



CSH YOUTH

HOUSING NEEDS ASSESSMENT SUMMARY REPORT



October 15, 2021



PURPOSE

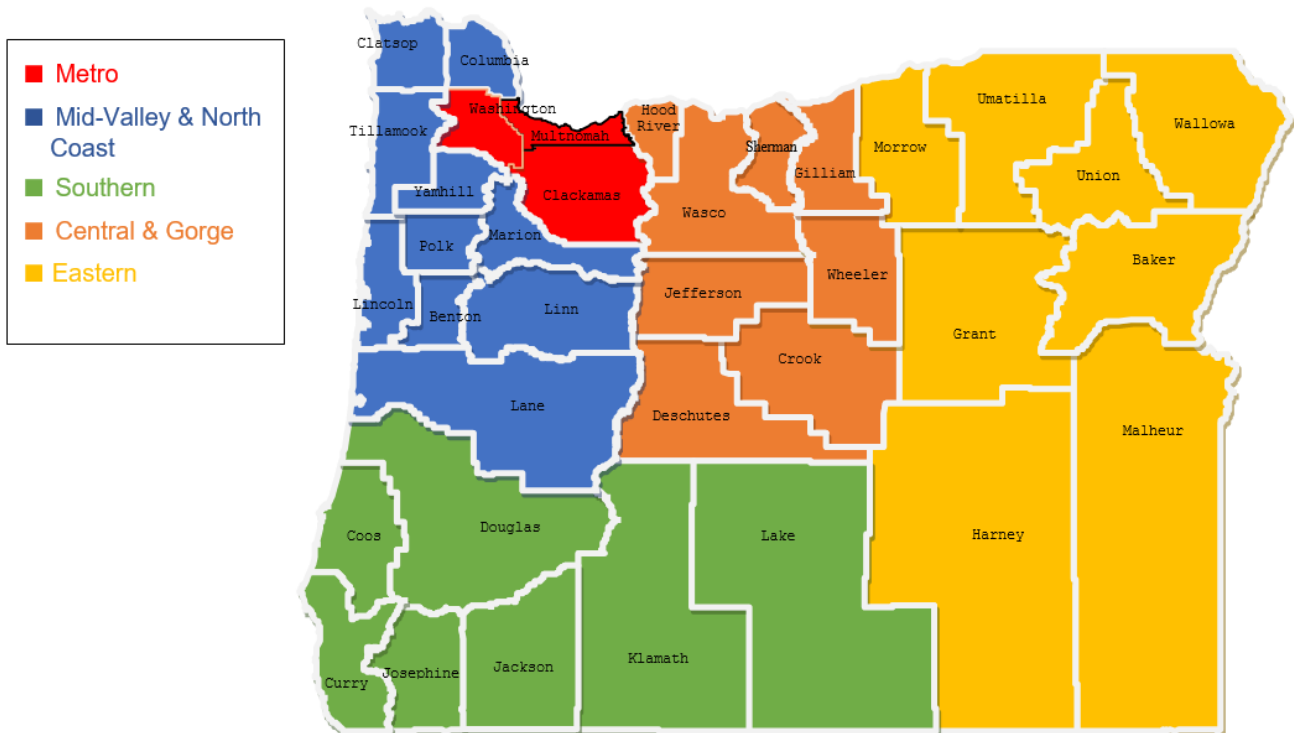
In July 2020, the Oregon Department of Human Services, Self-Sufficiency Programs (ODHS), engaged CSH to complete a statewide needs assessment to determine the continuum of housing and service needs for youth experiencing homelessness. ODHS first became engaged with CSH following a request during the 2020 legislative session after a proposed bill in the session requested a study to better understand what level of appropriations needed to address housing and services gaps statewide for young people in Oregon. ODHS was familiar with CSH's approach to the housing needs assessment, based on our work in Clackamas County via the federally-funded Youth Homelessness Demonstration Project (YHDP), which included intensive community and youth engagement for a comprehensive system modeling process. ODHS requested that CSH use this same approach for a statewide analysis of housing/services needs for youth and young adults. CSH's Scope of Work includes the following activities:

- Complete system-modeling to outline the "optimal" housing and services array across five regions statewide to estimate the statewide level of need;
- Complete a statewide financial model outlining the costs of identified housing and services needs from the regional system-modeling; and
- Provide a summary report and recommendations on the findings of the needs assessment.

Over the past 18 months, CSH has worked with partners and stakeholders across the state toward its shared goals with ODHS to complete the statewide needs assessment. In particular, a strength of this project has been the level of engagement both with young people with lived experience of homelessness and with local community stakeholders statewide. With communities focused on responding to the immediate needs presented by COVID-19, starting the needs assessment took longer than expected—specifically beginning the regional system-modeling work. Additionally, CSH found that there was significant community organizing work needed in order to establish a team of stakeholders for the process and effectively engage young leaders locally, which is the most critical component of the work. Despite the slower than expected start to the project, the statewide needs assessment was completed in the fall of 2021 and will provide a roadmap and priority considerations that have been established by local partners and, most importantly, by young people themselves. Notably, this timing aligns well with statewide priorities. The 2021 legislative session, which ended in July, resulted in the appropriation of significant additional resources for housing and services for youth experiencing homelessness statewide. This homeless youth needs assessment will be a valuable tool for investment decisions.

PROCESS

The project design includes a regional system-modelling process to help each community understand not just how many young people are at risk of, or experiencing homelessness, but how the community can create a more optimal housing and services system for youth. CSH worked with ODHS initially to break the state into five different regions for the modeling, including the Tri-County Metro region, the Mid-Valley/North Coast region, the Central & Gorge region, the Southern region, and the Eastern region. The regional breakdown for the needs assessment is illustrated below:



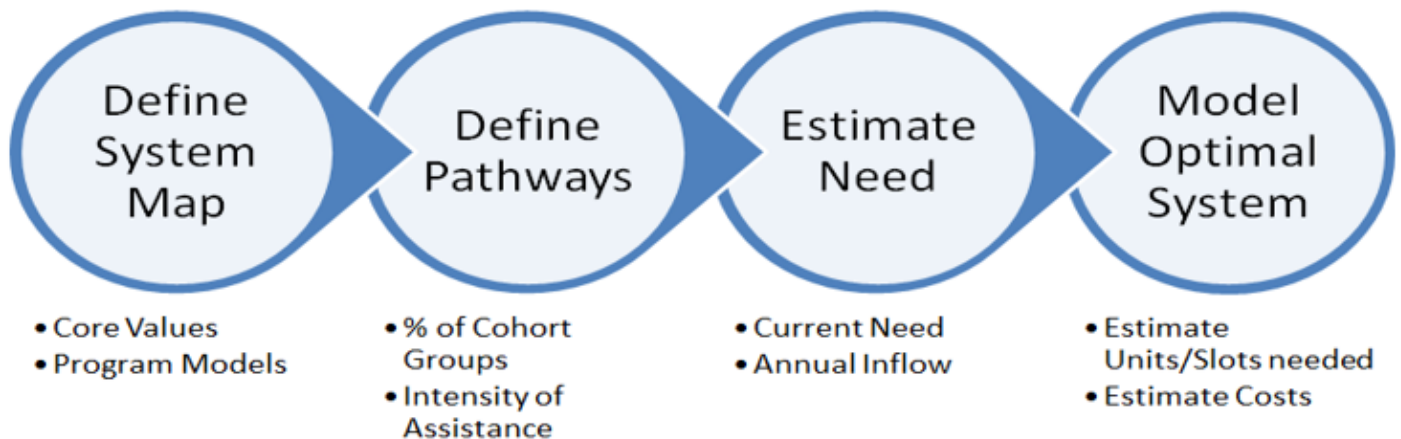
In each of these regions, respectively, CSH began the work to recruit key stakeholder to participate in the system modeling process, which included direct outreach to local partners and to young people with lived experience of homelessness. CSH also engaged the following sectors and stakeholders to create its teams:

- Juvenile Justice
- Child Welfare
- Education
- Healthcare
- Homeless System Partners

PROCESS

The formulation of regional teams took considerable time, as CSH's existing model for the work came from the federal YHDP framework, which includes established teams as required for the application process. YHDP teams must include young leaders and often teams include youth action boards. One of the biggest lessons learned from this project has been that in the future, state and local partners must build in more time for local community organizing and engagement efforts. This is particularly true for engaging young people, as CSH has spent and continues to spend a significant amount of time engaging with young people to: recruit and orient them to the process; reflect on topics covered during the meetings; and track meeting attendance as it relates to compensation for their participation and expertise.

Once regional teams were established, CSH team member leads in each region began the work of system-modeling, which typically takes place over 8-12 weeks and includes a series of regular meetings. The flow of meetings and topics covered follows the format below:

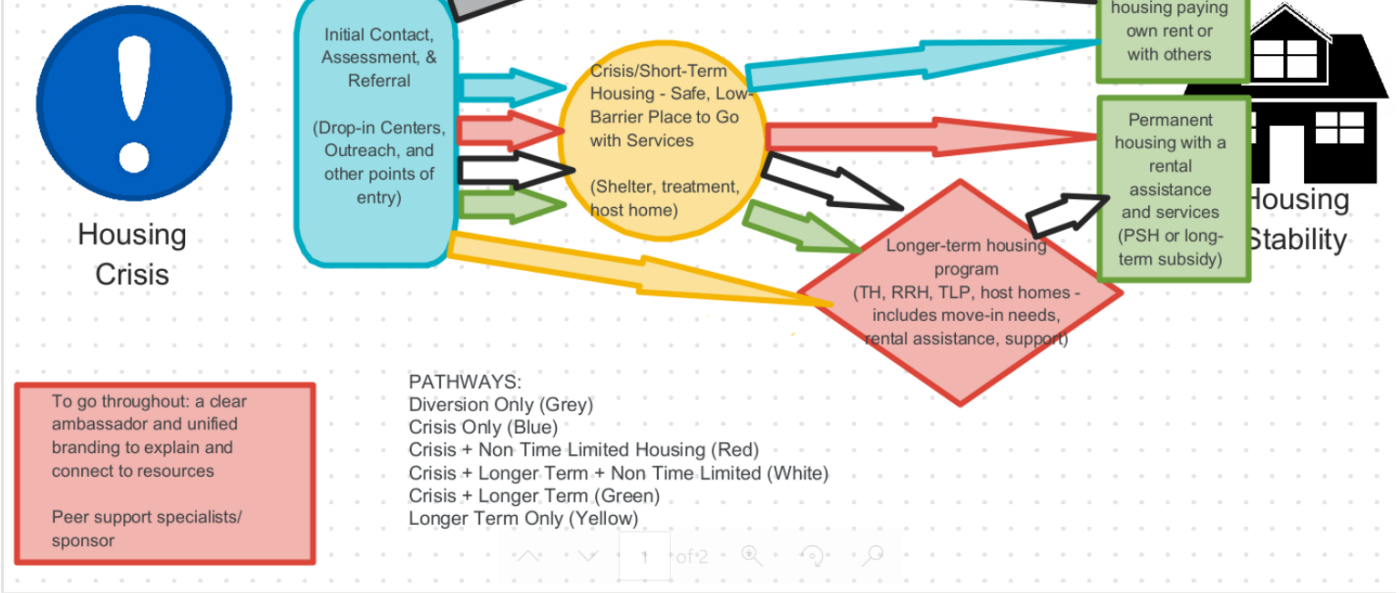


Although this multi-week process to get to regional needs assessment numbers follows the same structure and flow in each community, the conversations and outcomes were different across regions, as they were informed by the experiences of those working and living in each community. Below are examples of the process outcomes in different communities where CSH is leading the local team through the system modeling:

PROCESS

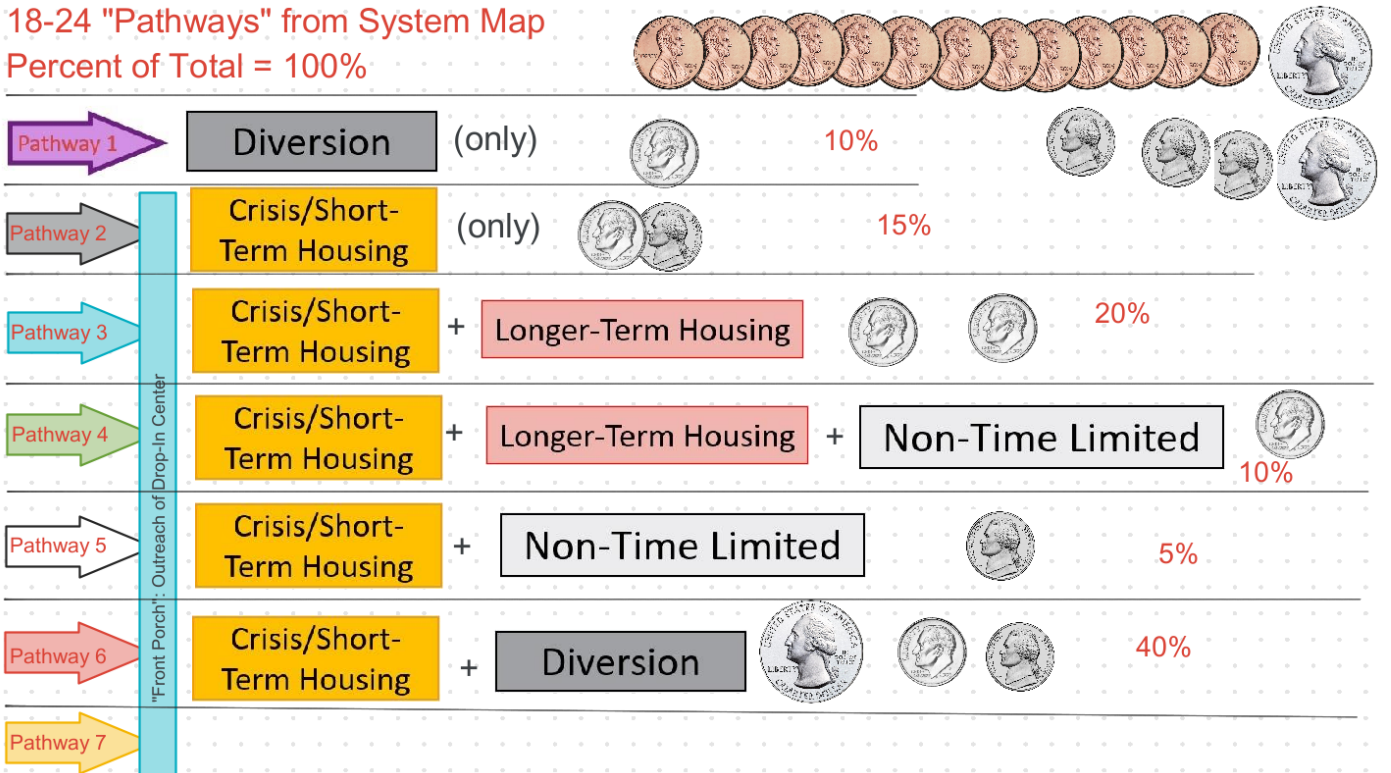
1. Define system map: Southern Oregon

"Ideal" System Map - 18+



2. Define Pathways and Estimate Need: Eastern Oregon

18-24 "Pathways" from System Map
 Percent of Total = 100%



PROCESS

3. Model optimal system, estimate units/slots needed: Mid Valley/North Coast ("Blue region):

Housing Type Percentages from All Blue Region Members

Front Porch	Description	Percent
Mobile Outreach and/or Navigation	Program with staff that are deployed into the community: this may include mobile outreach to unsheltered locations and/or in-reach with navigators assigned to community locations (schools, libraries, etc.). Programs connect youth with community resources with goals of prevention, diversion, harm reduction, and connection to housing. May include coordinated entry, youth navigators, family reunification.	52%
Drop-in Center	A place where youth can "drop in" and be provided with low-barrier services, including connection to housing resources, basic necessities , case management, and more. May include coordinated entry, youth navigators, family reunification.	47%
Crisis Housing	Description	Percent
Shelter	Safe and affirming space that bring youth inside and connects them to long term housing solutions.	39%
Host Homes	Short-term, family-based settings that can offer youth a safe alternative to shelter with financial assistance and supportive services. May include options to live with existing people in their network or create connections to an unknown (but well-vetted and trained) volunteer host.	30%
Transitional Housing	Could be used as a crisis option for short period of time. TH can look like shared living at one place or scattered-site with master leasing.	31%
Medium and Long Term Housing	Description	Percent
Rapid Rehousing	Up to 24 months of tenant-based rental assistance and services. Youth has own lease, therefore considered permanent. Should have a deep-array of optional services for a youth to choose.	41%
Host Homes	Longer-term, family-based settings that can offer youth a safe alternative to shelter with financial assistance and supportive services. May include options to live with existing people in their network or create connections to an unknown (but well-vetted and trained) volunteer host.	33%
Transitional Housing	Model allows for up to 24 months of housing and services. Not considered permanent because a youth does not have a lease in their name. TH can look like shared living or scattered-site with master leasing.	36%

The system-modeling process was completed in all five of the regions in August of 2021. From there, CSH completed the statewide needs assessment including the final financial and unit goal projections by:

1. CSH utilizing each region's established housing pathways; 2)
2. Determining percentages (how much of each intervention is needed), and costs to complete the statewide financial model in a Microsoft Excel format; and
3. Completing this final report for ODHS summarizing the outcomes and recommendations.

CSH will work with the ODHS to share the findings with key state partners and stakeholders through the end of the year, including a presentation at the statewide Youth Symposium hosted by ODHS on October 29th.

STATEWIDE NEED ESTIMATES

In a parallel with forming our regional teams and beginning the system modeling process, CSH requested and analyzed the following data from local communities, ODHS, and homeless service providers to estimate the need for supportive housing for youth and young adults in Oregon:

- Homeless Management Information System (HMIS) data from all Oregon Continua of Care.
- Homeless system Point-in-Time reports statewide, reported to the U.S. Department of Housing and Urban Development (HUD) annually.
- Homeless and Runaway Youth (RHY) program data from the Family and Youth Services Bureau within the U.S. Department of Health and Human Services (HHS).
- Oregon Department of Education K-12 district totals of households experiencing homelessness according to the McKinney-Vento definition of homeless.
- Parole release data from the Oregon Youth Authority (OYA) for the juvenile justice system.
- A requested data match in the aggregate from ODHS from the Senate Bill 1 (SB1) dashboard data, which was created to establish a System of Care Task Force and contains data on youth system utilization and interactions from the following systems: 1) County Juvenile Justice (CJD): local juvenile court-involved youth at the county-level; 2) Child Welfare (CW): youth who are or have been in state CW custody; 3) Intellectual and Developmental Disability (I/DD): youth who qualify for I/DD services; 4) Oregon Health Plan (OHP): youth who have received at least one mental health or substance use disorder service during the timeframe; and 5) Oregon Youth Authority (OYA): juvenile justice for youth committed to state custody.

In order to estimate the statewide need, CSH made some key assumptions due to several factors. Primarily, the data challenge is that there is no way to de-duplicate data across systems. Also, the data does not include young people who do not have contact with specific systems of care. For example, SB1 data only includes youth who are enrolled in Medicaid, and does not include youth who are uninsured, commercially insured, or self-insured. Additionally, several state systems, including OYA and the ODHS SB1 dashboard cannot provide exact numbers for some reporting categories, and instead provide ranges. Specifically, if there are less than five young people with system intervention, the SB1 dashboard reports this as <5, rather than providing an exact figure. Because of this, CSH recommends that ODHS caveat the statewide supportive housing need for homeless youth as an estimate while data systems continue to evolve. In future data analyses, having the ability to do the following will significantly increase the data quality and ability to capture statewide need.

STATEWIDE NEED ESTIMATES

1. De-duplicate the SB1 dashboard data across systems;
2. Match SB1 dashboard data with HMIS data; and
3. Provide exact numbers of young people rather than ranges in data fields.

Lastly, the data presented here is an estimate for Oregon youth and young adults that have needs consistent with supportive housing. This means that it is not simply a “count” of young people experiencing or at risk of homelessness, but rather an estimate of youth in Oregon that are likely to need safe, affordable housing and services in order to secure and maintain stable housing because of certain life experiences and system interactions.

The table below contains the total statewide youth supportive housing need based on CSH's data analysis as of July 2, 2021. Totals are broken out by system, age range (18 and over and 13-17), and region. CSH is not currently including the McKinney-Vento homeless count data in the estimated statewide need numbers as the numbers are likely duplicated within the other systems reporting, which would inflate the assumed need. Additionally, education numbers include all young people starting from Kindergarten aged children and CSH does not have the ability to separate out by age range. The McKinney-Vento numbers also do not delineate among households. Therefore, if a household experiencing homelessness has four children, they are all counted as individuals experiencing homelessness. For these reasons, following consultation with ODHS, CSH opted not to include the education numbers in the total estimated need, but has left them in the summary table for reference.

	SB1 statewide systems: <18	SB1 statewide systems: 18-24	HMIS* 13-17	HMIS* 18-24	Education K-12
Southern	155	90	647	475	622
Mid-Vally North Coast	313	169	899	807	1372
Eastern OR	48	21	358	382	198
Central/Gorge	52	36	76	93	129
Metro	243	74	461	2723	1122
other	131	25	0	0	0
	942	415	2441	4480	3443
	<18 statewide	3383			
	18-24 statewide	4895			
	Total:	8278			

HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

CSH used the statewide/regional data on supportive housing need outlined above together with proxy housing and services cost estimates to determine statewide housing inventory needs. Per unit costs estimates were then applied to the total housing/services inventory needs in each region to model five-year cost estimates in order to create the optimal youth housing system statewide.

First to understand the additional inventory needed (housing units/slots and services) for the statewide youth needs assessment, CSH pulled together the unit need across interventions and in each region. These inventory assumptions came from the following steps:

1. Total regional youth housing need identified in the statewide cross system data analysis (for youth under the age of 18 and youth ages 18-24);
2. Regional housing needs data was then overlaid with the determined needed housing/services pathways (and percent of young people that will use each identified pathway in an optimal system) created via the system modeling process.

The housing/services pathways include several parts of the housing system including when young people first experience a housing crisis and need an immediate intervention, known as the "front porch" of the system. The front porch includes interventions like outreach, diversion, and drop-in centers or services which can keep young people from ever having to enter the homeless system with some short-term navigation and assistance. Also included as part of the system pathways are crisis housing and long-term housing interventions. Crisis housing is meant to be a short-term (3-6 month) intervention in which young people are able to be reconnected with permanent housing either through family/kinship connections and mediation or through a transition to non-time limited housing and supports. Crisis housing can take the form of emergency shelter, Host Homes^[1], or 3-6 months of Transitional Housing^[2].

Long-term housing is just that, which includes housing and services for young people for up to 24 months. Long term housing for young people often uses the Rapid Re-Housing^[3] model but can also include longer stays in Transitional housing and Host Homes.

[1] <https://www.pointsourceyouth.org/host-homes>

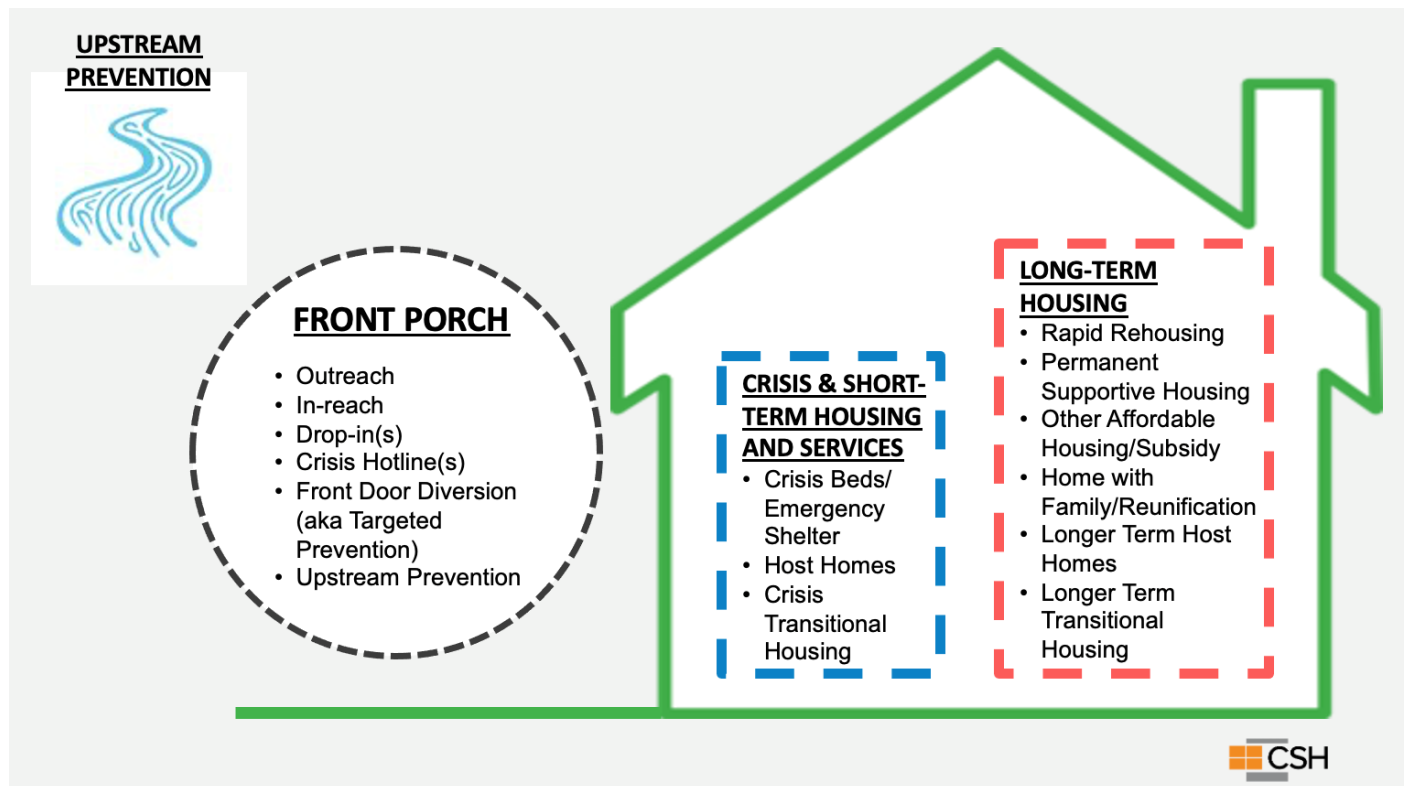
[2] <https://www.acf.hhs.gov/fysb/fact-sheet/transitional-living-program-fact-sheet>

[3] <https://endhomelessness.org/ending-homelessness/solutions/rapid-re-housing/>

HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

The optimal youth housing system must also include permanent and non-time-limited housing options for young people that will need ongoing services and supports in order to maintain their housing.

Non-time limited housing for youth includes a robust supportive services model to address the needs of young people experiencing behavioral health and/or substance use challenges. The graphic below illustrates how the regional system modeling process is meant to call out what needs to exist for young people at the front-end, middle, and back-end of the ideal housing system.



HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

Below is a summary of the statewide housing/services inventory needs for young people in Oregon including those under the age of 18 and youth ages 18-24:

Statewide under 18 “Point-in-Time” Inventory Needs							
	Housing Sub-Type	Metro <18	Mid-Valley & North Coast <18	Southern Oregon <18	Central & Gorge <18	Eastern Oregon <18	Total PIT System Inventory Needs
Front Porch	Mobile Outreach and/or Navigation	36	62	32	12	7	150
	Drop-In Center	16	26	22	3	17	83
	Total	52	88	54	15	24	233
Crisis Housing	Shelter	22	38	16	11	13	99
	Host Homes	29	50	24	5	6	115
	Transitional Housing	22	38	40	*	6	106
	Total	73	126	80	16	25	320
Long Term Housing	Rapid Rehousing	282	485	92		0	859
	Host Homes	141	242	277	86	17	763
	Transitional Housing	282	485	553	86	17	1,423
	Total	704	1,212	922	172	34	3,044

** Central-Gorge Transitional Housing included in cost modeling for under 18 as a long-term housing intervention only*

Statewide 18-24 year-old “Point-in-Time” Inventory Needs							
	Housing Sub-Type	Metro 18-24	Mid-Valley & North Coast 18-24	Southern Oregon 18-24	Central & Gorge 18-24	Eastern Oregon 18-24	Total PIT System Inventory Needs
Front Porch	Mobile Outreach and/or Navigation	65	39	17	25	21	166
	Drop-In Center	120	36	17	13	9	195
	Total	185	75	33	38	30	361
Crisis Housing	Shelter	33	32	17	3	32	116
	Host Homes	22	24	6	1	6	60
	Transitional Housing	167	25	34	*	25	251
	Total	222	81	57	4	63	427
Long Term Housing	Rapid Rehousing	1,737	174	90	78	73	2,152
	Host Homes	434	102	90	34	12	672
	Transitional Housing	724	148	271	*	36	1,180
	Total	2,895	424	452	112	121	4,004

** Central-Gorge Transitional Housing modeled as it’s own pathway in region at 49 units/year; reflected in cost summary*

HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

Once the housing/services inventory needs were established, CSH worked with ODHS to survey statewide youth service providers on the current costs of housing and services across different interventions. In addition to local Oregon cost data from youth service providers, CSH also used national costs averages for crisis, short-term, long-term, and permanent housing interventions based on YHDP work in the following communities: Tucson, Arizona, Baltimore, Maryland, and the state of Washington.

The summary below includes estimated per-unit costs across housing/services interventions and applies the regional inventory need assumptions to make statewide cost projections for the creation of a more ideal youth housing system.

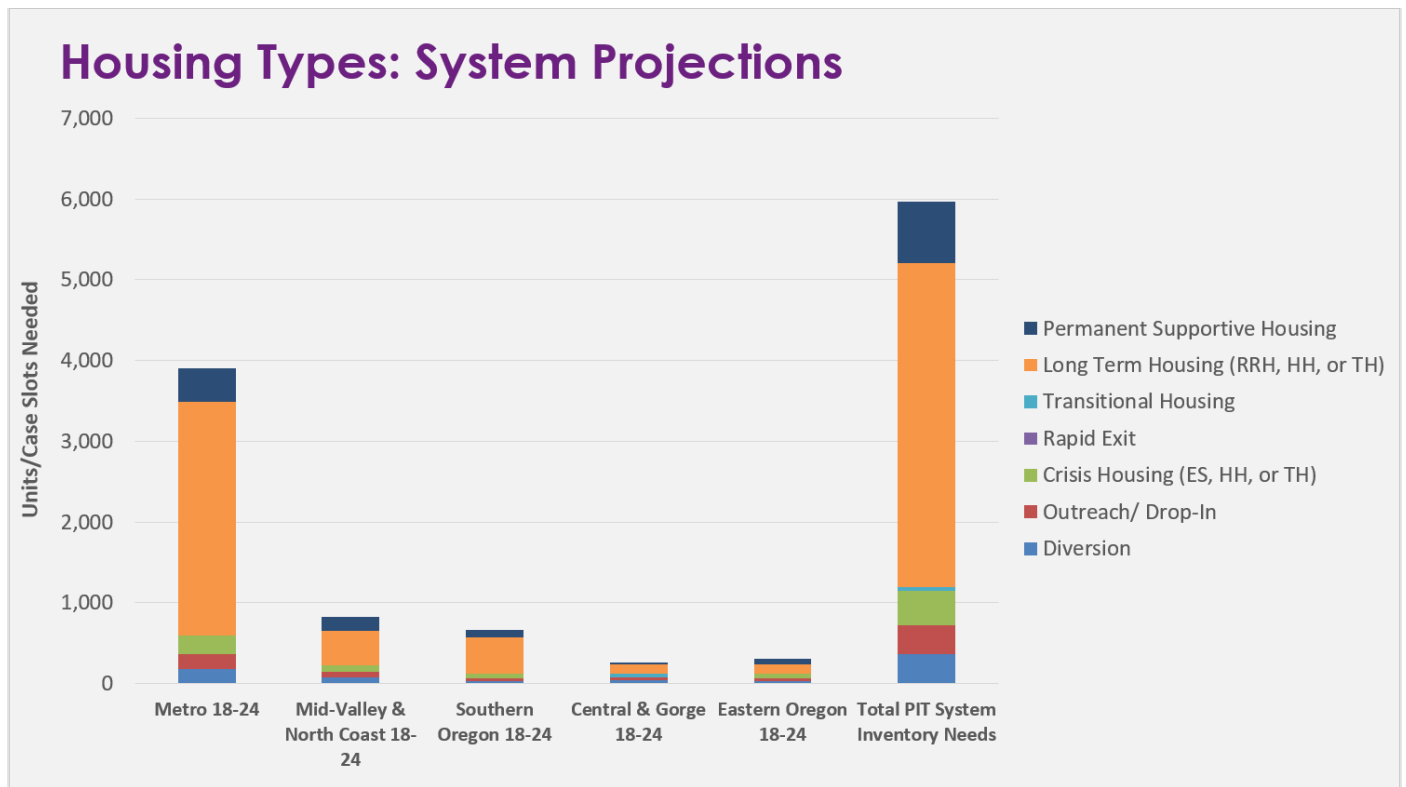
Statewide Costs Projections: Youth Housing Needs Assessment: 18-24 year-old							
Project Type	Estimated Program Cost per Unit	Metro 18-24	Mid-Valley & North Coast 18-24	Southern Oregon 18-24	Central & Gorge 18-24	Eastern Oregon 18-24	Estimated System Costs
Diversion	\$1,000	\$350,000	\$181,000	\$42,000	\$9,000	\$16,000	\$598,000
Outreach/ Drop-In	\$996	\$184,344	\$74,734	\$32,883	\$37,865	\$29,894	\$359,720
Crisis Housing (ES, HH, or TH)	\$30,896	\$6,858,830	\$2,502,546	\$1,761,051	\$123,583	\$1,946,425	\$13,192,433
Transitional Housing	\$33,816				\$1,657,003		\$1,657,003
Long Term Housing (RRH, HH, or TH)	\$29,340	\$84,938,616	\$12,440,060	\$13,261,573	\$3,286,054	\$3,550,111	\$117,476,414
Permanent Supportive Housing	\$27,291	\$11,462,121	\$4,803,174	\$2,319,715	\$654,978	\$1,637,446	\$20,877,434
TOTAL	\$123,339	\$103,793,910	\$20,001,514	\$17,417,222	\$5,768,483	\$7,179,875	\$154,161,005

The current financial modeling scope includes housing interventions for the 18-24-year-old populations in Oregon. While the needs assessment includes inventory needs/unit counts for the under 18 youth population, the regional modeling teams did not generally include deep involvement from child welfare representatives or a significant number of youth leaders under the age of 18.

HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

Both child welfare and young adult input is critical to understanding potential resources and projecting costs for the under 18 system. Because of this CSH recommends additional data analysis and discussion (particularly with child welfare partners) to understand the housing stability needs and goals of the under 18 population, including the associated costs which are generally higher than the 18-24-year-old system due to staffing and licensing requirements.

Because modeling was completed at the regional level, each community has mapped out a different mix of housing interventions needed in order to create its optimal youth housing system. The summary below provides a snapshot of the amount and types of housing/services interventions across the regions where different parts of the state are addressing identified gaps for young people:



It is important to note that regional teams were asked to design the ideal housing/service system for young people in their communities regardless of what exists today. This means that in order to meet the inventory goals established by the statewide needs assessment there will be significant programmatic changes needed.

HOUSING TYPE/UNIT GOALS AND COST PROJECTIONS

For example, many regions identified a need for mobile outreach and youth drop-in centers where none currently exist. This is especially true in rural communities where young people described their lived experiences of not being able to access services or having to hitchhike long distances just for a place to sleep. Additionally, several programs operating currently for youth have eligibility barriers or time limitations that will not meet young people's needs identified by the regions in creating their ideal system. It is critical that the inventory and costs summary data be interpreted with the context that these are the investments and programmatic changes needed to meet the needs of Oregon youth experiencing homelessness.

OPPORTUNITIES

Detailed below are opportunities CSH has identified for ODHS and communities across the State of Oregon to leverage this work to strengthen the state's response to youth homelessness in the areas of:

1. Youth Engagement/Leadership;
2. Legislative Advocacy;
3. Data; and
4. Equity and Community Engagement.

Youth Engagement/Leadership: The most significant opportunity CSH urges ODHS is to capitalize on is the youth and community engagement that CSH has helped lead over the past year. CSH believes individuals with lived experience are our most important stakeholders, and we must bring marginalized voices and perspectives to the table and ensure they have a real stake in charting the path forward. CSH has worked with youth to co-design a new, more optimal housing system. Although developing this new infrastructure has taken significant time and effort, it positions ODHS to keep youth at the center of efforts to end youth homelessness moving forward. If we do not meaningfully involve youth in the process, we risk not gaining their valuable insights, which are critical to changing how the system effectively serves youth experiencing homelessness.

Youth voice and leadership has been central to the design and implementation of the statewide needs assessment. CSH has heard from many young people throughout this process that they have never been involved in a project where their feedback was centered and prioritized. Throughout the process, several young people across the state have stepped into leadership roles in their communities, and some have even added this work to their résumé while pursuing education and employment opportunities. CSH is optimistic that our work can be the beginning of a statewide Youth Advisory Board (YAB) and that ODHS is positioned to build off of this critical groundwork to remain regularly engaged with youth and young adults around what kinds of housing and services designs are most needed based on their lived experience and expertise.

CSH advises ODHS to establish a statewide YAB immediately following the completion of the statewide needs assessment and shift into implementation of the recommendations. Young people and other state partners have expressed optimism about a new housing and services framework, but there has also been some skepticism expressed by young people and service providers about what "action" the state will take as a result of this work. Many young people have asked pointedly in meetings, particularly in the Mid-Valley North Coast region of the state, "how do we hold ODHS accountable to implement our recommendations?". By establishing a statewide YAB, ODHS will continue to build trust and relationships not only with young people, but with community partners as well.

OPPORTUNITIES

Legislative Advocacy: Another critical opportunity is the new legislation and funding appropriations approved in the 2021 legislative session for youth-specific housing interventions, including host-homes and rental assistance. Under the leadership of young people with lived experience through an established YAB, CSH recommends that ODHS collaborate with the Oregon Housing and Community Services Department (OHCS) to ensure that youth-specific design considerations and services are prioritized as new housing programs are implemented. Additionally, having the statewide need estimate positions ODHS and its partners to advocate for additional youth housing resources in upcoming legislative sessions and as decisions are made for the use of stimulus funding from the American Rescue Plan (ARPA) or other state and local fiscal recovery funds.

Data: CSH recommends that ODHS work with its external and interdepartmental partners to better understand how key changes to the data systems can better inform the need. The data recommendations outlined above will be important not only for helping the state to better estimate the level of supportive housing need, but also to better understand the experience of system-involved young people in Oregon. As a priority next step, ODHS should use the SB1 dashboard to explore a possible data match with the statewide HMIS. This information will inform the extent to which young people involved with state system (e.g. child welfare, juvenile justice) also have experiences of homelessness. Importantly, the SB1 dashboard can also inform services and housing intervention design and scale, utilizing the existing evidence base correlating specific system involvement with the likelihood of young people experiencing homelessness absent a supportive housing and services intervention.

Cross-Department Collaboration: During the time that CSH worked to establish regional system-modeling teams and complete the statewide needs assessment, state-level funding has been appropriated for youth housing initiatives. ODHS has started conversations with its partners at the Oregon Department of Housing and Community Services (OHCS) as that department is tasked with allocating a statewide rental assistance program for youth and young adults. ODHS and OHCS should work closely together to refine the regional need and costs assumptions from the statewide needs assessment, including continued co-creation and advisement from young people. The creation of a statewide YAB that advises not just ODHS but other department partners such as OHCS on programmatic and funding decisions will be a critical step toward centering young people across systems rather than each department creating its own youth advisory body.

Equity and Community Engagement: CSH advises ODHS to include a Racial Equity Impact Analysis as part of its implementation and funding decisions for youth housing and services.

OPPORTUNITIES

Funding allocation decisions and new housing and services for young adults need to take into consideration communities that have been disparately impacted by centuries of subjugation and federally-backed racist housing policies and practices, resulting in the overrepresentation of Black, Indigenous, and People of Color (BIPOC) within the homeless and other institutional settings. Specifically, in Oregon, CSH recommends more direct outreach and engagement statewide to Native American and Tribal partners. While ODHS and CSH engaged Tribal partners during the course of the statewide needs assessment, especially as regional teams were established for system-modeling, at this time, COVID-19 was hitting Tribal communities particularly hard, and it was difficult for Tribal partners to dedicate time for the modeling work. CSH is still working to connect with Tribal partners, specifically in Eastern Oregon, in order to gain their insight and feedback on the modeling and to create an opportunity for Tribal-specific recommendations. However, deeper engagement is needed to ensure that housing and services for youth in Oregon will meet the needs of all young people, include Native American youth. Native youth are overrepresented in the Child Welfare system as well as the homelessness and justice systems. Implementing new housing resources is an opportunity to create a more equitable system, but it must be done in close partnerships with those from impacted communities.

PROJECT WRAP-UP AND NEXT STEPS

With several new, high-impact opportunities to explore for additional youth housing and services supports, as well as informed assumptions around the need, ODHS is well-positioned to address youth homelessness statewide. CSH looks forward to our continued collaboration, including sharing the outcomes of our needs assessment with key partners upon request, and providing advisement to ODHS leadership as it turns to implementation. CSH has resoundingly expressed that, by far, our favorite part of the work has been the opportunity to work closely with young people and learn from their experiences and expertise. As such, the CSH team would welcome a continued partnership with ODHS as it looks to build upon the needs assessment and establish an ongoing formal YAB to advise on housing and services design for youth and young adults in Oregon.

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