

**Target Geographic Area:** As the designated Collaborative Applicant, New York City Department of Homeless Services (DHS) is applying to participate in the Youth Homelessness Demonstration Program (YHDP) on behalf of the NYC Coalition on the Continuum of Care (NYCCCoC) for the CoC's entire geographic area and is not requesting participation as a rural community. The total community population between ages of 10 & 24 within the geographic area, based on current US census data is 1,549,828. The poverty rate for the population aged 12-24 is 27.5%.

## **LEADERSHIP CAPACITY**

### **1- Similar systematic challenge**

At the time of our last submission, the NYCCCoC achieved the milestone of effectively ending chronic homelessness among NYC Veterans, as confirmed by The United States Interagency Council on Homelessness, Department of Housing and Urban Development (HUD), and Department of Veterans Affairs (VA), and continues to approach an end to Veteran homelessness. Between 2011 and 2017, NYC decreased Veteran's homelessness by 90%, double the nationwide reduction of 47%, and created a rapid rehousing system that housed newly homeless Veterans within 90 days. To accomplish this, the NYCCCoC established a Task Force including: the VA, Mayor's Office, NYC's housing and welfare agencies, and the City's VA-funded nonprofit providers and local and national supportive housing organizations. The Task Force set standards for ending Veteran homelessness and time standards for getting homeless Veterans into housing per HUD/USICH guidance. Of primary importance was establishing a single, unified data system, Vet Tracker, a user-friendly web based tracking system, that includes all non-housed Veterans basic information and eligibility, housing search and placement progress. To accurately identify all homeless Veterans in NYC, an initial data match was conducted between DHS, HMIS and the VA systems that have since been systematized to provide constant updates. This permitted the creation and consequent updating of a single list of all non-housed Veterans in the Vet Tracker.

Mayor de Blasio made ending Veteran’s homelessness an administration-wide priority leading to substantial cross-system collaboration to identify housing resources for Veterans. Locally funded resources such as the New York/New York (NY/NY) supportive housing for seriously mentally ill homeless people prioritized Veterans for admission. The NYC Housing Authority (NYCHA) relaxed housing choice voucher policies to facilitate movement between project and tenant based assistance in HUD-VASH. This was done to encourage Veterans to accept permanent housing in project based SRO units with the promise that the voucher could be converted to a tenant based voucher if the Veteran sought other housing options. The City’s other housing agency, the Department for Housing Preservation and Development (HPD) offered a subset of their Section 8 vouchers to Veterans that were ineligible for HUD-VASH and prioritized hundreds of HPD-financed apartments for homeless Veterans. The VA adopted a system-wide Housing First approach and converted almost all its transitional housing (in the form of Grant and Per Diem – GPD funded programs) to permanent supportive housing based on Housing First/harm reduction models. In addition, the VA provided a ‘surge’ in Supportive Services for Veteran Families (SSVF) resources to get Veterans under lease in an adequately equipped housing unit. As part of the City’s effort to end chronic homelessness and ensure sufficient staffing to maintain the system being created, the Mayor’s Office of Veterans Affairs (now the Department of Veterans’ Services), built out a dedicated team focused on housing homeless Veterans, hiring the lead from the coordinated efforts as the Director, a housing resource specialist, and five Veterans to operate a peer-to-peer engagement model for helping Veterans enter and remain in housing. The successful model used to end Veteran’s homelessness in NYC is one we aim to replicate for young people.

**2 (a-e) – Identify the proposed YHDP lead agency**

The Department of Social Services (DSS) will serve as the YHDP lead agency. DSS provides an integrated management structure to both DHS and NYC Human Resources Administration (HRA).

DHS is the agency charged with providing shelter, housing and support services to homeless families with children, families without children and single adults. HRA administers public assistance programs including homelessness prevention and rental assistance programs. DHS operates five 24 hour drop-in centers serving adults over 18 and a comprehensive street outreach program deploying teams 24/7 across the NYCCCoC's entire geographic area with the goal of assisting people to move from the streets into housing. Governed by a unique "right to shelter" mandate for homeless families with children, NYC is required to provide shelter to families and individuals who lack housing alternatives. No one is put on a waiting list or turned away due to lack of shelter capacity. DHS provides shelter for more than 60,000 people per night including single adults, families with children and adult only families at an annual cost of \$1.6 billion. In addition to the existing 89 beds within the DHS shelter system that are designed to serve young adults, in early 2017 DHS opened the first ever shelter for LGBTQ young adults aged 18 to 30 in the Bronx with the capacity to shelter 81 people per night.

DSS has several initiatives in place to prevent and end youth homelessness. DSS is responsible for the administration and oversight of 24 "Homebase" programs, a city-wide prevention model to assist residents from entering homelessness including counseling and financial assistance. This year, New York City passed the "Right to Counsel" for any person or family that cannot afford legal assistance in housing court as a mechanism to prevent evictions and entry into homelessness. HRA and DHS, in collaboration with State and City partners, also provide an array of permanency options to assist homeless and at-risk young people to secure permanent housing, including three permanent housing rental assistance programs. The City provides housing resources to youth aging out or recently discharged from foster care including Administration for Children Services (ACS) Housing Subsidies, priority status for selection to units in NYCHA public housing, and as of March 2018; 94 Youth Section 8 vouchers under the Family Unification Program (FUP). The 94

vouchers issued thus far is a significant increase from the 44 vouchers that were initially distributed by NYCHA in October of 2017. The NY/NY III supportive housing agreement between NYC and NY State provides 400 permanent supportive housing beds for youth. Within the new city Supportive Housing initiative NYC 15/15 aimed at developing 15,000 new supportive housing units by 2030, there will be a set-aside of nearly 1,700 units for young people. For singles, there will be 989 congregate units and 247 scatter-site units, and for pregnant and parenting youth, 361 congregate units and 90 scatter-site units. The state commitment for new permanent supportive housing also emphasizes the needs of runaway and homeless youth as well as youth leaving foster care.

Another critical city agency responsible for the care of young people experiencing homelessness in NYC and one that will play a critical role in the YHDP process is the Department of Youth and Community Development (DYCD). DYCD funds and administers residential, street outreach and drop-in services for NYC's Runaway Homeless Youth (RHY) through contracts with nonprofit providers. Under the leadership of Mayor de Blasio, DYCD has tripled their funding for and investment in RHY services, funding a total of 753 crisis and transitional housing beds for 16-20 year olds and seven drop-in centers for youth up to 25 years old. Within this portfolio, there are specific programs designed to meet the needs of young people including: LGBTQ youth, transgender and gender expansive youth, mother & child, and trafficked or exploited youth. Of the seven drop-in centers that DYCD funds, two operate 24/7 as youth-specific respite centers during overnight hours with specialized services for LGBTQ youth. Services are designed to connect young people to educational and career opportunities that will help them establish self-sufficiency while supporting their social and emotional needs. DYCD funded programs use the evidence-based practices of Positive Youth Development (PYD) and Trauma Informed Care (TIC). Residential programs are certified under the regulations of the NYS Runaway Homeless Youth Act which

requires key important features to youth-centered and developmentally appropriate settings such as, “homelike environments of 20 beds or less.”

Since last year’s application, Deutsche Bank went beyond their pledged commitment to fund a full time position of a Senior Coordinator of Youth Homelessness in New York City. This position was filled in March 2018, reports to the Deputy Mayor for Health and Human Services and will be the staff lead on the YHDP. The Senior Coordinator was hired directly from a local Runaway Homeless Youth provider specializing in LGBTQ services with seven years of direct experience. The Deputy Mayor for Health and Human Services provides oversight to all of DSS and therefore most of the services provided to homeless individuals in New York City. Under her leadership she has created an Interagency Homelessness Accountability Council (IHAC) consisting of all health and human service commissioners as well as the commissioners for DYCD, HPD and NYCHA to lead the City in our coordinated efforts. Within the IHAC is a youth-specific working group facilitated by the Senior Coordinator. The Senior Coordinator is empowered with sufficient authority to make critical decisions and coordinate multi-agency efforts as the lead staff member on the YHDP in collaboration with DSS and the Youth Action Board (YAB). **See attachment #1 - YHDP team.**

### **3- CoC Structure to support lead agency**

The NYCCCoC provides \$108 million in additional local housing resources for NYC. The 30-member NYCCCoC Steering Committee provides leadership in preventing and ending all homelessness, including youth homelessness, in the following ways: establishes funding priorities to ensure resources are strategically allocated to end youth homelessness; establishes policies to expand the use of evidence-based practices; coordinates advocacy for funding and policy changes; establishes performance targets and evaluation criteria for projects serving youth; monitors project performance and reallocates funding to ensure resources are invested in projects that are effective;

coordinates citywide applications for housing and service funding; and coordinates strategic, cross-sector partnerships. Within the NYCCCoC there is a 40-member Youth Committee, chaired by the new Senior Coordinator for Youth Homelessness, ensuring participation of city officials, providers and other stakeholders throughout the discussion and work to prevent and end youth homelessness in NYC. The Youth Committee identifies the needs of homeless and at-risk youth and the gaps in services, coordinates training and technical assistance opportunities to expand provider capacity, collaborates with the YAB, and assists DYCD and the Center for Innovation through Data Intelligence (CIDI) with the annual youth count. (CIDI conducts inter-agency research to identify areas of service need in NYC and is part of the Office of the Deputy Mayor for Health and Human Services.) The 15-member NYCCCoC Evaluation Committee evaluates projects serving young people within the CoC and oversees quality assurance, analysis, and reporting of evaluation data. The 10-member NYCCCoC Performance and Quality Improvement Committee coordinates efforts to strengthen performance and implement continuous quality improvement strategies among projects serving youth, uses evaluation data to identify projects failing to meet performance standards, engages key leaders from agencies to strengthen project performance, provides technical assistance to support performance improvements, and recommends funding reallocation to the Steering Committee. The 20-member NYCCCoC Data Management Committee provides oversight of the HMIS system to ensure that data are available to help the NYCCCoC understand the dynamics of youth homelessness, including planning and implementing strategies to improve data quality, strengthen participation in HMIS, and improve utility of data reports. The 15-member Coordinated Assessment and Placement System Committee representing government, nonprofits and other entities, coordinates efforts to ensure an effective Coordinated Entry System for young people as follows: plans and implements strategies to ensure young people experiencing a housing crisis can access services promptly through a standardized assessment process that is age

appropriate, consistent, respectful and inviting; plans strategies to provide the type of intervention most appropriate to young people's immediate and long-term housing needs and preferences; plans strategies to ensure that program eligibility criteria are transparent, widely understood, and do not result in young people with the most intensive service needs being screened out; establishes standard prioritization standards to determine how resources are allocated; plans strategies to ensure that young people who have been homeless the longest and/or are the most vulnerable are prioritized for the housing option best suited to meet their needs and preferences in alignment with ensuring client-driven supports and youth choice.

The 10-member NYCCCoC Youth Action Board ensures that CoC policies and practices are informed by the voices of young people with lived experience of homelessness in the following ways: consults with the NYCCCoC Steering Committee on policies, funding priorities, and system and project evaluation strategies, provides opportunities for youth to actively design, implement and evaluate the services they receive, coordinates outreach and engagement to ensure active participation by a diverse group of young people. The YAB has been meeting on a bi-monthly basis since our last application for the YHDP and has been involved in many of the local achievements our community has seen for young people experiencing homelessness. **See attachment #2 for more information on the YAB Governance and Goals.**

#### **4 - How CoC includes direct youth participation**

The NYCCCoC established a Youth Committee in May 2012 which consists of youth-serving organizations; city, state and federal agencies; youth; and advocates. The NYCCCoC established a Youth Action Board in 2016 in order to advise the YHDP project. Members are appointed to the YAB by other YAB members or nominated to the YAB by youth-serving agencies in NYC, by the NYCCCoC Youth Committee, or by volunteering and being appointed by the NYCCCoC board. Youth can participate in the YAB meetings regardless of their position within the governance

structure. The YAB members elect two co-chairs. The Coalition for Homeless Youth (CHY), a statewide membership organization, provides support for the YAB to conduct their meetings and activities including distributing stipends via the CoC, supplying food and refreshments for YAB meetings, and maintaining agendas and minutes for YAB meetings. The NYCCCoC solicits and receives information and guidance from the YAB in connection with plans to prevent and end youth homelessness, funding decisions for youth-serving NYCCCoC projects, implementation of Housing First in youth-serving programs, and the design and implementation of coordinated entry to serve youth in NYC. If awarded the YHDP, we propose hiring two young people to work as planning experts in the forthcoming coordinated community plan.

#### **5 – CoC’s willingness and ability to engage youth providers outside of CoC**

In establishing its Youth Committee, the NYCCCoC sought to engage a wide range of youth providers that had not been active in the CoC and those who do not receive CoC funds. All youth providers that receive CoC funding and several non-CoC funded providers that receive RHY funding are participants in the Youth Committee. Additionally, CHY, a voting member of the NYCCCoC, is an active participant in the youth committee and assists the committee in identifying and engaging youth-serving organizations, including those serving youth at-risk of exploitation and trafficking, health clinics serving youth – especially those at high risk for HIV transmission, agencies that receive DYCD RHY funds, and agencies that provide emergency shelter to youth. Those who are not yet engaged are actively communicated with through individual reach-out, emails, and invitations to meetings. We anticipate that if awarded the YHDP, new providers will apply for new project funding approved through the coordinated plan, increasing the participation of providers not yet engaged in CoC activities.

#### **6 – CoC plans to engage other entities not working on youth homelessness**

The CoC has been actively seeking to engage entities that are not currently working specifically on

youth homelessness through the Youth Committee's efforts and through this second round of seeking YHDP funding. The CoC and city officials convened a Stakeholder meeting comprised of some of the partners from last year's organized efforts as well as new partners to gather ideas and to engage participants in planning for this proposal. During this session we identified a number of entities that have not yet been apart of or have fallen away from the work of ending youth homelessness such as the NYC Center for Youth Employment, the Family Services Division of DHS, HPD, and the Students in Temporary Housing Division of the Department of Education (DOE). New partners we aim to engage include City University of New York (CUNY) and the NYS Office for People with Developmental Disabilities (OPWDD) – two entities peripherally involved in efforts for the homeless who we believe can play a more intentional role in serving young people. The YAB and Senior Coordinator will host monthly strategy sessions with the goal of creating a better connected network and system of stakeholders interested in working on the coordinated community plan whether or not we receive YHDP funding.

The interest of the private sector to participate in our planning efforts continues, as evidenced by Deutsche Bank's support for NYC to hire the Senior Coordinator for Youth Homelessness. Other private entities include The Robin Hood Foundation, the New York Community Trust and the Johnson Family Foundation. As the NYCCCoC moves forward with the plan to serve young people experiencing homelessness, we will build relationships with owners and developers of affordable housing and work directly with HPD to help expand housing choice specifically while NYC is in the process of building new affordable housing.

**CURRENT RESOURCE CAPACITY: See attachment #3, Current Resource Capacity**

## **COMMUNITY NEED**

### **1, 2 (a-e) - Youth Specific Needs Assessment**

A youth specific needs assessment was completed prior to the submission of this application. The

most recent youth specific needs assessment occurred as part of a comprehensive review of NYC's homeless programs commissioned by Mayor de Blasio, completed in 2016. The assessment was a system-wide process whose methodology included an operational review of the 20-year old homeless services system to assess strengths and challenges and identify opportunities to deliver services more efficiently and effectively to prevent, reduce and manage homelessness, and improve client outcomes. The review drew upon an earlier Youth Systems Mapping Session in 2013 which had engaged 67 professionals and 6 young adults who worked from real profiles of young adults to plot their paths as they fell into homelessness, experienced homelessness, and then tried to stabilize their lives and secure permanent housing. These maps laid out complex and overlapping systems and relationships: family, shelter, housing, criminal justice, foster care, education, mental health, etc. Building on these maps, participants identified challenges and gaps in various city systems and proposed specific solutions.

Gaps identified in the systems mapping included: emergency & transitional beds where youth can stay until they secure housing and that meet the needs of parenting, pregnant, LGBTQ and sexually exploited youth as well as youth aged 21-24; permanent housing (PSH and Rapid Rehousing); virtual and physical one-stop centers to help youth navigate multiple systems; family intervention and support services; and culturally competent mental health services. The gaps identified in the mapping activity have helped guide subsequent initiatives and innovations in the homeless youth system through two initiatives launched by the First Lady of NYC, Chirlane McCray: ThriveNYC – a comprehensive mental health plan for NYC and; the Unity Project – NYC's multi-agency strategy to deliver unique services to LGBTQ youth. The city has also funded two 24 hour drop-in centers and expanded the number of beds within DYCD (+500 through 2019 for a total of 753) and DHS (+81 in new LGBTQ young adult shelter). Future changes will include expanded age eligibility of some DYCD housing, access to temporary rental assistance to DYCD residents when

they exit shelter and the 1,700 youth unit set-aside in the new Supportive Housing commitment. This past year, the YAB initiated and designed a needs assessment where they identified the primary needs of their peers and are in the process of compiling a list of where those needs are able to be met and what gaps still exist in the systems they utilize. The YAB intends on completing this assessment in 2018 and presenting it to the stakeholder community as part of the YHDP process.

### **3 (a-d) - CoC's ability to collect and report data during PIT Count**

2017 PIT Count (#3a-d) The PIT numbers are as follows:

- a) # unaccompanied youth (24 or younger) 2017 sheltered PIT count: 1,738;
- b) # pregnant & parenting youth (24 or younger) 2017 sheltered PIT count: 2,525;
- c) # unaccompanied youth (24 or younger) identified in the 2017 unsheltered PIT count: 265;
- d) # parenting youth (24 or younger) 2017 unsheltered PIT count: 0.

### **3 (e) – Youth specific PIT count**

This past year, CIDI and DYCD facilitated the 2017 Youth Count, a youth-specific count at the same time as the rest of the CoC's 2017 PIT count activities with additional days added beyond the overnight period. The count was a 4-day effort by 73 participating programs (10 more than the prior year) to survey every person age 24 and younger who came to a participating site or was reached by phone or encountered during outreach. The count included the following partners: NYCCCoC, ACS, DYCD, NYC Department of Probation, the Supportive Housing Network of NY, 18 drop-in centers, 12 outreach teams, 11 housing programs, 8 community-based probation sites, 10 libraries, 6 emergency shelters, 5 community centers, the public defender's office, one school and a housing assistance program for youth in foster care. The assessments targeted youth based on the following typologies: unsheltered according to the HUD PIT definition and including streets, parks, walking around and other places not meant for sleeping; unstable living situation, including shelter, drop- in center, transitional housing, church, couch surfing due to lack of stable

housing, hotel/motel, institutions, sex for shelter; and stable living situation. The youth count was specifically designed with an understanding of how the characteristics and behaviors of homeless youth differ from older homeless adults and incorporated methodologies to capture data about young people who may have been missed by the City's traditional unsheltered count and data not required by HUD. The NYCCCoC used the following additional categories to characterize youth: number and types of places where youth stayed in past month, length of time without a permanent place to stay, gender, ethnicity, race, sexual orientation, child welfare system involvement, disability, substance use, adult/juvenile justice system involvement, experience of domestic violence/trafficking, and pregnancy/parenting.

Sheltered PIT count data for youth were obtained directly from HMIS and non-HMIS participating emergency shelter, safe haven, and transitional housing providers. These methodological adjustments included engaging youth service providers, LGBTQ partners, and young people in planning and conducting the count; using a broader definition of homelessness to measure the spectrum of housing instability among youth – though only youth meeting the HUD definition were included in PIT data reported to HUD. Data were analyzed by CIDI and are being used by the NYCCCoC, providers and city agencies to understand the scope of homelessness and housing instability, characteristics and service needs among youth and to inform policies, programs and decisions regarding capacity expansion, resource investment and prevention strategies.

**3f. # of unaccompanied homeless youth reported by LEA to DOE 2016-2017: 6,722**

### **3g. Factors contributing to youth homelessness**

In NYC, homelessness and housing instability during late adolescence and young adulthood stems from a variety of causes. During the needs assessment we found that 34% of young people reported being kicked out of their homes; 42% of NYC's homeless youth had been placed in foster care or a group home at some point in their lives; and 53% of NYC's homeless youth had

experience in the criminal justice system. Nearly two-thirds of NYC's homeless youth are disconnected from school and unemployed, impeding their ability to access and sustain housing. Homelessness is often due to unsuccessful institutional discharges and family conflict in the context of poverty, unemployment, overcrowding, physical, sexual and emotional abuse, neglect, addiction and mental illness in the young person or a family member, death of a caretaker, pregnancy, disconnection from education, homophobia and transphobia. In fact, though just 10% of NYC public school students identify as gay/lesbian or bisexual, 42% of unsheltered or unstably housed youth identified as LGBTQ during the 2017 Youth Count. Additionally, the historical and systemic impact of racism contributes to nearly 90% of the homeless youth population in New York City identifying as people of color; including nearly 40% as Hispanic/Latinx. NYC knows from *Voices of Youth Count* at Chapin Hall and *Supporting Partnerships for Anti-Racist Communities (SPARC)* from the Center for Social Innovation that these are also national trends. In March of 2017, CIDI and the Corporation for Supportive Housing (CSH) released a study, *Housing Trajectories of Transition-Age Youth*, (**see attachment #4**) which NYC is using to understand factors contributing to youth homelessness. Some findings from this report show that 63% of young adults ages 18-21 who exited foster care or homeless services between 2008 and 2013 did not return to homeless services or jail within the two years following their exit. Young people who had access to a subsidized exit were much less likely to return to homelessness. Other findings demonstrated that young people who exited homeless services had higher risks of system-utilization than those who exited from foster care, and that the frequency which a young person used a system during their youth would increase the likelihood that they would use more systems as adults. This demonstrates some of the cyclical patterns that young people experience during homelessness and will act as the basis for innovative and subsidized exit models moving forward. CIDI and CSH are working on a second phase of this research to develop a typology of youth

homelessness. This typology will provide a better understanding of the sequencing of events for youth and identify key risk factors to develop prevention strategies early on.

Our local stakeholder community is aware that the drivers and factors contributing to youth homelessness must be seen not only as issues of individual experiences but as consequences of structural and systemic failures in our society which lead to ongoing disparities. With this planning grant we would facilitate an updated needs assessment to examine particular factors contributing to homelessness among young people in NYC.

## **CAPACITY FOR INNOVATION**

### **1 – CoC system-wide change in behavior**

The NYCCCoC has been in the process of a successful major system-wide shift since the first round of the YHDP funding announcement. First, as mentioned in our previous application, in alignment with HUD’s mandate that all CoC funded programs operate using Housing First (HF) framework and with the support of the HUD TA, the NYCCCoC set up site visits with all CoC youth funded programs to determine how the programs could be converted to the HF model. The consultant facilitated a discussion and planning process to move the projects into consistency with HF. This initiative was a success; as of last year, all four have implemented their HF models in their CoC funded programs. Second, the YHDP’s requirement of creating a Youth Action Board has successfully changed the way the CoC engages young partners in this work. The impact of youth involvement and emphasis on serving young people in our CoC has led to the third system-wide shift; traditionally adult-serving nonprofit providers opening up new youth-specific Rapid Rehousing (RRH) programs. These will be discussed in following question #3 concerning RRH.

### **2 - An experience where one or more youth homeless providers adopted a new innovation**

Four providers adopted new innovations for youth experiencing homelessness in NYC: The Ali Forney Center (AFC), Destination Tomorrow, the LGBT Community Center, and Jericho Project.

Recognizing the specific needs and barriers that transgender youth face, AFC was motivated to try a new way of delivering services to a specific population. In 2017, AFC opened an 18-bed transitional housing program exclusively for transgender youth. In partnership with a longtime landlord, they leased the entirety of a three unit building so that the whole building is dedicated transitional housing for transgender youth.

Destination Tomorrow is a trans-led economic empowerment organization that teaches financial literacy, coding and high school equivalency courses for trans-folks experiencing homelessness. They have created a special partnership with TD Bank, following their motivation to include a corporate partner in the work of addressing homelessness, to help their clients learn financial literacy and to set up new bank accounts as part of the requirement for moving into many permanent housing programs. TD Bank contributes \$25 to each new client account.

The LGBT Center started the LGBTQ Institute for Family Therapy (LIFT) Certification Program. Recognizing that many LGBTQ youth end up experiencing homelessness due to family rejection, they were motivated to implement a program that trains clinicians to work with families with the goal of keeping young people in their homes. LIFT specifically trains clinicians in the Prevention division of NYC's child welfare agency ACS in techniques to prevent LGBTQ youth from entering foster care or homelessness.

Jericho Project adopted the new model of RRH for youth, the first organization to follow the guidance of HUD in providing a permanent housing model using a Housing First framework. Jericho Project was motivated to design a model to fill gaps between the crisis and supportive housing systems and now offers a time-limited transition into permanency for youth.

### **3- CoC Rapid Rehousing for Youth or PSH using Housing First**

The NYCCCoC awarded the first RRH program in the 2015 competition. In the 2016 competition one additional project was awarded. In the 2017 competition the NYCCCoC was awarded one

RRH expansion project and the first youth dedicated transitional housing/rapid rehousing (TH/RRH). Currently, one of the four projects is operational serving 45 youth in RRH units. When all projects are contracted and operational the CoC will have 205 RRH units for youth.

#### **4 - Describe intervention not currently operating that CoC wishes to pursue**

After multiple stakeholder meetings, including the participation of the YAB and youth who access services but are not part of the YAB, there are a number of interventions the NYCCCoC may implement as a result of this initiative. If awarded the YHDP grant, the CoC would create two consultant positions for youth with lived experience to carry out the planning efforts of preventing and ending youth homelessness. In addition, the CoC would pursue:

- 1) Family intervention and mediation programming at nonprofit providers and faith institutions. It is known that family conflict is one of the primary reasons that youth end up experiencing homelessness. Though the LIFT program training clinicians at ACS is a great first step to preventing young people from entering homelessness, many families are not working with a child welfare agency and may be better served outside of the child welfare system in a manner that is optional and culturally sensitive through local community based providers and faith institutions. A barrier that prevents this currently is a needed culture shift at youth providers where family is often seen as the reason for young people's homelessness.
- 2) Kinship care or Shared Housing to keep young people in their homes of choice. As outlined in Appendix A, these funds could help young people stay with their family and not enter homelessness. This has not been an eligible project through the CoC NOFA which has been the barrier to implementation thus far.
- 3) Youth Housing Specialists at DYCD drop-in centers to assist with housing and placement navigation as young people. A barrier to implementation presently is due to the lack of available resources.

- 4) City-wide public awareness campaign informing young people where they can go if they are in need of housing assistance. There are multiple examples for NYC to follow that have been successful for other populations. Because the system is not yet fully designed, a barrier to implementation currently is that a public awareness campaign would be premature.
- 5) Creating a new priority for homeless youth admission into the City University of New York (CUNY) that offers free education and housing for two to four years as CUNY does for youth exiting foster care. Presently, evidence that this model has been successful for foster-care youth is surfacing which will remove the current barrier to implement the model for new populations.
- 6) New peer-to-peer aftercare program for young people who have experienced homelessness. The program would be designed to reduce the rates of return to shelter and be modeled on the successful peer program for homeless Veterans in NYC. The youth aftercare program would be implemented by nonprofits and staffed by formerly homeless youth. The program would be done in collaboration with drop-in centers to ensure that participants have continued access to case management, mental health services, legal service and vocational and educational services. A barrier to implementation is the lack of resources to test the program.

## **5 - Willingness to engage in new project models**

The city has created a robust DYCD shelter system for young people because we know shelter models are important; we must have a system that can respond to crisis adequately and quickly so that young people are not sleeping on the streets – but we also know that shelter is not enough. Since we have evidence that adequate subsidies upon exit from a system improves the likelihood that young people do not return to homelessness, we are creating more options for permanent exits instead of relying solely on the crisis response system. As indicated in the innovations we would like to implement, NYC is ready to create a plan to prevent and end youth homelessness through new projects within the CoC and new projects across the city through a diverse pool of resources.

Our willingness to change can be seen in the following undertakings:

- We were once a city unwilling to accept RRH as a viable model for young people; now there are multiple RRH and one TH-RRH youth contracts underway.
- Understanding that pregnant and parenting youth need who need permanent supportive housing have different vulnerabilities and needs than older adults and families, we have a created a new set of eligibility criteria and a holistic program model for them through a set aside in the new supportive housing commitment.
- Understanding the importance of sustainable income, at HRA we have implemented a revised program for young people on cash assistance called “Career Pathways,” a program model for 18-24 year olds focusing on education and career goals that move young people out of low-wage temporary positions into higher-earning long-term career paths.

This vision and driver for system change has been driven by youth – specifically LGBTQ youth of color who have been organizing through provider organizations and youth-led advocacy groups. The advocacy movement led by young people has created a wave of involvement by the Mayor, the First Lady, city agencies and City Council. The investment from Deutsche Bank to hire a Senior Coordinator for Youth Homelessness under the Deputy Mayor for Health and Human Services demonstrates the willingness and eagerness of private and public sectors partnering to make changes for young people. We are ready to be led by young people in this process and believe that we can learn from effective methodologies, moving away from those which have been less effective. With this funding opportunity, NYC is ready, willing and able to adopt new program models such that the paths to permanent exit are readily accessible to all youth no matter from which point they enter the system. **See attachment #5 for Youth System Map.**

## **COLLABORATION**

### **1 - CoC’s current written plan or strategy to prevent and end youth homelessness**

The NYCCCoC does not have a comprehensive written plan to prevent and end youth homelessness, which makes this grant particularly important to local efforts. However, this year there has been significant movement around the issue of youth homelessness at the city level. The members of the YAB and other youth-led groups participated in advocacy efforts resulting in three City Council bills being passed in April of 2018 to take effect in 2019. These three bills will: 1) expand the age that a young person can access DYCD housing from 16-20 to include some older youth ages 21-24, in better alignment with HUD’s definition of unaccompanied youth; 2) extend the length of stay in both crisis and transitional housing programs within DYCD from 30 days to 120 days and 18 months to 24 months, respectively; 3) mandate that NYC creates a capacity plan for young people experiencing homelessness. The support of the YHDP grant would significantly assist and enable NYC to collaborate in the development and implementation of a coordinated community approach to ending youth homelessness for this expanded population of RHY. Additionally, the YDHP funding would enable CIDI to improve their data and tracking of homeless youth across multiple systems, analyzing the efficacy of these new interventions to plan for future service provision.

**2- Stakeholder Chart: See attachment #6, Stakeholder Chart**

**3a-d - Coordinated Entry for youth**

This year, the YAB, advocates and young people from nonprofit providers successfully advocated for a specialized Coordinated Entry process by which young people can move directly from a DYCD youth shelter into a DHS facility. Though shelter is not the best long term option for any person, the ability of young people to seamlessly transfer between systems is very important in order to avoid any street homelessness after aging out of the youth system.

There are two coordinated entry access systems operating in NYC that serve youth – one specific to youth entering the system through our DYCD-RHY programs and the second specific to youth

entering the system through our DSS/DHS programs. On the DYCD-RHY side, the city uses Capricorn, a system that shows live vacancies enabling staff to refer young people between the ages of 16 and 20 years old into a youth-specific bed the day they present as in need of one. On the DHS side, HRA has created a coordinated entry system, Coordinated Assessment Placement System (CAPS) for young people 18 years old and older. Through CAPS, the Coordinated Assessment Survey (CAS) is available to all users of the homeless database in NYC – 13,000 individual users, 3,000 programs and over 1,000 agencies. NYCCoC is preparing to implement the CAS at more intake points including HIV/AIDS (HASA) shelters and Domestic Violence shelters. In addition, the CoC is working to integrate Veterans data into CAPS and working with DYCD to pull previous RHY homeless data into CAPS so that all previous stays in youth shelters would be counted in history of homelessness. NYC is using a Standardized Vulnerability Assessment (SVA) in CAPS and by the end of 2018 will have one specific for youth. Through this planning grant, we would aim to merge these two systems so that there is one truly coordinated entry system operating for all people within the city such that a young person could walk into any system and be immediately referred to a youth-specific crisis unit and be assessed for the most appropriate permanent housing option that they agree suits their needs. CoC funded resources available to youth through coordinated entry include permanent supportive housing and direct referral into those units from foster care. Coordinated entry will be more fully integrated across systems of care for youth in NYC such that TH-RRH, RRH and any other new CoC funded projects will be made available through this system.

#### **4 - System level discharge strategy**

The CoC uses performance measures to confirm positive outcomes for youth, guiding program changes to move towards a system where no person is discharged into homelessness. In the child welfare system, youths are allowed to remain in foster care until they turn 21 and to receive

assistance with housing and other types of referrals up to age 25. ACS and NYCHA have collaborated to create discharge opportunities for youth in foster care: 300 public housing units are allocated to youth aging out; as well as youth 18-21, who have recently been discharged from foster care and are homeless or are at risk of becoming homeless. The NY/NY III Supportive Housing agreement designated 200 beds for youth aging out of foster care and an additional 200 beds to serve Seriously Mentally Ill (SMI) youth. Within the NYC 15/15 Supportive Housing initiative, there will be 1,700 units set aside for homeless youth and the state intends to designate more units for youth who are at risk of or experiencing homelessness as well. Several initiatives are also in place to prevent juvenile justice discharges into homelessness. Juvenile Justice is under ACS's purview and works to identify permanency placements for youth leaving care, visiting with families, conducting home inspections and providing after care to youth exiting juvenile justice. NYCHA has revised its policies to allow young people with some criminal histories to be able to rejoin their families living in public housing or with a NYCHA housing voucher. This family reunification approach reduces discharges of young offenders into homelessness. The NYC Department of Corrections (DOC) has increased linkages with the Department of Education to enhance educational services to youth detained in the city jail system to increase their preparedness and ability to maintain independent housing when they are released.

Discharge from health institutions is regulated by NYS Department of Health (DOH) and includes planning based on one's needs. A plan is to be provided in writing before departure from the hospital and involves the patient, family members or people designated to make decisions with or for the individual. Some hospitals have social workers on site to facilitate appropriate discharges that prevent homelessness and provide the most appropriate level of care for the individual.

Discharge from mental health institutions is regulated by NYS Office of Mental Health (OMH) and mandates the facility to create a discharge plan with appropriate level of services dictated by

the person's mental health condition and social needs. This includes housing applications, Medicaid enrollment services, case management services and depending on the severity of the condition, warm transition to providers.

## **5 - Role of PCWA in serving homeless children and youth**

ACS is committed to improving permanency outcomes for youth in care. For those under the age of 18, ACS works diligently alongside their contracted providers to support the wellbeing and housing stability of minors. ACS is actively working towards decreasing the length of time in foster care and increasing the number of foster care placements with kin. In 2016, The Foster Care Interagency Task Force was created following legislation by City Council. In March of 2018, the Task Force published the, "Report of the Interagency Foster Care Task Force," which included 16 recommendations aimed at improving care for youth who are living in foster care.

ACS provides additional support to older youth in foster care through a Housing Academy Collaborative (HAC). HAC was created in March 2013 to better prepare youth to maintain long-term possession of housing when they transition from foster care. The primary goal of the program is to work with stakeholders to improve the delivery of housing services to young adults, while enhancing the preparedness of those youth to meet the challenge of independent living through curriculum focused on key components associated with obtaining and maintaining housing. There is a series of five training modules, plus an additional two for those who are pregnant and parenting. An entire module is dedicated to financial literacy and another is dedicated to working with the youth around tenants' rights and responsibilities. The ACS Housing Unit assists foster youth ages 18 and older with applying both to NYCHA and to supportive housing developments. ACS will provide a housing subsidy of up to \$1,800 that assists foster youth with moving costs, first and last month's rent and/or furniture purchases as well as a \$1,000 discharge grant to help them purchase items necessary to set up an apartment. ACS partners with HRA to establish public

assistance for youth upon discharge from care if they are not working so that there will be income to pay rent costs. Stability and permanency is the ultimate goal for young people exiting care. ACS is exploring the implementation of new models for permanency while also augmenting their current system design to ensure broader access to youth leaving their care.

**FINANCIAL RESOURCES**

**1 – Additional Funding**

Based on commitments and funding secured to date, the NYCCCoC will obtain \$475,000 in additional funding (see **attachment #7, Funding Commitment Letters**) other than HUD TA, to support the development of the YHDP Coordinated Community Plan from the following public and private sources as outlined in below:

Source	Amount	Purpose
Deputy Mayor’s Office	\$200,000	Senior Coordinator & leads at ACS and DSS/DHS
DYCD	\$165,000	Leadership, Planning & Youth Count project
Deutsche Bank	\$25,000	Youth Action Board support and development
Robin Hood Foundation	\$25,000	Youth Action Board support and development
Johnson Family Foundation	\$25,000	Gaps analysis in current system for planning purposes
NY Community Trust	\$20,000	Evaluation activities for YHDP
Ford Foundation	\$5,000	Youth Action Board professional development funds
Mitsubishi UFJ Financial	\$10,000	Establishing shared measurement systems

The funding listed above will be available during calendar year 2018 and through such time as the Coordinated Community Plan is approved by HUD. No expenditure restrictions beyond those specified above shall apply.

**2 – Proposed 6-month Budget**

The NYCCoC proposes a budget totaling \$641,250 over six months for developing a coordinated community plan to prevent and end youth homelessness. Of that total, the NYCCoC proposes to secure \$475,000 through non-HUD sources and to apply for \$285,000 through the YHDP planning grant to cover the first 6 months. This budget will support the following: two youth consultants located at CHY (estimated at \$40,000); a lead staff person in the Office of the Deputy Mayor for Health and Human Services to oversee the YHDP and ensure effective coordination among City agencies (estimated at \$55,000); staff people at DYCD, ACS, DSS/DHS to assist in planning activities (estimated at \$22,500 per agency); hosting and facilitation of stakeholder meetings, focus groups and key informant interviews to ensure that the plan effectively establishes a common agenda reflecting broad input and buy-in from all stakeholders (estimated at \$47,875); support for the Youth Action Board including stipends, outreach, leadership development and hosting and administrative support for meetings (estimated at \$35,906.25); update of needs assessment (estimated at \$47,875); analysis for the 2018 youth count and planning for the 2019 count (estimated at \$47,875); best-practice research to ensure the plan promotes the evidence-based and promising practices most likely to succeed in NYC (estimated at \$23,937.50); establishing shared systems performance measures to evaluate and monitor effectiveness of investments (estimated at \$35,906.25); establishing a continuous quality improvement strategy to ensure ongoing progress towards achieving performance targets (estimated at \$23,937.50); drafting a coordinated community plan that establishes a shared vision and common agenda, describes a mutual understanding of the problem of youth homelessness and defines a joint approach to solution (estimated at \$107,718.75); establishing a plan for continuous communication that engages all stakeholders to build trust and motivation and ensures that all have the information they need to align their activities to the plan (estimated at \$35,906.25); and providing adequate support to guide the YHDP's vision and strategy, support activity alignment, measure progress, build public will,

advance a policy agenda, and mobilize resources (estimated at \$71,812.50).

## **DATA AND EVALUATION CAPACITY**

### **1 - % of homeless beds, excluding DV, currently participating in HMIS**

Participating in HMIS: 79% of beds for households without children; 94.92% of beds for households with children; and not applicable - beds for households with only children.

### **2 - % of youth homeless beds, excluding DV, currently participating in HMIS**

Participating in HMIS: 39.14% of youth beds for households without children; 34.21% of youth beds for households with children; not applicable - youth beds for households with only children.

### **3 – Recruitment of Youth-dedicated projects into HMIS**

For programs that operate youth-dedicated projects through the CoC, they must participate in HMIS. The NYCCCoC works with government partners, including the NYS Office of Temporary and Disability Assistance (OTDA), the NYS Office of Mental Health, the VA, HPD, HPD and DYCD to establish MOU agreements requiring HMIS participation as a condition for receiving new funds and contract renewals. The NYCCCoC has demonstrated success with this strategy (e.g., OTDA requires HMIS use for certain funding streams and strongly encourages it for others). The NYCCCoC meets quarterly with government partners to discuss strategies to support and improve HMIS participation.

### **4 - Supports for new projects transition to HMIS**

DSS employs three fulltime staff: HMIS Coordinator, HMIS Director and HMIS Analyst to assist new projects with their HMIS implementation. Staff develops quality controls to monitor the integrity of client-level data uploaded to HMIS and provides training and technical assistance to ensure that projects new to HMIS are meeting data quality standards and performing uploads on a timely and regular basis. Staff also oversees project set up, compliance, and reporting from the HMIS system, placing particular emphasis on support for newly participating projects. In addition,

they provide ongoing in-person and/or remote monitoring to ensure data quality and compliance with data standards and are responsible for implementing strategies for improvement. DHS, the HMIS Lead, provides training sessions to all HMIS Administrators and Security contacts initially prior to executing HMIS participation agreements and annually or as needed to review updates and refresh users. This training covers privacy, security, and data collection requirements set forth in the NYCCCoC's HMIS policies and procedures and management of data quality and project performance. In addition, the HMIS vendor employs a liaison who is available to provide telephone support to assist projects transitioning to HMIS.

### **5 – HUD Data Reporting Requirements**

The NYCCCoC met all HUD data reporting requirements in the past 12 months, including the submission of PIT and Housing Inventory data into the HDX.

### **6 – AHAR tables**

The NYCCCoC submitted 14 AHAR table shells to HUD and all 14 were accepted.

### **7- Gathering youth data from non-HMIS sources**

Through its partnership with CIDI, the NYCCCoC collects data from administrative databases maintained by city agencies, including ACS, DHS, DOC, DOE, DOHMH, DYCD, Health & Hospitals, NYCHA, and the Department of Probation. CIDI conducts citywide interagency research to identify areas of service need among homeless and at-risk youth to promote citywide policy change and improve the quality of services to young people and the effectiveness of NYC government agencies serving them. CIDI's Data Transfer Protocol allows agencies to share data with CIDI in a timely manner, and CIDI stores all data in integrated data sets on a secure server.

### **8- Performance measures used by CoC**

With input from a broad range of stakeholders, the NYCCCoC establishes a methodology to comprehensively review and monitor the quality, performance, cost effectiveness, and consumer

participation among projects serving youth annually. Performance measures used to evaluate projects are proposed by the NYCCCoC Evaluation Committee through a process that involves public dissemination of the proposed standards and several open public meetings. Stakeholder input is also gathered by the youth provider coalition represented on the NYCCCoC Steering Committee. That input is discussed at a Steering Committee meeting and final standards are adopted by the Steering Committee and released publicly. DSS then convenes two information sessions with providers to ensure broad and accurate understanding of evaluation metrics and data submission protocols. Data submitted via the web-based survey must be accompanied by back-up documentation. Providers collect client level and performance level data through HMIS during the fiscal year, submitting monthly uploads in the HMIS data warehouse to the CoC for quality assurance. At time of performance evaluation, providers submit their data through SAGE HMIS Reporting Repository in a CSV file. In 2018, the NYCCCoC used the following monitoring criteria:

<b>Programmatic Indicator</b>	<b>Universe</b>	<b>Benchmark</b>
Unit Utilization	Total # of funded units	85%
PSH serving chronically homeless	# of PSH households entering calendar year	50%
Residents entering literally homeless	Total # served through federal fiscal year	90%
Length of stay	# of participants served during federal fiscal year	TH/RRH <24 mo PSH >12mo
Gained or Increased other income	Total # of participants served during FY	54%
Gained or Increased earned income	Total # of participants served during FY	20%
1 or more non-cash benefits	Total # of participants served during FY	75%

Health insurance	Total # of participants served during FY	75%
Exit to Permanent Housing (TH)	# of participants leave TH during FY	75%
Maintain PSH or exit to PH (PSH)	# of participants remain in PSH or exit to permanent housing	90%
Maintain PH or exit to PH (RRH)	# of participants who remain or exit to PH after being placed into housing	85%
Spend down of HUD funds	Total funds awarded during year	95%

Projects are able to obtain a range of points depending on the level of success met for each programmatic indicator. Projects receive additional points for exceeding minimum performance standards cited above. In addition, projects must complete an annual consumer satisfaction survey, consumer grievance policy, and convene meetings of a consumer advisory board. Projects that fail to submit all evaluation data on-time, perform at least 11 monthly uploads of HMIS data during the past year, or execute an HMIS participation agreement receive a scoring penalty. DSS analyzes the data and produces a preliminary performance report detailing evaluation results. Projects may submit appeals to an Ad Hoc Appeals Committee appointed by the Steering Committee. Parties with conflicts of interest are disallowed from participation in grievance reviews. DSS publically releases a performance report detailing final evaluation results. Projects scoring poorly on the NYCCCoCs annual evaluation are assessed for participation in the NYCCCoC’s performance and quality improvement (PQI) process. PQI offers technical assistance and requires engagement from agency executives, submission of corrective action plans, and more frequent analysis of project performance. PQI determines the extent to which each project is able to improve performance with supports and makes recommendations to the Steering Committee regarding reallocation of funds if a project is unable to achieve performance targets, or is no longer aligned with the preferred

program models or priorities established by the NYCCCoC.

### **9 – Youth provider performance monitoring**

The monitoring criteria, frequency of monitoring and feedback delivered to youth providers in the CoC is listed above and is the same as all other providers. Because many youth providers are delivering Transitional Housing within the CoC and because there are so few of these models within the portfolio, when the CoC is determining scoring criteria, the Youth Committee and the YAB vocalize the need for Transitional Housing models to be scored with young people in mind. Additionally, the CoC and the City have determined that DYCD housing programs all qualify as homeless facilities such that youth providers can reach the Programmatic Indicator benchmark for those entering as literally homeless. The YAB and the Youth Committee are sought for conference when there are providers with identified issues to improve their performance.

### **10 - Use of data to develop strategy to end/prevent youth homelessness**

The NYCCCoC uses administrative data matches to understand how young people move across systems, such as foster care, homeless services, and adult and juvenile justice. For example, analysis of systems crossover data revealed risk factors for entering the juvenile justice system among children involved with foster care, and these data are being used to guide programmatic and funding decisions. The findings highlighted in *Housing Trajectories for Transition-Age Youth* have been used to inform vulnerability assessment for youth in Coordinated Entry. The CoC also uses program evaluation data to demonstrate which project models have been successful and should be replicated, and which have not demonstrated desired outcomes. These data are used annually to make ranking and reallocation decisions to ensure that resources are strategically invested to end youth homelessness.

### **11- Proposed YHDP outcomes**

If selected as an YHDP community, youth will assist in determining final success measures that

incorporate appropriate developmental timelines. CIDI would implement a new phase of the *Housing Trajectories* study, utilizing the same methodology to measure outcomes for new interventions aiming for a decrease in the number of young people returning to homelessness within two years of exit. Some of the standards our community hopes to reach include:

- Reduction in the number of young persons who become homeless for the first time;
- Reduction in the average and median length of time young people remain homeless;
- Increase in the percent of young persons who exit to or retain permanent housing;
- Decrease in percent of youth who exit homelessness to permanent housing destinations returning to homelessness within 2 years;
- Reduction in the PIT and annual number of young persons who are homeless;
- Increase in income, earned or other; and
- Increase in attainment of high school education or higher-education.

Aside from the aforementioned measures of success, the YAB aims to create a system-wide satisfaction survey that would attempt to measure success around social connectedness, experience within systems, staff competency at both the provider and governmental level, and sense of future self and aspirations. A successful system not only ensures permanent housing, but that permanent housing contributes to the broader positive experience of one's life during which one achieves and attains individual life goals. With this YHDP funding, NYC would create and implement a coordinated community plan that commits to the *USICH Youth Framework and the Four Core Outcomes* of stable housing, permanent connections, education/employment and social-emotional well-being long into the adult lives of young people experiencing homelessness.