614 effectiveness of the program model. DCHS will report to the Council by January 1, 2017, on its
615 ability to secure outside evaluation. An evaluation on the first year and a half of program
616 implementation will be completed no later than June 1, 2018, and will be transmitted to the
617 King County Council as part of the required annual report.

Commented [BM11]: This paragraph was developed by Councilmember Kohl-Welles. It contains much of the language from Amendment 1 to S1, which was proposed by Councilmember Gossett on April 27. However, the proposal in Amendment 1 that \$500,000 be set aside for outside evaluation has been omitted.

618 **IV. Collaboration with the Children and Youth Advisory Board and** 619 **Homelessness Prevention Model Planning Committee**

620 Ordinance 18088 directs the County Executive, to the maximum extent possible, to develop the
621 Youth and Family Homelessness Prevention Initiative in collaboration with the Children and
622 Youth Advisory Board (CYAB). The Children and Youth Advisory Board members were
623 approved by King County Council and became official on January 25, 2016. The Executive
624 convened the CYAB on February 9, 2016, for an orientation, at which time the CYAB reviewed
625 the Youth and Family Homelessness Prevention Initiative in an unofficial capacity. The
626 Children and Youth Advisory Board reviewed the initiative again at its first official meeting on
627 February 23, 2016, at which time they made formal recommendations about the Youth and
628 Family Homelessness Prevention Initiative.

¹⁶ <http://www.wsipp.wa.gov/>

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

| | |
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| 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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