

HOUSING PROMOTES PERMANENCE

STRATEGIC HOUSING PLAN

Submitted by the Community Services Division

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Housing instability and homeless prevention have emerged as key issues for supporting Child and Family Services involved families and youth. The provision of stable housing can impact whether families are reunified, enhance the likelihood of permanence, support kinship placement goals, and prevent homelessness among youth aging out of foster care. It is difficult to meet the demand for safe, stable, and affordable housing in many cities, but it is especially difficult in the District; which has one of the most expensive and competitive housing markets in the nation. CFSA involved families are in direct competition with other residents seeking affordable housing options. For families that are child welfare involved, the provision of housing is just the first step to achieving housing stability. Many CFSA involved families need wrap-around support services to maintain housing and reduce the likelihood of homelessness. The Strategic Housing Plan lays out options and strategies with the ultimate goal of dramatically increasing housing stability and significantly reducing homelessness among CFSA involved families and youth.

Understanding Housing Instability Among CFSA Involved Families

This strategic plan acknowledges the need for a more strenuous statistical analysis to fully understand the numbers of CFSA involved families facing extreme housing instability or homelessness. Some existing data provides a basis for understanding families facing housing insecurity or homelessness. Understanding the numbers can help CFSA to better leverage CFSA rapid housing funds and point towards the most needed strategies. In Fall 2013, a survey of in home social workers indicated that 75 families comprised of 178 children faced homelessness. The majority resided with relatives (32), or in shelters, transitional housing, or motels (23). The CFSA Community Services/Community Partnership Rapid Housing Program provided rental subsidies for 96 families between FY2013 through January 8, 2014. Youth are the largest CFSA population receiving housing assistance. The chart below shows the breakdown by program type.

Type of Case	Number of Families/Youth
Preservation	31
Reunification	14
Youth Transitioning	40
Kinship	2
Transitional Housing	9
Totals	96

The CFSA goal should be to provide permanent supportive housing for at least 40 percent of this group using the strategies outlined below over the next two fiscal years. To achieve this goal, CFSA would allocate funding for 38 units to ensure that no CFSA family becomes homeless. Under our current rapid housing budget of \$2.4 million, CFSA could secure at least 43 units for approximately \$713,000 of the rapid housing funds allocated in FY14. By utilizing the Master Lease programs discussed later in this document, CFSA could secure at least 34 units to meet the needs of its families with existing agency resources for an outlay of \$569,000. Through the creative leverage of housing resources from the DC Departments of Human Services and Behavioral Health, collectively we can ensure housing for all CFSA involved families and youth facing housing insecurity or homelessness.

The Strategic Housing Plan advocates a strong tie-in of family financial stability programs that focus on increasing income through training for employer demanded skills, asset building programs, optimizing available public benefits, and financial literacy training. Simply put, boosting family income increases the likelihood of securing safe and decent housing.

Research shows that more than 39% of homeless adults report being in foster care as either a child or youth.ⁱ One particular study from a sample of 195 families revealed that 48.7% of the parents of child welfare involved youth had a history of homelessness.ⁱⁱ Further studies show a high percentage of youth aging out of foster care end up homeless, or marginally housed within a few years of emancipation.ⁱⁱⁱ

The research reveals a powerful correlation between homelessness and child welfare involvement that can be addressed by effective housing initiatives coupled with intensive services and case management. These programs have to address personal issues and lead participants to strenuously work toward increasing personal and family income. If CFSA develops a customized complement of resources to housing, i.e., case management, mental health, and services, it will serve as an investment in eliminating entry into foster care, reducing reentry and greatly increasing the probability of long term housing stability.

The Strategic Housing Plan conforms to the goals of the 4 Pillars. Recognizing that for families served by child welfare, stable housing is often a barrier to reunification and family preservation. Moreover, the lack of affordable housing options has become a significant obstacle for youth aging out of foster care. The Strategic Housing Plan puts forth recommendations and strategies that are flexible; certain initiatives rapidly executed, prevent homelessness, and promote long term housing stability for these youth.

Adopting Successful Housing Strategies

The CFSA Strategic Housing Plan incorporates the principles of supportive housing, transitional housing, rapid rehousing, and the Housing First models. Conventional wisdom in the supportive housing movement states that providing housing to vulnerable populations requires more than the provision of shelter. Supportive Housing encompasses shelter **and** services that put residents on the path to stability and self-sufficiency. Services are carefully programmed and can include therapeutic case management, employment placement assistance, vocational training, financial literacy, credit counseling, literacy classes, and computer training, among other services. The Housing First model advocates the provision of housing under low barrier requirements.

The Housing First model is a customized approach that rests on the premise that once stably housed, vulnerable residents, particularly those with a mental health diagnosis and/or substance dependency, are more likely to participate in programs designed to manage their specific issues. Stable housing not only provides optimal conditions for improving family dynamics and functioning, but it also provides a foundation for pursuing employment and managing mental illness and substance dependency.^{iv}

Transitional housing models have succeeded and failed, but research shows that emergency housing funds, housing vouchers, and community based services are the solution.^v CFSA should also evaluate the need for employing the Housing First model to address the needs of the most vulnerable CFSA involved families and youth. CFSA's success will be due to the careful execution of relevant aspects of these models, flexibility, and ultimately service programming that facilitates engagement, changed behavior and improved decision-making. The *Keeping Families Together* model designed by the Corporation for Supportive Housing to support child welfare agencies nationally, provides a successful framework for combining affordable housing with customized case management services.^{vi}

Affordable Housing in the District of Columbia

In the last 15 years, the District of Columbia has emerged as one of the most expensive housing markets in the country. Prospective homebuyers in DC face a diminishing supply of affordable housing with remaining housing units often out of reach for families with modest incomes. The median purchase price of a single-family home in the District is \$599,950^{vii} as of October 2013 and \$371,000 regionally.^{viii} According to the DC Fiscal Policy Institute, DC lost half of its low-cost housing stock since 2000. The average one bedroom apartment rents for \$1617 and a two bedroom averages \$2035. The DC Housing Authority has a waiting list for housing vouchers of nearly 70,000 families. Approximately 59% of DC residents rent. The District's explosive growth and diminishing affordable dwelling units due to condo conversions will make it difficult for extremely low income families, who earn below 30% (or \$32,250) of area median income (\$107,500) to secure housing. The housing burden in the District is severe. Two thirds of the families earning 30% or less of area median spend more than half of their available monthly income on housing.^{ix} Housing counselors recommend that housing costs should not exceed 28-

30% of monthly income. These significant pressures require affordable housing managers to think creatively and identify ways to leverage available resources.

In the District, larger families and youth aging out of foster care, particularly parenting teens will face difficulties attaining long term housing stability and securing housing in high cost neighborhoods with good access to public transportation. For kinship care providers, small spaces, deferred maintenance, and single units may be the only barrier to taking on the responsibility of a family member in CFSA's care. The Strategic Housing Plan will address these challenges in a way that optimizes leverage and responsible stewardship of public funds.

Strategic Housing Plan
Overarching Goals of CFSA Strategic Housing Plan:
End Homelessness Among CFSA Involved Families

- Set an aspirational goal of zero tolerance for homelessness among CFSA involved families and that through our case management services, we strive to work with families and youth to dramatically enhance the probability of long term housing stability. In doing so, we not only remove homelessness as a barrier to family reunification but also increase the probability that families either maintain and/or attain long term housing stability which increases the likelihood of personal and family stability.
 - Achieving this means understanding and projecting our annual needs and sculpting a percentage of the “3200 units by 2020” that can be targeted to CFSA involved families.
 - It is recommended that we leverage up to 100 diverse units for CFSA involved families with the assistance of our partner agencies.
 - Elevate low-income CFSA youth and family housing needs to a more prominent place on the City’s affordable housing agenda and its scoring for the annual DHCD NOFA.
 - Continue to push for permanent supportive housing and low barrier transitional housing.
- Serve as a catalyst to increase the supply of affordable housing
 - Advance innovative initiatives such as Generations of Hope to serve as a national model for housing CFSA involved families.
 - Maximize access to funding by ensuring that youth oriented housing needs are incorporated into the City’s strategic housing and economic development plans (DHCD, HA, DC HFA, DMPED, DGS).
 - Work with DHCD/HA/DC HFA to provide “bonus points” in the annual unified NOFA funding rounds to provide incentives to developers who meet the needs of CFSA clients (youth, larger families). Provide our stakeholders with the knowledge that CFSA families constitute key demographics that reflect the Mayor’s goal “to ensure the economic diversity of our city and to protect our

long- time residents from being pushed out. The commitment we are delivering on today helps guarantee the District remains a welcoming place to residents of all income levels."^x

- Work with the Housing Authority and Housing Finance Agency to secure financing for projects that address the needs of CFSA involved families and youth exiting foster care. For example, the Housing Authority has shown an interest in supporting Generations of Hope with capital contribution or project based housing choice vouchers.
- Promote Vigorous Interagency Cooperation
 - CFSA must strengthen its day-to-day working relationships with DC Housing Authority (Housing Choice Voucher, Family Unification Program, and Local Rent Supplement Programs) and DC Department of Behavioral Health (Rental Assistance Programs), the Criminal Justice Coordinating Council, and the Department of Human Services (Rental Assistance, Virginia Williams Housing Resource Center) to better leverage and coordinate services for our mutual clients.
- Improve Collaboration with Community Based Organizations
 - CFSA must fully leverage the existing contractual resources of our partner community based organizations. It will be critical for the Collaboratives to strenuously deliver housing, financial literacy, intensive and clinically based case management services for this high risk and high needs population.
 - District agencies must collectively provide the needed leadership and technical assistance to improve the capacity of CBOs to deliver these necessary services.
 - The CP Team will offer training for CFSA social workers and Collaborative workers.
 - Tap into the resources of other community based organizations offering services beneficial to CFSA families.

Housing Needs of CFSA Clients

CFSA must meet the housing needs of families whose housing instability is a barrier to reunification or increases the likelihood that children will be removed from their homes. CFSA must also plan for the self-sufficiency of youth aging out, especially those who are parenting. Given the DC housing market, CFSA social workers should begin the process of planning for housing independence 12 to 18 months prior to the date that the youth ages out of CFSA care. In a difficult housing market, finding suitable housing is extremely difficult for very low income

families, specifically families whose credit history is poor and includes previous evictions. The lack of funds for security deposits and moving expenses are also barriers.

Youth Housing: Moving Toward Community Integration, Independence and Self Sufficiency and Adulthood

As we work to ensure housing for our most vulnerable populations, youth aging out of Child and Family Services Agency has emerged as a priority group. Over the next 19-24 months, 22 youth will age out.^[i] Within this group of youth aging out of foster care, teens that are also parenting are a high priority. The CFSA case managers have experienced significant difficulties housing parenting teens who have more than one dependent, and who continue to need significant support from available public and community based resources. These parenting teens will need a well-designed supportive house strategy. As of January 2014, there are 60 pregnant and parenting mothers comprised of 50 parenting mothers and 10 pregnant teens. Among this group, 11 have two or more children.

The Strategic Housing Plan recommends a number of strategies to address homelessness among CFSA youth. Those strategies are: (1) shared housing; (2) Generations of Hope projects for parenting teens and other priority CFSA populations; (3) adoption of a proven evidence based transitional supportive housing model such as the Foyer model; (4) identification of FUP voucher opportunities; and (5) exploration of an innovative transitional housing program focused on jobs training program for young men transitioning from foster care. It should also be noted that the U.S. Interagency Council on Homelessness recommends strategies that incorporate trauma informed care and a focus on facilitating permanent connections to family, communities, schools and other meaningful social networks.^{xi} Youth should be required to participate in Individual Development Account (IDA) programs as a fundamental strategy to enhance self-sufficiency.

Shared Housing

CFSA-Community Services is exploring shared housing strategies as a realistic response to an increasingly expensive, competitive, and complex housing market. In this model, housing would be provided: youth will live in individual rooms, while sharing communal space such as kitchens, living areas, and bathrooms. Shared living arrangements provide social supports and can be an excellent way to transition to fully independent living.

CFSA should engage one of the Family Support Collaboratives under our existing contract agreement to develop a home sharing program that matches youth aging out to pair up to locate and secure an apartment. A component would be to work with youth in co-managing and sharing housing responsibilities.

Generations of Hope—Parenting Youth Exiting Foster Care and Elders

The Generations of Hope initiative will allow CFSA to be a catalyst for the development of housing units that meet the unique needs of CFSA families. Furthermore, CFSA can contribute to key principals in affordable housing and community development, through the vision of a project that is mixed income, and family friendly; one that offers a design esthetic that complements the surroundings and is indistinguishable from market rate housing. Our expectation is that the building's footprint will be designed to promote a culture of community featuring interaction among all generations, with ample communal space. As a transformational housing development, Generations of Hope will also serve to demonstrate how three generations can live in a cooperative fashion. This will deflect from the current racial, economic, and generational divides that characterize many areas of the gentrifying District of Columbia. Our partner organization, Generations of Hope, has issued an RFQ. Eight organizations have indicated an interest in sponsoring a Generations of Hope project. Two projects were selected with the expectation that they will be able to participate in DHCD's Notice of Funding Availability for developers, which will be held in April, 2014. One project has site control and will adapt the project to meet the Generations of Hope model. The second project will afford us the opportunity to start at the site selection process.

By selecting two projects, CFSA has an incredible opportunity to allow innovation to meet the housing needs of CFSA involved families. The planning group will make a recommendation to senior management on the family type best suited for the second project. The DC Housing Authority has indicated interest in providing a capital contribution or project based voucher support for the Generations of Hope project. The CFSA CP Team will work with each developer to identify additional funding sources with a focus on foundation support.

Teens aging out of foster care are highly vulnerable to homelessness. To address the needs of those under CFSA's authority, we need to segment the group and tailor strategies to meet their specific needs. The housing strategy for youth assumes an assessment of low, medium, and high need residents. For example, single adults, particularly single young men, may be easier to house but still quite vulnerable without supportive services in place such as vocational programs and other mechanisms to tie young people to the community in a meaningful way.

There are youth subpopulations that are particularly vulnerable to homelessness. For example, lesbian, gay, bisexual, transgender, and questioning (LGBTQ) youth; pregnant and parenting youth; youth involved with juvenile justice, youth dealing with significant substance abuse or mental health issues, and youth who have experienced sexual abuse or exploitation. (removed generally) Youth who are child welfare involved are overrepresented among homeless youth.^{xii} Two of our overarching goals for youth are to provide stable housing and supportive services.^{xiii} Because stable housing is strongly correlated with personal financial fitness, participation in an Individual Development Account Program should be mandatory.

Foyer Housing Model

The Strategic Housing Plan recommends CFSA embrace the Foyer Model for Youth Housing for youth related housing strategies. This model has been in existence for two decades, and

employs evidence based best practices.^{xiv} The Chelsea Foyer in New York City is a successful U.S. based execution. The Chelsea Foyer (Developed by Common Ground) provides 40 units of independent residences in a 207 unit permanent supportive housing complex for low-income and formerly homeless adults. Youth have separate entrances, common space, and administrative offices. Foyer residents (34% of whom are former foster care youth) participate in a rigorous program for self- development and self- sufficiency provided by Good Shepherd Services which specializes in youth development. The Community Services Team has requested a tour of this facility. The Foyer project has achieved significant outcomes to include:

- ❖ 77% of exiting residents securing stable housing;
- ❖ 84% remain stably housed after one year post discharge;
- ❖ 75% are employed; 91% surveyed remain employed one year after discharge;
- ❖ Implemented a strong workforce development model;
- ❖ Development of a strong practice culture for transitioning youth;
- ❖ Execution of a strong peer mentoring model leveraging the experience of foster youth and street homeless youth.

Pursuing Success with Outcome Based Strategies

If CFSA adopts the Foyer method, our goal would be to pursue and successfully implement the outcomes outlined above. Moreover CFSA through its CBO partner would seek Foyer certification, incorporate 100% participation in a youth focused Individual Development Account Program, implement a program evaluation protocol to understand, and document per youth cost for housing, services, and case management.

Family Unification Program (FUP) Vouchers

DC Housing Authority has indicated that once FUP funding is restored, the agency would like to serve CFSA youth. In recent years, CFSA has not referred youth for FUP housing vouchers. We will work with the DC Housing Authority to pursue a joint grant application to fund FUP vouchers if HUD offers this option in the upcoming NOFA. Further, we will be working with the DC Housing Authority to 1) examine how the current FUP program is working; 2) explore opportunities to reengineer the program once the federal sequestration is lifted; 3) increase the numbers of youth served by FUP. The CP team met with the DC Housing Authority's Director of the Housing Choice Voucher Program and his staff. We are not optimistic about the availability of new FUP vouchers.

The DC Housing Authority provided us with a list of 365 joint clients currently receiving vouchers. In our cross match analysis, there were only 34 joint clients with open cases. We also learned that families holding vouchers are not time limited to 18 months. We will be meeting with DCHA representatives in the coming week to discuss the utilization of vouchers that may create through attrition, the possibility of vouchers in the HUD NOFA, and the development of a referral process and procedures and protocols to enforce the 18 month limit on youth holding FUP vouchers. Moreover, we will execute a new interagency memorandum of understanding. The Housing Authority indicated an interest in supporting both the Generations of Hope project

and a housing program focused on jobs training for young men transitioning from foster care. We will explore collaborations with both the Department of Employment Services and Office of the State Superintendent of Education.

Transitional Housing for Young Men

CFSA recognizes single young men as an important subsector of the youth aging out population, and is developing strategies to meet their unique needs. For example, there are innovative strategies in existence that combine transitional housing with structured skill based job training and employment programs. The DC Housing Authority indicated an interest in supporting a housing program based on this model.

Keeping Families Together: Supportive Housing For Families

Keeping Families Together is designed to address the needs of vulnerable families who are at risk of child welfare involvement and homelessness. Launched in 2012, Keeping Families Together is a 5 year pilot initiative funded by a \$35 million public-private partnership with four philanthropic organizations and the U.S. Department of Health and Human Services, Administration for Children, Youth and Families. The Keeping Families Together pilot is the first federal investment specifically for fostering supportive housing solutions to reduce or prevent child welfare involvement among homeless and housing insecure families.

Although Keeping Families Together is not yet evidence based, an evaluation of the New York City pilot conducted by Metis Associates shows promising outcomes.^{xv} Results from an evaluation of 29 participating families with long histories of contact with child welfare agencies revealed that “the children of these 29 families had consumed more than 3,000 foster care days in just the two years prior to placement. Two years after placement into supportive housing, 92% of the families remained housed, open child welfare cases decreased by 61%, children’s school attendance rates increased from 60% to 80% and no children were removed from their parents. Foster care days consumed decreased by 77%.”

The key components of the Keeping Families Together model are:

1. **The provision of quality permanent and affordable housing.** Supportive housing is rental housing with no residential time limits and subsidized so that extremely low income residents pay no more than 30% of their gross monthly income for rent. The housing is provided so that residents experience the rights and responsibilities of tenancy, fosters tenant’s stability and their integration into the community. Housing can be both multi-family or through scattered sites.
2. **Access to housing stability services.** Tenants are offered services to maximize their tenure through good financial stewardship, tenancy, and membership in the community. These services assist tenants in building independence and self-sufficiency.

3. **Engaged property or landlord management.** The expectation is that property managers carefully balance the need for effective management of the asset with the needs of vulnerable tenants.
4. **Customized case management and service coordination.** Tenants receive case management services that are trauma informed and coordinated by well- trained case managers who assist residents in navigating government and community based services for health, behavioral health, vocational/educational training, transportation, medication management, nutrition education, daily living assistance, and benefits enrollment. The model encourages self-advocacy and that tenants work in concert with case managers to define the needed services and support systems.

The adoption of this model entails integrating and coordinating supportive services, interagency cooperation among housing, human services, and mental/behavioral health and other city agencies, proper identification, assessment and recruitment of vulnerable families and the supply of affordable housing units.

Kinship Care

Community Services can assist in the development of a package of services that will assist kinship families make space alternations or complete needed property rehabilitations to accommodate the kinship placement. Examples of this could be referrals to the DHCD sponsored Single Family Rehab program; providing rental assistance to move to a larger unit to accommodate child placement; accessing energy efficiency programs through DC Office of the Environment to reduce energy costs; and moving assistance. The current efforts to clarify the various agency assistance programs, increase staff interaction and cooperation, and eventually increased education and outreach are great first steps in supporting kinship providers.

CFSA CP Team will need to establish a formal liaison relationship with DHCD to understand program eligibility for Single Family Rehab and with DOE for eligibility requirements for low income energy efficiency retrofit programs. We will be able to accomplish this by the third quarter of FY 2014. The information will be incorporated into the outreach program for collaborative workers and CFSA social workers.

Strategic Housing Plans for Preservation and Reunification

Partnerships with Developers-Non-profit

All Souls Unitarian Development Corporation is an experienced developer of low and moderate-income housing. All Souls Corporation owns land, and there are plans to develop additional housing in the Columbia Heights corridor over the next several years. The organization suspended significant development as it is sought to reorganize. Community Services requested a meeting with All Souls's new Executive Director. This meeting would occur once the company's plans are established, and would focus on the possibility of carving out units for

CFSA involved families. This Plan advocates a strong consideration for youth oriented housing given the rich number of youth serving organizations in Columbia Heights.

Execution of a Master Lease with For Profit Developer(s)

CFSA should execute a Master Lease with one or more developers. The Master Lease would cover the full rental fee and potentially also cover utilities for a pre-determined number of units and any associated administrative space. With this strategy, CFSA could develop a lease for a period of three to five years. The rental rates should be based on those established by the DC Housing Authority for the housing choice voucher program. Tenants should be encouraged to pay their own utilities. Tenants will have subleases executed by the building owner.

Clients would be required to develop an exit plan and participate in case management provided by a CFSA designated provider or the family support collaborative to receive guidance that will allow them to exit within the timeframe outlined in the plan. The rental rate for tenants should be based on a minimum of 30 percent of their income or a minimum rental payment of \$300 per month. The units should be considered transitional with CFSA families exiting after two years with the ability to extend to three years if sufficient progress is being made. All clients must be required to participate in an Individual Development Account program and develop a long term written housing plan to formulate a personal permanent housing plan. Proceeds from the IDA can be used to secure permanent long- term housing upon exiting the program.

CFSA can pilot this concept of a 4 unit building with two bedroom units with the goal of providing intensive supportive, transitional housing. Referred clients would not have to be registered through Virginia Williams. (See Master Lease Appendix.)

The CP team along with the Deputy Director of Community Services met with DHS and DBH on February 4th to explore how we could leverage interagency resources and partner to better provide housing solutions for our joint clients. During this meeting, the group agreed to pursue a master lease strategy on an identified site. The group reconvened on February 24th to advance this strategy. We anticipate a partnership with DGS as our leaseholder.

One provider of such a Master Lease Program is MED Development. MED has worked on the development and rehabilitation of 150 units of housing in ten properties in the District. As many of MED's properties serve tenants receiving financial and social service assistance from agencies such as the District's Department of Human Services (DHS), Department of Behavior Health (DBH), and the D.C. Housing Authority (DCHA), MED has committed itself to forming and nurturing close working relationships with the provider organizations and nonprofit service community.

All of its recent development projects have been completed without any capital dollars from public funding sources. The Company believes that with the addition of public funds, it can greatly leverage its efforts into a much larger pool of affordable and special needs housing. MED is an LSDBE (Local Small and Disadvantaged Business Enterprise) and CBE certified.

Pennsylvania House represents the first model of what MED intends to develop throughout the City. It will be affordable, both now and in the future. Pennsylvania House will be accessible for many tenants exhibiting special needs. The model is a mixed environment of market rate tenants and service supported occupants, reflecting the move away from “project” environments and clustering of special needs accommodations.

MED Sample Projects

- 1107 11th Street NW (“Erna’s House”): crafted unique partnership with DHS in which the District was able to secure a long term housing commitment for 32 homeless females in a desirable area (Logan Circle), in return for a Master Lease that MED continues to hold. MED provided all financing, transactional, and development resources, with no capital from the District. MED continues to operate the facility in a partnership with DHS and N Street Village (which provides all on-site support services for the residents).
- 425 Atlantic Street SE: purchased and developed multi-family property with a specific goal of providing fully accessible/UFAS compliant units for families (2 and 3 bedroom units). Using its own capital to purchase and renovate the entire building, MED also utilized some DHS funds specifically earmarked for the accessible units. This project is being used as a model for other DHS/TCP accessible projects.

New Master Lease Opportunity. Currently MED has several buildings representing approximately 35 units that are available for a Master Lease Program with CFSA. The agency can specify the tenant mix and can determine its configuration. MED will build out communal and office space to support administrative work and supportive services.

The location is near Wayne and Mississippi PI SE. There is also a child friendly park setting in the area. This property is located across from a DBH sponsored Veterans housing project that will be highly secure. The Veterans housing will be designed in dormitory style. A Master Lease program to secure these units can be established within 60 days with units coming into service by May 2014. An interagency meeting to discuss this opportunity was held February 4th. Below are the units that could be acquired using a master lease which is inclusive of all utilities:

In fiscal year, 2014, CFSA can secure 29 units, with 2 bedrooms, plus administrative space for \$ 208,945.

- In fiscal year 2015, CFSA outlay would be approximately \$573,887.

DC Housing Authority Local Rent Supplement & Project Based Vouchers. CFSA in its new working relationship with the Housing Authority will ascertain the availability of project based vouchers for CFSA involved families. In general, CFSA should work with DC HA to increase future funding for the Family Unification Vouchers. CFSA should work with local providers to participate in the upcoming Spring RFP for project based vouchers. The DC Housing Authority

has shown interest in using these vouchers for Generations of Hope and for a housing program for young men.

CFSA as a Catalyst for Additional Supportive Housing Units

The Strategic Housing Plan advocates increasing CFSA's capacity to place families in supportive transitional or permanent housing units. One way to achieve this is to adopt a **Capital Contribution program**. This funding pot would allow CFSA to buy down a developer's cost while setting aside units for CFSA families. DBH currently uses this strategy to increase available housing units. Manna, DC's largest and most successful non-profit affordable housing developer has indicated an interest in partnering with CFSA or its community service provider. Manna's strategic plans have shifted to include rental housing production with some projects underway and a search for additional projects. Manna would be a more cost effective partner for design and construction management, renovation, and general contracting. A Manna sponsored project is best suited for small and medium sized projects with budgets ranging from \$500,000 to \$5 million.

Using Rapid Housing Funds, CFSA could make a capital contribution toward an upcoming project geared to our specific families and children. With an investment of \$530,000, CFSA could secure 9 deeply subsidized units for 25 years. This would allow CFSA to significantly impact the quality of life for these families and potentially ensure they do not reenter the child welfare system. The Capitol Contribution strategy allows CFSA to buy down the leasing cost of a unit and specify with the developer an affordability covenant for a specific number of years.

Tapping Into Inclusionary Zoning (IZ)

CFSA will explore how DHCD's inclusionary zoning rules will allow CFSA to increase available units for child welfare involved families. In exchange for increased density, developers of new construction residential projects are required to set aside 8 to 10 percent of their units as affordable to households earning up to 50 percent or 80 percent of area median income, depending on the development's zoning and construction type. CFSA can offer additional subsidy to tenants residing in set aside units to bridge remaining gaps in affordability. It should be noted that many CFSA families have incomes that do not exceed 30% of area median income. A next step would be to meet with new construction builders to determine if they are complying with the City's inclusionary zoning regulations and recruiting IZ tenants.

The strategies recommended for Youth, Parenting Teens, Kinship, Preservation, and Reunification families all require a system that fully assesses the needs of the family, while showing how those needs contribute to housing stability. Without vigorous case management, mental health care, and resident services---- the provision of housing at best becomes a Band-Aid, or at its worst, sets the family up for failure and eventual re-entry into the homeless shelter system, and/or the child welfare system. A holistic but individualized family centric approach is critical to reaching productive outcomes. CFSA should explore adopting the Foyer Model for youth transitional housing, the fruition of Generations of Hope, and the implementation of a

Master Lease Program to address housing needs for all family types. Family assessment will dictate the level of “support” for the supportive housing model. A summary of best practices is in the Addendum.

Addendum

Best Practices in Supportive Housing

BEST PRACTICES

1. Placement in desirable housing, properly sized and with good access to public transportation.
2. Careful assessment of family's needs to ensure that services provided match services needed
3. Sobriety requirements.
4. Experienced case managers with clear and consistent protocols on actions to be taken when families fail to participate in case management plans or program rules. Full-time case managers should carry no more than 12-14 families.
5. Support for clients healing from trauma and domestic violence.
6. A whole family approach. Focus on the needs of the entire family, not just the adults.
7. Self-help focused model with an emphasis on the client governance of the program. Support for self-advocacy with landlords, neighbors, and criminal justice and school systems.
8. Organized informal social events for residents that will foster a strong community among those residents.
9. Adequate children's activities and services that include: play groups, child care during group meetings; therapeutic child care, and adequate interior and exterior child play areas.
10. Tenant training and financial literacy training. Tenancy training includes the rights and responsibilities of tenancy.
11. Support for the transition from transitional housing to permanent housing. This includes the move-out process and adjustment to a new neighborhood.
12. Flexibility with two year time period for HUD funded affordable housing programs. (Use of private and local dollars to supplement 1 year extensions).
13. Smooth partnerships among the housing providers, service providers, property managers, and local subsidies after transitioning out.
14. A coordinated service delivery approach with other District agencies and/or child welfare service providers.

ADDENDUM

RECOMMENDATIONS SUMMARY

1. Provision of permanent housing with access to comprehensive services.
2. Provision of transitional housing to ease clients into self- sufficiency.
3. Housing located in the best possible location with an emphasis on access to good public transportation.
4. Embrace evidence based transitional housing models, such as the Foyer Model for homeless youth housing.
5. **Work with DC Housing Authority to restructure the FUP program, and prepare to submit for additional future funding.**
6. **Execute follow up strategies on the completed FUP analysis. Establish those that may still be child welfare involved. Require and/or encourage existing FUP families to participate in HA's Self Sufficiency Program. Of the 365 joint clients receiving FUP vouchers, only 34 have open CFSA cases. A meeting to discuss the reengineering of FUP was held February 7th.**
7. Implement a coherent assistance-housing program in Community Services. Pool internal housing assistance funds in Community Services. Establish clear written guidance. Provide periodic education and outreach to social workers on program eligibility requirements and use of funds.
8. Ensure memorandums of understanding are in place between CFSA and DBH, the Housing Authority, and youth criminal justice agencies. Ensure the MOU allows respective staffs to share client information.
9. Explore opportunities to acquire properties for CFSA families through DHCD or DMPED. Form a partnership with non-profit developer Manna to develop/rehabilitate properties.
10. Require all CFSA families seeking housing assistance to participate in an Independent Development Account Program. The primary goal of the IDA program will be to improve financial literacy and asset building skills. Participants can save for either permanent housing or education. CAAB is an excellent provider. Additional resources and support could come from United Way and CFED (the Corporation for Enterprise Development).
11. **Enhance day-to-day working relationship with Department of Behavioral Health to better serve mutual clients.**
12. **Identify dual system clients with DBH. This will help us improve the efficiency of service and leverage funds more effectively.**
13. Build closer bridge between ERAP and CFSA/Collaborative case workers.
14. **Enhance the housing counseling skills of housing specialists within the family support collaborative. Require that specialists receive housing counseling certification from**

NeighborWorks within 2 years. NeighborWorks provides community based organizations with scholarships to defray tuition, travel, and lodging costs.

- 15. Require social workers to develop a written housing plan in conjunction with the case plan. The housing plan would outline short, medium, and long-term activities to ensure that families can secure and maintain housing once assistance ceases.**
16. Explore the creation of a capitol contribution program, modeled after DMH, which would allow CFSA to directly provide developers with funds that will, in turn empower CFSA to target units for its families and guarantee a set period of affordability.
17. Explore how we can work with new construction developers to utilize inclusionary zoning for placement of CFSA families or youth.
18. Recruit highly competent and experienced social workers to provide case management for new initiatives.
19. Incorporate the United Way vocational model to enhance family asset building. The United Way's service model provides strong vocational training that leads to permanent employment and increased earnings ability.
20. Incorporate the requirement that residents participate in onsite and offsite community service activity.
21. Program evaluations and performance measurement. Implement strong program evaluation which allows for continuous program improvement.

ADDENDUM

The Foyer Model: A Supported Transition to Independent Living

Foyer is a tested approach based on a British adaptation of a French system of youth accommodations for youth who were residing away from home. The U.K. developed the hostel-like model in the early 1990s to address the problem of youth homelessness. Foyer advocates a flexible approach, and in the U.K., the model is adapted to meet local needs. Currently, Foyer Chelsea in NYC is the largest operating model to address youth exiting foster care.

Examples of Best Practices for Supported Housing for Parenting Teens

Youth must:

- Be employed at least 20 hours per week
- Be in school or a vocational training program
- Participate in community life-skills development seminars and workshops
- Pay a program fee that is equivalent to 30% of their income
- Transition out without reliance on public assistance

Program must:

- Be progressive and aspirational
- Be flexible to navigate barriers
- A minimum of two years
- Expects the best from participants
- Holistic but individually tailored
- Incorporate peer mentoring
- Employs the best agency talent for case management and supervision
- Incorporate youth input into the service model

Features	Impact/Rationale
Transitional	Allows CFSA to meet the needs of successive generations Provides enough support to stabilize without creating a culture of dependence Recommend 2 years and an optional extension to 3 years in 6 month increments
Tenant Mix	Mixed needs community featuring a mix of low, medium, and high need residents. This allows for peer mentoring and behavior modeling. The stronger residents will serve as a model and provide leadership for those who are struggling to make the transition.
Peer Mentoring	Peer mentoring is a crucial component of the Foyer Model
Intensive Services	Housing plus education, employment, and personal development
Agreement	A formal written agreement between Foyer and the participant
Focus	Prevent youth homelessness. Recognizes the challenges of youth aging out of foster care; and that a large percentage of homeless youth had a history of involvement with foster care.
Self-Sufficiency	Participants pay a “program fee” to practice paying rent. Funds are deposited in an individual escrow account and given as savings to the participant upon their departure. The Foyer Model undermines the unrealistic expectations among youth that child welfare benefits are provided indefinitely.

End Notes

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- ⁱ Roman, Nan P., Wolfe, Phyllis, Web of Failure: The Relationship Between Foster Care and Homelessness, National Alliance to End Homelessness, April 1995.
- ⁱⁱ Zlotnick, C., Kronstadt, D., Klee, L. (1998). Foster Care Children and Family Homelessness. *American Journal of Public Health*, 88, 9, p. 1368-1370.
- ⁱⁱⁱ Supportive Housing for Homeless Families: Foster Care Outcomes and Best Practices, Sonja Lez-Rashid, May 2013.
- ^{iv} The Housing First Checklist: A Practical Tool for Assessing Housing First in Practice, U.S. Interagency Council on Homelessness.
- ^v U.S. Interagency Council on Homelessness.
- ^{vi} Keeping Families Together Matters: An Introduction to Creating Supportive Housing for Child Welfare Involved Families, CSH and Robert Wood Johnson Foundation, 2012.
- ^{vii} Greater Capital Area Association of Realtors.
- ^{viii} Greater Washington Council of Governments.
- ^{ix} Disappearing Act: Affordable Housing in DC is Vanishing Amid Sharply Rising Housing Costs, DC Fiscal Policy Institute, Jenny Reed, May 7, 2012.
- ^x Mayor Vincent Gray, Press Release dated November 20, 2013—“Mayor Gray, Deputy Mayor Hoskins and DHCD Director Kelly Announce Historic \$187 Million Investment in Affordable Housing”.
- ^{xi} Framework to End Youth Homelessness, U.S. Interagency Council on Homelessness, February 2013.
- ^{xii} Framework to End Youth Homelessness, United States Interagency Council on Homelessness, February 2013.
- ^{xiii} *Ibid.*
- ^{xiv} The Chelsea Foyer at Five Years: Lessons in Developing Stable Housing and Self-Sufficiency For Homeless Youth and Youth Existing Foster Care, Common Ground Community, Good Shepherd Services, October 2009, funded by the Annie E. Casey Foundation.

From Director Donald: “How can we leverage RH dollars strategically to secure slots for our youth and families? I would like to present a proposal to the deputy mayor(s).”

(1) **Implement a Master Lease program.** CFSA would work with local developers who have already acquired and have the capitol to rehabilitate units. CFSA would commit to leasing a set number of units for a period ranging from 3 to 5 years. The builder/landlord will hold the master lease and sublease the designated units to CFSA involved families. CFSA would set rents based on the DC Housing Authority rent subsidy payment standard.

A Sample Projection of Cost of a Master Lease Program

Type	With All Utilities	4 Units	4 Units
2 Bedrooms	\$1,407	\$ 5,628.00	\$ 67,536.00
3 Bedrooms	\$2,019	\$ 8,076.00	\$ 96,912.00
	Without Utilities		
2 Bedrooms	\$1,255	\$ 5,020.00	\$ 15,060.00
3 Bedrooms	\$1,867	\$ 7,468.00	\$ 22,404.00

- CFSA can determine how these units will be used, e.g., transitional housing, permanent housing, supportive housing, housing first, hard to house clients, etc.
- In order for this to be a cost effective and strategic use of CFSA funds, we will have to accurately forecast CFSA’s needs. A cost mitigating factor is that we can collaborate with other agencies and community based organizations to ensure the units are occupied.
- CFSA can reduce its outlay by requiring CFSA clients to pay a portion of the rent that should increase as their income increases. Alternatively stated, CFSA would re-certify clients every 4 months to determine their portion of the rent.

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- (2) **Launch a Capital Contribution Program.** The Department of Behavioral Health uses a Capital Contribution program. The program uses capital funding to finance the development of new, affordable, permanent housing units for people with serious mental illness. Community Services proposes using a similar model with a combination of rapid housing and foundation funding to create additional affordable units to meet the needs of CFSA families.
- (3) Another option is to use CFSA funds to augment and further leverage DBH capital funding for dual agency clients. We are currently working with DBH to explore the leverage of rental subsidy payments using funding from CFSA and DBH on behalf of dual agency clients. Further, DBH has requested increased funding for its voucher and Capital Contribution program to include the development of a DBH Strategic Housing Plan. We might consider approaching DBH to contribute to the development of this Plan.
- (4) **DC Government NOFAs.** CFSA should request that bonus points be awarded to NOFA respondents whose projects either entirely or by a certain component address the needs of child welfare involved youth and families. A directive from DMPED to DHCD would be required to ensure the award of bonus points.
- a. Alternatively, we can request DMPED; in its award of available District owned properties provide bonus points for developers intending to address the needs of child welfare involved families and youth.
 - b. We also need to work with DMPED, DHCD, and DGS to identify a suitable for Generations of Hope.
- (5) **Education and Partnership Building.** Request that DMPED/DHCD and CFSA hold a joint forum on supportive housing development to spur partnering between developers and community based organizations.
- (6) **DMPED's position.** Query DMPED how they think we might best leverage our funding.

^{xv} Keeping Families Together, An evaluation of the implementation and outcomes of a pilot supportive housing model for families involved in the child welfare system, Swann-Jackson, Rebecca, Tapper, Donna, Fields, Allison, November 2010.