

S1

May 9, 2016

[mb] Sponsor: Kohl-Welles
Proposed No.: 2016-0156

JKW → passed 9-0 as amended by A1.

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

2 **3**

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

4 "STATEMENT OF FACTS:

5 A. Ordinance 18088 submitted to the voters of King County a proposition
6 known as the "best starts for kids levy," authorizing a regular property tax
7 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 levy included nineteen million dollars to plan, provide and
14 administer a youth and family homelessness prevention initiative.

15 C. Ordinance 18088 also directed the executive to submit to the
16 metropolitan King County council for review and approval an
17 implementation plan relating to the youth and family homelessness

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18 prevention initiative by March 1, 2016, which, to the maximum extent
19 possible, shall be developed in collaboration with the oversight and
20 advisory board.

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

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

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

35 G. The Homeless Management Information System, the database of
36 people accessing homeless services and housing, shows that fifty percent
37 of all people accessing homeless services are homeless for the first time.
38 For 2014, the most recent year for which detailed data are available, forty-
39 six percent of families accessing homeless services were homeless for the

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40 first time and sixty-four percent of homeless youth were homeless for the
41 first time.

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

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

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

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

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

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

71 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

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

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

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

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85 Delete Attachment A, Best Starts for Kids Youth and Family Homelessness Prevention
86 Initiative Implementation Plan, Updated May 3, 2016, and insert Attachment A, Best
87 Starts for Kids Youth and Family Homelessness Prevention Initiative Implementation
88 Plan, Updated May 9, 2016.

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

91

92 **EFFECT:**

93 **The amendment would make a number of grammatical and typographical**
94 **corrections to both the proposed ordinance and to the proposed implementation**
95 **plan (Attachment A to the Proposed Ordinance). In addition, it would make the**
96 **following substantive change to Attachment A:**

97 • **Would indicate that it is the County's intent that this initiative receive an**
98 **independent evaluation and that the County anticipates it will use evaluation**
99 **funds from the Best Starts for Kids levy to be allocated as part of the general**
100 **implementation plan. If philanthropic funds are secured for independent**
101 **evaluation of this initiative, they would be used to supplement the BSK**
102 **funds.**

103 • **In addition, it would permit a delay of the first evaluation report from June**
104 **2018 to June 2019 to fully capture the first year and a half of program data.**

105



King County

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

Response to Ordinance 18088

May 9, 2016

Department of Community and Human Services

1
2 *Updated May 9, 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.

51

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

53

- 54 • 83 percent of homeless children have witnessed a serious violent event
- 55 • 47 percent have anxiety, depression or withdrawal
- 56 • 43 percent have to repeat a grade

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

- 57 • Homeless children are far more likely to have significant health issues.

58 Local research by Dr. Debra Boyer and others also indicates that youth and young people who
59 are being sexually exploited or physically abused are at risk for homelessness, among other
60 serious concerns.² Among youth who were released from Juvenile Justice and Rehabilitation
61 Administration facilities in Washington, a recent study found that 26 percent are homeless
62 within 12 months of being released. This same study also found that recidivism rates were
63 higher for these youth than for youth having stable housing upon their release.³

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

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

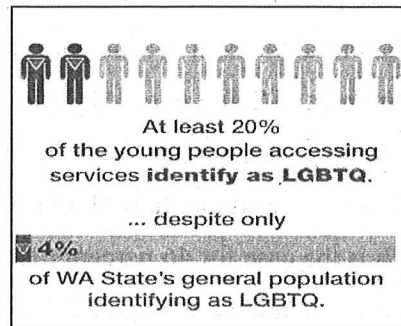
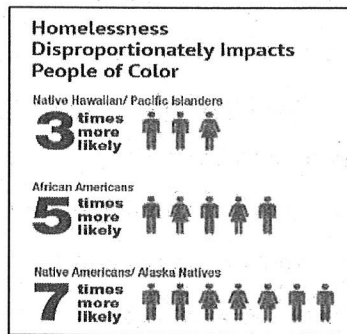
³ DSHS Research and Data Analysis Division, *Impact of Homelessness on Youth Recently Released from Juvenile Rehabilitation Facilities*, June 2013, RDA Report No. 11.191.

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>

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

83



84

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

88

89 **II. Coordination with Existing Programs**

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

96

97 While it will not supplant existing programs, the initiative has been designed to coordinate with
98 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.

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

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

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

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

123 The 2-1-1 system will be incorporated into the Youth and Family Homelessness
124 Prevention Initiative in two ways. First, existing call volumes to 2-1-1 from different
125 parts of the county will be used to inform the design of the Request for Proposals for
126 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/>

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

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

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

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

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

156

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

166

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

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

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

187

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

192

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

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

208

209 While some of the clients who participated in the Domestic Violence Housing First Initiative
210 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/>

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

217

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

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

221

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

225

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

230

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

234

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

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

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

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

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

253 **Case Management/Advocacy**

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

259
260 This is a significant cultural shift for agencies, because many government assistance programs
261 are based on a distrust of clients. For most programs, clients must prove that they meet program
262 criteria and then are told what specific assistance they are eligible to receive even if they know
263 something else will help them more. Because successful implementation of the proposed Youth
264 and Family Homelessness Prevention Initiative model will entail changing organizational
265 culture, training and learning circles will be part of the initiative's implementation.

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

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

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

279 **Flexible Funding**

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

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

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

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

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

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

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

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

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

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

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

322 **Who is Eligible?**

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

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

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

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

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

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

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

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

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

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

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

375 In the initial stages of the program, it is likely that the domestic violence organizations that have
376 been operating this program successfully for several years with the Gates and Medina

377 Foundation money will be able to be up and running before organizations for which this
378 initiative is new. Rather than awarding those agencies more money, the Planning Committee
379 recommended that not all of the money be awarded at once in the first year, since the initiative
380 will begin midyear anyway. Some of the funds from the first year will be reserved to grant
381 additional funds to agencies that run out of the flexible funds before the next year's allocation.

382

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

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

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

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

401 All agencies receiving money will be required to enter client data into a database that will
402 enable data matching with the HMIS. The County's Department of Community and Human
403 Services (DCHS) has been working with the vendor for the HMIS system to create a separate
404 module for the data from the Youth and Family Homelessness Prevention Initiative. DCHS has

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

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

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

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

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

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

- 427 1. The individuals served do not show up in HMIS for homeless services in the future
428 (meaning they have been able to avoid homelessness).
- 429 2. There is a reduction in the number of youth and families who are newly homeless.
430 It is essential that both outcomes are measured because if the program measures only
431 whether individuals show up in HMIS for homeless services or not, there is no way of

432 knowing whether those individuals ever would have become homeless. However, if
433 there is also a reduction in the number of newly homeless youth and families, it is clear
434 that agencies are targeting the right individuals and families.

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

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

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

454 **How Will Providers Be Trained?**

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

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

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

469

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

479

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

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

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

506 In addition to targeting specific types of organizations, the CYAB also discussed the need to
507 recognize the difference between delivery of services in rural versus urban contexts. The
508 County will pay special attention through the allocation process to geographically isolated areas
509 that have limited access to wrap-around services, including developing strategies to coordinate
510 with existing local providers. In order to make funds available to all areas of the County,
511 County staff are considering releasing separate regional RFPs so that the initiative will be
512 available county-wide and to account for the differences in how services may be delivered in an
513 urban versus a rural area. If the County does not issue regional RFPs, the County will still
514 ensure regional availability of the program and consider potential differences in service delivery
515 between urban and rural areas. The chair of the Council shall appoint up to three persons to
516 serve on each RFP scoring panel for this initiative. Each person appointed shall be a council
517 district staff designated by a council member.

518 In addition, the County will hold regional bidders' conferences for interested providers to help
519 them learn about the initiative and the program model. During 2016, the County will expend up
520 to \$100,000 to contract with a consultant to provide targeted assistance on the Domestic
521 Violence Housing First program model, LGBTQ awareness and to provide technical assistance
522 to small organizations to help draft RFP responses. Training will be focused on small
523 organizations, particularly those that serve disproportionately-affected populations, to help them
524 prepare proposals that are responsive to the RFP. All successful bidders will receive training to
525 implement the initiative with fidelity to the model as well as to understand what resources
526 currently exist for families and youth so that connections can be made to those programs.
527 Within six weeks after each RFP process under this initiative has been concluded, agencies and
528 allocation amounts have been determined and contracts with provider agencies selected are
529 signed, the executive must transmit to the council a report listing the provider agencies to
530 receive funding allocations, as well as the amount of funding allocated to each agency, and a
531 motion accepting the report.

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

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

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

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

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

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

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

566 While it is understood that evaluation of the Youth and Family Homelessness Prevention
567 Initiative will be conducted through the general Best Starts for Kids evaluation, and that
568 evaluation model has yet to be determined, DCHS may wish to consult with the Washington
569 State Institute for Public Policy¹⁶ or similar research and public policy organizations to develop
570 a model and protocols for evaluation. DCHS will seek to obtain philanthropic funding to secure
571 outside evaluation on program outcomes and the effectiveness of the program model. It is the

¹⁶ <http://www.wsipp.wa.gov/>

572 intent of the County that an independent evaluation will be conducted for this initiative. The
573 County anticipates that it will use funds from the Best Starts for Kids levy consistent with
574 Ordinance 18088 Section 5.C.4. to support this independent evaluation. If philanthropic funds
575 for an independent evaluation are secured, those funds will be used to supplement Best Starts
576 for Kids levy funds used for evaluation. An evaluation on the first year and a half of program
577 implementation will be completed no later than June 1, 2019, and will be transmitted to the
578 King County Council as part of the required annual report.

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

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

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

Alison Eisinger	Seattle King County Coalition on Homelessness
Edith Elion	Atlantic Street Center
Melinda Giovengo	YouthCare

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

AGENDA ITEM #12

18285

12

May 9, 2016

1
to S1

Sponsor: Kohl-Welles, Dembowski,
McDermott

[mb]

Proposed No.: 2016-0156

JKW → 9-0 passed

1 **AMENDMENT TO STRIKING AMENDMENT S1 TO PROPOSED ORDINANCE**

2 **2016-0156, VERSION 3**

3 In Attachment A, Best Starts for Kids Youth and Family Homelessness Prevention

4 Initiative Implementation Plan, Updated May 9, 2016, on page 2, beginning on line 22,

5 insert "The plan may be amended by ordinance."

6 **EFFECT: *Would provide that if the Council wishes to make changes to the***

7 ***implementation plan in the future that it could do so.***